ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1768 SCOMM 71: JOINT COMMITTEE ON SCHOOL PERFORMANCE, 1989-90 1336

SCOMM 71: JOINT COMMITTEE ON SCHOOL PERFORMANCE, 1989-1990

MEMBERSHIP:

SENATOR LLOYD JONES, CO-CHAIR
REPRESENTATIVE EILEEN MACLEAN, CO-CHAIR
SENATOR AL ADAMS
SENATOR JOHNE BINKLEY (EX OFFICIO)
SENATOR JACK COGHILL
REPRESENTATIVE CHERI DAVIS
REPRESENTATIVE JOHNNY ELLIS (EX OFFICIO)
REPRESENTATIVE NIILO KOPONEN

Established by LR 53, 1989 (HCR 18).

Contents: 1 file of committee minutes, transcripts of hearings (9/21 and 12/4/89 in Barrow and Petersburg), and materials discussed at each meeting. 23 tapes are also available of meetings held 8/4/89 - 6/8/90.

LIST OF FILES (PAGE 1) MICROFICHE #

1. COMMITTEE MEETINGS

2. REPORT: "NEW DIRECTIVES IN SCHOOL PERFORMANCE: THE LEGISLATOR AS ADVOCATE AND GUARANTOR" JAN. 1991

SCOMM

71:1

8/4/89

JOINT COMMITTEE ON SCHOOL PERFORMANCE
August 4, 1989

MEMBERS PRESENT

Rep. Eileen P. MacLean, Co-Chair
Sen. Al Adams
Rep. Johnny Ellis (Ex officio)

MEMBERS ABSENT

Sen. Lloyd Jones, Co-Chair
Sen. Jack Coghill
Sen. Johne Binkley (Ex officio)
Rep. Cheri Davis
Rep. Niilo Koponen

WITNESS REGISTER

Don Gray
Member, State Board of Education
c/o Lathrop High School
Fairbanks, Alaska
Phone: 456-7794

William G. Demmert
Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Phone: 465-2800

Edna MacLean
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Phone: 465-2800

ACTION NARRATIVE

SENATOR AL ADAMS, District L, recognized Rep. MacLean as Chairperson for the meeting of the Joint Committee on School Performance.

DON GRAY, member of the State Board of Education, addressed the committee in the place of President Barney Gottstein. He distributed (Attachment A), How Can The State of Alaska Improve School Performance?, and (Attachment B), a draft of the current State Board Subcommittee on Education Outcomes.

This attachment includes the goals that the State Board of Education is working on for this coming year. The six major items that the Board is concerned with are:

* Early childhood, parenting and language programs;
* Community based child services as a multi-agency responsibility;
* At risk incentive program alternatives;
* Reevaluation of schooling options;
* Improving teaching practices and providing support for teachers in rural Alaska;
* Building on the strengths of Native languages and cultures.

Mr. Gray stated that the Board plans to establish several committees comprised of Alaskan educators, parents, and community members, that would be able to come up with specific recommendations for the next session regarding the major concerns of the State Board of Education. He added that the schools in Alaska, for the first time this year, will be giving one achievement test in all the districts. He noted that the disadvantage of this test is that it is not geared toward what Alaskan communities have expressed they wish taught in their schools. He felt that the advantage would be to raise skill levels and provide information to teachers in Alaska. He thought that this would raise student performance on future tests.

Mr. Gray observed that Alaska has varying levels of performance in schools within certain districts. He added that because of a budget cut, the Alaska Specific Achievement Test project (grades 4 through 8) was terminated.

Mr. Gray explained that the board had asked for recommendations and guidelines to address the functions of certain school districts that were falling below the percentage of the Achievement Test.

Mr. Gray commented that the board had not developed one particular recommendation. However, the question was raised as to how to treat the basic inequity within different parts of the state. He noted that many states are aware of the economic imbalance created by the redistribution of the education dollar. Alaska has established the Education Foundation Program, which tries to distribute the education dollar equally among the school districts within the state.

Mr. Gray declared that the effectiveness of the Education Foundation Program will be more clear after the same test is given throughout the state for the first time in April 1990. This test will show which school districts and children are below the national level of the basic skill

level. Mr. Gray further stated that the management of education should be at the local level, with both the professional educators and the parents working together. "The purpose of the school system is to educate the children, not to provide employment for the teachers. The more that the community level involvement is encouraged, the better the education system will become."

Mr. Gray expressed the opinion that the consolidation and "boroughization" of the school districts would lead to the diminishment of districts. He speculated that by requiring local contribution, local residents would take a greater interest in how the money was being spent and how the programs are implemented. He thought this would lead to more effective programs.

Chairperson MacLean asked what is the percentage and age level of the "at-risk" kids.

Mr. Gray referenced Attachment A, noting that the percentage among Native Alaskans is much higher than that of caucasian students within the state and definitely higher in the high school age group. He noted that, although the high school drop out level is the most obvious, the "at risk" child can often be identified as early as second or third grade. He expressed that the emphasis of solving the drop out problem needs to be placed on the early childhood and primary grade levels.

Chairperson MacLean asked if the concentration of middle school drop outs is an area that needs to be addressed and if it is due to the transition from an elementary to a high school type curriculum?

Mr. Gray responded that the transition was a concern but he stated that the problem is more obvious at the high school level. He felt they needed to look at this to determine if it is a social issue or an educational issue and to try to get all the related agencies working together on the solution. Some of the social issues which directly affect educational issues are: the number of Alaskans under 18 who have families living below the poverty level; the teenage pregnancy rate in Alaska which is one of the highest in the nation; and drug and alcohol abuse, which is also substantial.

Chairperson MacLean asked if the School Board has considered the amount of suicides within the school system as one of the priorities that should be addressed?

Mr. Gray answered that it is a problem. Presently, neither he nor the Board is certain on how to prevent these deaths, or deal with this problem and he added that issues of self-worth are the kinds of questions that need to be addressed.

Chairperson MacLean asked what the goals and priorities are of the State Board for this fiscal year.

Mr. Gray answered with reference to Attachment B, the State Board of Education, through collaborative efforts, will develop an action agenda to increase support for public education. Implementing this is ultimately a local decision.

Chairperson MacLean noted that the question of time frame was raised by the Joint Committee on School Performance. She expressed the desire of the committee to work with the State Board and not duplicate its work.

Mr. Gray suggested that the Committee work directly with the Commissioner's Office and with Rosemary Hagevig, Executive Assistant.

Chairperson MacLean reiterated that these goals were planned to be implemented this fiscal year. Then she asked if each school district had its own competency test base for their students.

Mr. Gray answered that some school districts do and some do not. The State Board is requiring that each district administer the same test throughout the State at the same grade levels. If the district also wants to give their own test it would be in addition to the ITBS that all students would take.

REPRESENTATIVE JOHNNY ELLIS suggested that the State Board of Education meet in Bethel with the House Hess Committee to coordinate the needs of these two groups. He stated that the HESS Committee will be looking at health facilities in various villages and school sites.

Chairperson MacLean reminded everyone that this meeting is planned for the first week in September. Rep. MacLean restated that the Committee on School Performance really did want to work closely with the State Board of Education on the issues that are affecting our school drop out rate and suicide rates.

Chairperson MacLean asked what the State Department of Education accomplished to date regarding goals and objectives with assistance from the prior year's School Performance Committee.

WILLIAM G. DEMMERT, COMMISSIONER, DEPARTMENT OF EDUCATION, responded to Rep. MacLean by distributing Attachment-C, concerning the work done jointly between the Alaska Department of Education and the Joint Committee on School Performance. He also submitted Attachment-D, the last basic skills performance report of Alaska students.

Regarding the definition of "at risk," he stated that the department was working on one and that they are looking at some of the national definitions and using that which the other states have developed.

Chairperson MacLean questioned the definition of "at risk" where schools have adopted the no-fail system, and where students are promoted without acquiring that knowledge for that level and grade.

Commissioner Demmert stated that he thought there were certain things that needed to happen for a student to succeed and if they do not happen the chances for that student to succeed will be severely limited.

Chairperson MacLean stated that one of the first goals the State Board of Education listed was creating a model outcome for competency. She asked if this ties directly into the concept of the no-fail system. She added that the student who moves from one grade to the next needs to be at a certain competency level.

Commissioner Demmert stated that the focus has been on the students who are expected to have difficulty completing high school. He referenced Attachment-C. The number of school districts have been reduced to 54 in the past year, of which there are 463 public schools within the state. The enrollment for the 1989-1990 school year is estimated at 102,000 students for grades K-12. School students represent about 1/5 of the state's total population. There are 7,735 certified staff and 6,511 classroom teachers. He added that 90% of the teachers are white, 3% black, 3.2% Alaska Natives and 2.8% represent other ethnic groups. The average pupil-teacher ratio is 16:1. City-boroughs spend on the average of $5800 per pupil while REAAs spend an average per pupil of $11,790. Twenty-two of Alaska's fifty-four school districts have enrollments that exceed 75% Native Alaskans. Thirty-one districts have at least 50% Native enrollments in the class room. There are 21,654 Alaska Native students and 170 Alaska Native teachers. Alaska Native students represent about 20.8% of the total student population and Native teachers represent about 3.2%. This is a major disparity. There are 172 different languages spoken in Alaska, with the five basic Native Alaskan languages comprising the largest group. Yupik speakers have the largest number of students entering school, other than the English language base. The Alaskan Native population has risen from 16% to 21%. Student achievement in the State of Alaska is at or above the national average in the Standardized Test for children K-12 as well as in the college entrance examinations (S.A.T. and A.C.T.).

Dr. Demmert briefly reviewed some of the social issues concerning the Alaska educational system. There are 72,000 functionally illiterate persons in the State of Alaska. He added that 6.5% of persons under 18 years of age live in families with income below the poverty level and that they know that children living in this situation are one third less likely to graduate from high school. At this point, Mr. Demmert made reference to Attachment C, page 12, concerning partnerships that have been developed over the past two years.

Commissioner Demmert proceeded with the recommendations of the State Board of Education (Attachment C-page 16).

Chairperson MacLean asked about the "restructuring" concept of grades K-4.

Commissioner Demmert responded that "restructuring" would be the major emphasis of the Department of Education and that they would be identifying seven schools within the State which would be interested in working with the Department in this effort. Language development is probably the key to academic achievement. In restructuring K-4, the curriculum focus will be changed by integration in order to identify the best way to teach language, and then train teachers. Commissioner Demmert added that another aspect of this restructuring will be to bring together teachers, parents, school administrators and community leaders to discuss the content of the restructuring. The Alaska Department of Education spent about $14,000 to help develop the Summer Focus program in Anchorage. Seven schools participated with representatives including teachers, parents, school board members and some of the school administration. These people met and consolidated ideas about the meaning of "restructuring," the development of a plan and its implementation over the next three year period. The Board would like to duplicate this over the next three or four summers, and add more schools each year.

Rep. MacLean asked if the topic was centered around language.

Commissioner Demmert responded that the topic was centered around language development, specifically relating to rural schools where the primary language spoken is not English. He noted that the school experience needs to begin with the home language as the language of instruction. Evidence finds that those youngsters that start with the language that is the home language and then move on to the language at school do much better academically than those children that are forced to switch to another language upon entering school. The focus is to identify a language base from which students can learn, and use that as a base from which the student can learn other languages including the language of the school.

Commissioner Demmert explained that the Alaska Department of Education has decided to put together a major paper on language development because there is very little available regarding this. The department, in agreement with the Ministers of Education from Norway, Sweden, Finland, the Northwest Territories in Canada and Whitehorse, hopes to pull together five or six papers from each country that focus on language development to use as a base to find a way to teach languages more effectively. Edna MacLean, Rural and Native Education Administrator, will be doing the paper for the Northwest. The Northwest Regional Lab is willing to help research information that is available on this. Once again, Commissioner Demmert identified language development as the top priority for this next year.

Commissioner Demmert was asked a question concerning the "restructuring" of K-4 and the legislation which was passed two years ago and submitted by Rep. Cotten, to change the date of entrance for kindergarten. Commissioner Demmert was questioned if he thought this change has helped or deterred education of our smaller children in this age group.

Commissioner Demmert commented that children develop at different intellectual and physical rates. This fact reinforces the idea that chronological age often is not the best tool to determine a child's readiness for school. The Department hopes to address this in the "restructuring" of K-4. He noted that an equally important issue to address is the preschool factor which can stimulate intellectual development and prepare the youngster for those grades. Children who attend Early Childhood Education Programs before kindergarten end up doing much better throughout their school experience. The National Association of Early Childhood Education believes that most testing is not good for preschool and K-2. He suggested that this raises questions concerning the tests used in Alaska for kindergarten, and expressed the concern that they might not be the most appropriate. He noted that there have been some changes in the past three years with this test.

Commissioner Demmert reiterated the focus of language development stating that it is essential to build upon a child's language base. "From this point forward, we are building upon this base and if we are to talk about improved academics we have to keep this in mind. First, a person's language ability is significantly determined by the time they are three years of age. Second, language development is the key to academic achievement. Third, whatever we do after age three is basically building on that base. The younger the child is when this is introduced, the easier it will be for them to make this adjustment."

Chairperson MacLean asked about the basic skills needed to be taught in school in the primary years and how they fit in the system based around primary language.

Commissioner Demmert stated that language is the academic focus. Cultural and developmentally appropriate activity must also be focused on the following abilities: intrapersonal; interpersonal; spatial; music and other fine arts; athletic; mathematical; and social and cultural.

Senator Adams observed that an item that needs addressing by the Department is whether or not the State is funding bilingual education to move students from English to their Native tongue, and if so, this tactic is reversed in the urban centers, such as Anchorage, where students are taught from their Native based tongue to English. He noted that this information needs to be made available to the urban legislators, so that they will understand that bilingual is meant to move in both directions.

Commissioner Demmert acknowledged Sen. Adams' point to take a look at the bilingual statutes in the State of Alaska and the rules and regulations under which that program is operated. He noted that currently there is discrimination against those rural Native Alaskan students who have moved away from a Native language as a base into English as a base, but have not been able to develop either language sufficiently to do well in school. The State needs to provide opportunities for the Native dominant language student to the bilingual program and also needs to provide increased opportunities for those students who are moving from one language to another and are still in the process of developing the second language. Currently, this is not being handled well and he noted this is an area of high interest for the Board.

Commissioner Demmert continued to address the second critical priority for improving academic achievements among those students that currently fail. This is to provide a support base that allows intervention of social barriers that limit a students' opportunity to succeed in school. This means the development of partnerships between schools and social service agencies and between schools and community groups. He gave the examples of churches, and school counselors that serve as coordinators between social service agencies and schools. He noted that this could also mean safe houses in communities where there are drug and alcohol dependencies and in which the child's safety might be an issue. Alaska needs to expand and develop new programs that deal with Fetal Alcohol Syndrome.

Commissioner Demmert stated that the third priority is the promoting, developing, and expansion of partnerships between schools, business/industry, Native organizations,

government and other employers. "Partnerships that provide students with a sense of relationship between what one learns in school and what is required in the real world, giving the student a sense of responsibility, of contributing to society, a sense of accomplishment and an opportunity to understand what it is to earn an income."

Commissioner Demmert continued with the fourth priority essential to improvement of schooling as the need to improve teaching and teachers. He noted that there is a need to build partnerships between schools and the University to train teachers specifically for our schools, particularly for rural schools with large numbers of Native students. The Native teaching force in Alaska should be about 20%. This is a very difficult idea to implement. "The information that we have from other communities around Native tribes in the lower United States and Canada points out the social problems of the students has decreased, the academic achievement level of those students has increased and the attitude toward education in those communities is very positive in those communities where there is a larger percentage of Native teachers or teacher aides."

Commissioner Demmert ended by stating that the fifth and equally important recommendation for improving schools and student performance is to build a strong Alaskan education and research base. "This research can tell us if what we are doing is working, research that gives us evidence for new direction, research that can help improve what we now do." Commissioner Demmert suggested an Alaskan research base and an opportunity to build research capacity.

EDNA MACLEAN, DEPARTMENT OF EDUCATION, RURAL AND NATIVE EDUCATION ADMINISTRATOR, remarked that bilingual programs do enhance academic achievement in English, at the same time they enhance the language heritage of a child. She suggested that there is no detrimental effect in a bilingual program. She also responded to the research that the Board of Education is looking into, reiterating that it will enhance the students' academic achievement for minority students. She stated that there are six parameters that have been established by the International Research Project, which stems from a base out of France, under the Office of Educational Research Innovations:

1. Incorporation of a child's heritage language and culture in a school.
2. Encouraging community involvement.
3. Developing different ways of teaching that meet the needs of different learning styles.
4. Assessment - determining where the student is and preparing a program to meet those needs.
5. The use of computer-assisted instruction.
6. An early childhood education information base.

Sen. Al Adams commented that one of the things missing in the recommendations is alternative education facilities. "It is under the Constitution that we have provided education to all Alaskans, consequently, we need to address the option of the alternative facility such as boarding schools for those students that live in the village areas and would like to come to Anchorage or Fairbanks for their education." He asked what is the position of this Department surrounding these options.

Commissioner Demmert replied that this is a priority for the State Board and department to look at. He added that there is an interest in developing some new regional attendance areas or boarding schools. He stated that the Job Core Center which they were able to obtain for Alaska would help the department to look at this issue. Karen Ryals, administrator of Adult and Vocational Education, initiated the development of this proposal through the Department of Community and Regional Affairs and in cooperation with the Mat-su School District. Three million dollars have been secured for the program per year, for up to a ten year period. This budget will cover construction of a dormitory for between 200-250 beds.

Commissioner Demmert added that he is concerned that recent high school graduates be able to incorporate more skill development for job preparation. This should possibly include an extension to grades 13 & 14.

Sen. Al Adams suggested that he would like to see a joint-partnership between the University system and K-12. He recommended that the academic achievement in various school districts is insufficient to meet the standards of colleges and he would like to see something occur between the school districts and the University to consolidate this information.

Commissioner Demmert stated that there are four points that need to occur and he noted that there was a meeting between the State Board of Education and the University of Alaska Regents concerning this. Their discussion was about the new college entrance examination and the exit requirements of the high school and the need to coordinate these. "In working with the colleges and universities, we are attempting to develop new and better ways to train teachers so that they will be more effective in the classrooms." The idea of internships in the classroom is a concept that instigates debate. The third point the commissioner raised, is the possibility of improving quality education through having master-teachers work with new teachers for a prolonged basis. He noted that there has been discussion on the need to improve the performance of university students in math, science and language arts and suggests

that some teachers of these subject areas need to improve their teaching skills. This is a difficult cooperative effort to work out.

Sen. Al Adams spoke about the appropriation of funding for education and suggested that perhaps an education endowment could be addressed in the Legislature this year. Sen. Adams questioned the Board's position on this.

Commissioner Demmert commented that the Board has four priorities:

1. The endowment - which the Education Board supports.
2. To provide order to school construction and debt retirement.
3. New legislation on high-risk children which the Board has developed some recommendations for.
4. The Foundation Program will need some changes to meet the equity tests.

Dr. Demmert restated that the Department of Education wants to be able to coordinate with the Committee on School Performance. He pointed to Edna MacLean as the person within the Department to provide education and technical assistance toward this.

Rep. MacLean recommended that the State Department of Education submit their schedule of upcoming meetings in education and conferences that may be planned this year to the committee so that they could coordinate meetings.

Rep. MacLean suggested that there needs to be a review of the committee goals and objectives. She suggested that the committee choose Co-Chairs.

Sen. Al Adams suggested Senator Jones as Co-Chair.

Rep. MacLean cited the need to hire a Research Assistant and to outline the project scope and the expenses for the Committee on School Performance. Frank Darnell was recommended for the position of Research Assistant.

She noted that a committee hearing could be coordinated with the International Education Conference in Barrow in September 19th - 21st to obtain further comment from school districts in that area and the public. Sen. Adams agreed and a meeting was tenatively scheduled.

Chairperson MacLean adjourned the meeting.

HOW CAN THE STATE OF ALASKA IMPROVE SCHOOL PERFORMANCE?

ALASKA STATE BOARD OF EDUCATION

Strategic Planning Meeting
Anchorage, Alaska
June 6 and 7, 1989

Barney Gottstein, President
Don Gray, Vice-President
Janie Leask, Second Vice-President
Sue Wilken, Member
Jack Chenoweth, Member
Catherine Herrnsteen, Member
Cora Sakeagak, Member
Lt. Colonel Matthew Kenney, Military Advisory Member
Raychelle Daniel, Student Advisory Member

FOREWORD

In May 1989, the Alaska Legislature requested the State Board of Education to charge the Department of Education to develop recommendations to improve schools whose students score low on national achievement tests. The measure, known as House Concurrent Resolution Number 33, asks the State Board of Education to submit its recommendations to the Legislature no later than February 1, 1990.

On June 6 and 7, 1989 the State Board of Education and the Department convened a meeting to plan the strategy to address this resolution. The critical question addressed by the Board and those attending the meeting was: WHAT SHOULD THE STATE OF ALASKA BE DOING TO HELP LOCAL SCHOOL DISTRICTS IMPROVE THE LEVEL OF SCHOOL AND STUDENT PERFORMANCE?

Barney Gottstein, President of the State Board of Education, invited the the group of school superintendents, teachers, parents, university officials, school board members, and early childhood and Head Start program managers to address the following issues:

*The education system clearly is not working for large numbers of Alaskan youth.
*At least 25 percent of our young people are not graduating from high school.
*Large numbers of children from minority and poverty backgrounds score among the lowest in the nation on national achievement tests.
*Far too many youth commit suicide, have unwanted pregnancies, struggle with drug and alcohol abuse, and experience psychological and physical abuse from their families.
*These children are not prepared to learn in the public school classroom, and the public schools are unprepared to deal effectively with these children.

Mr. Gottstein asked those participating in the meeting to assist the Board in identifying deficiencies in the current educational delivery system. He noted that other states with far fewer resources than Alaska are tackling these issues.

> "They are developing programs and adapting models for early childhood education, for enhanced parenting skills, for more counselors and more effective teaching structures. It's about time Alaska did the same. Our at-risk children need not be doomed, but they will be unless we begin to address the problem now."

President Gottstein emphasized that the Department of Education is seeking a broad cooperative effort among parents, legislators, educators, community organizations, employers, the university and others to bring about needed fundamental changes to enable the public school system to become effective at educating a much greater percentage of young Alaskans. We cannot afford to allow students to drop out or slide out of school before developing basic skills they need to become useful, responsible citizens and productive members of Alaska's work force.

The following pages summarize six major topics that participants at the m identified as important areas that need improvement. They are not meant all inclusive, but should be viewed only as an initial beginning point. areas are:

* Early Childhood, Parenting and Language Programs
* Community Based Child Services as a Multi-agency Respons
* At Risk Incentive Program Alternatives
* Re-evaluation of Schooling Options
* Improving Teaching Practices and Providing Support for T in Rural Alaska
* Building on the Strengths of Native Languages and Cultur

The State Board of Education and Department of Education plan to invite educators, parents and other citizens to develop proposals for addressir of the six areas. In considering each of the topical areas, work group: be asked to consider recommendations to the Board based upon local dist needs, statewide needs, and models that have been proven successful in and other locations in the country. The State Board will examine each for appropriate methods of implementation, including submission as legislation. Committee proposals will be submitted to the State Board November 1989, to allow sufficient time for the State Board to prepare legislative proposal prior to the beginning of the January 1990 sessior

In summary, three questions will be used as a preliminary framework wi which the working groups will focus their efforts:

1. What are the "at-risk" issues in Alaska?

2. What have we learned from the experiences of other states and loca districts as they have dealt with this problem?

3. What should the State of Alaska be doing to assist local school d improve the level of school and student performance?

Early Childhood, Parenting and Language Programs

1. Organization and development of pre-school options for Alaska

    * What funding alternatives should be considered to support quality programs?
    * What is the best process for insuring maximum community involvement?

2. Identify alternatives which enhance language skills for young children that will lead to increased academic proficiency

    * What model programs that are culturally and developmentally appropriate for pre-school and early elementary populations have been identified which could be replicated in a variety of Alaskan situations?
    * Identify the complexities associated with increasing the level of understanding regarding the need for such programs in each community and the necessity for building strong local support prior to program implementation

3. Determine criteria under which pre-elementary children will be identified as eligible for participation in state funded preschool programs

    * What are the characteristics of "at-risk" pre-schoolers both in rural and urban settings?
    * How much flexibility should there be for additional children to have access to these programs?

4. Discuss process for assuring maximum level of interagency coordination and cooperation in implemenation and delivery of programs (Head Start, private providers, local school district programs)

    * What is the best procedure for encouraging all preschool providers to work in a non-competitive environment to assure a maximum level of program quality for all children?
    * What are the most practical options for coordinating pre-school programs with local elementary school K-4 programs?

Community Based Child Services as a Multi-agency Responsibility

1. Explore alternatives for coordinating education and health/human services funded and delivered by the State and other agencies

    * What alternatives should be explored to encourage better cooperation between schools and Health and Social Services, ANHS, and local non-profit social services corporations which which would provide the maximum level of service to students?
    * How can the system which identifies services that children need be improved in all areas of the State? What services now exist? How should such services be funded? Who is responsible for different levels of service?

2. Make recommendations for a statewide policy which would create a delivery system that carefully identifies the appropriate role of the various agencies as they work together in a collaborative effort to provide for educational and the health and social services needs of at-risk students

    * What models are being used in Alaska and other states that could be replicated?
    * Identify options for a village based model which could be piloted in rural communities with most urgent needs and minimum resources
    * Consider alternatives that urban school districts and health/social services providers could implement to support interagency coordination of education and health and social services for at-risk youth (eg. shared use of facilities)

3. What can the State do to better prepare education professionals to deal with the health and social concerns of students that affect the education process? Conversely, how can the State improve the expertise of health and social services professionals in dealing with mental and physical problems of children and youth that affect personal and social development, and school performance?

    * Should the Health and Social Services confidentiality regulations be reviewed to provide for two way transmittal of information between teachers and social services providers when specific students are experiencing tramatic situations? Should the education regulations include requirements for teachers to adhere to certain standards of confidentiality when involved in these kinds of cases?
    * Are there techniques that educators could use to provide a better educational experience for children who continue to live in "at-risk" environments?
    * What is the best way to help teachers cope with student health and social problems that are a detriment to learning, and become skilled in making appropriate referrals for students under their supervision?

4. What can be done to help children and youth relate to health issues as being personally applicable?

    * What are effective ways to help young people work toward personal responsibility for their own well being?
    * What are effective methods for helping children and youth understand the role of helping agencies, and to accept their assistance when appropriate?

At Risk Incentive Program Alternatives

1. What is the definition of "at-risk" for Alaska applications?

   * What are the characteristics of "at-risk" elementary and secondary students both in rural and urban situations?
     Income level?
     Base language skills?
     Academic proficiency?
     Health and social impediments to school success?
     Potential high school drop out?
     Ability to make a positive transition to postsecondary education or the world of work?
   * Are all students "at-risk" at some time or another?

2. What alternative programs could local communities and school districts consider to meet the specific needs of particular populations of at-risk students?

   * Evaluate some suggestions offered at the June meeting.
     Extended learning time?
     Work experience opportunities for students that utilize educational concepts?
     Expose students to vari[illegible] options?
     Consideration of vario[illegible]es for delivery of academic programs?
     Establish JTPA rural p[illegible]
     Remedial summer school
     Structured mentoring/tu[illegible]ivities?
     Expansion of high school ROTC programs to rural school districts?
     Improving counseling programs?
   * Identify possible funding sources, including reallocation of existing funds, incentive grants, and categorical funding
   * What programs that have been successfully implemented in other states could be adapted for use in Alaska?
   * Consider viability of programs which would ease the transition from rural high school to postsecondary activity

3. What can school districts do to build more positive relationships between small communities and their schools, based upon trust and mutual understanding?

   * How can the State help establish a commonality of purpose among school administrators, local school board members, parents, teachers and students which will lead to increased school performance and student achievement?

Re-evaluation of Schooling Options

1. Consider recommendations for developing a structured process in which schools would work closely with local community members, parents, teachers and students to develop a plan of service within the guidelines of the district vision/philosophy and state requirements

2. Should the State and local school districts consider different options for delivering quality secondary education programs to rural students?

* Should local districts consider consolidating high school programs in a centralized area within the school district?
* Should the State re-visit the regional boarding school concept?
* What are the pros and cons of funding such programs?

3. What alternatives should the committee consider for assisting school districts in providing extended learning time for all students in the State, with particular emphasis on students who are not performing at an acceptable academic level?

* How can school districts educate parents and students regarding the critical importance of attendance?
* What opportunities could be provided for extended learning time?

Improving Teaching Practices and Providing Support for Teachers in Rural Alaska

1. Explore ideas to assist local districts in providing a more structured support system for new teachers in rural areas, including provision of intensive and comprehensive introduction programs in which local residents participate.

    * How can a systemmatic ongoing support program for new teachers-particularly those in more isolated communities-be developed and institutionalized?

2. What strategies will best assist local school districts as they pursue active minority teacner recruitment?

    * Should career ladder models in some Alaskan school districts be replicated?

3. Consider strategies and incentives for increasing expectations with respect to teacher performance and corresponding student performance

    * How can a better understanding of the multicultural classroom and school be facilitated?

4. Evaluate and make recommendations regarding teacher pre and in- service training and practical suggestions for selection of teachers employed for service in isolated rural settings

Building on the Strengths of Native Languages and Cultures

1. Explore ways to build on strengths of language and culture within the school system

   * What is the most appropriate way to teach Native language and culture in school? Should it be integrated into the curriculum or taught in a community schools type program format? Should it be a combination of both?
   * Should adoption of this kind of educational program be a matter of state policy or a local decision?
   * Should funding for such programs be included in foundation or should alternative sources be identified?
   * Should the framework for these programs be the existing bilingual programs which are designed to reconnect children in a positive way with their culture and language?
   * In urban school districts should the "school within a school" concept and other effective models be explored as a way of delivering these programs to Native students?

2. What research and promising strategies could be utilized for Native language instruction?

   * How could communication between Native speaking parents, students and English speaking students/teachers be improved?
   * Would the integration of Native language and culture into existing curriculum be significant in improving students' academic performance? What are the implications for rural and urban schools?

3. What can the State do to assist school districts to use the students' first language as a foundation for successful academic experience?

PARTICIPANT COMMENTS

Judith Kleinfeld, University of Alaska Fairbanks

The State Board of Education would do a great service by reopening the dialog regarding placement of rural students in large central high schools or very small high school settings. In addition, many small schools and their communities have turned into battle grounds between the community's cultural values and an education system based upon another culture; there's no trust between the school and community. Communities need to reestablish a commonality of values define responsibilities of the school and parents and between teachers and students and establish a sense of common purpose.

Dave Hagstrom, University of Alaska Fairbanks and Principal of Denali Elementary School

All students are at risk at one time or another. It is the responsibility of the school to create a climate to excite and stimulate each child. Each child needs an advocate in addition to parents and teachers. High self esteem is important for students, parents and teachers. School change needs to occur from "the inside out" at the local school level. State Board of Education should encourage grass roots efforts to experiment with restructuring schools.

Darlene Heckler, Teacher, Selawik

Small rural high schools are not good enough. The problems have been identified. It's now time for someone to do something about them.

Claudia Douglas, Junior High Counselor, Fairbanks

It's the responsibility of the education system to find the genius in each child.

Lucy Brown, Counselor, Anchorage

Anchorage needs a Native student residential "safe house." More funds need to be allocated for after school career classes and need to think about tailoring school hours to the needs of students.

Bob Waters, School Psychologist, McLaughlin Correctional Center

Job skills and community service are important for high school students. Personal contact needs to be made to get drop out back in school. A seventh and eighth period needs to be established as part of the school day as a safety net for high risk youth.

Marilyn Rosene, Teacher, Dillingham

Rural children are not well grounded in either their Native language or English. Alcohol, drugs, violence and domestic assault are severe problems for students. Village students need school experiences in larger communities. Village schools needs to place a value on training students for subsistence lifestyle.

Don Oberg, Teacher, Kenai

Schools need to hire more counselors for children of all ages.

Steve McPhetres, Executive Director, Alaska Council of School Administrators

Schools need to build upon their current successes. While recognizing the importance for local control, the State Board of Education should require local school districts to develop a plan of action to increase the achievement levels of more students. The Legislature should increase funding to the Department of Education to provide technical assistance to school districts to develop innovative strategies for addressing programs aimed at high risk youth.

Brad Raphel, Superintendent, Yupiik School District

Schools need to experiment with innovative tactics to increase achievement. It's okay to make a mistake and learn from that mistake, but it's a greater mistake to never have tried.

Liz Borio, Assistant Superintendent, Yukon Koyukuk School District

Longitudinal data is important in school improvement. A key element for developing school is hiring the best teachers possible, even at the expense of making EEO hires.

Shirley Holloway, Superintendent, North Slope Borough School District

The Department of Education needs to beef up its technical assistance staff; monitoring without providing technical assistance is useless. Early childhood education is important. Barrow's 10 year history of early childhood programs is starting to show results. Even though educators must be aware of social problems and deal with them realistically, they must remember that their primary mission is schooling.

THE DEMOGRAPHICS OF ALASKA'S SCHOOLS

Dr. William G. Demmert
Alaska Commissioner of Education

School District Information:

*There are 463 public schools in 55 school districts in the state.

*The enrollment for the 1988-89 school year is estimated at 104,000 students in grades kindergarten - grade twelve.

*There are 7,735 certificated staff, with 6,511 classroom teachers. 91% of the certificated staff are White, 3% are Black, 3.2% are Alaska Native and 2.8% are representatives for other ethnic groups.

*The average pupil-teacher ratio's are about 16 to one (with 17-1 in city & Borough Districts and 12 - 1 in REAAs).

*Cities and Boroughs spent an average of $5,345 per pupil in average daily membership with REAA schools spending an average of $11,790 in FY88.

*Twenty-two of Alaska's 55 school districts have enrollments that exceed 75% Native Alaskans.

*Thirty-one districts have at least 50% Native enrollments in their classrooms.

Student Information:

69% of Alaska's students are White, 21% are Alaska Native and 10% are representatives from other ethnic groups.

*The average Scholastic Achievement Scores (SAT) for Alaskan students was 475 in mathematics, 441 in verbal tests with 45.7% of Alaska's high school graduates taking the test in 1987.

*The national averages were 476 in mathematics, 428 in verbal scores with 45% taking the test.

*The American College Test (ACT) scores for Alaskan students averaged 18.4 with 36.6% taking the tests.

*The National average score was 18.8 with 31% of the nation's high school seniors taking the test in 1987.

*Alaskan students in 1988 basic skills performance scored consistently higher than the national averages, and information is consistent for the past four years.

*Fifteen of the fifty-five school districts had at least one average score below the 30th percentile, showing a major problem among students in those schools in certain basic skills, such as mathematics, language arts, mathematics computation, and reading comprehension.

*In many districts the basic skills performance was higher in grades K-3 than any other grade groupings. Performance in grades 4-8 was relatively lower.

*The drop-out rate for Alaska is projected at 30% with the Native Alaskan student population significantly higher in urban areas (Juneau -60%; Fairbanks70% over four years of high school).

*There are 172 different languages spoken in Alaska with the Native Alaskans five basic languages comprising the largest group (Yupic speakers having the largest numbers of students entering school with other than an English language base).

*In recent years the percent of Alaska Native student population has increased from 16% to 21% (even with the high urban drop out rates).

Social Issues:

*Based on the last Census, approximately one in seven Alaskans is functionally illiterate (approximately 72,000 in English).

*It is estimated that adult basic education and literacy volunteer programs in Alaska are able to serve only 5% of those who are in need of services.

*Language and cultural deterioration among Native Alaskan groups is a growing social, cultural, and educational issue.

*Growing numbers of high school graduates that are not ready for entering the work force because they lack basic reading, computation, language, and social skills.

*Estimate that 1 in 6.5 Alaskans under 18 live in families whose income is below the poverty level.

*Children in poverty are one-third less likely to graduate from high school.

*Alaska's teenage pregnancy rate is 13% higher than the national average, ninth highest in the nation.

*For every completed suicide an additional 110 attempts are serious enough to require medical attention.

*Alaska's suicide rate is among the highest in the Nation, with the Alaska Native male, ages 20-24, 13 times the Alaskan average.

*The Alaska Native Health Board, in 1985, suggested a link between suicidal behavior and community stress, specifically citing stress caused by rapid social change as key.

*One in four children in Alaska has an alcoholic parent.

*The alcohol (and other substance abuse) problems in Alaska, resulting in family violence, high rates of criminal activity, and social deterioration, are significant. Student populations are not exempt from this problem.

*Alaska divorce rate is 70% compared to national average of 50% (Alaska second highest in the nation).

*Factors influencing students:

Breakdown in family composition
Rising poverty among the young
Rising teenage births
Increasing child abuse and sexual assault
Substance abuse
Suicide

RESOURCES:

Alaska Department of Education records, 1989

Basic Skills Performance of Alaska's Students, Alaska Department of Education, January 1989.

Baker-Benally, Patricia, Preliminary Descriptive Review of Alaska Native Students in the Fairbanks North Star Borough School District, January 1987.

Hensley, William L., et al, Interim Report of the Senate Special Committee on Suicide Prevention, March 1988.

Hocker, Phil, Early Leavers From Juneau Douglas High School City and Borough of Juneau School District, December 15, 1988 (Draft).

Maclean, Edna Ahgeak, Summary of Recent Studies on the Alaska Native Community, Alaska Department of Education, March 30, 1989.

The AFN Report on the Status of Alaska Natives: A Call for Action, Alaska Federation of Natives, 411 West 4th Avenue, Suite 301, Anchorage, Alaska, January 1989.

The New Student Profile: Building a Workforce for the 21st Century, Governor's Council on Vocational Education, Rosie Peterson, Executive Director, 1988.

Literacy Audioconference Information, Barbara Thompson, Adult Basic Education, Office of Adult and Vocational Education.

Our Greatest Natural Resource: Investing in the Future of Alaska's Children, a report of the Governor's Interim Commission on Children and Youth, January 1988.

Testimony Before the State Board of Education
Jo Kuykendahl
University of Alaska Fairbanks

Early childhood education is occurring in Alaska, as nationwide, through many diverse services from birth onward: licensed day care homes; certified preschools; licensed day care centers, Head Start, Military, Johnson O'Malley, other Federally certified programs, and unlicensed exempt centers and homes (not receiving any federal or state money and not serving infants and toddlers). Churches are the largest financial contributor/housers of programs in the nation; hospitals provide the greatest amount of employer support.

According to Department of Community and Regional Affairs Child Care Program, Alaska has 14,457 licensed and military federal certified spaces for children as of May 1989, occurring in 678 homes and 207 centers-up from 13, 019 one year ago.

While this is over a 10% increase in these services, future predictions relative to poverty, children at risk, child care and increasing maternal employment suggest a continued increase in the decade ahead. Certainly one of the significant factors impacting this expansion is the societal recognition of the importance of the early years. We know learning is occurring after birth, and will continue--good or bad. The medium long range benefits to disadvantaged children of high quality early childhood programs is well documented by research. The Consortium for Longitudinal Studies, headed by Irving Lazar of Cornell, (published in As The Twig is Bent) provides a collaboration of individual researchers concerned about the overall effectiveness of early childhood education programs of the 60's. When evaluated over a 15 year period, early education had significant impact in 5 areas:

1) Developed abilities in early to mid childhood
2) School competence in mid-childhood and adolescence
3) Educational attainment in late adolescence
4) Attitudes toward achievement in adolescence
5) Occupational attitudes in early adulthood and,
6) Occupational attainment in early adulthood, indirect preschool effects were found

Additionally, the well known High Scope/Perry Preschool work found that for every dollar invested in quality early childhood education for disadvantaged three and four year old children, citizens expect to reap six dollars in savings in the form of reduction in the following:

1) high school dropouts
2) Retention in grade
3) Special education placements
4) Delinquency (1986)

In addressing QUALITY, the National Day Care Study, and National Day Care Home Study (NDCH) both found the two most important factors are:

1) Group size (including teacher/parent ratio)
2) Early childhood/child development education of the LEAD teacher (not short term workshops - but comprehensive study of theory and research with inclusion of appropriate practice).

Why are group size and child development education so important?

Interesting to those of us who studied early childhood in the 60's is the renewed interest in play, components of quality play, analysis of play, and importance of play experiences. The literature of the 80's is punctuated with strategies for appropriately "guiding" play that has the overriding characteristic of VOLUNTARY PARTICIPANT CHOICE. It is child centered (versus adult-directed), unstructured (versus highly structured), divergent in thinking (versus convergent thinking), intrinsic in motivation (versus extrinsic motivation using rewards and operant conditioning), has teacher as facilitator (versus teacher as behavior modifier) and is process oriented (versus product oriented). Play, which is not so simple as we may have thought, is seen by may as the most practical way to develop imagination, initiative and self esteem.

"During free play children develop unique mental images of their experience in the environment. The child then incorporates these images and concepts into existing cognitive and effective neuronal structures thereby enhancing left and right brain modes of thinking. Free play allows fantasizing in any direction; imagining wildly, acting out roles that we fear, admire or to which we would like to temporarily retreat. Free play is needed to allow daydreaming, trying out roles that help us understand ourselves and the viewpoints of others." (Ester Hovey, Cal. State U. Long Beach, NATCTE SP 1989).

Implementing play experiences with these quality components with groups of young children - say 20 four year olds (the nationally recommended group size LIMIT), with the assistance of an aide - is not as easy as one would suspect. Try it. It is quite a lot simpler for the adult to step out of the role of the "facilitator" and become highly teacher-directive: as "I'd like you to do this...". It requires a clear understanding of child growth and development and select techniques that expand on the teacher's observation, classroom organization, and LISTENING skills, PLUS an assortment of appropriate mathematical, dramatic, art, science, reading, gross motor, and fine motor materials for hands on experimentation, exploration and work, APPROPRIATELY STRUCTURED indoor and outdoor SPACE, and teamwork from the staff.

Another important component of quality is parent involvement. When a member of a child's family takes part in his school life in a positive manner, even briefly and infrequently the child's self-esteem appears to soar. Such positive participation sends a signal to the child: the family endorses this OTHER world. Teachers often find that children whose families are involved in various roles at school over the years have higher aspiration levels and more motivation than the children whose families teachers never see. There is little evidence, however, that the amount of parent involvement in their children's schools is a critical variable; a very SMALL amount may do the trick. It seems to be the amount of respect given to the parent that is relevant to children's attitudes. Reaching out for and showing respect for all of our children's families is part of enhancing the children's self respect (self-esteem), which in turn leads to greater learning.

Implementing quality parent involvement programs, again, is no easy trick. It requires understanding parenting and parents, and understanding how to effectively utilize their knowledge, skills, and interests. It also requires regulatory support. For 16 years I have implemented an active parent involvement component at Discovery Center, an early childhood program in Fairbanks.

This service component builds on the former parent cooperative model, more popular before the need for two working parents was as acute. Recently, a former parent volunteer stopped me to explain how impressed she was that the parents who volunteered at Discovery during the years she was there are the same ones active in PTA's and volunteering in classrooms across the community where they are welcome.

During the last 4 years, regulations have made it increasingly difficult to use parent volunteers and I am one, if not the only program in Fairbanks, still struggling to keep active parental involvement alive. I have requested the Tri Department - now a team of 6 agency leaders - to address the potential of a Volunteer Certificate with some incremental training requirement based on a Head Start Volunteer Certificate model already being used in the state. Thus, parents possessing this certificate could legally volunteer in their child's programs for a specified number of years.

Problems, such as this one with parent volunteers, in early childhood programs often go unresolved. Alaska exists without an office of child advocacy, office of children or other early childhood and family policy and procedure communication hub. Thus, programs must investigate and lobby individually, (or collectively, if they have the time and money to put that all together) to arrive at fair solutions. Without this kind of communication, coordination among and between service entities is fragmented, duplication of efforts exist, and extremely valuable expertise doing valuable kinds of delivery remains unknown to others. I have long supported addressing communication needs as a top priority within Alaska.

While early childhood programs in Fairbanks are a financial nightmare, the reality is that care and education cost, no matter who is providing it. Cost of care for a four year old is running $4,080 per year, plus an additional $264 or so paid by the state through the Child Care Grant program, for total revenue per year per child running under $4,400 for 10 hours of care per day, 5 days per week, 12 months of the year. Budgets are tight running $11.27- $16.19 for one hour's revenue for one teacher of 7-10, share of administration, 245-350 sq. feet of space, heat, lights, garbage, insurance, toys, maintenance, books, staff training, etc. for that hour. To increase the level of preschool program quality, I have urged the Department of Education to address the voluntary levels of quality discussed several years ago, move forward with voluntary quality standards, and tie increased funding incentives to high quality programs undergoing increased costs through the lower group size and higher educated staff. Additionally, identification of these quality program models could facilitate increased in-state sharing of resources, trainers, and educational ideas.

The public schools are playing a larger role in providing prekindergarten programs or before-and after-school child care. A recently released state study in Kentucky of over 600 parents found that about 50% favored preschool programs for 3 or 4 year olds in the public schools, with lower income parents showing higher levels of support, and younger parents having more interest than older.

Before implementation of such programs, however, a community needs assessment is important to determine:

parents' work patterns, parental preferences, parental ability to pay, site preferences, what currently exists, transportation needs and desires, parental attitudes towards providing or locating volunteer help

Each community is unique; planning should be done by a team of community agencies and resources. School district planning must assess "existing space, teaching and support personnel, supervisory capacity, public resources benefits for new employees, transportation funds and avenues and good parenting-community reactions." (NAECTE SP. 89 p. 5) Programs for preschool children can work within public school facilities, but they require careful planning, grassroot support, and careful attention to ensuring the two quality components: group size (pupil/teacher ratio), and child development education of the lead teacher. In a state without a four year baccalaureate degree in child development and family studies and where a graduate in early childhood cannot be found this factor is of grave concern.

Jeffery Burkhart from Concordia College has recently addressed kindergarten screening and he states that there exists within the literature evidence that it doesn't work to hold kids back. There is little justification for retention or for programs that add a year to a pupil's career in school. The evidence is quite clear and nearly unequivocal that the achievement and adjustment of retained children are no better - and in some instances worse - than those of comparable children who are promoted. Retention (including 2 years in varied kindergarten of developmentally on behaviorally delayed kindergarten - eligible children) is one part of the current reform package that doesn't work. School districts should reevaluate their academic expectations of kindergarten students relative to admittance to first grade as we may be putting undue pressure on kindergarten academic achievement expectations. (National Association of Early Childhood) (Teacher Educators "Developmental Kindergarten - in the Child's Best Interest? Jeffery Burkart, Cordonia College, St. Paul.)

When looking at length at kindergarten days, a recent study of Chicago kindergarten programs showed that class size is a better predictor of school achievement than length of the school day. When kindergarten classes contain more than 16 students, according to that study, reducing class size should be the primary concern of school officials. Only when kindergarten classes are smaller than 16 will lengthening the school day pay off in later school achievement. (3/87 Phi Delta Kappan p. 526)

Lastly of increasing concern is the need for a four year degree programs in early childhood, child development and family studies in the State of Alaska. This is because Alaska needs to move forward on preschool/kindergarten teaching certificate and requirements for an early childhood endorsement credential to teach kindergarten. Early childhood directors, head teachers, and lead teachers need to meet the National Association for Education Training recommendations, and our state system for higher education needs to move forward to ensure that this level of education is available. Concurrently, regulations must be increased, for ensuring the highest possible level of quality standards for educating our youngest citizens.

According to the Consortium for Longitudinal Studies, the search for the perfect curriculum is probably futile. What is important is that there's a curriculum with specific goals and a real assurance that the teachers are carrying out the curriculum. "All of the programs were effective and none were more or less effective than the others as measured by the school outcome indicators. Independence of separate studies makes findings highly reliable. Several other recent studies have associated negative behavior (such as aggression and juvenile delinquency rates) in children with cognitively oriented early childhood programs.

A growing body of research has emerged recently affirming that children learn most effectively through a concrete, play oriented approach to early childhood education. The trend toward early academics is antithetical to what we know about how young children learn. Programs should be tailored to meet the needs of children rather than expecting children to adjust to the demands of a specific program. A major determinant of program quality is the extent to which knowledge of child development is applied in program practices - the degree to which the program is developmentally appropriate, and that look at a child's functioning in the context of its surrounding community.

Introduced: 4/19/89
Referred: Health, Education & Social Services

6-1287A

IN THE HOUSE

BY THE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

HOUSE CONCURRENT RESOLUTION NO. 33

IN THE LEGISLATURE OF THE STATE OF ALASKA

SIXTEENTH LEGISLATURE - FIRST SESSION

Relating to improving school performance.

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

WHEREAS the state has a constitutional obligation to maintain a system of public education in the state under art. VII, sec. 1, Constitution of the State of Alaska; and

WHEREAS the state should be striving to provide the highest quality education for each student, for the long-term benefit of each student, and for the state as a whole; and

WHEREAS student achievement test scores show great disparity between school districts in the state; and

WHEREAS the state has the responsibility to ensure that educational opportunities are equitably available throughout the state;

BE IT RESOLVED by the Alaska State Legislature that the State Board of Education is respectfully requested to direct the Department of Education to develop a plan to help those districts where education performance is suffering the most; and be it

FURTHER RESOLVED that the State Board of Education is requested to work with the appropriate legislative committees to develop a plan for improving education in the state and to suggest legislative remedies; and be it

FURTHER RESOLVED that the State Board of Education is requested to report back to the legislature by February 1, 1990, concerning efforts to improve school performance in the state.

AGENDA
STATE BOARD OF EDUCATION
STRATEGIC PLANNING MEETING
ANCHORAGE, ALASKA
JUNE 6-7, 1989

TUESDAY, JUNE 6, 1989

STRATEGIC PLANNING SESSION FOR ADDRESSING THE CHARGE TO THE STATE BOARD IN HCR 33 WITH RESPECT TO SCHOOL PERFORMANCE: STATE BOARD OF EDUCATION AND ALASKAN EDUCATION COMMUNITY

9:00 AM SBE PRESIDENT BARNEY GOTTSTEIN: Statement of purpose of the meeting and the challenge before the Alaskan Education Community

* Determination of the role and responsibility of the State in meeting the needs of school districts which have demonstrated consistent substandard student academic performance.
* Identification of components of a plan or plans which the State Board of Education should consider to meet these needs as mandated by legislative directive in HCR 33.

COMMISSIONER WILLIAM DEMMERT: Overview of major Alaskan "at-risk" issues

I. OVERVIEW OF NATIONAL TRENDS AND DISCUSSION OF SPECIFIC ALTERNATIVES ADOPTED IN OTHER STATES

GENE WILHOIT: Executive Director National Assn. of State Boards of Education -- Meeting Facilitator

ROBERT RATH: Northwest Regional Education Laboratory

II. Initial presentations from invited experts/practitioners/school district superintendents/University research experts -- problem definition; recommendations for alternative options; identification of specific strategies which might be considered for replication

* University of Alaska Research Panel: Judy Kleinfeld/Secondary Education; Dave Hagstrom/Elementary Education; Jo Kuykendahl/ Preschool-Early Childhood Education

* Teachers/counselors/NEAlaska: Bob Waters - McLaughlin Youth Center; Lucy Brown - Counselor East High School; Darlene Heckler - Selawik; Marilyn Rosene - Dillingham; Claudia Douglas - Fairbanks(Jr. High and Alternative High School

* Superintendents/Alaska Council of School Administrators

III. Opportunity for all other interested persons to share observations/opinions/hands-on experiences with State Board of Education and education community

Structured dialogue/interaction between State Board and education community -- problem identification/analysis of status quo by local school districts/SBE

WEDNESDAY, JUNE 7, 1989

IV. Summary of Tuesday discussion/ clarification/determination of the role of the State in addressing the identified problems

V. Consideration of various alternatives for short and long range implementation

VI. Discussion of process for continuing work on the identified alternatives

* Identify "doable" initiatives
* Identify committed individuals and organizations to work on specific initiatives
* Identify leaders responsible for each unit of work
* Set specific "firm" timelines (June-December)
* Interaction with various legislative committees engaged in similar activities
* Coordination of all of the above

PARTICIPANTS

Name	Organization
John Anttonen	South West Region School District/Department of Education/Juneau
Gary Baldwin	Lower Kuskokwim School District/Bethel
Liz Borrero	Yukon-Koyukuk School District/Nenana
Lucy Brown	ASD Indian Education Counselor/Anchorage
Jean Buchanan	Anchorage School Board
Jack Chenoweth	Alaska State Board of Education/Juneau
Susan Cocklin	Kids Corporation Head Start/Anchorage
Cheryl Cole	DCRA/Anchorage
Chris Converse	Mat-Su Indian Education Program/Palmer
Rick Cross	Fairbanks School District
Rachelle Daniel	Alaska State Board of Education/Tuntutuliak
Claudia Douglas	NEA Alaska/Fairbanks
Carol Evertt	Alaska Congress of Parents and Teachers/Anchorage
Harry Gamble	Department of Education/Juneau
Don Gray	Alaska State Board of Education/Fairbanks
Rosemary Hagevig	Alaska Department of Education/Juneau
David Hagstrom	University of Alaska Fairbanks
Sandi Haynes	Kids Corporation Head Start/Anchorage
Darlene Heckler	NEA Alaska/Selawik
Cathy Herrnsteen	Alaska State Board of Education/Kodiak
Shirley Holloway	North Slope Borough School District/Barrow
Toni Jones	Department of Education/Juneau
Matthew Kenny	Alaska State Board of Education/Juneau
Sam Kito	Alaska Federations of Natives
Judy Kleinfeld	Fairbanks Rural College
Carlton Kuhns	Bethel High Scool - Lower Kuskowim School District
Jo Kuykendahl	University of Alaska Fairbanks
Rob Lapham	Josten Learning - Alaska/Anchorage
Janie Leask	Alaska State Board of Education/Alaska Federation of Natives/Anchorage
Dori Luht	Alaska State Board of Education/Fairbanks
Danille Madigan	Kids Corporation Head Start/Elmendorf AFB
Ann McCoy	Alaska Congress of Parents and Teachers/Anchorage
Nicki McCury	Yukon Koyukuk School District/Nenana
Edna McLean	Department of Education/Juneau
Stephen McPheters	Alaska Council of School Administration/Juneau
Sally Mead	Health and Social Services/Anchorage
Charlie Mae Moore	Department of Education/Juneau
Patricia Newan	Kids Corporation Head Start
Eileen Norbert	Nome Public Schools
Leona Okakok	North Slope Borough/Barrow
Pat Pourchot	Alaska State Senate/Juneau
Bradley Raphel	Yupit School District
Marilyn Rosene	NEA Alaska/Dillingham
Lynda Sather	Fairbanks School District
Ginny Stocker	Kids Corporation Head Start/Chugiak

Dorthy Mae Thomas	Rural Cap Incorporated
Sam Towarak	Bering Strait School District/Unakaleet
Carol Waters	Anchorage School District
Sue Wilken	Alaska State Board of Education/Fairbanks
Mary Wolcoff	Department of Community and Regional Affairs
Sharon Young	Association of Alaska School Boards/Juneau

B

MEMORANDUM

State of Alaska
Department of Education

TO: All Superintendents

DATE: July 24, 1989

FILE NO: sbe

TELEPHONE NO: 465-2800

FROM: Sue Wilken, Chair
State Board of Education
Education Outcomes Subcommittee

SUBJECT: Education Outcomes

In its ongoing effort to improve the status of education in Alaska, the State Board of Education identified goals and initiatives as a framework within which to achieve this end. The Board organized itself into a number of subcommittees, which would be responsible for working closely with the education community and Department of Education staff to define a systemmatic process for implementation of the goals. A copy of the goals and the subcommittee structure is included in your packet.

Primary responsibility for GOAL I: STUDENT ACHIEVEMENT, was given to the subcommittees on education outcomes and accountability. These subcommittees have been working for the past year and one-half to determine the best method for meeting this important statewide goal. The State Board, in its frequent interaction with the Legislature, has identified the need for a single comprehensive statement of education outcomes for Alaskan children, and for a method of evaluating the effectiveness of those outcomes. The Board realizes that the majority of school districts in the State have already been involved in this kind of activity, however the need exists to pull this information together in a succinct format which can then be shared with policy makers and among local districts. This information will also assist the Department in making a more realistic assessment of district progress during the mandatory monitoring cycle. The University of Alaska is also interested in acquiring this information to tailor its programs to be more responsive to district expectations.

We are introducing the first public draft of the proposed education outcomes to you at the Summer Superintendents' Conference. We are anticipating that members of your organization will be able to provide valuable suggestions in response to this draft. We welcome your recommendations and comments based upon your personal experiences at the local level. How can the State Board of Education assist local school districts in implementing a common set of educational outcomes for all Alaskan children?

OUTCOMES FOR PUBLIC EDUCATION

The Alaska State Board of Education believes that the purpose of public education in this State is to ensure that each student possesses the knowledge, skills, and attitudes required for responsible citizenship, economic productivity and personal fulfillment.

The State Board of Education expects that each student in Alaska will:

1. **Communicate effectively.**

    1. Develop oral language skills through listening and speaking in order to effectively express his or her feelings, ideas and concepts.
    2. Develop reading comprehension skills to respond to the written information he or she faces in daily activities. The student will also develop positive attitudes toward reading as a lifelong activity.
    3. Develop awareness and appreciation of languages other than English to promote understanding and communication among people of different cultures.
    4. Learn to write effectively for a variety of purposes and audiences.

2. **Think logically and critically.**

    1. Develop thoughtful responses to new information and ideas.
    2. Solve problems using different modes of inquiry and analysis.
    3. Be curious about the world and himself or herself, and be open to new ideas.
    4. Develop decision-making skills.

3. **Discover and nurture his or her own creative talents.**

    1. Develop an aesthetic appreciation for the world around us.
    2. Participate in multi-media, interdisciplinary thematic projects and activities.
    3. Use divergent thinking and a variety of media to understand and express the rich complexity of our world - yesterday, today and tomorrow.
    4. Discover and nurture creative talents of individuals and groups.

4. **Master essential technological skills.**

    1. Communicate effectively in a global society, including use of computers, video, and audio technologies.
    2. Learn information retrieval skills to gather, analyze and evaluate new information and opinions.
    3. Critically evaluate information presented by the mass media.

5. **Demonstrate responsible citizenship.**

1. Develop the values needed to be a responsible citizen and to actively participate in a democratic society.
2. Acquire basic knowledge, skills and the self concept needed to be a global citizen who accepts diversity and respects people of other cultures.
3. Participate in extracurricular activities and/or community service projects, developing social skills in leadership, cooperation and communication.
4. Develop an understanding of his or her relationship to the environment and a commitment to the wise use of resources.

6. **Develop a commitment to health and fitness.**

1. Demonstrate a commitment to his or her physical and mental well-being.
2. Incorporate healthy practices as a lifelong response to social, environmental and physical changes.

7. **Develop personal responsibility to sustain oneself economically.**

1. Become familiar with the expectations and be prepared for the traditional and nontraditional opportunities of the local, national and international work place.
2. Develop the desire to continue to learn.
3. Acquire a healthy, realistic work ethic.
4. Develop economic and consumer skills necessary for making informed choices that enhance the quality of life.

8. **Acquire a positive self-image.**

1. Learn about himself or herself and develop a positive and realistic self-image.
2. Experience success in activities that develop his or her talents and skills and build his or her self-esteem.
3. Learn to form satisfying relationships with others based on respect, trust, cooperation and caring.

990ARC

MEMORANDUM

State of Alaska
Department of Education

TO: Members, State Board of Education

July 25, 1989

FILE NO: SBE

TELEPHONE NO: 465-2800

FROM: Rosemary Hagevig

SUBJECT: SBE Subcommittees

The following is the list of SBE subcommittee assignments as revised to include new Board membership.

TEACHERS AND TEACHING
Don Gray, Chair
Sue Wilken
Janie Leask
Dori Luht

DEFINING EDUCATION OUTCOMES

Sue Wilken, Chair
Don Gray
Janie Leask
Lt. Col. Matt Kenny
Dori Luht

EDUCATION COALITION

Janie Leask, Chair
Sue Wilken
Don Gray
Cathy Herrnsteen

REGULATIONS

Jack Chenoweth, Chair
Cathy Herrnsteen

AT RISK STUDENTS

SBE Committee of the Whole

NON K-12 ISSUES

Cathy Herrnsteen, Chair
Jack Chenoweth

MT. EDGECUMBE

Cora Sakeagak, Chair
Jack Chenoweth
Janie Leask

CORPORAL PUNISHMENT

Janie Leask, Chair
Jack Chenoweth
Sue Wilken
Cathy Herrnsteen

SBE REPRESENTATIVE TO THE POSTSECONDARY COMMISSION

Jack Chenoweth

ACCOUNTABILITY

Cathy Herrnsteen, Chair
Jack Chenoweth
Cora Sakeagak

STATE BOARD OF EDUCATION GOALS

GOAL I STUDENT ACHIEVEMENT

The State Board of Education will act to improve the educational experiences of students in order to assure that each student may reach his or her full potential.

Initiatives related to Goal I

* Require all school districts to develop and define minimum outcomes and competencies of local public education efforts

* Develop a "model" set of outcomes and competencies for use by local school districts to be used as a framework by school districts

* Provide State leadership in identifying and disseminating successful instructional characteristics and model programs

* Advocate a balance between classroom performance and extra-curricular activities that promote academic, athletic, social and cultural skills

* Provide a climate for innovation and improvement of local practices including such activities as:
  - considering alternatives for the organization and structure of schools;
  - providing incentives for excellence;
  - exploring ways to raise expectations for students;
  - facilitating networking activities between school districts;
  - establishing recognition programs which reward improvement

* In conjunction with the school districts, develop a statewide student assessment program that is designed to meet the needs of students, teachers, administrators, parents, policy makers and legislators

* Recommend changes in resource allocation and instructional methods based on ongoing evaluation of assessment program outcomes

* Advocate the integration of Native Alaska and other minority language and culture programs and perspectives, and the development and incorporation of relevant Pacific-Rim-related course objectives, materials, and activities into the curriculum of elementary and secondary schools

* Identify and develop innovative practices for distance learning; advocate funding for such practices

GOAL II "AT-RISK" STUDENTS

The State Board of Education will define and identify "at-risk" students and develop and support preventive and remedial strategies to assist those students to overcome the factors and circumstances that place them "at-risk".

Initiatives related to Goal II

* Examine factors that contribute to student drop-out, compile data, and develop appropriate and effective remediation

* Search for solutions to existing problems associated with substance abuse, teen pregnancy, adolescent suicide, and other social and health problems

* Form collaborative relations to inform and galvanize public support, coordinate efforts, develop comprehensive programs and assure adequate funding for early childhood education

* Work with education coalition to develop strategy for increasing the number of counselors in schools and level of service to students

* Establish collaborative relations to enhance parenting skills as a strategy to assist in meeting needs of students

* Promote the development of a primary language base for young children

* Explore structural alternatives for increased learning time and improved instructional practices

GOAL III PROFESSIONAL DEVELOPMENT

The State Board of Education will strive to improve the skills of teachers, school administrators, and education support personnel in their professional growth and development.

Initiatives related to Goal III

* Restate what teachers, school administrators, and certificated support staff are expected to know and be able to do when they enter into their professional duties, and devising means by which to measure accountablility

* Examine professional certification and endorsement: consider standards to require that teachers be placed in teaching situations consistent with their areas of endorsement or preparation; consider teacher competency testing

* Recognize excellence in professional performance

* Recommend strategies to improve the proportion of minorities employed in professional positions in education

* Work with the University of Alaska and other state postsecondary institutions to strengthen teacher education programs, and to include support for professional development schools

* Examine the teacher/administrator evaluation system and recommend improvements, including parent and student evaluations

* Examine teacher tenure as it affects quality of education and district program management

* Provide support and resources to support continuing professional development opportunities for certificated personnel; including, especially, professional training initiatives applicable to Pacific Rim-related course objectives, materials and activities.

GOAL IV DISTRICT ADMINISTRATION

The State Board of Education will encourage incentives and alternatives to promote greater efficiency in the administration of school districts.

Initiatives related to Goal IV

* Initiate discussions with school district board members, through the Assocation of Alaska School Boards, to identify areas of mutual concern regarding school district administration

* Examine the costs, in both dollars and time commitments, and benefits to be derived by certain school districts should administrative functions be consolidated

* Identify incentives that would accomodate a change in administrative operations by school districts that would protect district identity, and make funds which are spent on district administration available for instructional programs

GOAL V SUPPORT OF PUBLIC EDUCATION

The State Board of Education, through collaborative efforts, will develop an action agenda to increase support for public education.

Initatives related to Goal V

* Continue to participate in the Alaska Coalition for Education

* Initiate efforts to provide a greater degree of stability and predictability for allocation of state aid for education in order to improve financial planning by school districts

* Identify effective methods for garnering public support for implementation of remedies for these concerns, and develop a plan to marshal forces to achieve political solutions to the identified concerns

* Decide on a method to determine what the actual cost of education in the state should be; consider involvement in the area cost differential study being conducted by the Legislature when appropriate

* Support efforts to assure equity of state aid distribution among school districts

* Develop cooperative programs with the University of Alaska to provide research and technical assistance for school districts

GOAL VI DEPARTMENT SUPPORT PROGRAMS

Recognizing that many of the programs of the Department of Education can be valuable supplements to classroom initiatives, the State Board of Education will define, develop and support these programs so as to better assure that each contributes to public educational opportunities.

Initiatives related to Goals VI

* Review, evaluate, initiate and support policy and program changes in programs assigned by law to the Department, that meet the State's commitment to public education, including:
  - expanded opportunity for placement of vocational rehabilitation clients in state and school district employment;
  - adult and postsecondary literacy efforts;
  - revised support for library operations in smaller communities;
  - revision of mission statement of the state museum, and adoption of regulations to support community-based museums and a traditional Native arts grant program

* Align division activities with State Board of Education goals

Testimony of the
Alaska Department of Education
to the
Alaska State Legislature
Joint Committee on School Performance

Submitted by:

William G. Demmert, Ed.D.
Commissioner
August 4, 1989

Testimony of the

Alaska Department of Education

to the

Alaska State Legislature

Joint Committee on School Performance

August 4, 1989

I would like to thank the Joint Committee on School Performance for the opportunity to present information about the Department's work in school performance and student achievement, with a focus on ways to improve learning opportunities for Alaskan students. Especially those students that are not currently doing well, or those that are expected to have difficulty completing high school because of a variety of barriers. We know there are social, economic, cultural and physical barriers that must be overcome if they are to succeed in the formal school setting prepared to participate as successful adults in our free enterprise system, and as effective citizens in our democratic society.

I will organize this presentation into six parts. First will be a quick review of some important educational demographics; second will be a summary of student achievement in the state; third will be an overview of social problems that serve as social barriers to academic achievement; fourth will be an identification of partnerships that the Department of Education has built with other groups; fifth, a summary of Department activities; and finally a listing of recommendations that we believe are important for the State of Alaska to respond to meet the immediate and long range needs of students in need of special help.

School District Information:

- There are 463 public schools in 54 school districts in the state.

- The enrollment for the 1989-90 school year is estimated at 101,809 students in grades kindergarten through grade twelve. Public school students represent about one-fifth of the total state population.

- There are 7,735 certificated staff, with 6,511 classroom teachers. 91% of the certificated staff are White, 3% are Black, 3.2% are Alaska Native and 2.8% are representatives for other ethnic groups.

- The average pupil-teacher ratios are about 16 to one (with 17 to one in city and borough districts and 12 to one in REAAs).

- Cities and boroughs spent an average of $5,846 per pupil in average daily membership with REAA schools spending an average of $11,790 in FY88.

- Twenty-two of Alaska's 54 school districts have enrollments that exceed 75% Native Alaskans.

- Thirty-one districts have at least 50% Native enrollments in their classrooms.

- There are 21,654 Alaska Native students and 170 Alaska Native teachers. Alaska Native students represent 20.8% of the total student population and Alaska Native teachers represent 3.2% of the total teacher population.

Student Information:

- 69% of Alaska's students are White, 21% are Alaska Native and 10% are students from other ethnic groups.

- The drop-out rate for Alaska is projected at 30% with the Native Alaskan student population significantly higher in urban areas (Juneau at 60% and Fairbanks at 70%, over four years of high school).

- Several studies on dropout rates in Alaska's urban schools show that a majority of Alaska Native students are not faring well. A recent study of student dropout rates for Juneau-Douglas High School indicates that in a single class of entering freshmen approximately 63% of Alaska Native students would leave before graduation. A 1987 study of Alaska Native students in the North Star Borough School District centered in Fairbanks shows that 72% of entering Alaska Native freshmen dropped out or withdrew before graduation. In the Anchorage School District for 1986-87 the dropout rate of Alaska Natives over their high school careers was 28% according to the 1987 publication Profile of Student Performance, 1986-87.

- There are 172 different languages spoken in Alaska with the Native Alaskans' five basic languages comprising the largest group (Yupik speakers having the largest numbers of students entering school with other than an English language base).

- In recent years the percent of Alaska Native student population has increased from 16% to 21% (even with the high urban drop out rates).

Student Achievement:

College Bound Students

- The average Scholastic Achievement Scores (SAT) for Alaskan students was 475 in mathematics and 441 in verbal tests, with 45.7% of Alaska's high school graduates taking the test in 1987. The national averages were 476 in mathematics and 428 in verbal scores, with 45% taking the test.

- The American College Test (ACT) scores for Alaskan students averaged 18.4 with 36.6% taking the tests. The national average score was 18.8 with 31% of the nation's high school seniors taking the test in 1987.

Kindergarten Through Twelfth Grade

The Alaska Department of Education has published two annual reports entitled Basic Skills Performance of Alaska's Students. The publications reported the latest scores from national achievement tests in reading and math for each school district. The first reported the most recent three years, the second reported the most recent four years. In addition the reports included a written narrative that described each district's students, classrooms, graduation requirements and testing programs. The major conclusions of the most recent report are:

- During the past four years Alaska's students on nationally standardized basic skills tests scored consistently higher than the national averages.

- Within districts, the trends in student performance has varied. Some districts scored consistently high over the four year period, while others scored consistently low.

- Districts scored consistently low over the four year period where there were high concentrations of students whose families are poor and who live in homes where English is a second language.

- Fifteen of the fifty-five school districts had at least one average score below the 30th percentile, showing a major problem among students in those schools in certain basic skills, such as mathematics, language arts, mathematics computation and reading comprehension.

- In many districts the basic skills performance was higher in grades K-3 than any other grade groupings. Performance in grades 4-8 was relatively lower.

Social Issues:

- Based on the last U.S. census, approximately one in seven Alaskans is functionally illiterate (approximately 72,000 in English).

- It is estimated that adult basic education and literacy volunteer programs in Alaska are able to serve only 5% of those who are in need of services.

- Language and cultural deterioration among Native Alaskan groups is a growing social, cultural and educational issue.

- Growing numbers of high school graduates are not ready for entering the work force because they lack basic reading, computation, language and social skills.

- Estimate that one in 6.5 Alaskans under 18 live in families whose income is below the poverty level.

- Children in poverty are one-third less likely to graduate from high school.

- Alaska's teenage pregnancy rate is 13% higher than the national average and ninth highest in the nation.

- For every completed suicide an additional 110 attempts are serious enough to require medical attention.

- Alaska's suicide rate is among the highest in the nation, with the Alaska Native male, ages 20-24, 13 times the Alaskan average.

- In 1985, the Alaska Native Health Board suggested a link between suicidal behavior and community stress, specifically citing stress caused by rapid social change as the key.

- One in four children in Alaska has an alcoholic parent.

- The alcohol (and other substance abuse) problems in Alaska, resulting in family violence, high rates of criminal activity and social deterioration, are significant. Student populations are not exempt from this problem.

- Alaska's divorce rate is 70% compared to national average of 50% (Alaska is second highest in the nation).

- Factors influencing the educational motivation and academic achievement of students include:

  breakdown in family composition,
  rising poverty among the young,
  rising teenage births,
  increasing child abuse and sexual assault,
  substance abuse, and
  suicide.

Alaska Native Information and Issues:

- The low numbers or lack of Alaska Natives as professionals such as teachers, counselors, service providers, lawyers and judges in Alaskan schools, human service agencies and courts, respectively present a challenge to educational institutions in the state.

- During the 1988-89 school year approximately 86 Alaska Native students were enrolled in teacher education programs at the University of Alaska.

- Presently the Alaska Native community numbers approximately 75,000 out of a total state population of 540,000. The largest groups are the Yupiks of southwestern Alaska and the Inupiaqs of northwestern and northern Alaska. There are eleven Athabaskan linguistic groups, four Eskimo linguistic groups, and Aleuts, Tlingits, Haidas and Tsimpshians.

- The Interim Report of the Senate Special Committee on Suicide Prevention by Senators Hensley, Binkley, Eliason, Rodey and Fahrenkamp states that during the years of 1978-1984 Alaska's suicide rate was among the four highest in the United States in every year except 1979. The rate for Alaska Natives of 43 per 100,000 was twice the overall Alaskan rate. The report cited a study which concluded that the highest rate of suicide was among Alaska Native males, aged 20-24 years, 257 per 100,000, 13 times the Alaskan average.

- In 1985, the Alaska Native Health Board, issued a study that suggested a link between suicidal behavior and community stress, citing specifically the stress caused by rapid social change.

- The Senate Special Committee on Suicide Prevention received testimonies that reinforced the tentative findings of the Alaska Native Health Board. Many Alaskans shared the view that "personal, social and cultural pressures contribute to the feelings of helplessness and despair that lead to suicide." Hensley's report also stated that different studies that speculate on the causes of suicide list rapid culture change, disfunctional families, personal and interpersonal instability caused by alcohol abuse, and the overwhelming sense of helplessness and grief that frequent and violent deaths generated.

- The Governor's Interim Commission on Children and Youth received testimony from Alaska Native youth that feelings of discrimination and the inability to identify fully with their heritage cultures play an important role in their emotional, spiritual and physical health. The report further states that testimony from Alaska Native youth "emphasized the role of cultural discrimination in the low self-esteem of many Native youth." The Commission recommended that more multicultural experiences should be provided for in schools "so students can begin to appreciate and understand their own and other cultures." The Commission hopes that incorporation of educational programs that promote awareness and appreciation of other cultures will "counter discrimination and help to curb the dropout rates of Alaska Native students in the urban schools." The report states that "Native children are a large proportion of students or social service clients, but few if any Native teachers, counselors or staff are hired to provide role and cultural models. Many Natives do not possess the degrees or certification requirements these positions require, but they offer the cultural understanding vital for Native young people to succeed in school and for non-Natives to understand Native cultures." The recommendation to alleviate this situation calls upon schools and other agencies serving Alaska Natives to hire qualified Natives as service providers. The recommendation identifies that "elders and paraprofessionals recognized by the Native community are qualified by their life experiences and should be employed where appropriate." The recommendation further calls upon the "Native corporations and the University of Alaska to work together to broaden the availability of programs that prepare Native youth for these jobs, actively encourage Native youth to participate and offer sufficient assistance to ensure that students complete these programs."

Activities that the Department of Education has engaged in include:

Early Childhood and Parenting

- White Paper on Early Childhood and Parenting

The Department circulated to all schools in the state a paper entitled "An Early Childhood/Parenting Strategy for Alaska" in October 1988. The paper describes the Department's vision of how early childhood and parenting training should be conducted in the state.

- Education for Parenting

- Two pilot projects are underway, in Dillingham and Manokotak, to teach caring and parenting skills to children in K-8 with community involvement activities in the classroom.

- Kindergarten Network

The Department launched the Alaska Kindergarten Network, composed of 250 primary teachers, to promote improved teaching strategies for young children. A statewide executive board has been appointed.

- Migrant Education

The Department of Education's migrant education program is able to provide increased support in early childhood education for schools because new federal regulations for 1989 have extended the age of

migrant children to be served from 5-17 years old to 3-21 years old. in the Southwest Region School District, for example, FY90 migrant education funding will be used to supplement services to preschool migrant students. Last year the District used an $18,000 migrant education discretionary grant through the Department to upgrade preschool instructor training, revise early childhood curriculum to assure that it is culturally appropriate, and increase parental involvement in early childhood development.

- Vocational Education Parenting Kit

- The Office of Adult and Basic Education developed and is piloting a series of four traveling parenting kits to teach high school students and adults about child development and good parenting. Each kit is a self-contained instructional unit that schools and communities can borrow to teach about "Choosing Parenting," "Pregnancy and Child Birth," "Caring for Infants," and related special topics. Each kit contains charts and posters, teacher guides, posters, video and audio tapes and other teaching materials. Teachers who worked with the kits in Metlakatla, Quinhagak, Sheldon Point and Shishmaref are helping to revise them in light of how well they worked in classrooms and literacy programs.

Restructuring Primary Schools, K-4:

White Paper on Restructuring Primary Schools, K-4

- The Department of Education is in the process of writing a white paper setting forth the Department's position about why primary schools need to

restructure and how they can go about it. The paper should be done later this fall.

Summer Academy on Restructuring Primary Schools

- Seven schools sent teams (each consisting of a superintendent or designee, principal, two teachers, a parent and a board member) to the Department of Education's Anchorage Instructional Improvement Academy for a week of planning how to restructure their elementary schools. Well known early childhood educators and the Northwest Regional Educational Laboratory assisted the Department in this week long event.

Partnerships that have been developed over the past two years include:

Alaska Education Consortium

- The State Board of Education has made considerable progress with its consortium of education organizations in an attempt to influence Legislators on important education issues.

Skagway Student-Operated Salmon Hatchery

- Through federal Carl Perkins Vocational Education funds, the Office of Adult and Vocational Education supported 15 hatchery and marine technology programs in Alaska schools. The Pullen Creek Hatchery operated by the Skagway School was named 1989 Alaska State Vocational Education Program of

the Year. The year-round facility is a fully-functioning hatchery licensed by the Department of Fish and Game and developed in close cooperation with the community.

Juneau Youth Employment Project

- The Department and City and Borough of Juneau will cooperate to put students to work at jobs this summer clearing out fish spawning streams in the Juneau area.

The Alaska Resource Kit

- The minerals project continued in association with the industry-supported and funded Alaska Mineral and Energy Resource and Education Fund (AMEREF). A veteran Alaska geology teacher was hired through AMEREF funds to organize training for teachers statewide in using the kits and developing activities that take advantage of local resources and resource people in the community.

Special Education Parent Training

- The Department sponsored a training session for parents of children with handicaps. This innovative conference attracted over 450 parents and educators.

BLM-Native Forest Service

- The Department has been working with the Bureau of Land Management in Alaska to promote the Resource Apprenticeship Program for Students (RAPS). The federal program allows high achieving rural high school students to

work for 8 to 10 weeks in the summer, earning school credit and job experience with federal resource management agencies. The Department acts as a liaison between the federal agency and the schools and is working to increase ways in which schools can make use of the technical expertise available through these agencies for curriculum development and use of human resources.

Library's Reading to Children Program

- The State Library administered public library assistance grants to more than 90 libraries in the state. The grants helped to fund such activities as a year-long reading program in Haines, literacy projects in several villages, continuing education for rural library aides, and a Celebrity Story Time in Juneau in which public figures read stories to young children in celebration of the Year of the Young Reader and the opening of the new library facility.

International Circumpolar Ministers Group

- Last year the Ministers of Education and Commissioners of Education from across the Circumpolar North met in Juneau to continue activities aimed at improving education for indigenous peoples. The group met in Whitehorse this year.

Alaska-Hokkaido Partnership

- The Department of Education participated in the State of Alaska's meeting with officials from Hokkaido, Japan, the island where all but two of

Alaska's 79 sister schools are located, to advance educational and economic cooperative efforts with communities located on Hokkaido.

QEM/MIT Project

- The Quality of Education for Minorities task force held public hearings jointly with the Senate Special Committee on School Performance. This will be instrumental in influencing final recommendations by the national commission.

Department of Education/University Cooperation:

Commissioner/University Deans Committee

- A Commissioner of Education/University School of Education Deans Committee has been meeting regularly to improve the quality of teacher education programs in public and private universities. The deans have committed to increasing their commitment to education research projects. The group is exploring a joint grant to the federal government, through the Fund for the Improvement of Schools and Teaching, to improve training for teachers of at-risk students and to encourage greater numbers of minorities to enter the teaching profession and other projects.

Summer Teacher Academies

- The Department and University of Alaska have cooperated for a number of years on conducting the very popular summer teaching institutes, now expanded to all University of Alaska campuses and Sheldon Jackson College.

Native Language Policy

- The Department of Education, with assistance from the Alaska Native Language Center at the University of Alaska-Fairbanks, have developed a recommendation for state policy on the role of the school in the promotion, use and enrichment of Alaska Native culture, literature and languages in the schools.

Recommendations:

The Sixteenth Alaska Legislature created the Joint Committee on School Performance to explore steps that could be taken to bring about higher levels of student achievement in basic skills and other areas, with the specific task of identifying recommendations for priority legislative action during the second session of that legislature.

I believe the challenge of providing young children with a learning base and the motivation from which to develop the skills important to success as adults is one of the most important responsibilities of parents, the schools, the state and the nation.

I commend the Sixteenth Alaska Legislature and the members of the Joint Committee on School Performance for their interest in and commitment to improving schools in Alaska to ensure greater numbers of students completing their education and being better prepared for their adult roles.

The Department of Education has spent considerable time reviewing the professional research literature and talking with educators, parents, school board members, legislators and business leaders to discover the best ways to improve academic achievement among students, especially those students not currently succeeding in schools. In the lexicon of educators, these students are commonly referred to as high risk or at-risk students: at risk of not completing high school and at risk of not developing the skills and attitudes necessary to succeed in today's increasingly technological world.

The Department has come to the conclusion that language development is the key to academic achievement. Without a strong language base, a student lacks the ingredient essential to develop analytic and conceptual skills. Without analytic and conceptual skills a youngster is destined to academic failure. This is true for all students. Furthermore, the Department believes the root cause of school failure for many of Alaska's Native young, as well as other indigenous peoples elsewhere in the world, is that school language arts programs do not adequately meet the needs of students whose primary language is other than standard English.

A youngster's language ability is totally or largely determined by the age of three. For this reason, it has been proven that parents and family members, early childhood experiences, and early environment play an important role in developing a youngster's language ability. Youngsters from single teenage parent homes; youngsters that have alcoholic parents; youngsters that do not have direct access to stimulating learning environments; youngsters that are not exposed to a challenging language environment will not stand as good a chance of developing the language skills necessary for success in school as those students that have the advantages of a home or program that provides a stimulating learning environment.

The two highest priorities for language development must include parenting and early childhood educational opportunities for youngsters that will not have opportunities to develop language early; and primary school programs (kindergarten through grade four) that focus on developing the language base that has been established. These programs must be culturally and developmentally appropriate.

A second and critical priority for improving academic achievement among those students that currently fail is to provide a support base that allows intervention of social barriers that limit a student's opportunity to succeed in school. This means partnerships between schools and social service agencies, community groups (i.e., churches, Native organizations, other social organizations). It may mean school counselors that serve as coordinators between social service agencies and schools; it may mean safe houses for young children and youth; it may mean new programs that deal with one of the worst epidemics in Alaska, fetal alocohol syndrom.

A third priority is promoting the development and expansion of partnerships between schools, business and industry, Native organizations, government, and other employers. Partnerships that provide students with a sense of relationship between what one learns in school and what is required in the real world; a sense of responsibility, a sense of contributing to society, a sense of accomplishment, an opportunity to understand what it is to earn an income.

A fourth priority, important to success of schools and schooling, is an improvement in teachers and teaching. Teacher training institutions must be provided opportunities to develop teacher training programs that attract, place and hold the good teachers. Some retraining has to be done, especially

for those programs that focus on language development, early childhood education, and partnerships between schools and employers. Business and industry spend a significant amount of money to upgrade its work force and keep up with innovations. Education, as a major employer spends very little, and it is mostly through individual and personal interest persuits (masters and doctoral programs or summer school to meet recency requirements).

Closely tied to teachers and teaching is the need to increase the numbers of Alaska Native teachers and school administrators in the state.

A fifth and equally important recommendation for improving schools and student performance is to build a strong Alaska educational research. Research tells us whether what we are doing is working; research gives us evidence for new direction; research helps improve what we now do. We need Alaska based research and an opportunity to build a research capacity and base in Alaska.

Legislation that allows development in each of the above mentioned recommendations could provide incentives within the educational institutions to develop programs that meet particular needs and priorities important to specific communities.

Thank you!

Baker-Benally, Patricia. Preliminary Descriptive Review of Alaska Native Students in the Fairbanks North Star Borough School District, January 1987.

Cummins, Jim, Empowering Minority Students: A Framework for Intervention, Harvard Educational Review, Vol. 56, No.1, February 1986.

Hensley, William L. Senator, et al, Helping Schools Succeed at Helping All Children Learn, Report of the Senate Special Committee on School Performance, Fifteenth Alaska Legislature, January 1989.

Hensley, William L., Senator, et al, Interim Report of the Senate Special Committee on Suicide Prevention, March 1988

Hocker, Phil, Juneau Douglas Early Leavers, (draft manuscript) 1988.

Improving Numbers of Minority Teachers in Alaska, Alaska Department of Education, January 1989.

Our Greatest Natural Resource, Investing in the Future of Alaska's Children, A report of the Governor's Interim Commission on Children and Youth, January 1988.

Profile of Student Performance, 1986-87, Anchorage School District, 1987.

Summary of Alaska Public Hearing for Quality Education for Minorities Project together with Alaska Senate Special Committee on School Performance, Anchorage, Alaska, August 26-27, 1988.

The AFN Report on the Status of Alaska Natives: A Call for Action, Alaska Federation of Natives, 411 West 4th Avenue, Suite 301, Anchorage, Alaska, January 1989.

D

Rethinking and Restructuring Alaska's Primary Schools: Kindergarten through Fourth Grades

Final Draft

William G. Demmert, Jr.
Alaska Commissioner of Education

August 15, 1989

Rethinking and Restructuring Alaska's Primary Schools: Kindergarten through Fourth Grades

William G. Demmert, Jr.
Alaska Commissioner of Education
August 15, 1989

A serious nationwide debate to determine how our youngest school children can best be taught is under way.

At stake is the very health of our country's economic and political future. Will America and Alaska enter the 21st Century economically competitive? Will emerging generations have the stuff it takes to carry them into the next century with the ability to maintain the affluence that most of their parents now take for granted? Will our society be able to offer opportunities to growing numbers and percentages of American minority populations so they can break an oppressive cycle of poverty to become meaningful contributors to society?

Since the 1983 report A Nation at Risk was published, a massive school improvement effort has been underway. Most state and local efforts have been aimed at increasing standards in our nation's secondary schools. Despite these efforts serious problems persist in our nation's schools. A recent survey sponsored by Allstate Insurance Company and Fortune Magazine found that 62 percent of executives polled believe they are now encumbered by public education (National School Public Relations Association, 1989). Nearly 70 percent of service-oriented companies feel hindered by schools. Forty-eight percent said it is difficult to hire new employees with good basic skills and 46 percent said that this lack of skills reduces productivity. Seventy-seven percent rated public schools as fair or poor. And over the next 10 years, 51 percent said they expect hiring qualified employees will become more difficult.

In Alaska, about 30 percent of entering high school freshmen do not graduate. The dropout rate is estimated to be double the rate in urban schools for Alaska Natives as it is in rural schools. (Hocker, 1988; Baker-Benally, 1987). Although the dropout rate is not as low in rural areas (Kleinfeld, 1985), scores on National achievement tests are very low, in some cases among the lowest in the nation. (Alaska Department of Education, 1988 and 1989).

What does all this have to do with Alaska's elementary schools, particularly the youngest children in kindergarten through grade four? There is a growing concern that it may be too late when we try to repair the fundamental problems that present barriers to learning while students are in high school or even in junior high school. So instead of intervention and remediation, why not try prevention? Anne Dillman, a member of the New Jersey State Board of Education, captured this concept in a recent cover article on how young children learn in Newsweek magazine: "When the product doesn't come out right, you try to fix it at the end. But we really have to start at the beginning."

Ernest Boyer of The Carnegie Foundation for the Advancement of Teaching, in the same article, said: "We've made remarkable breakthroughs in understanding the development of children, the development of learning and the climate that enhances that. What we know in theory and what we're doing in the classroom are very different."

The knowledge that Boyer was pointing to has been well summarized and promoted by a number of interest groups, most notably the National Association for the Education of Young Children (NAEYC). The theory that Boyer refers to is what NAEYC calls "developmentally appropriate" curriculum and instructional methods for children between 5 and 8 years old. What Boyer identifies as "very different" activities are what NAEYC and other organizations now term "inappropriate practices." (NAEYC; National Association of Early Childhood Specialists in State Departments of Education, 1987).

The National Association of State Boards of Education calls for sweeping reform of the education of children ages 4 through 8. (Right from the Start, 1988). The NASBE report, developed by a task force of influential Americans, including Alaska's First Lady Michael Cowper, boldly recommended that early childhood units be established in elementary schools to provide a new methods of working with children ages 4-8 and a central point to improve services for preschool children and their parents. The "early childhood units" that NASBE recommends represent no less than a fundamental restructuring of the system by which our nation's schools deliver educational programs to our youngest students. Specifically, the report recommends:

- A curriculum and classroom environment that responds to learning patterns of children within a given age range, to individual differences among children, and to cultural and linguistic diversity among children.
- A program that actively involves and supports parents as partners in development of their children.
- A program that responds to the comprehensive needs of children for health, nutrition, child care, social and emotional support, and language development as well as cognitive development.
- A program that draws on the resources and expertise of all agencies and informal networks in the community to provide continuity for children in their daily schedules and as they grow and develop.

It is especially important that the restructured primary school build upon the many successes of proven early childhood and parenting programs in Alaska and around the country, particularly Head Start programs. It is equally important that the eventual successes revealed over time in the newly restructured primary schools be applied to the higher grades, i.e., fifth grade and beyond.

The design of the effective early childhood and parenting program was described in 1988 when the Alaska Department of Education called for a "broad based Alaska strategy to address early childhood and parenting issues in as comprehensive manner as possible." (Demmert, 1988).

It is hoped that this paper puts forth an argument supporting the urgent need to restructure Alaska's primary schools. A secondary purpose is to explain the elements that are part of the restructured primary school's learning program. A third purpose is to provide several examples or models of effective primary schools.

Elements of a Strong Early Childhood Program

LANGUAGE DEVELOPMENT--The development of a solid language base at an early age is the single most important element for academic achievement and cognitive development. If children do not gain a suitable language base from which to learn a variety of skills and develop essential intelligences they will fail. They will fail in school, they will fail as workers, they will fail to reach their full potential socially, culturally, emotionally, and intellectually. A solid language base, so important in early life, is also the essential ingredient for a student's success in school, and during life after school, whether college, vocational-technical school or work.

Several recent findings support the development of a strong language base:

- Low scores of students taking nationally normed tests in English when it is not their first language and they have not developed the second language skills to demonstrate their knowledge or present an understanding of the subject. (Alaska Department of Education 1988 and 1989).

- Examples of success in circumpolar countries where schools use Native languages as a base for learning the dominant language of their country and for learning other languages. (Keskitalo, 1986; Hakuta, 1986).

- Recent research findings concerning the ease with which students are able to learn more than one language very early in life, and the extent to which they are able to keep the languages separate (Cummins, February 1986).

- A gradual recognition that an understanding of language and language usage is critical to learning and that a language base must be established early in life. (Cummins, 1986). In fact, research shows that there is a critical period between ages two and four when a child's special intelligence becomes active for the single purpose of learning language (Chomsky, 1966).

HOME LANGUAGE--The importance of using one's home language as the initial language of instruction is becoming more clearly understood. Bilingualism is no longer recognized as a valid cause of minority students' academic failures. It is, rather, the failure to provide students the opportunity to develop conceptual and analytic thought skills in the home language as a base for learning a second language that contributes to academic difficulties. (Cummins, 1986). Again, the complementing influences of the home and school on language and cultural transmission are recognized as very important to intellectual development. It is crucial, therefore, for the school to be very sensitive of the student's home situation. If the student's home language is other than English, then it is appropriate for the school to provide instruction in the home language, introduce English as a second language and continue to develop the student's abilities in both languages. (Cavazos, 1989). If English is not used in the home, it is better to use the first language in school than a poor quality English. Children who have neither a quality first or second language (English) have a language development deficit and may always be behind in school. (Saville-Troike, 1973).

An effectively restructured primary school, whose students are well grounded in the home language and the second language (English), will exhibit a school climate conducive to success in learning, largely due to the acceptance by teachers of the first language of the students and the culture. It must be noted that widespread school failure does not occur in minority groups that are positively oriented towards both their own and the dominant culture, that do not perceive themselves as inferior to the dominant group and that are not alienated from their own cultural values. (Fuererstein. 1979). More bluntly, Fuererstein (1979) attributes academic failure to the disruption of intergenerational transmission processes caused by the alienation of a group from its own culture.

WHOLE LANGUAGE--A "whole language" approach to learning language is based on the premise that children learn language by hearing it, using it, writing it, thinking it and reading it. There is no isolation of words when using language in a natural way. (Hayward, 1988). In addition, whole language integrates oral and written language, and it integrates development in both with learning across the curriculum. (Goodman, 1986).

Where a whole language approach attempts to integrate language instruction, the traditional way schools teach language is to focus on the separate parts of reading, a departure from the natural way children use language. A traditional approach will often present separate classes or lessons "in reading, in writing, or in separation of skills from content where individual lessons in uses of comma or noun-verb agreement were taught in and for themselves." (Buckley, 1989). Continues Buckley:

> Whole language learning also refers to the student as a whole, head and heart, feelings and thinking, personal experiences and public. The new curriculum centers on the learner whose prior experiences must be brought to bear on the new information. Only by connecting prior knowledge with the new knowledge can learning happen. The student as a whole human being learns developmentally, through process. If learning is considered a process, then the student begins with 'first draft' thinking and language. Usually a student 'first draft' is personal, ideographic, and emotional. Teachers build on this and advance the student to a more public, substantiated, reasoned thinking and language.

A key to whole language instruction is to build allies of parents to help in their children's attempts at becoming literate. (Fields, 1988). If teachers effectively work with parents to help them understand the whole language approach, "These informed parents will be able to teach children to read as well as they taught them to talk," says Fields.

Taking this strategy a step farther, parents who cannot read or read well also can be useful partners in helping their children learn to read. This can be accomplished though story telling. But the restructured primary school must establish literacy programs aimed at training parents to become more complete and more effective partners in helping their children read.

DEVELOPMENTAL APPROPRIATENESS--According to National Association for the Education of Young Children, the concept of developmental appropriateness has two dimensions, age and individuality.

> Age appropriateness. Human development research indicates that there are universal, predictable milestones of growth and change that occur in children during the first nine years of life. These predictable changes occur in all domains of development--physical, emotional, social and cognitive. Knowledge of typical development of children within the age span served by the program provides a framework from which teachers prepare the learning environment and plan appropriate experiences.
>
> Individual appropriateness. Each child is a unique person with an individual pattern and timing of growth, as well as individual personality, learning style and family background. Both the curriculum and adults' interactions with children should be responsive to individual differences. Learning in young children is the result of interaction between the child's thoughts and experiences with materials, ideas and people. When these experiences match the child's developing abilities, while also challenging the child's interest and understanding, learning will take place.

Many schools still do not offer a developmentally appropriate program for young children. Instead many schools continue to deliver education through a rigid lecture style, an educational setting more familiar to younger children's older siblings in junior high and high school (an approach with dubious value at any grade level). Young children are spending countless hours silently filling in notebook worksheets with information learned by rote. Their days are chopped up into 55-minute blocks with subjects taught in isolation from one another. Students' individual learning styles are ignored. So are their cultural and ethnic differences. Their teachers are being evaluated and rewarded if their young students score well on nationally standardized tests that measure an extremely limited base of knowledge and set of skills. In addition these tests are being used to reward administrators, affect the allocation of resources to school districts and result in changes to the curriculum. (Bredekamp & Shepard, 1989). (Meisels, S.J.,in press).

Many of these same teachers have not been trained in the latest research-based theory and practice proven effective for teaching young children.

NAEYC, in a publication entitled Developmentally Appropriate Practice in Early Childhood Programs Serving Children From Birth Through Age 8 (1988), describes appropriate practices for primary grade (K-4) children. Since these important practices represent the best and most widely accepted thinking on the subject today, it is tempting to quote the developmentally appropriate practices in their entirely. However, for the sake of brevity and flow, we will instead summarize the practices here and list all the practices as published by NAEYC in Appendix A of this paper. Appendix B will list what NAEYC believes are inappropriate practices.

NAEYC has developed appropriate practices for a number of major areas. A summary follows:

CURRICULUM GOALS-which are designed to develop children's knowledge and skills in all developmental areas, including physical, social, emotional and intellectual, and to help the child learn how to build a base for lifelong learning, improve self esteem, and develop a positive feelings toward learning. Further each child is viewed as a unique individual and as such educators need to develop curriculum and instruction practices that respond to individual differences. Different levels of ability, development and learning styles are expected, accepted and used to design curriculum.

TEACHING STRATEGIES--Curriculum is integrated so that children's learning in all traditional subject areas occurs primarily through projects and learning centers that teachers plan and that reflect children's interests and suggestions. The curriculum is integrated so that learning occurs primarily though projects, learning centers and playful activities that reflect the expressed interests of children. Teachers use planning time to prepare an environment to provide opportunities for children to learn through active involvement among themselves, with adults, older children serving as tutors and with materials. In addition, children should also learn in small groups working and playing cooperatively. Finally learning materials and activities need to be concrete, real and relevant to children's lives.

INTEGRATED CURRICULUM--Teachers provide generous amounts of time and a variety of interesting activities for children to develop language, writing, spelling and reading ability such as looking through , reading , or being read high quality children's literature. Goals are established in math, social studies, science, health and safety, art, music movement and dance with children's interests considered and learning occurring through group projects, spontaneous play, research, experimenting, exploring, and through other creative and meaningful activities and strategies.

GUIDANCE OF SOCIAL AND EMOTIONAL DEVELOPMENT--Teachers promote prosocial behavior, perseverance, industry and independence, encourage individual choice, and provide many opportunities for developing social skills. Teachers at all times facilitate the development of social skills as part of the curriculum.

PARENT-TEACHER RELATIONS--Teachers not only view parents as partners in the educational process, but visit with parents at school and at the home of the parent. Teachers are respectful of cultural and family differences.

EVALUATION--Children's progress is assessed through observation and recording at regular intervals. Results are used to improve and individualize instruction. No letter or number grades are given during the primary years.

Other organizations, most recently the National Association of State Boards of Education, strongly endorse the NAEYC practices. "We agree with the developmentally appropriate curriculum approach defined by (NAEYC)," NASBE states in its book Right from the Start (1988).

NASBE suggests the goals developed for primary schools should:

- provide children with a wide range of experiences
- attend to all key aspects of child development
- support effective and appropriate teaching and classroom environments. (Right from the Start, 1988).

CULTURALLY APPROPRIATE DEVELOPMENTAL ACTIVITIES--Twenty-two of Alaska's 55 school districts each have enrollments that exceed 75 percent Alaska Natives. Nine additional districts have at least 50 percent Natives enrolled in their classrooms and sev more have at least one-quarter of their student body composed of Alaska Natives. It is, however, still difficult to find meaningful and effective culturally appropriate developmental activities for Native children. Only 3.2 percent of Alaska's 6,500 teache are Natives, indicating a dearth of cultural role models. This is caused in part by a for system of education that has rejected the need for:

- accommodating and incorporating traditional systems of minority communitie and
- reflecting the traditional community's knowledge base and unique perspective the world.

It is critical for the restructured primary school to encourage appropriate cultural role models, just as it is critical for such schools to learn about and integrate cultural differences into programs reflective of the community the school serves. Languages a learning styles peculiar to a given community and use of family and community memb impart content and skills in ways that have worked for centuries are hallmarks of the effectively restructured school. The school also must recognize and respect cultural (fixed customs), values and traditions. This can be accomplished, in part, in two ways training and hiring more Native teachers and teacher aides in the classroom; and by teaching these skills to teachers and teacher aides so that they are knowledgeable their students' cultural history, cultural arts (music, dance, visual arts, theater), and traditional ways of learning science, medicine, politics, and social organization and structure. For example, Natives on the North Slope can estimate the distance over t pack to open water by determining the distance from shore of dark clouds on the hor This important skill requires a sophisticated knowledge of vector triangles.

COMMUNITY-BASED PRIMARY SCHOOLS--Research has long shown the benefits meaningful parent involvement. In fact it has become almost axiomatic that where there is a strong educational program there will be a correspondingly strong planned systematic program of parent involvement in the child's education, no matter the le the child's schooling. (National School Public Relations Association, 1986). More re the National Association of State Board of Education and the National Association f Education of Young Children have reconfirmed this notion by recommending that pr schools develop parent partnerships. (Right from the Start, 1988). (NAEYC, 1988).

Stanford Research Institute published research in 1973 which showed the correspon residual effects of involvement between parent and student in the educational proc (Journal of Educational Public Relations, 1988). The chart in Appendix C shows ho parent involvement, a parent's positive self-image about his or her own competenc participate in the child's education, and how the child's perception that the parent education is important all lead to the student's improved performance in school an

In addition, The National Association of State Boards of Education also recommended that primary schools develop partnerships with other early childhood programs and community agencies to help improve the quality of parent involvement and to build and improve services for young children and their families. (Right from the Start, 1988)

It is important that these partnerships be cultivated. Universities can offer training to teachers and teacher aides; they can help provide research. Local businesses, agencies, and Native corporations can provide additional expertise.

SMALLER CLASS SIZE--Class size is an important consideration for effective primary programs. NASBE's Right from the Start recommends that local school officials:

> Review the need for additional resources necessary to support developmentally appropriate early childhood programs, e.g., limiting the group size (for 3 and 4 year olds, no more than 20 children with 2 adults, for 5-8 year olds, no more than 25 children with 2 adults or 15-18 children with one teacher.)

The argument for smaller class size is born out in the research of Gene Glass and Mary Lee Smith (1979). Their meta-analysis of recent class size research shows that significant gains in student achievement are not achieved until a class size of 15 students to one teacher is reached. This 15:1 pupil to teacher ratio has been supported by the National Education Association since 1969. (Tomlinson, 1988).

It must be pointed out that by reducing class size in Alaska's kindergarten through fourth grade classrooms will bear a large financial increase, not only in the additional numbers of teachers needed to attain the lower class size, but also to build new school buildings to house the added classrooms. Knowing this, the Department of Education believes that attaining smaller class sizes is so important in the early grades that Alaska's policy makers need to seriously consider this issue.

The First Partnership

The first partnership needed for primary schools that aim to restructure is a broad based coalition among the local community to develop a process and a plan for restructuring its primary school or schools based upon local desires. Public school officials should convene the forum. The superintendent, principal or school board president should invite teachers and other educators, school board members, parents, early childhood professionals, language professionals and community leaders. The topic of the forum is to develop a consensus on how to effectively restructure K-4 primary schools. The immediate goal of the forum is to develop a plan for doing so.

Program Models

A number of models for restructuring primary schools are being developed across Alaska. Seven school districts sent teams to a week long K-4 restructuring conference in June 1989.

The teams consisted of the school's principal or superintendent, teachers, school board members, and community members, usually a member of the local Congress of Parents and Teachers (commonly known as the PTA). Nine nationally known experts with experience in restructuring primary schools led the teams over the five day period to build for each school in attendance an elementary school restructuring plan. These restructuring efforts should provide Alaska with a wealth of knowledge about restructuring schools in a variety of Alaska settings, from one of Alaska's largest urban school districts to schools in small remote, Native communities. Plans should be completed by the beginning of the 1989-90 school year, and will be available from the school and the Department of Education.

The two models outlined below offer basic components for Alaska's primary schools:

1. Qargi Model (or, translated from the Inupiaq, the Community Centered Model)

The key element of this model focuses on the cooperation of the community, the public school and the university:

- Elders, middle school and high school students from the community interact with kindergarten through fourth grade students to teach the Inupiaq language and culture.
- Adults learn effective parenting techniques by observing and participating in classroom activities for preschool children.
- The University of Alaska has observed and documented the interactions between parents and preschool to develop a research base on effective parenting skill training.

2. The School-Centered Learning Activity Model

Features of this model:

- In-school group activity
  - * Organized and directed play activity
  - * Storytelling; listening
  - * Reading
  - * Hands-on activity (like playing with geometric blocks)
  - * Socialization (aimed at developing inter-personal and intrapersonal skills)
  - * Field trips
- Individual and small group activity
  - * Exploration opportunities
  - * Computers
  - * Team projects
  - * Free play

- Family and Community Support Activity
  - * Interaction with elders
  - * Interaction with community adults
  - * Parent participation in extracurricular activities
  - * Planned family activity aimed at academic and physical development

Next Steps

Earlier in this paper, the hope was expressed that this paper puts forth an argument supporting the urgent need to restructure Alaska's primary schools. It was also stated that a secondary purpose is to explain the elements that are part of the restructured primary school's program, as was a third purpose to provide several examples or models of effective primary schools. It is hoped that these purposes have been accomplished.

The Department of Education pledges itself to continue its efforts to expand the awareness for the urgent need to restructure Alaska's primary schools, and to spur on restructuring activities whenever the opportunities arise, whether at the state level, or, preferably, at the local school level.

DEPARTMENT ACTIVITIES--The following is a list of activities at minimum that readers can expect from the Department of Education on an ongoing basis:

- Nurture the development of the seven or eight model primary school restructuring projects that will begin this summer.
- Attempt to develop and expand a school restructuring network to include Alaska educators who are involved in school restructuring efforts.
- Promote school restructuring in formal and informal public appearances before groups and conferences.
- Disseminate written materials about school restructuring projects.
- Invite schools undertaking restructuring projects to share their ideas with the Commissioner of Education and his staff.
- Recruit educators and parents as agents of change for the expressed purpose of expanding the school restructuring effort.

Appendix A

Appropriate Education in the Primary Grades
The National Association for the Education of Young Children

Appropriate Practices for Curriculum Goals:

Curriculum is designed to develop children's knowledge and skills in all developmental areas--physical, social, emotional, and intellectual--and to help children learn how to learn, to establish a foundation for lifelong learning.

Curriculum and instruction are designed to develop children's self-esteem, sense of competence, and positive feelings toward learning.

Each child is viewed as a unique person with an individual pattern and timing of growth. Curriculum and instruction are responsive to individual differences in ability and interests. Different levels of ability, development, and learning styles are expected, accepted, and used to design curriculum. Children are allowed to move at their own pace in acquiring important skills including those of writing, reading, spelling, math, social studies, science, art, music, health, and physical activity. For example, it is accepted that not every child will learn how to read at age 6, most will learn to read by 7, and some will need intensive exposure to appropriate literacy experiences to learn to read by age 8 or 9.

Appropriate Practices for Teaching Strategies:

The curriculum is integrated so that children's learning in all traditional subject areas occurs primarily through projects and learning centers that teachers plan and that reflect children's interests and suggestions. Teachers guide children's involvement in projects and enrich the learning experience by extending children's ideas, responding to their questions, engaging them in conversation, and challenging their thinking.

The curriculum is integrated so that learning occurs primarily through projects, learning centers, and playful activities that reflect current interests of children. For example, a social studies project such as building and operating a store, or a science project such as furnishing and caring for an aquarium, provides focused opportunities for children to plan, dictate, and/or write their plans (using invented and teacher-taught spelling), to draw and write about their activity, to discuss what they are doing, to read nonfiction books for needed information, to work cooperatively with other children, to learn facts in a meaningful context, and to enjoy learning. Skills are taught as needed to accomplish projects.

Teachers use much of their planning time to prepare the environment so children can learn through active involvement with each other, with adults and older children serving as informal tutors, and with materials. Many learning centers are available for children to choose from. Many centers include opportunities for writing and reading: for example, a tempting library area for browsing through books, reading silently, or sharing a book with a friend; a listening station; and places to practice writing stories and play math or language games. Teachers encourage children to evaluate their own work and to determine where improvement is needed, and assist children in figuring out for themselves how to improve their work. Some work is corrected in small groups where children take turns giving feedback to one another and correcting their own papers. Errors are viewed as a natural and necessary part of learning. Teachers analyze children's errors and use the information obtained to plan curriculum and instruction.

Individual children or small groups are expected to work and play cooperatively or alone in learning centers and on projects they usually select themselves or are guided to by the teacher. Activity centers are changed frequently so children have new things to do. Teachers and children together select and develop projects. Frequent outings and visits from resource people are planned. Peer tutoring as well as learning from others through conversation while at work or play occurs daily.

Learning materials and activities are concrete, real, and relevant to children's lives. Objects children can manipulate and experiment with such as blocks, cards, games, and scientific equipment are readily accessible. Tables are used for children to work alone or in small groups. A variety of work places and spaces is provided and flexibly used.

Appropriate Practices for Integrated Curriculum:

The goals of the language and literacy program are for children to expand their ability to communicate verbally and through reading and writing, and to enjoy these activities. Technical skills or subskills are taught as needed to accomplish the larger goals, not as the goal itself. Teachers provide generous amounts of time and a variety of interesting activities for children to develop language, writing, spelling and reading ability such as looking through, reading, or being read high quality children's literature and nonfiction for pleasure and information; drawing, dictating, and writing about their activities or fantasies; planning and implementing projects that involve research at suitable levels of difficulty; creating teacher-made or child-written lists of steps to follow to accomplish a project; discussing what they read; preparing a weekly class newspaper; interviewing various people to obtain information for projects; making books of various kinds (riddle books, what-if books, books about pets); listening to recordings or viewing high quality films of children's books; being read at least one high quality book or part of a book each day by adults or older children; using the school library and the library area of the classroom regularly.

Some children read aloud daily to the teacher, another child, or a small group of children, while others do so weekly. Subskills such as learning letters, phonics, and word recognition are taught as needed to individual children and small groups through enjoyable games and activities. Teachers use the teacher's edition of the basal reader series as a guide to plan projects and hands-on activities relevant to what is read and to structure learning situations. Teachers accept children's invented spelling with minimal reliance on teacher-prescribed spelling lists. Teachers also teach literacy as the need arises when working on science, social studies, and other content areas.

The goal of the math program is to enable children to use math through exploration, discovery, and solving meaningful problems. Math activities are integrated with other relevant projects, such as science and social studies. Math skills are acquired through spontaneous play, projects, and situations of daily living. Teachers use the teacher's edition of the math textbook as a guide to structure learning situations and to stimulate ideas about interesting math projects. Many math manipulatives are provided and used. Interesting board and card games, paper-and-pencil and other kinds of games are used daily. Noncompetitive, impromptu oral "math stumper," and number games are played for practice.

Social studies themes are identified as the focus of work for extended periods of time. Social studies concepts are learned through a variety of projects and playful activities involving independent research in library books; excursions and interviewing visitors; discussions; relevant use of language, writing, spelling (invented and teacher-taught), and reading skills; and opportunities to develop social skills such as planning, sharing, taking turns, and working in committees. The classroom is treated as a laboratory of social relations, and children explore values, learn rules of social living, and respect for individual differences through experience. Relevant art, music, dance, and games are incorporated in social studies.

Discovery science is a major part of the curriculum, building on children's natural interest in the world. Science projects are experimental and exploratory and encourage active involvement of every child. The science program takes advantage of natural phenomena such as the outdoors, and the classroom includes many plants and pets for which children provide care daily. Through science projects and field trips, children learn to plan, dictate, and/or write their plans; to apply thinking skills such as hypothesizing, observing, experimenting, and verifying; and many science facts related to their own experience.

A variety of health and safety projects (such as nutrition, dental health, handwashing) are designed to help children learn many personalized facts about health and safety; to integrate their learning into their daily habits; to plan, dictate, and/or write their plans; to draw and write about these activities; to read silently and aloud; and to enjoy learning because it is related to their lives.

Art, music, movement, dance and opportunities for other physical activity are integrated throughout each day as relevant to the curriculum and as needed for children to express themselves aesthetically and physically, and to express ideas and feelings.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1769 SCOMM 71: JOINT COMMITTEE ON SCHOOL PERFORMANCE, 1989-90 1337

Specialists work with classroom teachers and children. Children explore and experiment with various art media and forms of music.

Multicultural and nonsexist activities and materials are provided to enhance individual children's self-esteem and to enrich the lives of all children with respectful acceptance and appreciation of differences and similarities.

Outdoor activity is planned daily so children can develop large muscle skills, learn about outdoor environments, and express themselves freely.

Appropriate Practices for Guidance of Social-Emotional Development:

Teachers promote prosocial behavior, perseverance, industry, and independence by providing many stimulating, motivating activities; encouraging individual choices; allowing as much time as needed for children to complete work; and ensuring moments of private time alone with the teacher or with a close friend.

Children have many opportunities daily to develop social skills such as cooperating, helping, negotiating, and talking with the person involved to solve interpersonal problems. Teachers facilitate the development of social skills at all times, as part of the curriculum.

Teachers promote the development of children's consciences and self-control through positive guidance techniques, including setting clear limits in a positive manner; involving children in establishing rules for social living and in problem solving about misbehavior; redirecting children to an acceptable activity; conferencing with an individual child who is having problems or with children and their parents. Teachers maintain their perspective about misbehavior, recognizing that every infraction does not warrant attention and identifying those that can be used as learning opportunities.

Appropriate Practices for Parent-Teacher Relations:

Teachers view parents as partners in the educational process. Teachers have time for periodic conferences with each child's parents. Parents' visits to school are welcomed at all times, and home visits by teachers are encouraged. Teachers listen to parents, seek to understand their goals for their children, and are respectful of cultural and family differences.

Appropriate Practices for Evaluation:

No letter or number grades are given during the primary years. Grades are considered inadequate reflections of children's ongoing learning.

Each child's progress is assessed primarily though observation and recording at regular intervals. Results are used to improve and individualize instruction. No letter or number grades are given. Children are helped to understand and correct their errors.

Appendix B

Inappropriate Education in the Primary Grades
The National Association for the Education of Young Children

Inappropriate Practices for Curriculum Goals

The curriculum is narrowly focused on the intellectual domain with intellectual development narrowly defined as acquisition of discrete, technical academic skills, without recognition that all areas of children's development are interrelated.

Children's worth is measured by how well they conform to group expectations, such as their ability to read at grade level, and their performance on standardized tests.

Children are evaluated against a standardized group norm. All are expected to achieve the same narrowly defined, easily measured academic skills by the same predetermined time schedule typically determined by chronological age and grade level expectations.

Inappropriate Practices for Teaching Strategies

Curriculum is divided into separate subjects and time is carefully allotted for each, with primary emphasis given each day to reading and secondarily to math. Other subjects such as social studies, science, and health are covered if time permits. Art, music, and physical education are taught only once a week and only by teachers who are specialists in those areas.

Instructional strategies revolve around teacher-directed reading groups that take up most of every morning: lecturing to the whole group, total class discussion, and paper-and-pencil practice exercises or worksheets to be completed silently by children working individually at desks. Projects, learning centers, play, and outdoor time are seen as embellishments and are offered only if time permits, or as a reward for good behavior.

Teachers use most of their planning time to prepare and correct worksheets and other seatwork. Little time is available to prepare enriching activities, such as those recommended in the teacher's edition of each textbook series. A few interest areas are available for children who finish their seatwork early, or children are assigned to a learning center to complete a prescribed sequence of teacher-directed activity within a controlled time period.

During most worktimes, children are expected to work silently and alone on worksheets or other seatwork. Children rarely are permitted to help each other at worktime. Penalties for talking are imposed.

Available materials are limited primarily to books, workbooks, and pencils. Children are assigned permanent desks, and desks are rarely moved. Children work in a large group most of the time, and no one can participate in a playful activity until all work is finished.

The goal of the reading program is for each child to pass the standardized tests given throughout the year at or near grade level. Reading is taught as the acquisition of skills and subskills. Teachers teach reading only as a discrete subject. When teaching other subjects, they do not feel they are teaching reading. A sign of excellent teaching is considered to be silence in the classroom and so conversation is allowed infrequently during select times. Language, writing, and spelling instruction are focused on workbooks. Writing is taught as grammar and penmanship. The focus of the reading program is the basal reader, used only in reading groups and accompanying workbooks and worksheets. The teacher's role is to prepare and implement the reading lesson in the teacher's guidebook for each group each day and to see that other children have enough seatwork to keep them busy throughout the reading group time. Phonics instruction stresses learning rules rather than developing understanding of systematic relationships between letters and sounds. Children are required to complete worksheets or to complete the basal reader, although they are capable of reading at a higher level. Everyone knows which children are in the slowest reading group. Children's writing efforts are rejected if correct spelling and standard English are not used.

Math is taught as a separate subject at a scheduled time each day. A math textbook with accompanying workbooks, practice sheets, and board work is the focus of the math program. Teachers move sequentially through the lessons as outlined in the teacher's edition of the text. Seldom is time available for recommended hands-on activities. Only children who finish their math seatwork are permitted to use the few math manipulatives and games in the classroom. Timed tests on number facts are given and graded daily. Competition between children or groups of children (boys versus girls, Row 1 versus Row 2) is used to motivate children to learn math facts.

Social studies instruction is included occasionally after the reading and math programs are completed. Social studies projects are usually related to holidays, are brief activities from the social studies textbook, or a commercially developed weekly newspaper is read and the accompanying seatwork is done.

Science is taught mainly from a single textbook or not at all. Children complete related worksheets on science topics. Science consists of memorizing facts or watching teacher-demonstrated experiments. Field trips occur rarely or not at all. A science area may have a few plants, seashells, or pine cones that have been there many months and are essentially ignored by the children.

Health is taught with the aid of posters and a textbook. A health lesson is scheduled once a week or a unit on health is completed once a year.

Art, music, and physical education are taught as separate subjects only once a week. Specialists do not coordinate closely with classroom teachers.

Representational art evaluated for approximations to realism is emphasized. Children are expected to follow specific directions resulting in identical projects. Crafts substitute for artistic expression.

Cultural and other individual differences are ignored. Children are expected to adapt to the dominant culture. The lack of a multicultural component in the curriculum is justified by the homogeneity of the group, ignoring the fact that we live in a diverse society.

Outdoor time is limited because it is viewed as interfering with instructional time, or if provided, is viewed as recess (a way for children to use up excess energy).

Inappropriate Practices for Guidance of Social-Emotional Development

Teachers lecture about the importance of appropriate social behavior and use punishment or deprivations (such as no recess) when children who become restless and bored with seatwork whisper, talk, or wander around, or when children dawdle and do not finish their work in the allotted time. Teachers do not have time for private conversations with children, and only the most able students finish their work in time for special interests or interaction with other children.

Little time is available for children to practice social skills in the classroom because they are seated and doing silent, individual work or are involved in teacher-directed groups. The only opportunities for social interaction occur on the playground, but the teacher is not present unless it is his/her playground duty day, and therefore children don't have a consistent, familiar adult to help them with problems.

Teachers place themselves in an adversarial role with children, emphasizing their power to reward acceptable behavior and punish unacceptable behavior. Their primary goal is maintaining control of the classroom. Teachers spend considerable time enforcing rules, giving external rewards for good behavior, and punishing infractions. When social conflicts arise, the teacher intervenes, separating and quieting participants and avoiding the social issue. Whether intentional or not, the teacher's attitude often feels demeaning to the child.

Inappropriate Practices for Parent-Teacher Relations

Teachers are not given time for work with parents. Subtle messages convey that schools are for teachers and children, not parents. Teachers view parents' role as carrying out the school's agenda.

Inappropriate Practices for Evaluation

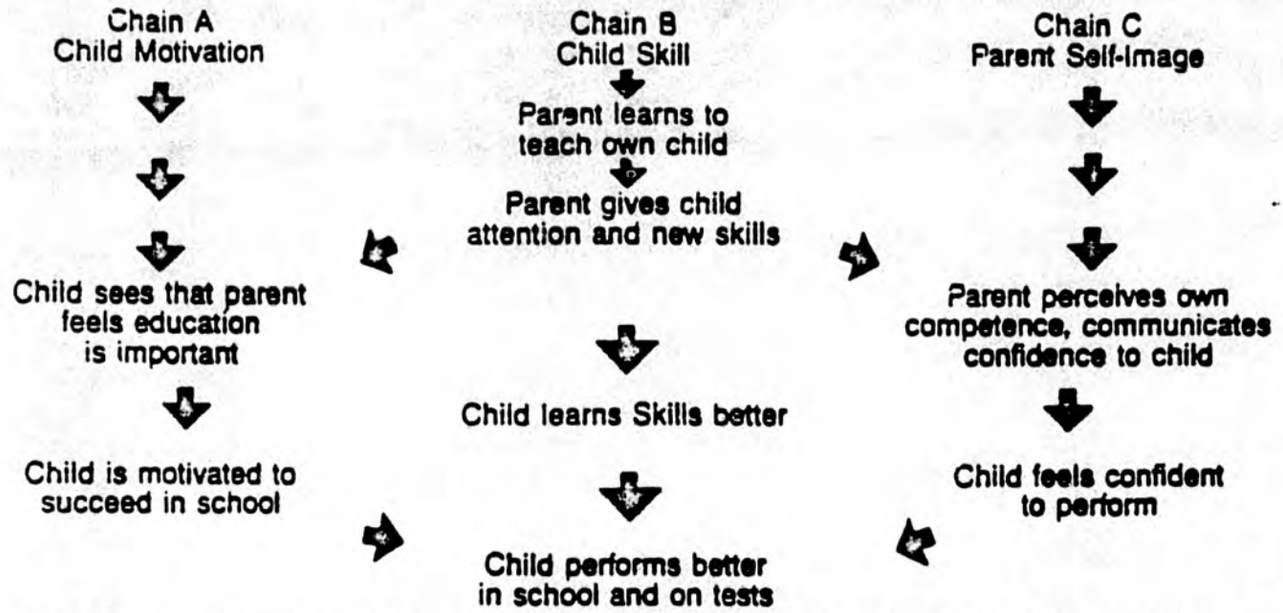
Grades are seen as important in motivating children to do their work.

Children are tested regularly on each subject. Graded tests are sent home or are filed after children see their grades. To ease children's stress caused by the emphasis placed on test scores, teachers "teach to the test."

APPENDIX C

COMMUNITY-BASED PRIMARY SCHOOLS

How Parent-Child Interaction Affects Student Achievement



SOURCE: Mariam Sherman Stearns and Susan Peterson, "Parent Involvement in Compensatory Education Programs: Definitions and Findings," Menlo Park Educational Policy Research Center, Stanford Research Institute.
Reprinted from the *Journal of Educational Public Relations*, Vol. 11, No. 3, 1988.

Resources

Alaska Department of Education. Basic Skills Performance of Alaska's Students, Achievement Test Results for 1984-85; 1985-86; 1986-87, January 1988.

Alaska Department of Education. Basic Skills Performance of Alaska's Students, Achievement Test Results for 1984-85; 1985-86; 1986-87; 1987-88, January 1989.

Baker-Benally, Patricia. "Preliminary Descriptive Review of Alaska Native Students in the Fairbanks North Star Borough School District." Fairbanks North Star Borough School District, January 1987.

Bredekamp, Sue and Shepard, Lorrie. "How Best To Protect Children From Inappropriate School Expectations, Practices, and Policies." Young Children, The Journal of the National Association for the Education of Young Children, March 1989.

Buckley, Marilyn. "Toward a Definition of Whole Language for Alaska." University of Alaska Anchorage, October 1988. (A statement to standardize the definition of whole language presented for adoption by Alaska's professional educational organizations).

Cavazos, Lauro. U.S. Secretary of Education. During remarks before the teaching and administrative staff and student body of the Lower Kuskokwim School District, Bethel, Alaska, May 8, 1989.

Chomsky, Noam. Cartesian Linguistics: A Chapter in the History of Rationalist Thought. Harper and Row, 1966.

Cummins, James. "Empowering Minority Students: A Framework for Intervention." Harvard Educational Review, Vol. 56, No. 1, February 1986.

Cummins, James. "The Role of Primary Language Development in Promoting Educational Success for Minority Language Students," Schooling and Language Minority Children: A Theoretical Framework. California State Department of Education, 1986.

Demmert, William G. Jr. An Early Childhood/Parenting Strategy for Alaska. Alaska Department of Education, 1988.

Fields, Marjorie V. "Talking and Writing: Explaining the Whole Language Approach to Parents." The Reading Teacher, 1988.

Goodman, Kenneth. "What's Whole in Whole Language?" A Parent Teacher Guide to Children's Learning, Heinemann Educational Publishers, 1986.

Hakuta, Kenji. Mirror of Language: Debate on Bilingualism, Basic Books, Inc., New York, 1986.

Hayward, Ruth Ann. "Inside the Whole Language Classroom: Teachers in Upstate New York Describe How Whole Language Works In Their Classrooms (Focus on Reading)." Vol. 98., Instructor Magazine, 1988.

Hocker, Phil, et. al. "Research Summary: 1987-88 Early Leavers from Juneau Douglas High School City and Borough of Juneau School District." University of Alaska Southeast, 1988.

Journal of Educational Public Relations. "Educators Benefit from Parental Involvement." Vol. 11, No. 3, 1988. (This article is based on the publication First Teachers: Parental Involvement in the Public Schools, Kristen J. Amundson, National School Boards Association, 1988).

Kantrowitz, Barbara. Wingert, Pat. Newsweek Magazine. Newsweek, Inc., April 17, 1989.

Keskitalo, Jan Henry. "Education and the Native Saamis." Indigenous Peoples And Education In The Circumpolar North. University of Alaska Juneau, 1986.

Kleinfeld, Judith S., et. al. Alaska's Small Rural High School. Institute of Social and Economic Research, Center for Cross-Cultural Studies, University of Alaska, Fairbanks, 1985

Meisels, S.J. (in press). "High Stakes Testing in Kidnergarten." Educational Leadership.

National Association for the Education of Young Children. Appropriate Education in the Primary Grades, 1988.

National Association of Early Childhood Specialists in State Departments of Education. Unacceptable Trends in Kindergarten Entry an Placement, 1987.

National Association of State Boards of Education. Right From the Start, The Report of the NASBE Task Force on Early Childhood Education, 1988.

National School Public Relations Association. "Business Finds It Hard to Hire Employees, Survey Says." ED-LINE, April 21, 1989.

Saville-Troike, Muriel. "Bilingual children: A resource document. Arlington, Virginia. Center for Applied Linguistics, 1973.

Smith, Mary Lee and Glass, Gene V. Relationship of Class-Size to Classroom Processes, Teacher Satisfaction, and Pupil Effect; A Meta-Analysis. Far West Laboratory for Educational Research and Development, 1979.

Tomlinson, Tommy M. Class Size and Public Policy: Politics and Panaceas. U. S. Department of Education, 1988.

9/19/89

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
September 19, 1989
Barrow, Alaska

Members Present:

Rep. Eileen P. Maclean, Co-Chair
Sen. Lloyd Jones, Co-Chair
Sen. Jack Coghill
Rep. Cheri Davis
Rep. Niilo Koponen

Members Absent:

Sen. Al Adams
Sen. Johne Binkley (Ex officio)
Rep. Johnny Ellis (Ex officio)

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124 - Pouch V
Juneau, Alaska 99811

Helen Pootoogooluk
P. O. Box 667
Kotzebue, Alaska 99811

Other Legislators:

Sen. Tim Kelly
Sen. Jay Kerttula

Witnesses:

William G. Demmert
Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
#465-2800

Edna MacLean
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
#465-2800

Willie Hensley
Former State Senator
P.O. Box 710
Kotzebue, Alaska 99752
#442-3301

Leona Okakok
North Slope Board of Education
Box 957
Barrow, Alaska 99723
#852-7650

Charles Edwardsen
Box 211
Barrow, Alaska 99723

Cora Sakeagak
State Board of Education
Box 586
Barrow, Alaska 99723
#852-2611

CHAIRPERSON LLOYD JONES, DISTRICT-A, called the meeting to order for the Joint Committee on School Performance. Approval of the agenda and the minutes from the meeting on August 4, 1989, was submitted. The suggestion was made that the information packets for the meetings be given to the members of the committee prior to the commencing of the meeting.

SENATOR WILLY HENSLEY offered backround information on the initial work of the special Committee on School Performance that the Senate created. The Department of Education had presented a document to the legislature concerning the performance of Alaska's students on standarized tests. The information exposed that a substantial number of students were doing poorly. At that point, Alaska was spending more per capita on education than the rest of the other states. The accomplishment of the goal of education within the state needed to be re-analyzed. A Senate committee was established to explore the quality of education. The findings showed that there was a great amount of interest within the public concerning education. The area with the most serious deficiency was math and reading. A quarter of the seniors were not prepared to an enter a higher education system or the work field. Drop-out rates were being addressed in some districts. The committee also discovered the process and content of schooling had many ineffective practices. In many areas there were low expectations of the students and the course work was less demanding. The local advisoary school boards were not being adequately trained; many had no idea what their powers and duties were. Many superintendants had little concern of student achievement. The committee realized the

complexity of the issues and began a process to initiate positive change. The legislature should adopt a purpose of schooling statement. The result was establishing the goal of school. The individual school districts should be asked to file a report to the legislature, which would reflect each area of need within that district. Material from the Senate's study should be used in the joint committee report.

TAPE 1, SIDE 2

SENATOR JACK COGHILL, DISTRICT-J, suggested the idea of establishing more sites for boarding schools. The consolidation of high schools and possibly junior high schools also need to be addressed by this committee.

SEN. LLOYD JONES, CO-CHAIRPERSON, DISTRICT -A, introduced Commissioner Demmert.

WILLIAM G. DEMMERT, COMMISSIONER, DEPARTMENT OF EDUCATION, suggested that everyone participate in the International Seminar held in Barrow the week of September 18th-22nd.

Commissioner Demmert offered a prepared statement for the Committee's information. This report is divided into six parts: educational demographics, summary of student achievement in the state, overview of some of the social problems which are barriers to academic achievement, identification of partnerships, summary of Department activities, and a listing of recommendations which are important for the State of Alaska in order to meet the long range needs of students who need special help. The cost of running schools has increased drastically. This has caused educational programs to be stretched often to the point of deterioration. Currently, there is an interest to increase the foundation unit to larger amount. The long range issue is how to continue to fund education as the oil revenues decrease. The position of the department supports moving forward on the proposed educational amendment which would establish a permanent fund for operating elementary and secondary schools in the future. It is necessary to look at the alternative education programs for rural Alaska.

Commissioner Demmert addressed concerns the State Board of Education has toward improvement of academic achievement. Language development is the key to academic achievement. Without a strong language base, the student lacks the ingredients essential to develop analytic and conceptual skills. Without these skills, a youngster is destined to academic failure. The root cause of school failure is that school language arts programs do not adequately meet the needs of the students whose primary language is other than standard english. Language ability is largely determined by the age of three. It has been proven that

early childhood experiences and environment play an important role in developing a youngsters language ability. A Program must be culturally and developmentally appropriate.

Commissioner Demmert summarized the priorities:

* Establish a learning base during a child's critical years, which is culturally and developmently appropriate.

* Improve the learning environment which young children are exposed to and to build on the learning base established in preschool years.

* Improve the in-service and pre-service programs for teachers and the recruitment and hiring of more native teachers for rural areas.

* Developing partnerships with social service agencies to address social barriers which interfere with a child's ability to learn.

* Building a research base to help direct Alaskan schools to better meet their responsibilities.

TAPE 2, SIDE 1

Sen. Coghill asked Commissioner Demmert if the board had given any consideration to meeting with the Alaska Mental Health Board for instituting a program for the under-achievers.

Commissioner Demmert stated that he has not personally met with then, but he has met with the Commissioners of Health and Social Services and Community and Regional Affaires to disucss social barriers which are encountered in schools. Also, within the Department of Education, the Division of Rehabilitation has meet with program people across the state. This department funds programs for the under-achievers with both state and federal money. In addition, there is the Special Education Division who works with groups across the state to build partnerships and provide services. Also, the federal government is currently requiring the state to take a careful look at welfare reform. The Department of Education is involved in this activity as well.

REP. NIILO KOPONEN, DISTRICT-21, noted that at certain times in history the educational experience was more of an cooperative effort. There was a great deal of cooperation because there were not enough resources unless the school nurse, the well child clinic, the sports and community activities all took a part in the life of the school. With

the growth of professionalism, we developed concepts of professional turf, privacy and lack of informational exchange. With this came the division of the child as a whole person, and extended it to different agencies. Thus began the break down of our educational process.

REP. EILEEN MACLEAN, DISTRICT-22, and Sen. Jones thanked Sen. Willie Hensley and Commissioner Demmert for the information they presented and also Edna MacLean for translating Commissioner Demmert's presentation.

Sen. Jones intorduced the topic of internal business for the committee. The first point on the agenda was the planning the dates for the next three meetings.

REP. CHERI DAVIS, DISTRICT-1-B, suggested that one of the school board meetings be held in Petersburg. Petersburg is one of the highest performing districts in the state. Rep. Davis informed the committee that Sharon Young, Associate Director for the School Board Association, who plans the conferences for the school board, has asked if any members for the Committee on School Board Performance would be willing to attend one of these meetings and participate in a panel discussion. The next conference is planned for November 12th-14th in Anchorage. Rep. Davis has volunteered to attend this meeting.

Rep. Eileen MacLean suggested the October meeting be held in Anchorage at the time of the forum on "Youth at Risk". This forum will be sponsored by the State Board of Education and the AFN. This is scheduled for October 17th & 18th. The Committee agreed to meet in Anchorage on these dates, with the joint committee meeting the afternoon of the 17th at the LIO and as participants at the "Youth At-Risk" forum on the 18th.

Senator Coghill introduced a discussion on the life of the committee and the reports it is to produce. He pointed out that the Committee has been authorized to meet during each session and each interim of the Sixteenth Legislature and is responsibile for two reports, a preliminary report on the 15th day of the Second Session of the Sixteenth Legislature (January 23, 1990) and a final report on the first day of the First Regular Session of the Seventeenth Legislature.

Rep. Eileen MacLean recommended that the dates for the November meeting be finalized.

TAPE 2, SIDE 2

Sen. Jones suggested the November meeting be planned for Anchorage at the same time as the School Board Association Meeting and the Superintendants Association Meeting, which

are scheduled for November 10th - 11th. It was unanimously agreed to schedule the November committee meeting on these two dates.

The Chair noted that the December meeting would be held in Petersburg on Monday, December 4th and possibly extend into the 5th and summarized the meeting schedule between now and the end of the year:

1. October 17 (p.m.) at the LIO in Anchorage and October 18 as participants in the AFN-DOE Forum on Youth At Risk

2. November 10 and 11 in conjunction with the annual meetings of the Alaska Council of School Administrators and Association of Alaska School Boards in Anchorage.

3. December 4 and possibly 5th in Petersburg for both a committee work session and public hearing.

Rep. Cheri Davis suggested that the Co-Chairs send a letter to the school districts of Southeast, advising them of the scheduled meeting in Petersburg and encouraging testimony at that time.

Sen. Jones, Co-Chair, suggested that the committee's funds be divided 50% to the Senate side under the President and 50% to the House side under the Speaker, accountable to the respective co-chairs of the committee. Senator Coghill concurred in the need for this arrangement by pointing out that the resolution creating the committee provided for separate House and Senate identities.

Sen. Jones pointed out that the respective leaders of each body should be notified that joint expenditures, such as staff expenses, should be taken 50% from the House budget and 50% from the Senate's. (See below for a motion made on this subject.)

Sen. Coghill moved and Rep. Davis seconded that the committee delegate signatory responsibility for approval of committee business, including the contract with the committee's consultant, to the Co-Chairs. Hearing no objection the motion passed unanimously.

Sen. Coghill then moved that the full committee of both House and Senate members make the final evaluation of the contract with the committee's consultant upon its completion before final payment on the contract is authorized, seconded by Rep. Davis. Motion passed without objection.

Sen. Coghill moved and Rep. Davis seconded, that the Joint Committee on School Performance be funded jointly between the House and Senate leadership, through the Co-Chairs. Rep. MacLean introduced the subject of Joint Committee travel expenses and asked what had been learned from the Legislative Affairs Office. Frank Darnell responded that when he contacted LEA regarding this topic, he learned that is was their opinion that the most satisfactory way for committee members to handle requests for travel requisitions and reimbursement of travel expenses was to go through their respective leadership offices in the regular way that they would for any standing committee work. Members of the Joint Committee agreed that this was the most satisfactory way to handle travel expenses.

Rep. MacLean opened a discussion on the subject of the contract for Dr. Darnell and pointed out that the contract is on a standard Legislative Affairs Agnecy form and fulfills the Agency's requirement that it shall not exceed $25,000.

Sen. Coghill moved that the Committee approve the contract between Dr. Darnell and the Joint Committee on School Performance as submitted. Motion was seconded by Rep. Davis. It was passed and so ordered by the Chair, Sen. Jones.

Frank Darnell pointed out that he learned through discussions with the Legislative Affairs Agency that his travel in behalf of Committee should be handled and paid for in the same way as if he were a member of the Committee. That is, he will request travel authorization through the leadership and submit requests for payment of expense the same way on standard LAA forms.

He further explained that prior to learning of this procedure, travel that had been necessary to carry out work of the committee and had been approved by the leadership he had paid for personally with the understanding that he would be reimbursed. This also applied to relocation expenses, previously approved by the committee. LEA suggested that a letter explaining this accompany his request for reimbursement.

Rep. MacLean explained that previous correspondence speaks to that and the Committee has agreed to pay these expenses. It now only needs to be dealt with administratively.

Sen. Coghill pointed out that Clause 4a of the contract needed to be made consistent with the Committee's intent to pay Dr. Darnell's travel and other expenses and thus needed to be amended to fit that understanding.

Sen. Coghill moved that the Co-Chairs contact the Legislative Affairs Agency on Clause 4a as to the understanding of travel and other expenses of the consultant as discussed and to amend the contract to fit that understanding and memorandum of August 18. Seconded by Rep. Koponen. Hearing no objections, the Chair ruled the motion passed.

Co-Chairperson Eileen MacLean suggested addressing the goals and responsibilities of the school performance committee.

TAPE 3, SIDE 1

DR. FRANK DARNELL, CONSULTANT, reported that in the brief time since he learned that he would be working with the Committee, he had been dwelling on the larger questions of what such a report might contain and how it could be put together in such a brief period of time. First, after arriving in Juneau on August 28th, he immediately found that he was to join the HESS Committee and the State Board of Education's visit to Bethel. That turned out to be a fortunate turn of events, as Dr. Darnell was able to get a reasonable feel for the problems that the committee would want to address. A great deal of the testimony heard was material that applies to the operational side of school performance in comparison with the policy making side. It is important that the committee separates the operational and policy making elements. The policies which will be considered will have far greater ramifications than many of the other topics because of the diverse nature of the State of Alaska. The first goal is to distinguish between a policy and operational problem. After attending the State Board in Bethel and the State Board Meeting in Anchorage, Dr. Darnell understands the dilemna of creating the report which the the Legislature has required. This report asks for a plan to improve school performance. This would cover a broader base in that it will deal with operations as well as policy. Concern has been expressed at the State Board level and in Dr. Darnell's opinion a close coordination between the two groups needs to be developed in order to avoid duplication or overlap in areas of responsibility. The question was posed by Dr. Darnell pertaining to the Legislature as the ultimate policy makers and the issues they want to address. This consideration over the years has been lost by many school districts. Dr. Darnell has seen a pendulum affect within the Alaska school system, from very tightly controlled State operated schools to a slackening of control and delegation to local control. In the 1930's, there was local control similar to what we have today, which had to be tightened up again. Presently, we are seeing the need for a swing in the pendulum back to more involvement at the Legislative level. School districts as a whole have enjoyed a degree of freedon

seldom found in any other state, and not found in Alaska up until this time. "School districts are a creature of the State". This is an important concept to keep in mind. As a legislative body, the constitutional responsibility lays in those hands. School districts which are indifferent to or not interested in that relationship need to be brought back into focus. The need is to address the balance between what we call state mandated legislative responsibility and the tradition of local control that has generated over the years. Goals need to be derived from the authority that the committee has and the legislature has.

Rep. Koponen offered information backing up Dr. Darnell's point in reference to the U.S. Supreme Court decision in the Prince Georges' County Case stating that the states have the primary responsibility for education and they may delegate but not abrogate that responsibility.

Rep. Davis commented that the prevention of drop-outs needs to be addressed on the early end of the education experience.

Sen. Jones, Chairperson reiterated in order to see the larger picture, the committee needs to narrow the goals and funding appropriations. There is a need to introduce feedback and information circles which will enable the legislative body to be more effective. The most important issues are policy and operational functions. The legislature's responsibility is to focus in on the policy aspect.

Co-Chair MacLean remarked that legislature is isolated from what is actually happening on the operational level.

Rep. Niilo Kopen stated that the task of the legislators in regard to public education is to focus on the children and their educational development.

Rep. Eileen MacLean reminded the committee that the State Board of Education has established some goals which there will be hearings on.

* Early childhood
* Parenting
* Language programs
* Community based child services as a multi-agency responsibility
* At-risk incentive program alternative
* Re-evaluation of schooling options
* Improving teaching practices
* Providing support for teachers in rural Alaska
* Building on the strengths of native language

and culture

Rep MacLean continued to recommend ideas which legislators should analyze:

* Concept of regional high schools
* Alaska relevant curriculum development
* The tenure law and teacher certification process
* The relationship of social agencies with the school districts
* Standards for school districts

Sen. Coghill commented that the State of Alaska is light years ahead of the New Jersey Special Certified Teachers in that Alaska has teacher aides in the communities. Sen. Coghill suggested that all schools in Alaska should be required to teach a full year course in the junior high school and then again in the high school level on the Alaska culture, economy, geography, government and history. These aspects vary so much in the State between Barrow and Ketchikan. There should be a commission for creating a text book on Alaska, possibly through the University of Alaska or a culture center.

Frank Darnell addressed concerns of the committee regarding the training of Alaska specific subjects. Alaska teachers from the local university must have six hours of Alaska related subjects, three which deal with cultural issues and three which can be chosen from geography, history or anthropology. This must be done every five years. A new certification requires six to nine hours depending on the prior introduction to Alaskan history. There is not a program within the state which offers a degree in Alaskan studies

Co-Chair Eileen MacLean introduced the members present from the state school board. Testimony from the members present was invitied.

LEONA OKAKOK, NORTH SLOPE, BOARD OF EDUCATION, PRESIDENT, offered a welcome to all of the attending board members and appreciation for having the meeting in Barrow.

CORA SAKEAGAK, BARROW, STATE BOARD OF EDUCATION, commented that the state board is looking at the issues hoping to make recommendations to the state legislature for modifications concerning the certification issue for rural Alaska. Sakeagak commented, the committee needs to work collectively in order to meet the goals.

Rep. MacLean, Co-Chair, reminded everyone that the October 17th-18th meeting which is being sponsored by the State Board of Education in Anchorage, will be addressing YOUTH AT-RISK. The November 10th and 11th meeting has been

scheduled in Anchorage at the same time the Alaska Association of School Administrators and the Association of Alaska School Boards will be meeting.

Chairperson MacLean adjourned the meeting.

9/21/89

HEARING
JOINT COMMITTEE ON SCHOOL PERFORMANCE
September 21, 1989
Barrow, Alaska

Members Present:

Rep. Eileen P. MacLean, Co-Chair
Sen. Al Adams
Rep. Niilo Koponen

Members Absent:

Sen. Lloyd Jones, Co-Chair
Sen. Johne Binkley (Ex officio)
Sen. Jack Coghill
Rep. Cheri Davis
Rep. Johnny Ellis (Ex officio)

Other Legislatures:

Sen. Tim Kelly
Sen. Jay Kerttula

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124 - Pouch V
Juneau, Alaska 99811

Helen Pootoogooluk
P. O. Box 667
Kotzebue, Alaska 99752

TAPE 1, SIDE 1

CO-CHAIRPERSON EILEEN MACLEAN, DISTRICT-22:

I would like to take this opportunity to open this meeting and to take this opportunity to recognize some guests that we have. Starting with the North Slope Borough School District, we have some school board members and also personnel from the school district, Brenda Itta and Patsy Aamodt. And at this time also, I would like to recognize Senator Kerttula who is the member of the Legislature and Dr. William Demmert, Commissioner of Education, Edna MacLean, Special Assistant to the Commissioner, Ingmar Egede from Greenland, Joe Handley from Canada, Dean Mohatt

from Fairbanks, University of Alaska, and also Ann Spohnholz, from the Governor's office.

The work of the Joint Committee on School Performance is under way. An organizational meeting of the Committee was held in early August, in Anchorage at which times Senator Lloyd Jones and myself were named to be the Co-Chairs. Our second meeting was held here in this room two days ago, and I need to translate this portion in Inupiaq because these are going to be aired.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

The initial goals of the Committee are specified in the Committee Substitute for House Concurrent Resolution #18. Taking the ideas embodied in these goals are broad guidelines. The Committee held discussions to focus their efforts on specific concepts related to the goals and is now in the process of refining them as means to eventually set forth proposals for legislation that may lead to improved school performance. This public hearing is one of the means to reach the ultimate goal of that committee.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

Over the years, good ideas addressing the means to improve schooling have been expressed by community leaders, parents and teachers, but seldom have they reached policy implementation. It is the expectation of this committee that we can improve on this situation.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

Your contributions to this process are sincerely sought and will be appreciated. If you do not wish to testify at this time, we would encourage letters, testimony in written form, to the Joint Committee for School Performance, Pouch V, Juneau, Alaska 99811. This report, the first of two, that we have been charged by the Legislature to produce is due January 14th of 1990.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

Over the years, many shortcomings in certain aspects of schooling have been described by many people from all segments of Alaskan society. We are aware of the problems, the shortcomings have given rise to. We now want to address the means to overcome these shortcomings and problems and invite you comment.

[REPRESENTATIVE MACLEAN PROCEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

We are going to open this meeting by hearing some welcoming comments from our colleague, Senator Adams.

SENATOR ALBERT ADAMS, DISTRICT-L:

Thank you. The only comment that I have is the Chairman Rep. MacLean had introduced House Committee Concurrent #18 and was be commended that recent legislation passed both bodies, but I am hoping that one of the thing that we do is that we don't study the studies that have been done in the past and that when we take public testimony tonight, that perhaps that we incorporate it in some form of legislation and action. One of the things that this particular committee needs to do also, is paralel some of your input also with the State Department of Education. And I am please to be here with my colleagues for the night to listen to the testimony. Thank you.

REPRESENTATIVE MACLEAN:

Thank you, Senator Adams. And let me introduce Representative Niilo Koponen. Do you have any comments?

REPRESENTATIVE NIILO KOPONEN, DISTRICT-21:

Thank you. I appreciate being here. I have been working on various aspects of the educational system of this state for many years and I realize what we cannot in the legislature do for you for the community, but we can provide the frame work, where you, the parents and students themselves, teachers, the administrators, the Board members can better develop educational programs appropriate for your community and your students. We want to be able to provide you the tools so you can do your job better and that in many parts is our mission. Having worked on the Governor's Commission on Children and Youth, I realize that one of the things we need to do on a grass-roots level is have more interchange and cooperation between all the services, social services, health services, public safety and the like, whose actions affect the lives and growth of the children of each community. The extent that you can all work together in your community makes our job less necessary, and I hope that we can help in cooperation with the people of the State develop the changes we need to go forward and deal with the problems of the next decade, give you the tools to deal with those in your own community.

REPRESENTATIVE EILEEN MACLEAN:

Okay, let me at this point in time introduce Senator Kerttula and ask him if he has any comments he would like to share with the public.

SENATOR JALMAR "JAY" KERTTUAL, DISTRICT-E-A:

Just a brief one and that is I am humbled to be sitting under the beautiful painting of Eban Hobson and to be here with Patsey Aamodt, whose father Johnny Nufiginya, I served with in the Legislature, and with Brenda Itta, and I want to say that both legislators MacLean and my good friend Al Adams, are serving that same tradition. If we are going to be able to pay for the education of our people, and it does cost money, we have to have enough income. We weren't just there then voting for expenditures, that is easy to do, but how do you pay for it, and they stood up, they stood up for the people who asked them, they stood up for you, passing the necessary vote and taking the leadership, in the tradition of Eban and Johnny. They stood up for you so that if there is enough funding so that we can do some of the work that this Committee anticipates. Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Senator and I would also like to introduce Dr. Frank Darnell who is the researcher for our Committee and also he is sitting at this end and also my staff member, Helen Pootoogooluk from Shishmaref, and also Valerie Davidson, who is representing Senator Binkley. And Jim Nordlum, who should be coming here, I think he is kinda' waylaid somewhere, but he is representing Representative Johnny Ellis.

At this point in time, we would like to hear the testimonies from the people. When you do testify, please state your name and address so we can send you the reports, the transcripts from this meeting and if you are going to testify please sign up. We have a sign up sheet right at the end of the table. We would first like to hear from Leona Okakok. Thank you.

LEONA OKAKOK, NORTH SLOPE BOARD OF EDUCATION:

Hello, I am Leona Okakok, currently serving as the President of the North Slope School District, Board of Education. I have written testimony that Patsey will be helping pass out. Before my testimony, I would like to preface this with something I want kept in mind when we are giving our testimony from the North Slope School District. For one hundred years now we have been using a foreign system of education and we have tried to work with it, we have tried to change it, manipulate it to fit so that it will work for us and we have yet to come up with an

adequate system that can do that. I think as I stated today at the meeting, I think we as a people have a right to a system that reflects and affirms our people and our way of life.

[TESTIMONY BY LEONA OKAKOK, PRESIDENT, BOARD OF EDUCATION]

CO-CHAIR EILEEN MACLEAN:

Thank you. Are there any questions?

SENATOR AL ADAMS:

Just one, Madam Chairman. One of the things you stated that you opposed the concept of the binding arbitration. You and other boards throughout the State of Alaska have your work cut out, as you know we had a close vote in the Senate with 19-1 and I was the only one opposing the passage of that. I also feel that you loose local control with passage of collective bargaining. But one of the things that you need to work on this year is work on the House side, as that piece of legislation is sitting in House finance.

REPRESENTATIVE MACLEAN:

Thank you. Thank you, Leona. Okay, our next person to testify....

REPRESENTATIVE KOPONEN:

On the same bill, the bill that the Senate passed over no longer provides providing arbitration. It provides for the right to strike on the part of teachers. What is your position on that? Has the Board discussed that right to strike as opposed to binding arbitration, because we don't have an arbitration bill in the House.

LEONA OKAKOK:

Right. The right to strike bill, as it has been changed. I don't know how familiar you are with rural school districts, but with districts such as ours, it might be more to point since we do provide housing and things like that would make it very difficult for teachers to strike.

REPRESENTATIVE KOPONEN:

You don't think they are going to get in legal trouble in use of that kind of a weapon. Equal protection of the law. I think you should check with your Borough attorney on that.

LEONA OKAKOK:

Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Okay, thank you Leona. The next person to testify is Cora Sakeagak.

CORA SAKEAGAK, CLERK, NORTH SLOPE BOROUGH BOARD OF EDUCATION:

[TESTIMONY BY CORA SAKEAGAK, CLERK, NORTH SLOPE BOARD OF EDUCATION]

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Cora. Are there any other questions?

REPRESENTATIVE NIILO KOPONEN:

Just a comment that we are very grateful that the North Slope Borough recognizes its local responsibility and exercises it.

CORA SAKEAGAK:

Thank you, we do indeed.

SENATOR AL ADAMS:

One of the things, piece of legislation that we are working on, both in the House bill #37 and with the Senate bill that is on school construction and the grant program. What are your positions on this?

CORA SAKEAGAK:

I believe the board took no position on it, being like the urban centers we have the taxing ability and bonding authority and whether we bond or compete for grants, we would enjoy either, is the position we have taken.

SENATOR AL ADAMS:

Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you. At this time I would like to recognize Barney Gottstein who is the President of the State Board of Education. [Applause]

Okay, Roy Nageak is the third person to testify.

ROY NAGEAK, MEMBER, BOARD OF EDUCATION:

[TESTIMONY BY ROY NAGEAK, MEMBER, BOARD OF EDUCATION]

REPRESENTATIVE MACLEAN:

Thank you. Representative Koponen.

REPRESENTATIVE NIILO KOPONEN:

I would like to congratulate the Board for sponsoring the Inupiaq Language Convention and I think the statement that you have included here is a fine definition of the responsibilities of the family and the school and who does what first. We will welcome any information that you can give us when your At-Risk Study is completed because that is one of the major reasons for the selection of this committee and we are looking forward to getting that kind of information from all the districts.

ROY NAGEAK:

We have that information currently, but as we stated we are looking at the contents and that will in a sense reflect what kind of correction we will take with our at-risk students. Maybe in the future it will be available 'cause there are a lot of students within the State that have the same problems as we do, so we recognize that. We had a survey done and a study and later on that might be available after the Board really looks at it.

REPRESENTATIVE NIILO KOPONEN:

In the conference discussion sections that we attended, there was testimony from one parent from one district that wanted to see local advisory board take the role of the regional school board, in other words have the power of the regional school boards in their district in their particular school. Do you have a position on that?

ROY NAGEAK:

Well, we are mandated by state law as a regional school board, but as our schools get familiar or as we get more familiar with the school advisory councils and as we learn more on how to deal with the local issues, we do have a lot of local issues other than regional, as schools within their own village know about. As we get more comfortable, there are some barriers, some corrections where we are limited in how much we are able to give to our advisory school councils because of mandated State laws. Thank you.

REPRESENTATIVE MACLEAN:

Thank you very much Roy. The next person to testify is Patsy Aamodt.

PATSY AAMODT, ASSISTANT SUPERINTENDENT FOR INSTRUCTION, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

Thank you. I would like to share with you copies of our annual report....to the Committee. We are very proud of our Annual Report and also our emblem "Striving for Excellence". Thank you, Roy.

For your convenience also, I have copies of the effective schooling practices. The report presented to Honorable Jay Hammond, Governor of Alaska in 1981. I have copies of that for you.

[TESTIMONY BY PATSY AAMODT, ASSISTANT SUPERINTENDENT FOR INSTRUCTION]

TAPE 1, SIDE 2

REPRESENTATIVE EILEEN MACLEAN:

Thank you very much, Patsy. At this time, before we go any further, I would like to, it is my pleasure to introduce our Senate President Senator Tim Kelly.

Are there any questions?

SENATOR AL ADAMS:

I do have a question. One of the top four priorities of the Department of Education happens to be the definition of At-Risk. You have made a statement in here that you had just completed your study as of June. When would this particular committee get your position paper on that particular definition At-Risk and do you have a formula if in case the Legislature did fund the grant programs under this?

PATSY AAMODT:

Let me answer the first part of your question, which I believe was to ask when the report would be available. We have the report, our board had an opportunity to look at it but we have not had it up on the board agenda for discussion and once that has taken place and they have made recommendations, or additional recommendations for us, then have given us the direction that it is available for the general public, it will be available which most likely will be within the next couple months if not earlier.

One thing I would like to clarify is the definition of at-risk. What we did was use the definition that any child that is two or more years behind academically was a student at-risk. And according to the information that we have and the test results that we have, a high percentage still among our students would be considered high risk. We are doing well right now at the primary level and we see the trend improving as we go on but like a lot of the rural native schools, a lot of our intermediate and high school students would be considered at-risk because they are two or more years behind for the most part academically.

SENATOR AL ADAMS:

And my last question, did you have any type of form letter you have specified grants to school districts in this....

PATSY AAMODT:

Well, basically what we are requesting is that for those districts that are trying and are taking steps to address this issue and have programs that they are recommending that they be considered highly for getting the grants for the at-risk students. We don't have a formula per se, but we do know that there are somethings that we would like to continue to try in addressing that issue.

SENATOR AL ADAMS:

Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Patsy. Representative Koponen.

REPRESENTATIVE NIILO KOPONEN:

Thank you. What you are doing in effective schools program is essentially a pilot program for the rest of the State and will you have a report of the different practices and there effectiveness available to us on the effect school program before we are through with our deliberations. I don't mean today, but....

PATSY AAMODT:

Yes, you have been given copies of the effective schooling practices and primarily our districts start from this, and our superintendent, Dr. Shirley Holloway also taught a course on effective schooling practices and forced, not really forced, all the administrators took the course, and I think we are pretty much updated on all the effective schooling research that's available in the nation.

REPRESENTATIVE NIILO KOPONEN:

This is the 1981....

PATSY AAMODT:

This is the 1981, but we do have a bibliography and all that if you are interested in getting copies, I would be more that happy....

REPRESENTATIVE NIILO KOPONEN:

We would also be interested in how it is working out here in 1989. Which one of the things worked out best. That would be very helpful. I am also very impressed by the high school, I know that the district was criticized

for the cost of the high school but certainly the respect that the students show for the high school is the very important indicator of how the students feel about their entire process of education and I think that you are to be commended on it. One further question, and that is we are also very impressed by the early childhood education program, and long has been a concern of mine, and the fact that it is showing results. I also know that the way we have written the state formula, you are not adequately compensated for the early childhood....

PATSY AAMODT:

Did everyone hear that?

REPRESENTATIVE NIILO KOPONEN:

That is my own prejudice. That was not exactly a point to carry in the legislature. If you have any recommendations in regard to how the formula may be amended, only in that regard, we would like to get those too.

PATSY AAMODT:

We'll move on that. Thank you very much on behalf and our board, our parents and the administration, I thank you for your compliments.

CO-CHAIRPERSON EILEEN MACLEAN:

Thank you Patsy, and before we go any further, we are going to take a five minute break, and the next person to speak will be Roy Agloinga, from Nome.

ROY AGLOINGA:

Representative MacLean, I thank you for the opportunity to speak in front of you. I haven't been able to formulate detailed report as people before me, but I think I do have something important to say. I am from the Nome area, and but I am representing myself. Regarding school performance, Dr. Darnell, Rep. Koponen, Rep. MacLean, Sen. Adams and Sen. Kelly, I would like you all to take into consideration the cross cultural differences of Alaska with an approach which would uphold respect for the deep seated Native philosophies and values of Native people by maintaining policies forcing the present school systems to teach the children about local governments in our area, the city governments and the REAA's. I want to see more education on the advantages and disadvantages of ANCSA, Native literature, more education on Native literature, Native philosophy and Native languages. This leads into the importance of local control and the importance of local

input on education. This local control can be somewhat achieved by allowing us as recognizable, indigenous groups of people who create our own framework and our own tools for teaching. One example would be to place Native literature upon the same level as Shakesphere, Milton or Chaucer. We must place Inupiat values and philosophies on the same levels of other western values regarding etiquette, behavior modification and counseling strategies.

Education has always been and continues to be a priority amongst Native and Inupiat people. I would to suggest that State education systems assist and develop the frameworks and guidelines, rather than providing them for us.

I think one way to improve parental involvement, would to be to suggest to the village government that they hold meetings to prioritize their concerns regarding education and submit these concerns to the Board of Education, whether or not the meetings have attendance of ten or two hundred and fifty. We must begin somewhere, and in order to break away from the feeling of helplessness amongst our parents, we must maintain the availability of vehicle of which to voice these concerns.

You might suggest that the villages have meetings to prioritize these concerns to present to the representative of the area boards. That might be one way to do it. There was one suggestion that I had gotten from a lady at one of the meetings tonight, that she wanted the advisory boards to have more power, more say on local education, because they know their children more than often times the regional boards do. I don't know if it is possible to give the advisory boards more power, but if we can give local people more power in education, I think that self esteem would be raised amongst the people and the children.

In many cases, our people are beginning to establish self determination and local control throughout the State. This is good for our people, the parents and children. Encourage these forms of self sufficiency rather than the dependence that now exists for creating frameworks and philosophies.

In doing research, we need any change based on local research done by local people. This is the only way we can improve the educational system to fit the way of life of our people. Native teachers should be hired, native people should be doing the hiring, native children must see that we as native adults are competent and successful as defined by our culture, our language and our philosophy.

It is good to see Inupiat people discussing Inupiat education. In so many cases, I have gone to meetings

regarding native education, and non-native people have dominated the discussion about our children. Thank you.

REPRESENTATIVE MACLEAN:

Thank you, Roy. Are there any questions? Thank you, and the next person to testify is Dave Wilson. Before I forget, I would like to introduce our former Senator Willie Hensley, whose chaired the Special Senate Committee on School Performance, and this is a continuation of this, so I would like to acknowledge Senator Willie Hensley. [applause]

DAVE WILSON, PRESIDENT, NORTH SLOPE BOROUGH TEACHER ASSOCIATION:

Madam Chairman and members of the Committee, thank you for the opportunity, and thank you for being in Barrow. Several items I would like to address. The first one in regard to teacher negotiations, we support the present bill that was passed out of the Senate and is now in the House, which does not provide for binding arbitration but does have right to strike. Our interest is not so much in right to strike, but that we are put in Public Employee Relations Act, which we feel is an appropriate place for us and we feel that there is a set of laws on the books which will guide us more carefully in the negotiation process, and hopefully in the end, we will enhance it and speed up the process which will benefit all sides. So we ask you for your support in the House for that bill.

Second item I would like to address is teacher tenure. I noticed in the Committee report there is a proposal to increase tenure from a two year wait to a five year wait. Just for a point of comparison, I believe for instance in the North Slope Borough, Borough employees have a six month probationary period at the end of which time if they pass they, in the future if they are to be dismissed the Borough needs to show just cause, and they have a right to a grievance. If teachers do not get tenure for five years, we do not have this basic right of due process for five years, because in fact, teacher could be dismissed at any point during the five year period for no reason. The only thing on the books, is basically that the teacher has to be told why they are being dismissed but the teacher really has no right to grieve or pursue it if they believe that it has been an unfair dismissal. We think that the thousands of teachers in the State deserve....

[unidentified person asked for an explanation of who Dave Wilson represents]

Okay. Excuse me. Thank you. I neglected to introduce myself as President of the North Slope Borough

Teacher Association, and I am speaking as their spokesperson. North Slope Borough Education Association, it is a professional association of the teachers in the North Slope Borough. Again, in regard to the tenure issue, we would like the Legislature to consider that the teachers in the State also have a right to fair process in regards to dismissal and we believe that extending tenure to five years is really unwarranted. Secondly, there may be a misconception that once a teacher has tenure, that the teachers job is chiselled in concrete and that a teacher may not be dismissed. This is not accurate. A teacher can be dismissed for improperly carrying out the duties of teaching, for instance. What is needed is for a vigorous evaluation process by the local administrator. The teacher can be put on a plan of improvement and asked to improve in the areas that are noted and I think that that is one of the purposes we want to see in the evaluation, that it bring about a teacher improvement. However if it doesn't, the teacher can be dismissed. Teachers can be dismissed after two years, even with tenure.

Another point that is important to remember about teacher tenure is that teachers are in a vulnerable situation. We are doing our job in the public side to a certain extent. Everyday, for instance an English teacher in the high school, there might be one hundred and fifty students that that teacher sees during the day. That is one hundred fifty people in the community talking about what that teacher did. Those students are interacting with their parents, conveying what went on in the class room that day. Unfortunately, at times things can be misconstrued as to what took place in the classroom; it could be misunderstandings. I have been involved in a situation when I was in high school, where a teacher gave an excellent instructional program on Communism and a couple of students thought that the teacher was promoting Communism and next thing the teacher's job was in question. It was completely inaccurate, what the public's perception was of what happened in the classroom.

Part of the concept of tenure, is that the teacher have the freedom to experiment and do different things. We hope it doesn't happen, but many of us might recall some of the best teachers we had had been the strictest. Being a strict teacher today, isn't exactly a real popular notion. And again, we are left vulnerable if a public or person has a misconception about what took place in the classroom, pressure could be brought to bear, that the teacher be dismissed without really any inquiry or due process. So part of the reason for tenure is to guarantee our right to have some academic freedom in the classroom. I think that is all I want to say on tenure.

I would like to move on to one other subject, and that's about school performance. The school board in the North Slope Borough has done so much to put excellent teachers in the classroom and to promote basic concepts and quality education and yet students do score below the national norms and in some cases, way below national norms. No one is more concerned and upset about this than the teachers. We constantly are always talking about anything we can do to increase the standards to increase the academic scores of our students and we are concerned and we are disappointed that we haven't had more success and I encourage the school boards and teachers across the State to get together, because I think the teachers are in the classrooms everyday and have a lot of ideas and see so much, I think they could, it would be really helpful if boards and teachers interacted to help solve the problem together. I don't think there is a magic wand we can wave and tomorrow everyone will be scoring at the fiftieth percentile. We have problems. We want to work on them together. Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you. Are there any questions?

REPRESENTATIVE KOPONEN:

Anyway, rather than pointing our finger at the other thing, I realize that the task really falls on the administrator and it is not easy one to supervise properly but we have a number of other questions that have been raised. One of which is number of native teachers that we get into the school system.....students that apply. I noticed that you have a natural helper program in the school system and I am sure that there are teachers who use students to help other students get a sort of tutorial level. Do you have any sort of teachers teachers association or any club of students who may be interested in becoming teachers in the future so you can help in the recruitment of native teachers.

DAVE WILSON:

We don't have such a club and that is an excellent suggestion.

REPRESENTATIVE NIILO KOPONEN:

The other point is, of course, is that teacher expectations have been spoken of as an important to student performance, and I also know that teacher status in a community has a lot to do with pupil expectations, so it is a two way process in the community. The teachers has to have some acceptance in the community, therefore the

students will accept the authority of the teacher. Among the minorities where the teachers are among the honored position, the academic achievement is higher than among those where other things decide the teaching that are honored.

What are the expectations of the Barrow teachers, by and large, regarding its pupil?

DAVE WILSON:

Well, the expectations are that every student will apply as best they can and work to their maximum ability. I would like to make a comment that I think one of our board members has written an article about going to school in the western concept, in the concept of western schools, being brought up here and that is something that is important to realize, that schools have been, it is a western concept, whatever it has been point down here in the middle of a rural native community, and I' can tell my students that school is important. To be here, what we have got to say will benefit you for the rest of your life, and the school board can say that to students as well, but that is what we say, and I think that the students haven't all bought that heart and soul. They were still in a culture change transition. Many of the students don't see a reason for their education. They come, but they don't see a real reason, they really haven't bought into it. They see themselves as being in Barrow, as not needing an education to have a job, or they are comfortable, they can go to fish camp. Maybe we should move the schools to fish camp for some of the students. But, you know it is some thing for the teachers to say school is important, but it is going to be a process where by the communities have to buy in to the school system, too. We have to reach out to the kids that haven't bought into it yet.

REPRESENTATIVE KOPONEN:

I remember from bible study and also history is that it is actually the status of the teacher, is actually an Eastern concept.

REPRESENTATIVE EILEEN MACLEAN:

Okay. Are there any more questions or comments? Thank you Mr. Wilson.

The next person to testify is Judy Charles.

TAPE 2, SIDE 1

JUDY CHARLES, EMPLOYEE, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

Good evening. I am Judy Charles and I live in Barrow. I am pleased to have this opportunity to speak tonight. I am representing myself, however, I am an employee of the North Slope Borough School District, and real proud to be one.

I have been very lucky, working for the North Slope Borough School District, and it has given me the chance to live in a rich community. In a community, where I could have many and varied experiences, and also many opportunities for professional growth.

I have lived in Alaska, in various places in Alaska, in my lifetime. As a young child, I lived on the Aleutian Chain and during elementary school, my family moved permanently to Petersburg. Later, I lived in Juneau, and I spent eight years in Anchorage before I moved up here. So as a second generation educator, I feel I am deeply rooted in the evolution of Alaskan education.

I am a teacher here. I am in my thirteenth year of teaching on the North Slope. I am an elementary teacher that has converted to middle school level, and I have been teaching in middle school, I think this is the seventh year. As you might imagine, being a teacher, my focus here tonight will be on instruction and on that particular unique age of students that we have in middle schools. My comments are brief and should be looked at as comments that apply generally to education and generally to Alaskan schools.

My focus is to look at improved school performance at a middle school level. And some things that I think are important include: Building a strong basis, having a specific program dealing with social skills for students of that age. I also think that a way to help build social skills is to do heterogeneous grouping, mixed level ability grouping, not grouping students by specific ability as much as you can, especially at that grade level. I think a lot of electives are important, but electives that are very short and exploratory in nature, so that the students have a chance to try out a lot of things, maybe for six weeks, nine weeks at the most, with many choices. Above all, I am a firm believer in focusing on basic skills. I think mastery learning is ultimately important. I think that middle school children have often reached a maturity level that they are able to start dealing with sequential skill building, and I think there is an accountability both on the students part and on the teachers part to provide that structure in the classroom.

There are many creative teaching methods that can be used, that give kids chances to make decisions and choices about their own education. For me, I think there is an

untapped resource in our schools very often. And I think that untapped resource is teacher leadership. I believe that there is an empowerment of teachers that needs to be emphasized. I think the support of teachers should not be a rhetorical concept, but real support, whereby, money, time, and a lot of symbolic chances for recognition are realized. I think that if we tap into expertise on our teaching staff, if we actually include teachers in our leadership structure in our schools, that we will be dealing with the real grass roots people that have daily contact with students. It think we can build a stronger school culture that way, I think we are all looking for educational excellence. Teachers are the perfect people to guide each other, to be trained and have the time to do coaching, to build collegiality in our schools, and to be a real part of decision making, planning and then implementing those plans. We want to have a say in how our curriculums are being developed, how programs are developed, what activities happen. But it is very important that we are part of implementing those things, so that they are not only a plan, but become a reality. And we know that they are really happening. I don't feel that simply saying that teachers have leadership roles is the same as really providing the opportunity for teachers to participate. You can't add more jobs, more training, more programs for teachers to try to share with other teachers, on top of the kind of responsibility and the full day that teachers already have, which includes constant student contact. So, above all, I think it is important that teachers that function as leaders have time to help share working together with other teachers to make instruction as more successful reality in our schools.

I have heard some people comment on the economics of running school districts these days, and I only have a couple of things to say. I think that problems with the budget can directly impact students, and it scares teachers. Somethings I feel we need to be aware of. That teachers should not be piled with more and more teaching responsibilities as a result from attrition retirement or from people leaving the district or increased enrollment. We get more students all the time. Possibly many schools could use more teachers along with those students. A cut in budget should not cut the assistance teachers get from aides, it should not stop the chance you have some maybe some clerical help, and above all when there is a budget it should not affect classroom supplies. We should not see our basic skills time minimized in order to free teachers up to teach other classes. And we don't want counseling programs to be diminished.

I think that in order to improve student achievement, one thing we can do is empower teachers. That real support of teachers will result in an even more professional group

that will in the end be more committed and will directly impact our students. Thank you.

CO-CHAIR MACLEAN:

Thank you, Judy. Are there any questions? Thank you.

The next person is Montie Slusher, and after that Charles Edwardsen, Jr.

MONTIE SLUSHER:

Madam Chairman, my name is Montie Slusher. I live here in Barrow. I have been living on the Arctic coast for twenty-two years now and have made my living as a social worker, as a school counselor, teacher, principal, and also as director of employment for IT&T for a few years up here. So I have had a wide range of work experiences up here, working with people.

Tonight I would like to bring a couple of items to your attention. Since I work very closely, even in my present job with the school district with private industry, with particularly organizations like BP Alaska and ARCO and many of those companies, I am constantly on the defensive when they ask about the quality of education that the public school is providing. And, like I say I'm on the defensive because I have to defend what we're attempting to do. But again and again, I hear the demands for standards to be set for graduation from high school, and I have to go along with that. And so one of my recommendations is that you look at scraping the present Carniguie credit unit for graduation of four credits in English, because in all truth what one of cur high schools here calls four credits of English, the high school a hundred miles away disagrees with, and Anchorage may disagree with that. There is no measure or standard that is in existence in the state, and if you get four English teachers together, they can't agree. Math you can come to a little bit closer standard, but again the industry is saying they can not do basis math when the "graduate from high school". Therefore, they can not be trained in the high technology that is facing our world today. So I am suggesting, that you look at a competency base program, even as this school district is starting to look at competency base. And look at it as a state requirement. In some states, industry and the press and the public has pushed the legislatures to go into a competency base program. I don't know what the answers are, but for example, we have one form of competency that exists in the state and that is the GED exam. I would like to see the GED exam required for all graduates. Because we are saying it is good enough for the drop out to get back into the system, shouldn't it be the bench mark or atleast the minimal standard for graduation from Alaskan high

school. Or come up with another test to do it. The cheapest way would be to use something that already exists. If you want to spend more money, put a research project together to come up with the ideal test. Then we might have it in ten years.

The second thing I would like to talk to you briefly about is the concern I have for the small high schools. I was principle of a very small high school for five years in Point Lay. And the thing I finally came up to realize was that there is.....when we talk about equity, and I have heard that word used many times tonight, you have to separate dollar and cents equity from program equity. Just because one district gets x number of dollars and they have so many students does not mean that you can offer a program in a small community. The Molly Hooch case said that there would be vocational facilities and physical ed facilities as well as the academics. We have some beautiful facilities, with no one there to teach in the area, for example of trades or industry or business or something because we do not have program equity. We have facility equity, but we do not have program equity. So my suggestion is, is that if you are going to continue village high schools that you look at a funding base that is program equity based rather that just based on the population that is there. And include the areas that you need in math, science, literature and humanities, and the vocational areas. There are three vocational areas. We have talked about secondary generalist for years, but you are not going to find one or two teachers who can teach in those five or six areas. It is a near impossibility. The other possibility, which you discussed in your regional meetings, was to go to regional schools. I think that will be expensive also, because you have got to have some sort of boarding program or go back to what SOS schools had, where they had foster home families with social workers and some of those problems. You still have to have the facilities to do it, and leave the ninth and tenth graders home in the village, you still will have an educational program to run there along with the maintenance and utilities that the buildings are going to continue to have there. I don't know the answerers, but I think that if we have some program equity concepts, it might be cheaper in the long run.

The last thing I wanted to mention was the concept of creating partnerships. I believe in creating partnerships. Part of my job the last five years has been to create those partnerships and I have heard our associate superintendent talking about partnerships with other government agencies in terms of social services and that sort of thing. And, we have been able, I say we, the school district has been able to enjoy the benefits of partnerships with ARCO and British Petroleum which actually furnish board, room and

transportation dollars for the education of our youth. I also am suppose to clarify this. I am speaking as an individual, based on my experience, and not for the North Slope Borough School District. They may disagree with me, but I wanted to get these things out and share my feeling. We have to have the ability to teach our youngsters so that they can succeed, so that they can compete, so they can be mobile in this new century, the twenty-first century. If they want to stay here and enjoy the native lifestyle, that is fine. But if they want to go on for further education, if they want to live someplace else, that is fine. I have raised five children up here. One is still here, one is in Florida, they others scattered all over. I can't control them. And I think that as parents, we have to realized we want the best for our children, we want them to have that ability to succeed wherever they want to go. But they are going to have to have that education to do it. And we have to set some standards for what education is. Thank you.

Do you have any questions?

REPRESENTATIVE EILEEN MACLEAN:

Are there any questions?

REPRESENTATIVE KOPONEN:

I just have a comment, the only persons that we assume are making an official statement as those that say so or the superintendent or the chairman of the board. We all automatically cover the assumption that everybody is speaking for themselves. After all you are all Alaskans.

REPRESENTATIVE MACLEAN:

Thank you, any other comments or questions? Okay, thank you Mr. Slusher.

CHARLES EDWARDSEN, JR.:

I am Charles Edwardsen, Jr. I speak for myself. On July 2nd, 1972, we had an unusual rallying in the Alaska Supreme Court. It was the first time in the history of the court where the Supreme Court of Alaska had the unanimous opinion of one. And this left to the creation of the North Slope Borough. We have found that there was conflict of interest and told we went to court and disqualified the chief justice of the Alaska Supreme Court. This counts not to the creation of the North Slope Borough, we have twenty-one hundred law suits against us. Against the people ....And the history of the oil industry today has not changed significantly. And so the gains that have been gotten up here are not free. They were inspite of great resistance and in doing so the Inupiat people in the Arctic

in their class is commendable. [indisc.] The State of Alaska had a negative reaction. A negative reaction to a first class [indisc.] borough. And this was the first voluntary borough in all over Alaska with first class status. And the rest of the governments in Alaska, were mandatory governments, that came from someplace else. The North Slope Borough is a government by itself, by its own people, for its own. In 1973 then was a special session. The special session sat and worked on tools for the rest of boroughs to have the same passing authority as the rest of the main borough governments in this State.
And so [indisc.]....Alaska....[indisc.]....citizens of the North Slope Borough....[indisc.]....And so, we have the members today, and we must also not forget, I went to Mt. Edgecumbe, and to go to school without living with your parents is hard. And a local disaster of the people living on the North Slope Borough....this petition, we have lost about twenty five or twenty three of our students [indisc.] for education. protection. Discriminations still occurs, although it is unconstitutional in our constitution. So this type of unequal participation irritates some of us, especially me. And the [indisc.]....unequal protection still exists today in Alaska. They are dwindling because they [indisc.]....enough oil to tax the oil industry. The [indisc.]....our resources, it is that they have no work.

....equal protection, let it be so in our taxing revenues. We have heard the progress that has been made up here, the people have not misplaced those * .....were reinvested in the ....*.....of the North Slope. And the cost of our facilities, the cost of *.....were one hundred and fifty billion dollars. What happened to it? What happened to the state.....*resources. And so we have an *...opportunity to correct our fame. Our fame is not the people, it is those that have left ....of the people. I was happy to hear that the State of Alaska had created its own commission to review school governments. It is about time that we examine our historical past. And we may ...*... protect our future. And one of the most allocated forms that I have experienced, is different from ...*....misinformation. I want to submit for the record, a report that was misplaced, displaced, hidden during the negotiations of land claims. This report is very lengthy. It is about the progress of Alaska. And in the hour of education today, in the character of our schools, we have a mandatory educational program. And, so if Alaskan people were to study what actually had transformed during the the negotiations of the purchase of Alaska, maybe the hostility toward the native race would be diminished substantially. To view the natives as less than human beings is intolerable. It is intolerable today to foster this miseducation, misinformation from the true .....*.....of the native people of Alaska. And so, I wish to mark this report as part of your record.....*.....the State of

Alaska has been asked to participate in the .....*.....status with the University's government on the status of the Alaska natives. And for the record I feel that history must not be rewritten to fill the needs of the oil industry. I think that a history must be stated as to what occurred, and what has happened to us today. Thank you.

REPRESENTATIVE MACLEAN:

Thank you. Are there any other questions or comments?

SENATOR AL ADAMS:

The report will be submitted to the committee, right?

CHARLES EDWARDSEN, JR.:

Yes. This is the report, and I need it back. I have no Xerox machine.

REPRESENTATIVE MACLEAN:

Thank you. Yes we do. We will make sure that we make a copy of it and return the copy to you. Thank you, Etuck.

The next person to testify is Ida Oleman, and after that Anne Armstrong.

IDA OLEMAN:

Hello, I am Ida Oleman, Box 6, Barrow. I welcome our Representative, our dear Representative Eileen MacLean, Senator Al Adams, Representative Koponen and everybody here.

I am speaking as a parent. Having raised five children, and they are all in school, and as a parent I've been involved with the school system for many years, since my son started school and right now my son is attending college, fortunately. But yet he didn't attain proper education up here. And I was totally hurt with that. See with my education, I had to leave my parents and I earned it. If I could have bought his education I could have, but you can't buy education, you have to earn it. After I read his report, I realized that he couldn't even make a proper sentence, he couldn't even make a proper paragraph. So that is a product that he has gained up here, and he is my eldest child. But I am very fortunate that he is attending college for the first year, and it is going to be a struggle for him, cause he didn't attain the skills that he needed when he was attending school up here. He attended our district from kindergarten through twelfth grade.

I have four other children in school. And I know Thomas, my eldest son's IBBS testing was always below average. I met with administrators, I asked for tutors, I mean I did my share as a parent, but where did I fail. Where did the system fail me? That is one question that I have always asked myself. And I am sure that I am not the only parent in that situation. And if the kids were given proper education up here, we would be seeing them here, but where are they, and why are they dropping out in college. Maybe they didn't attain the skills that they were supposed to have attained when they were attending school up here. That hurts! That really hurts. When you have a child that doesn't attain his education when he should have. He was faithful in school, no behavior problems, faithful attendance. Where did the system fail me, or where did I fail? I was so hurt, I went to see the superintendent and the assistant superintendent concerning my situation. And I realize how critical education is. And I am always so proud that a lot of us left and it was our responsibility to earn a education, which we did. We earned it. We got the skills that we needed to learn.

We were bilingual, fluently bilingual when we sent out. But my son, his first language was English. He was fluent in English. That is one of the things that I can't understand. He can speak the english language more than the Inupiaq language. If he was fluent in Inupiaq like what I went through, it could have been different, but he was fluent in english.

I also attended all the parent-teacher conference. I was always there. And I think where the system failed was, we had a no-fail system. And we had the same superintendent for so many years. And I think that within the grading level, I was cheated. My son was getting the grades that he didn't earn. Otherwise, it wouldn't have reflected. That's a clear reflection. But now we have a different superintendent, after having had that same superintendent for a number of years, but now my responsibility as I see it as a parent was starting with my son is in third grade now, my youngest boy. I started selecting his teachers. It was my choice and I am happy I have that opportunity to select his teachers. And I had to do it from talking to the administrators, talking to the teachers in the district, who's best for my child, who can best teach my child. And it is a clear reflection that it makes a difference. It makes a world of difference. My child is in third grade, and he's about average now in ITBS testing. And I am doing the same thing with my daughter, I'm going to select the teachers and be on top of it. I'm not about to let what happened to my eldest child, I am not about to let that happen again because it hurts too much.

And I know from listening to your first session, Tuesday, I know Jerry Davis mentioned the five year tenure time line. Maybe that has to be implemented. If the teachers are not giving proper education to our children or respect to our culture, you know they should be, they shouldn't even bother teaching. I know our district is going into the direction where we are getting quality teachers and I'm seeing that. That's in elementary. I have one in middle school and one in sophomore and I know that they are below ITBS testing. I mean, it's too late for them now. I ask for a tutor, I even ask for a special education for my child, but they told me that he doesn't belong in special ed. He doesn't belong in special ed. Well, where will he go? So he just tagged along, tagged along. Fell through the cracks. So I think the tenure time line on the teachers, that needs to be considered.

Maybe the best move I can do, is get away from the community, so my kids can earn better education. I mean I have had so many thoughts about that. But my lifestyle is up here, we go camping every summer, I mean I can't trade that. But I can stress how important when you send your child to school, how important that teacher is to that child. Just as how important it is as parents as we are toward that child, towards our children. So it really makes a difference on the selection of teachers in our district.

And for closing, I sure like the heading of this on your report. I haven't read this or anything, but I like having Schools Succeed at Helping All Children Learn. All children are capable of learning given the proper instruments. Given the proper instruments by the teachers. Thank you.

CO-CHAIR EILEEN MACLEAN:

Thank you, Ida. Are there questions or comments? Thank you, and the next person is Anne Armstrong.

ANNE BRENNER ARMSTRONG, TEACHER, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

Madam Chairperson MacLean, Senator Kelly, Senator Adams, Representative Koponen, Dr. Darnell, thank you for this opportunity to testify. As an educator, I'm Anne Armstrong, Anne Brenner Armstrong. As an educator of the North Slope Borough School District, I would like to speak toward the performance of middle schools.

[TESTIMONY BY ANNE BRENNER ARMSTRONG, TEACHER]

REPRESENTATIVE MACLEAN:

Thank you, Anne. Are there any questions or comments? Thank you. Ronald Brower, Sr. will be next and after that Rex Okakok.

RONALD H. BROWER, SR., PARENT:

Thank you Madam Chairman for giving us this opportunity to make our presentations to you and also to thank the Senators and Representatives for being here with us and listening to our community and our concerns.

My name is Ronald H. Brower, Sr. I'm a parent of six children and at the current time I am working as the President for a local village corporation. I'm involved as a parent with my children's education in various ways and I'm also involved in other activities with the school. Whether it shows or not, in occasion, I do a little bit of guest teaching.

As an employer of students, who have recently graduated, we who have to employee the students who are graduating from our local schools have a particularly difficult time in hiring potential native employees, especially in consideration of the technical advances our companies in our State has achieved at this point. One of the most appalling things that we have had to deal with, is that in the hiring of these young people, who have decided not to go on to college, the degree of their comprehension level is so low that it makes our companies, it makes it very hard for our companies even to consider hiring them. Without considering, providing the necessary training for them to achieve even some of the simplest tasks.

Even though our school has a lot of technical advances, such as computer training, when these skills are being applied, what in the business community. It is appalling to find that even the simplest work performance can not be completed unless additional supervisory skills or supervisory attention is given. As employers of these very same individuals, we are finding that we have to expend additional dollars to train these individuals so that they can be competent enough to perform the work required of a corporation. Whether it be simple letter writing, whether it includes research. This basic skills of our children is not there. And it is very difficult to see ourselves in this kind of situation. We have the most advanced school systems, we have the nicest facilities probably across the State, and we think we have the best teachers. But we are having very difficult time of hiring and retaining these local students, whether they be native

or not, because of the level of comprehension that they have achieved at this point. Some of the individuals that we have worked with, recent graduates are showing that they can not do writing levels beyond third grade. This is a very dangerous situation in our community.

And listening to Ida's presentation, I feel the same pain that she does. It's difficult. I have a daughter that just graduated from our school. She was going to go to college, she has decided that she is not ready yet. And she is pursuing other avenues of work and also to prepare herself, so that she can enter college. This is a painful thing that our community is experiencing. And I think, when I look at this type of performance, even though the school has done a very nice job of making their presentation here, I have to look at the reality of our situation. It is, once they are done with the process of educating these children, even though we are participating in that process of education, the comprehension level, the skill level of these children that are graduating....

TAPE 2, SIDE 2

....That a rural education system is delivering this level of education, and this level of performance far below standards. It is also this situation, which I feel is leading to the high rate of teenage pregnancies, the suicides, the drop outs, and all these other social problems that we are experiencing within our communities. It is especially this level of students, whether they are students or recent graduates, where we have this problem, and it shows. From eighteen thru twenty-five, we have the highest rate of suicide. We have the highest rate of drop-outs. It is appalling that our legislative system does not take into serious consideration, or has not before taken into serious consideration the situation that our educational system is in.

I am pleased that you are making some attempts. But I would recommend that the State and the Legislatures consider taking the sputnik approach of programming school performance the way the United States did when Russians sent up the sputnik. I would, it is important, I think at this stage that the State Legislature take this kind of approach. Because it is a critical situation throughout the State, not only here. We may have all the fancy facilities we want, we may have all these nice little programs we want, but if the comprehension level of these students to perform even simple tasks after graduating is a very deep concern within our communities, which we would like our legislators to address and reassess much more closely than what you have.

Our dollars in our community, much of it comes from taxation, much of it is local. You have heard our school board report to you on the amount of money the State is spending on the North Slope. At the same time, it is very difficult looking at the flow of those dollars and looking at the State's regulatory requirements in addressing our community needs and regulating our schools. I think, and from our prospective or especially from mine, this type of performance is a disgrace to our State. It should be a disgrace to our Legislators. You are the ultimate decision makers who are funding our schools, who are is funding our education. And you are the people who we look to to provide us the type program we need. I am sorry if I may sound a little bit harsh, but this is the reality of our situation.

I would also recommend in consideration of the rural Alaska that the Legislature consider reviewing the ICC Arctic policy on education. I think you would find this a very useful tool in your deliberations, especially in consideration of rural schools. And it may change some of your philosophy toward education. Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Ronald. Representative Koponen.

REPRESENTATIVE KOPONEN:

Have you or other employers, been invited into the classroom at any level, by administrators or teachers to stress to the children the kind of skills they will need in the world of work?

RONALD BROWER:

Well, it is become of the situation that we as the corporation have taken the step to be a participant in our school. We are taking that step voluntarily on our own.

REPRESENTATIVE NIILO KOPONEN:

The other question is, are the kids listening to you seriously.

RONALD BROWER:

Yes, they are. In fact, as a result of this direct participation, in employing some of these students, we have been able to prevent atleast four or five of our local students from dropping out of school.

REPRESENTATIVE KOPONEN:

Excellent, I am glad to hear that. The other thing I understand essentially that you are recommending something like the State version of the National Defense Education Act, that specifically targeted certain skills, and required the districts to prove that they were able using the money given them to raise those skill levels.

RONALD BROWER:

Yes.

REPRESENTATIVE KOPONEN:

Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Ronald.

RONALD BROWER:

I think that the State legislature consider that approach.

REPRESENTATIVE KOPONEN:

And evaluate whether it is working or not.

RONALD BROWER:

Yes.

REPRESENTATIVE MACLEAN:

Okay. Thank you, Ronald. And the next person to testify is Rex Okakok. After that, Reva Shircel.

REX OKAKOK, PARENT, BARROW:

I always heard that politicians were full of hot air, and I can belief that tonight sitting back here, so hot.

[TESTIMONY BY REX OKAKOK]

REPRESENTATIVE MACLEAN:

Thank you, Rex. Are there any comments or questions? Thank you.

REX OKAKOK:

I said, I would like to see some research and studies done to see to what extent the school board should have control over programs and what things the school advisory boards can have control over. Because you know, we hear a lot of villages want a lot more involvement in schools.

REPRESENTATIVE MACLEAN:

Excuse me, would you please come to the mic so that we could get you name for the record and your words. Thank you.

ROSE ISAAC:

Yes madame, my name is Rose Isaac, and since I neglected or forgot to sign in to testify, I think I will take advantage of the situation. I am from Tanacross, Alaska. That's in the interior of Alaska, located half way between Fairbanks and the Canadian border.

Today, in one of our workshops, I made a suggestion or made a request and I believe at that time, and I have been thinking about it all day, I think I opened, I thought I opened a hornets nest, or a can of worms. But now that I heard this gentleman say what he did, I don't think so. I believe that throughout the whole State of Alaska, I think I can safely say that most of our people need and want local control. We have local control. It looks real good on a piece of paper in black and white, but in reality we don't have local control. I sat on that advisory school board of my village for the last five years. All we are is advisory. That is the only thing we are. The board is thing that has control, the board that sets the curriculum, the people who decide what to teach my children are sometimes total strangers.

You have a big task before you, and I would like to suggest that you have listened to different people tonight, testifying on whatever their interest may be. For the record, I am strong advocate on education, any type of education. We need quality education, we need quality teachers. We need local people to control the schools. To have that authority to set policies and regulations for our schools, for the education of our children. And I don't think we have that. I'm not sure what the answer is. There are people who are going to disagree with what I am

saying, but I don't think I will back down because I firmly believe in what I am saying. I live in a village. I see how my....what progress, if any my kids are making in todays educational system. Some of our kids don't even know how to subtract. Recently, my son who is thirteen, started high school. I was lead to believe, just like this lady over here....[indisc.].....she attended every PTA meeting, every teacher conference. Where did she fail as a parent? I don't think she failed. I am telling you there is something definitely wrong with our educational system as it exists today. As it existed in the past. Especially, since the creation of how it is today.

I was educated in the BIA system. Many people will disagree with what I am saying. I had one BIA teacher with over thirty students, first grade through eighth grades, who taught me very well. Who also lead me to believe that I could be anything that I want to be. Not only within the village of Tanacross, but where ever I go in life, I can be what I want to be.

I have heard a teacher, educator tonight, saying that kids seems to think there is no point in education here in Barrow. I would like to disagree with that person. That is the kind of attitude that we need get out of our school system. We need to portray the attitude to our kids, the positive attitude, that they can be anything that they want to be regardless of where they go in life. Whether they are in a fish camp, whether they are in Anchorage, whether they are in Juneau. It is there choice!

I totally agree with Rex, and God, am I happy to hear him say that, because I think that we do need to restructure the system. The task is before you, and you need to take all of these factors, everything that you hear, and I'm asking you to absorb, trying to absorb it all with an open mind and try and not be biased in any way. Thank you.

REPRESENTATIVE MACLEAN:

Thank you, Rose. Are there any questions or comments? Okay. Thank you. Reva. After that we will hear from Wendy Esmailka and then Sam Towarak, then Elsie Itta. Elsie will be the last one.

REVA SHIRCEL, EDUCATION DIRECTOR, TANANA CHIEFS CONFERENCE:

My name is Reva Shircel. I am the Education Director for the Tanana Chiefs Conference. This is my third presentation to your committee and I thank you again for the opportunity to testify. I appreciated also your giving Rose, a couple minutes of your time, because essentially what she said was what I was going to be saying anyway.

There are eight school districts within the Tanana Chiefs area. And we have successes on certain issues in certain of the school districts. We have two school districts, where we are not to sure about having appropriate representation as school board members, we have another school district where we have no native teachers, at all, even though we have a total of forty-eight native teachers within the interior. We have problems with social promotion, where students are graduated or promoted to the next grade level for whatever reason, which hinders the students when they are ready to get into college or ready to get into adult vocational training. We have sent students outside of the State of Alaska, both in and out of the State of Alaska, and found out after we had sent them to the schools with our funds that they were on a fifth or sixth reading level and probably the same math level. And as result of that, these young adults returned home as failures although it wasn't any fault of theirs. It is like Ron Brower said, we have a system in place that is probably the best quality physical buildings are good quality, supposedly we have the best teachers there are, and yet there is something lacking.

We have a problem with tenure. We have many students or many teachers being hired sometimes through the administration with the different school districts or by school boards who tend to stay, or come up with their own ideas on how children should be educated in the villages. And that is a big problem. There is someone here tonight that talked of cross-cultural courses that should be required, and I agree with that concept and those should be required for teachers who come into any village. It is along the same concept of the Peace Corp, where you have to pretty much understand what the language is, what the culture is, what the tradition is of the place that you're going into. Tenure, we would like to throw, to abolish that system entirely. We believe that teaching children should be based on merit and of course there is going to be a big human cry over that, but we just can't condone having teachers staying in villages, you know, to the determent of our children.

Social issues. I don't see any problems with schools coordinating efforts with other agencies. Social service agencies, with mental health agencies, with any appropriate agency that would focus and benefit the child, because we do have a high suicide rate. We just recently lost two young cousins on the Yukon, which was an alcohol related incident. It's a painful thing to see, to endure.

We need a lot of information, probably some monetary systems to get more education on drugs and alcohol. We, I guess, probably the most important thing would be the

language and the culture. It doesn't make any sense to me or to us in the Interior, that our children have to learn one way of life and one way of looking at things, especially in a location where they spend the majority of their time during the day. And I think that government agencies and entities everywhere should recognize the fact the indigenous people are people that are very fortunate indeed, for having a culture, two ways of looking at things, two ways of doing things, and have the capability, you know, because of their family or their elders, to be able to learn the second language, without any problems. I think that incorporating that two should be done in a wholistic manner. It shouldn't be done after hours, and I know that you have heard this before. I have said it many times before. I think it is time now to do something about it. It think that it is a good starting for our children to start building up their self-esteem and knowing, you know, beginning to realize where they come from and where there roots are.

The biggest recommendation that I would like to make is to initiate a reform of education for the students. Not only for native students, but for students, for other students as well, because I think the majority of our students are having some real problems adjusting to the way of life that we have today. And you need to start acting on that right away. Again, thank you.

SENATOR AL ADAMS:

Are there any questions?

UNIDENTIFIED SPEAKER:

Is your position that because of tenure, you can not discharge teachers that you don't feel are doing a good job. Is that your problem with tenure?

REVA SHIRCEL:

We have gotten rid certain teachers, even though they have had tenure. It has been done through the evaluation process and through documentation. I don't think that is the only way you can do it.

UNIDENTIFIED SPEAKER:

So are saying that it is just to difficult to go through that process.

REVA SHIRCEL:

It is extremely difficult. Sometimes it takes as long as two years. And yet, that person is in the classroom,

probably to the determent of students. And I think that that's probably the main reason we would like to have them on a merit system.

REPRESENTATIVE EILEEN MACLEAN:

Are there any other questions? Thank you, Reva.

JEANIE NELSON, TEACHER, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

I'm Jeanie Nelson. The question that I had is that I have been here since 7:30 pm, and I understood it was a public meeting and I didn't realize that we had to sign up to talk, and I have to teach school tomorrow, so I would like to know if there is a chance that I could speak tonight.

REPRESENTATIVE MACLEAN:

You could submit written testimony and we did have a sign-up sheet right at the end, but we accept written testimony. Okay, thank you, Jeanie. We could also put you down, Jeanie, tonight if you would like to testify. We have three other people. Wendy Esmailka, after that Sam Towarak, Elsie Itta and Jeanie Nelson.

WENDY ESMAILKA, DIRECTOR, INTERIOR CAMPUS, UAF:

My name is Wendy Esmailka. I am the director of the Interior Campus which is the sister campus to Chaichi and the step-sister to the North Slope Higher Education Center, I would like to thank the Joint Committee for hearing me and also for the people of Barrow for allowing me the opportunity to speak.

One of the programs that the Interior Campus offers as well as the rest of the College of Rural Alaska offers the teacher education program which off campus is known as EXCEED. We have had some success over the past twenty years in the Interior in graduation of a number of teachers. I think Reva said forty-eight teachers in the Interior. Fortunately, many of them are employed as teachers in the Interior. Several of them have not been employed in the Interior for reasons that are unclear to a lot of us. I understand that there is a bill in the House and I apologize for not having adequate information. I heard it on the plane into Barrow from Jim, that there is a bill in the House that is requesting an affirmative action policy for school districts. The University of Alaska has an affirmative action policy, which the Interior Campus joins in having goals set at all levels of administration, faculty and classified staff. And as the Director of the Interior Campus, although I don't represent the Interior

Education Council, I don't think. I would strongly support an affirmative action policy in the schools.

I know that, although many teachers have been employed in the Interior and the North Slope and in many other communities. We are currently facing a backlash in the Interior from school districts that will go unnamed on the record. We are hearing from districts, they've reached some sort of quota of unknown numbers, we are hearing from districts that they are dissatisfied with the teachers, native teachers that they have hired, we are hearing from districts that they are refusing or are quite negative about native teachers, native teacher education students doing their student teaching in the villages, particularly in their home villages. It just seems to be getting stronger and stronger and it's ironic that the backlash is coming from districts that in the past had history of hiring quite a few native teachers.

There are a number of other difficulties in helping native teacher education students attain there certification and I would also support any legislation that's purposed, that involves forgiveness loans. Most of the students that we serve in the Interior are women that about my age with several children. They are involved with subsistence activities, church activities. Some of them have full time jobs. All of them are full time busy. All of them are committed to their education, and many of them simply can't afford to go to school, even with grants, even with assistance from the corporation. They are afraid to take loans because they are afraid that they won't be able to pay them back, and consequently, people are deciding not to go to school. I don't think in the Interior that we can afford to let those people go by, and not to be able to get a teacher education degree simply because they can not afford it.

As a parent, I have two young children. We live in Fairbanks. My little children have little or no opportunity in Fairbanks to have native teachers, and I feel that they're deprived. I know of certified native teachers that live in Fairbanks that haven't been hired by the schools. And, while this isn't a direct criticism of the Fairbanks North Star Borough as opposed to any other school district, I think that if there were affirmative action policies in place, that we would see more teachers in Fairbanks and in the rural districts. I think that we have to do absolutely everything we can do to assist people from the Interior and the other districts of the State, to get people into the schools. And if affirmative action policies help, if forgiveness loans help, then I'm for it. Thank you.

REPRESENTATIVE MACLEAN:

Thank you, Wendy. Are there any questions or comments? Okay. Sam Towarak.

SAM TOWARAK, ADMINISTRATOR, BERING STRAIT SCHOOL DISTRICT:

My name is Sam Towarak. I'm from Unalakleet, Alaska. I work as Administrator for the Bering Strait School District, however, I am going to speak in the capacity as an individual, as I was unprepared.

I have given a talk before to this committee, and I will just reiterate two points that I have, inlight of what has transpired since.

The first point is real simple. It deals with the capital improvement program dealing with schools. I would like to talk with you with regard to that as it relates to school performance. And the other is to retrace the history of the REAA's and how we have come to 1989, as it again relates to school performance. One of the advantages of speaking late, is that you may not ask any questions, and the other is that less people that need to put up with what you say.

The capital improvement programs for the REAA's for the last three years has been very nil, as near as I can tell. Because not been as rapid as the cities, I'm sorry the municipalities and boroughs. I was pleased to see that Wainwright just dedicated their school, and then Barrow will be getting a middle school, and they are now planning for a 1992 completion date. We in the REAA's can't do that. We know that the State has spent one hundred and ten million dollars for municipalities and boroughs. And this is good, but it diminishes the ability of the REAA's with regard to quality of education. And I think that school performance is that. We are basically dealing with the quality of education. I have a school in Gamble, which is on St. Lawrence Island. Pretty soon, we are going to be visa-free. We will have natives being able to visit there for a few days and possibly student exchanges on the island. But we have a school there that is overcrowded and they are going to see that as an example of the education program that we deliver. I think that more than anything, the parents in that school have been waiting and within the last three years, we have told them they are number ten, they are number twelve. It doesn't look like we'll get funded for next year. That is pretty hopeless. And what is happened, what is happened as an aggregate over one year and then the next year of no CIP programs, is that we are coming to a critical point in the REAA's building programs, possibly three to five years from now in which we will be dealing with dilapidated school buildings. Most of the buildings that we've acquired are old BIA buildings that have code problems. And, while the Barrow area has those

particular BIA schools also, they are now upgrading and changing over, and also probably the Nenana region will be not to far behind, once they figure out the tricks of bonding.

I think that I don't need to correlate too much the need for new schools to be built in rural Alaska. I do need to let you know that the quality of education will be affected; thirty-five years from now you will start hearing some complaints from people, and it will be pretty critical. I was glad you funded Unalakleet school. We were about to be flooded out. Every fall we get the rains into our buildings, and we once had Governor Sheffield observing rain coming down the kitchen, rusting our stove. It was a good sight for him to see. We hoped when Cowper went by to see the Gamble Elementary School, but he only went up to the high school, and I don't know if he wanted to see the elementary school. But the Russians did, and I think they got a favorable impression of the particular school.

But then I want to go back to my second point, which is the history of the REAA's. You know they started, I hope I've got the right dates, 1976. And that has been like thirteen years. And so last year was the first year in which we have had a K-12 student graduate from those REAA's. And then any organization, they are open to criticism because they are fairly new system. School systems across the country are a little bit older. And It would be fair to criticize those people, and I think it is fair to criticize the REAA's. I think they have come a long way, on the other hand I think they have a long way to go. And each school system is different across the board. The point that I want to make is that while we are only, we have had only one graduation class, graduating as a result of the REAA's, I helped start a Molly Hooch school. We started that from scratch, and I pity the high school students that went there in their freshman year of school, because it was tough. It wasn't a very easy situation.

We have since improved. In the last three to five years, I have heard REAA's and borough rural school districts talking about academic excellence, talking about improvement of the quality of education, talking about the concern, and it is at the board level, it isn't at the teacher level, it isn't at the administrative level, it is at the board level where parents and community members have expressed concern for education. And it was real good to hear the business portion. I have also noticed in the State now businessmen are starting to hop on the band wagon. I know in this summer, we listened to Barney and I believe a lady from the Jean Buchanan from the Anchorage School Board. And it is real good to hear that business people are now becoming concerned about the education, the

quality of education, as it relates to their employers. And for me, I want to encourage it, and I hope you guys in your report include some concern on the part of those constituents as they express their views. It will challenge the schools that are currently operating. And I sympathize with the parents that have seen their kids possibly graduated three to five years ago, and yet understand that these kids were possibly educated in the BIA school and possibly educated in the start of a REAA, in which case maybe possibly wasn't a very good situation. But I have seen also within the REAA itself, an improvement in the way we deliver education. And it is becoming so formal and as I worked as a principal and I can see the changes that I affected and what I do in my, as a teacher and as well as an administrator when I was a principal. I used a gauge class, and I picked on the kindergarten and I followed those kids through to see if my evaluation of how I was doing. I followed them for three years, and now they are into fifth grade. I am seeing how some other results of which I did, that they are now in the fifth grade, that they go on. It was the same thing for the basketball program, which is really ....[indisc.]....understand in rural Alaska. When I got there, I started a basketball program with my community education program so that it was more of an instruction type thing and they grew up to be pretty good kids in the elementary grades as to athletic instruction. The point is, now that we have graduated class this year, our seniors are the product of the first day of instruction for that particular program, for that athletic program that we started in the elementary school. So in essence, we have four years of kids that have taken the basketball program, and I'm willing to bet you that we are going to be State's small school champs this year.

TAPE 3, SIDE 1

....[Tape change. Text lost.]....doing manuals, going over and redoing organizations. And if REAA's were a profit making corporation, and we restructured them, I would assume that there would be some expense to go into restructuring, which means more money from you. And then a plan to do it. And give us time to establish that plan. A good example of planning was standardized testing. We only had one year to get ready. And we are going to be criticized for standardized testing. Fault testing at that. We are going to go to the Legislature and our kids are going to be as good as they could be for the amount of preparation we had in one year. Great expectations and I hope we deliver them.

That's basically what I wanted to say as far as, and I hope I related the historical reference as it relates to school performance and any changes that you may affect in rural education. Thank you.

REPRESENTATIVE MACLEAN:

...ank you very much, Sam. Any comments or questions? Thank you, Sam. Elsie Itta.

ELSIE ITTA, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

I'm Elsie Itta. I'm speaking for myself this evening. I work for the school district. I have been their employee for the last ten years, or eleven years. I'm an Inupiat. I am from Barrow. I certainly would like to talk in Inupiaq, but for the sake of those of you who can't understand Inupiaq, I will speak in English. Even as having just gotten my masters, I still feel a little bit uncomfortable talking in English. But I prefer to speak in my Inupiaq language, however, I am going to talk in English.

I was born and raised here in Barrow. I went through BIA school system. And my situation was a little bit different because I was raised in an extended family situation and therefore had a lot of support from my relatives. And when I was going to school, I had a lot of support at that respect to from the teachers we had. And because I like to speak up when something was wrong, I spoke up and got sent to the principles office often. But I felt that our teacher had to know somethings and we just couldn't just be quiet about it. I don't know if that part of me comes from having a great grandfather who was non-native, I forget that once in a while when I start getting political and native.

But I have taught in the school district as a teacher. I have worked in the Inupiaq Department in the bilingual program, worked on materials and I have taught in the Inupiat classroom, also. Then recently, I worked as a college student advisor for the students who were dropping out going to college and it was such a high rate of drop-out, not only from this region, but it seemed to be high in other regions also. But I guess my point tonight of speaking, coming up here and speaking, I think of my thirty-six other classmates, who never went on, well there was a couple of us who went on to college. That's two out of thirty-six. Which is a very small percentage when you think about it, that we had such a good education from BIA school system. But I feel for some reason, how come my other classmates failed within the first three weeks of college. Everyone of them could have completed that college degree. I had classmates who could have become civil engineers, teachers, whatever. And all my time, I have gotten my degrees, that has bothered me. Why all these colleagues of mine, my classmates for twelve years, I hate to say it, but were left behind. And they had, I feel they had all the attributes to go on beyond and get their

degrees, and then when I started reevaluating my situation why I went on, the main thing that keeps coming back is this: That from childhood, even with my mom's fifth grade education, she taught me one thing, that this responsibility thing. She taught me that you have certain chores to do and you take care of them, and from there on you take care what happens. At the same time, that religious aspect of my person, we had it strong in those days, too. Where the values were strong, and now in that time, at that time, when we were growing up we had a grandparent in most of our homes, and that grandparent or parents taught us some cultural values that we live with now days. And there again, it comes back to that responsibleness of your actions, of your own person.

And I feel that the school if it had played any role in helping us in becoming responsible, I feel that our parents, my mother had a lot to do with teaching us that thing that made me pull through those years of going on to higher ed. She still supported me, and fortunately last year, even though I am a mother myself, but she was still there. She expected me to finish. But it is that parent support that is so important. I'm a parent now and I don't think I let my children go more than a month or so letting them know of my own expectations of them. That I expect my daughter to go college,in a way she has no choice, and I expect my son to do something similar higher, going on beyond high school.

Being a teacher, having being a teacher, do I expect the school to teach the entire responsibilities to my kids. I would say, yes I expect that, but I at the same time as a parent, because I was taught to be responsible, will take that responsibility too. And so when they don't get their homework done, my children fifth and second grade, we check on them, both of us, my husband and myself. And I feel I don't get on my kids case to the point where I'm forcing them, but to nurture it.

I think it is very important, not when they just start school, but this is way back when they are just born. Because research has told us that kids go easily into reading when you start teaching them reading, when they are born or even before they are born. I had my own, because I never liked to read. Believe it or not, I never learned how to read until about four or five years ago. I read because I had too! That wasn't something I liked, but I did it. But not until four or five years ago, is when I finally liked to learn to read. I read to my oldest when she was six month. I started reading to her, I wanted to see what this research was about and see if it was going to tell me the truth. When it was time for her to start reading in first grade, there was no problem. But that was just one child. And then we did it again with our second

child. And because of the nature of our home situation last year, I was very concerned for my son, because he was going to be in first grade. That meant that he was going to be expected to read. And because our home was such that I was away from home eighty percent of the time, my husband helped in the meantime. I was very worried of what he was going to do. I was so afraid. And if he failed, I was going to blame me. When I heard that he was reading, within a few weeks of entry into first grade, I couldn't believe it. I had to hear it for my own ears. So when I came home during a break, and he read to me, that's when I was convinced that when you read to children when they are so tiny, it's so important but its, as native parent, teacher, administrator, there's so many things going on, as I listen to so much testimony tonight. So much turmoil, saying well our teachers in Alaska should have this and this, our teachers here. I understand everything. I understand, but having to be equal, having to like to be equaled, to be fair, if I was placed in a situation where I would just coming out, and getting certified, I would wonder at that time, should I take Alaskan studies, should I take multi-culture education, when I myself has been a subject all my twelve years, in bilingual multi-cultural education. Because we have had to learn English, when Inupiaq was your first language.

And, there are just so many things going through my head. I had to say my piece tonight, because I just couldn't sit back and be quiet having been Alaskan native, a teacher, and working in a place where it is my home town, where it is open to anything. And I take full responsibility for who I am, for my position, for my teaching career, for my administrative career. I acknowledge Ida's comment. I was one of her son's teachers. Her eldest son, teacher. And I take full responsibility for that. And we talk about teacher certification, and you, we talk tonight about getting more Alaskan native teachers. Which brings to my mind, the certification process. Sure, we need more Alaskan native teachers. When I look at the statistics, and I don't like to talk about statistics, but when it comes down to money and all that, I think it is what people look at.

And I see in 1987-88 year, Alaskan native teacher population was 2.9% of the State. I just wonder to myself, what would be the most expeditious way to get that number up to even 5%, much less 10%. I would like to pick about 50%, but we would have to do something drastic to get it up there. I mean drastic, something beyond teachers scholarship loan program. I think that something like that can happen. I am currently working with teacher certification program here on the North Slope. Recently, I just went to a small village and talked with a group of seven teacher-aides. And because I had gotten used to this

whole terminology of college, and I take for granted a lot that anyone can understand what college is all about. The ladies took me back to when I didn't know what college was about. I had to back track and tell them, because it seemed such an intimidating situation for them. And I had to really get off my professional self and just be my native self, which fortunately I am an Inupiat. And I thank my stars I am. And that I can talk in Inupiaq with the ladies, and just act normal. And they showed an interest that they would want to get certified, but they would like a full time facilitator on site, all the time. And we need that kind of thing in all our villages. Someone to help these people, someone to mentor them. 'Cause someone from a district wide bases can't do it all alone. I certainly don't think I going to do it all alone. If I think I can, then I'm quitting my job tomorrow. I can't do it all alone. We need on site facilitators. We need programs you can do during the summers, when they aren't working, and support their tuition, their stipends. Encourage them. But 2.9% is far off number from 50%.

REPRESENTATIVE MACLEAN:

Thank you, Elsie. Any comments or questions?

SHIRLEY MOSES, TEACHER, LIME VILLAGE, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

I'm Shirley Moses and I am currently teaching in Lime Village with the Iditarod School District. I would like to speak as a parent, because I have four children, I have a vested interest in our students in rural Alaska.

When we talk about students at-risk, I feel like going up and grabbing people sometimes and they say you know we are students at-risk and you've got to help them. I think the people that are at-risk should be the school boards that hire teachers, that are incompetent, or not fully prepared to come out and teach our children.

We need to have more community involvement in the say and hiring of teachers. And more say in the curriculum that's taught in the schools. You know a lot\ of parents don't get involved because they feel threatened by any teacher that comes in or administrator that comes in, that has a written curriculum, that's set. They are afraid to challenge that, because they don't know there rights or responsibilities as parents or as community people. I would like to see some sort of grass-roots organization that is made up of native community members, both, it could be a mixture of make-up of nonprofit people that are interested in education, profit making entities, having someone on staff to work in facilitating getting information our to communities, so that parents are more up

on what is happening in education and what laws are being enacted that will have an impact on education.

I think we talk about, we want to have parent involvement, let's get some information out to them so they won't feel so threatened when we, or even I as a native teacher come out and try to stir things, I don't really stir things up, but I like to see parents feel good about sending their kids to school. Feel like they have, they can come up to me and say, I would like to see this done, or I have a suggestion. I don't like to see parents stay at home, because they don't feel like they can walk into the school and have something to say. I think that we as native people, native educators, native parents, should start thinking about looking out beyond our little realm of our school or our community, and get together and network. We have got a lot of young talented parents, community people, who have put a lot into education. But yet, we are at these hearings, and we're sitting here wondering what we can do to make education better and stronger in native Alaska, in rural Alaska.

Why don't we start up a grass roots organization of people that have time to commit themselves to looking at alternatives to education. It's not, you know, the REAA's have been only in existence for thirteen years. That's like a new born infant when you look at a time line. And I think that we are going to be meeting like this for the next thirty or forty years, if we don't start getting our own native people involved in looking at the process and looking at empowerment of our schools.

We have very few native administrators. Those are the positions that we could have a great affect on. And the people would have the power to go in and talk, organize changes and to facilitate ideas that come into the community.

We have got to quit pointing our fingers at one or the other. I'm caught in the middle. I'm going into school administration, I should be finishing up my masters in administration next spring, yet I want to be in the classroom, because I know that is where I can really have an impact. Right now, the current system doesn't allow many native people to have a real impact in rural settings, because the people that are sitting on the boards are, they have been institutionalized. They get elected by the people, yes, and they have good intentions of representing the people, but who are the people that tell them what things they can do. It is administration, school administration. The superintendents and the people that are in the district office that give, go over rules and regulations, they'll go over what ever they want the people to know. But unless the person has time and spends a lot

of effort, they don't know what , they don't know the school regs, and they don't know what powers they have. That's got to change if we are going to make an impact in education. That's all I have to say.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Shirley. Are there any questions or comments?

REPRESENTATIVE KOPONEN:

Just one comment. I hate to take up the time, but I would like to tell you that when I was at the University some thirty odd years ago or so, I think a greater percentage of my classmates were native and went into teaching, and that has been the case for a longtime since. They did find at that time, it very difficult situation, in going back to their home villages, because they were then young people trying to take the role of an older elder. The situation has changed largely, but not in every case.

But remember that we then got succeeded in getting the Native Land Claims through the help of various activists and everybody, and the fact that the oil pipeline. And there was a need for talented people in all of the corporations and all of the .....not just the regional corporations, but the profit making corporations, the village corporations. And then we had the pipeline and the oil boom and there was much money to be made in those kind of things. During that period, I was working for Head Start, having to reduce my salary in order to keep the program going, and trying to recruit folks at the public schools and for Head Start. And I could recruit very young people and older people, but the class of people, the age group of people who had been my classmates, like [indisc.] Albert Ivy and Jerry Ivy, who were one of my student teachers and Bella Hammond and the others. They had other jobs that paid more or were more important to the community at that time. Things will change because we don't have the oil boom any more, and the corporations and the regional corporations are now in place. But there was a whole period, that even if we had wanted to, and we did want to, some of us anyway, we just couldn't find the people because there were other demands for those kind of talented native people.

You see some of them in positions of power now, might have ended up teaching in class, or running a school.

REPRESENTATIVE MACLEAN:

Okay. Thank you. Any other comments? This will conclude our hearing, and I would to thank everybody that

has been here, and all the reports will be sent to the people who have signed up. And if you want a report, please sign up with Helen Pootoogooluk or Dr. Darnell.

AGENDA
STATE BOARD OF EDUCATION
STRATEGIC PLANNING MEETING
ANCHORAGE, ALASKA
JUNE 6-7, 1989

TUESDAY, JUNE 6, 1989

STRATEGIC PLANNING SESSION FOR ADDRESSING THE CHARGE TO THE STATE BOARD IN HCR 33 WITH RESPECT TO SCHOOL PERFORMANCE: STATE BOARD OF EDUCATION AND ALASKAN EDUCATION COMMUNITY

9:00 AM SBE PRESIDENT BARNEY GOTTSTEIN: Statement of purpose of the meeting and the challenge before the Alaskan Education Community

* Determination of the role and responsibility of the State in meeting the needs of school districts which have demonstrated consistent substandard student academic performance.
* Identification of components of a plan or plans which the State Board of Education should consider to meet these needs as mandated by legislative directive in HCR 33.

COMMISSIONER WILLIAM DEMMERT: Overview of major Alaskan "at-risk" issues

I. OVERVIEW OF NATIONAL TRENDS AND DISCUSSION OF SPECIFIC ALTERNATIVES ADOPTED IN OTHER STATES

GENE WILHOIT: Executive Director National Assn. of State Boards of Education -- Meeting Facilitator

ROBERT RATH: Northwest Regional Education Laboratory

II. Initial presentations from invited experts/practitioners/school district superintendents/University research experts -- problem definition; recommendations for alternative options; identification of specific strategies which might be considered for replication

* University of Alaska Research Panel: Judy Kleinfeld/Secondary Education; Dave Hagstrom/Elementary Education; Jo Kuykendahl/ Preschool-Early Childhood Education

* Teachers/counselors/NEAlaska: Bob Waters - McLaughlin Youth Center; Lucy Brown - Counselor East High School; Darlene Heckler - Selawik; Marilyn Rosene - Dillingham; Claudia Douglas - Fairbanks(Jr. High and Alternative High School

* Superintendents/Alaska Council of School Administrators

III. Opportunity for all other interested persons to share observations/opinions/hands-on experiences with State Board of Education and education community

Structured dialogue/interaction between State Board and education community -- problem identification/analysis of status quo by local school districts/SBE

WEDNESDAY, JUNE 7, 1989

IV. Summary of Tuesday discussion/ clarification/determination of the role of the State in addressing the identified problems

V. Consideration of various alternatives for short and long range implementation

VI. Discussion of process for continuing work on the identified alternatives

* Identify "doable" initiatives
* Identify committed individuals and organizations to work on specific initiatives
* Identify leaders responsible for each unit of work
* Set specific "firm" timelines (June-December)
* Interaction with various legislative committees engaged in similar activities
* Coordination of all of the above

PARTICIPANTS

Name	Organization
John Anttonen	South West Region School District/Department of Education/Juneau
Gary Baldwin	Lower Kuskokwim School District/Bethel
Liz Borrero	Yukon-Koyukuk School District/Nenana
Lucy Brown	ASD Indian Education Counselor/Anchorage
Jean Buchanan	Anchorage School Board
Jack Chenoweth	Alaska State Board of Education/Juneau
Susan Cocklin	Kids Corporation Head Start/Anchorage
Cheryl Cole	DCRA/Anchorage
Chris Converse	Mat-Su Indian Education Program/Palmer
Rick Cross	Fairbanks School District
Rachelle Daniel	Alaska State Board of Education/Tuntutuliak
Claudia Douglas	NEA Alaska/Fairbanks
Carol Evertt	Alaska Congress of Parents and Teachers/Anchorage
Harry Gamble	Department of Education/Juneau
Don Gray	Alaska State Board of Education/Fairbanks
Rosemary Hagevig	Alaska Department of Education/Juneau
David Hagstrom	University of Alaska Fairbanks
Sandi Haynes	Kids Corporation Head Start/Anchorage
Darlene Heckler	NEA Alaska/Selawik
Cathy Herrnsteen	Alaska State Board of Education/Kodiak
Shirley Holloway	North Slope Borough School District/Barrow
Toni Jones	Department of Education/Juneau
Matthew Kenny	Alaska State Board of Education/Juneau
Sam Kito	Alaska Federations of Natives
Judy Kleinfeld	Fairbanks Rural College
Carlton Kuhns	Bethel High Scool - Lower Kuskowim School District
Jo Kuykendahl	University of Alaska Fairbanks
Rob Lapham	Josten Learning - Alaska/Anchorage
Janie Leask	Alaska State Board of Education/Alaska Federation of Natives/Anchorage
Dori Luht	Alaska State Board of Education/Fairbanks
Danille Madigan	Kids Corporation Head Start/Elmendorf AFB
Ann McCoy	Alaska Congress of Parents and Teachers/Anchorage
Nicki McCury	Yukon Koyukuk School District/Nenana
Edna McLean	Department of Education/Juneau
Stephen McPheters	Alaska Council of School Administration/Juneau
Sally Mead	Health and Social Services/Anchorage
Charlie Mae Moore	Department of Education/Juneau
Patricia Newan	Kids Corporation Head Start
Eileen Norbert	Nome Public Schools
Leona Okakok	North Slope Borough/Barrow
Pat Pourchot	Alaska State Senate/Juneau
Bradley Raphel	Yupit School District
Marilyn Rosene	NEA Alaska/Dillingham
Lynda Sather	Fairbanks School District
Ginny Stocker	Kids Corporation Head Start/Chugiak

Dorthy Mae Thomas	Rural Cap Incorporated
Sam Towarak	Bering Strait School District/Unakaleet
Carol Waters	Anchorage School District
Sue Wilken	Alaska State Board of Education/Fairbanks
Mary Wolcoff	Department of Community and Regional Affairs
Sharon Young	Association of Alaska School Boards/Juneau

10/19/89

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
OCTOBER 19, 1989
ANCHORAGE, ALASKA

Members Present:

Sen. Lloyd Jones, Co-Chair
Rep. Eileen P. MacLean, Co-Chair
Sen. Al Adams
Sen. Jack Coghill
Rep. Cheri Davis
Rep. Niilo Koponen
Rep. Johnny Ellis (Ex officio)

Members Absent:

Sen. Johne Binkley (Ex officio)

Other Legislators:

Rep. Ronald Larson
District 16-B

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124 - Pouch V
Juneau, Alaska 99811

Helen Pootoogooluk
Aid - Representative Eileen MacLean
P. O. Box 667
Kotzebue, Alaska 99752

Guests:

Willie Hensley
Former State Senator
P. O. Box 710
Kotzebue, Alaska 99752
#442-3301

Jeannie Alexander
Representing Senator Coghill
P.O. Box 55028
North Pole, Alaska 99705
#488-0862

Bob Arnold
1440 Mayflower Drive
McLean, Virginia 22101
(202) 224-2251

Dr. Mike Carl
University of Alaska - Anchorage
3211 Providence Drive
Anchorage, Alaska 99508
#786-1999

Valerie Davidson
Representing Senator Binkley
P.O. Box V
Juneau, Alaska 99811
#465-4985

Barney Gottstein
President, State Board of Education
6411 A Street
Anchorage, Alaska 99502
#561-1944

Charles McKee
2201 W. 36th Avenue
Anchorage, Alaska 99503
#562-0505

Jim Nordlund
House HESS
3111 C Street
Suite #455
Anchorage, Alaska 99503

Ann Spohuholz
Office of the Governor
3601 C Street
Anchorage, Alaska 99508
#337-8777

SENATOR LLOYD JONES, CO-CHAIR, DISTRICT-A, called the meeting to order for the Joint Committee on School Performance. Approval and additions to the agenda was asked. Approval of the minutes from the meeting of September 19, 1989, was submitted.

REPRESENTATIVE EILEEN P. MACLEAN, CO-CHAIR, DISTRICT-22, asked to amend the agenda to include Bob Arnold. There were no objections to this amendment.

Rep. Eileen MacLean asked that the typographical errors in the spelling of some of the names included in the minutes of the previous meeting be corrected and reincorporated.

Rep. Lloyd Jones introduced the guests: Senator Hensley, Representative Larsen, Bob Arnold, Barney Gottstein, the president of the State School Board, Ann Spohuholz from the Governor's office, Mike Carl, and Valerie Davidson who is sitting in for Senator Binkley.

Rep. MacLean, Co-Chair, presented a summary of the Joint Committee on School Performance meeting held in Barrow on September 19, 1989. Testimony was gathered from those representing various regional school boards and community members. The issues addressed were similar to those being discussed at the Youth At-Risk Conference, held in Anchorage on September 17th. The Joint Committee has delineated the role of the State Department of Education and what they foresee the needs to be. This will influence what the committee will work on.

SENATOR JACK COGHILL, DISTRICT-J, opened discussion by recognizing the value of directions for the committee's work in the comments made by Dr. Darnell at the Barrow meeting.

Sen. Coghill explained that the state statute requires the committee to report by January 1990. This special committee actually stays in position until the next legislative session beginning January 1991. This changes the agenda by giving a prolonged time frame.

REPRESENTATIVE CHERI DAVIS, DISTRICT 1-B, commented on her participation on the Youth At-Risk Task Force Meeting in Anchorage on October 18th. Much of the information presented coincides with what the Joint Committee on School Performance has assessed.

SENATOR WILLY HENSLEY commented that the Youth At-Risk Meeting was quite successful. The observations by the youth panels were especially interesting. Senator Hensley stated the types of discussions that were held at this task force meeting, should be conducted on a regional level and a village level. This would allow more people to participate in discovering resolutions to these problems.

Sen. Lloyd Jones asked if the committee would be getting copies of the recommendations from the Youth At-Risk Task Force.

DR. FRANK DARNELL, CONSULTANT, remarked that he contacted Tony Jones, who was responsible for setting up the meeting on Youth At-Risk. A scheduled report of the Anchorage meeting has been planned and will become part of the documentation that the Joint Committee on School Performance receives.

BOB ARNOLD reflected upon what the committee had recommended last year. Mr. Arnold complimented the Legislature on creating a two year committee. This committee should be commended on the fact that it is building upon what Willie Hensley sought to do last year.

Mr. Arnold commented that living in an area as large as Washington D.C., he has been exposed to many educational reform plans. He remarked that the work being done in Alaska in the last year is superior because it is more inventive and much more specific.

Mr. Arnold expressed concern regarding the District of Columbia area, speaking of increasing graduation requirements as the way of solving the educational problem. Also, there are thoughts of extending the school day. "More of what is not working, will not make things better."

Mr. Arnold suggested that everything should be questioned: "Is it more of what is currently not working?"

Bob Arnold continued to stress the need for parental involvement in the educational system. He suggested that the lack of this would be a way of switching the guilt of what is happening in the schools. Furthermore, the teachers need to be held responsible for what is not happening in the classrooms.

Mr. Arnold stated the fundamental task needed is to be able to engage the learner in his or her own learning. Historically, we have had to look to teachers who inspire and motivate. This in the past has been the task of parents and teachers. Mr. Arnold feels that one of the most important recommendations which the committee made last year is the purpose of schooling.

Mr. Arnold commented that introducing the statement of purpose of schooling is an important beginning, but it does not sufficiently cover the ground work.

Mr. Arnold began to recall the reasons why he did not think that the area covered last year was adequate. The committee proposed last year for the Legislature to declare the purpose of schooling in Alaska to be that all learners succeed now and in the next level of education, in order to shape worthwhile and satisfying lives for themselves, to exemplify the best values of society, and to be effective in influencing the quality of character in the world about them. Mr. Arnold suggested that at the beginning of each quarter/semester the proposed purposes be discussed for three or four days, and the teacher would be able at this time to show what the purpose of that schooling has to do with what the student is learning. An inescapable

companion to the purpose of schooling is an answer to the question of what is worth learning.

Mr. Arnold pointed out that once the purpose of schooling is adopted, the state board will then be obliged to adopt a series of goals that are complimentary with the purpose of schooling.

Mr. Arnold reiterated that an important aspect of the goal of education is the statement of exemplifying the best values of society. The values that unite not only the United States, but the entire world are much greater than those that are disagreed upon. These are values of integrity, courage and respect for others. In Northwestern Alaska, the Inupiat values are posted in all the classrooms. No child is set out to lead a life that is not worthwhile; it happens because they give insufficient thinking to the question of how to shape and make a worthwhile and satisfying life.

Mr. Arnold noted that the statement to create a worthwhile and satisfying life does not define what that life will be. For some it will be life in the village, some vocational school and for others college. Who is to determine, what is a worthwhile and satisfying life? These concepts are partly subjective and partly objective. Talking about what these concepts mean is extremely important, and this needs to be done with parents and students and teachers.

Mr. Arnold suggested the information from the first report of the committee could have been called, engaging students in their own learning. With a purpose of schooling goal, the students would be talking in the classroom about what is worthwhile and what is worth learning, and what it means to be an effective influence in government. The committee also called for a school reform plan from every school district in the state. The committee recommended that students and parents help in preparing this report.

Mr. Arnold stated that he is currently a staff member of the Indian Affairs Committee in Washington D.C. and assistant to Senator Murkowski in Indian issues, specifically in education.

Mr. Arnold continued that on October 27th, the Senate Committee will be holding a hearing on the Office of Indian Education. The federal money represented at this hearing for Indian education will be more than half of that granted. The committee will be looking at the Office of Indian Education. In the last fiscal year, the budget was approximately four hundred million. In the United States, the total spending for Indian education at the federal level is about seven hundred sixty-two million. Much of the October 27th meeting will be concerned with impact aid.

SENATOR AL ADAMS, DISTRICT-L, mentioned that the Secretary of Education had been in Alaska, who is planning a year long study. Sen. Adams asked Mr. Arnold if he knew the scope of the study planned by the Department of Education?

Mr. Arnold responded that what the study hopes to accomplish is to gather more data and look toward the White House Conference on Indian Education, which will be scheduled in two years. The Senate has given $500,000. for the planning of that conference.

Senator Coghill asked Barney Gottstein if the board was investigating the idea of regional high schools where there could be more and better competition.

BARNEY GOTTSTEIN, PRESIDENT, STATE BOARD OF EDUCATION responded to Sen. Coghill, stating that this issue has not been addressed yet. The decision to regionalize just has happened. The Board currently is coming to an end of its need to address the problems of the at-risk students. With the assistance of this committee, the 1990 legislation will begin to address early childhood education, and the issue of regionalization.

Sen. Coghill explained that having localized schooling is an issue for many villagers in the Interior, particularly the students themselves. They like being with their families, yet they are not getting the needed education.

Sen. Coghill asked Barney Gottstein what the State Board is doing about the at-risk students.

Barney Gottstein responded that the State Board has been gathering data on this issue for two years. In June 1989, the State Board of Education invited educators from all over the state, school board members, superintendents, teachers, people from the university, people from social service agencies questioning them about the at-risk issue. The group was able to isolate certain areas within the state needing attention.

* Early childhood education -- The area where a strong language base is built. Early childhood education needs to be funded by the state in the areas that need it.

* Children need support -- proper care, proper nutrition, proper health, proper nurturing. Children need a supportive environment in order to learn. When one of sources of support are missing, many children fail. This calls for building a partnership between the family, the community, the schools, and the teachers to support the children. The

weak link is cooperation between the social services agencies and the educational community.

* Creating task-forces within the educational community. The university needs to support this work by doing research. There are many programs occuring in the state, and currently the school board does not know which are effective and which are not.

* Language base -- Mr. Gottstein recommended that some type of a grant program for experimenting with various language base projects be funded.

Barney Gottstein suggested the idea of bringing a handful of successful young people out of the villages, bring them into the University for a summer, training them in counseling, etc., and then have them go back to their villages and help other students. Most of the responsibility for helping the students who are at-risk can not lie with the teacher. The role of the teacher should be redefined, with additional training should be available for them.

Rep. Cheri Davis stated the current way the educational system is structured is creating many boxes which are impossible to move out of. One block is the concept of tenured teachers. Rep. Davis explained in her district, when a teacher has tenure, they often end up teaching subjects that are not in their area of expertise. When the school system has a hole that needs filling and the first choice must go to the tenured teacher.

Barney Gottstein responded that the problem with the incompetent teachers is poorly handled in the State of Alaska. The State Board of Education last spring had several discussions with the PTBC on this issue. They have been given the responsibility for dealing with the incompetent teachers. Currently, they have not dealt with this this at all.

Rep. Cheri Davis responded that this is a complicated issue because the PTBC is made up of the teachers. This means the teachers would be watching other teachers.

Barney Gottstein remarked that an enlightened teacher will realize that keeping anyone who is not competent in the teaching position, is not helping anyone. The concept of tenure started as way of protecting the school.

REP. NIILO KOPONEN, DISTRICT-21 pointed cut that the responsibility of evaluating the teachers is delegated to the principle. This is a very difficult task. An approach that universities often use is having a two year continuing

contract. Sabbaticals could also be an incentive. This could help the teachers from burning out.

Sen. Jack Coghill suggested that teachers should have the option of getting into other school districts for the particular expertise he/she has, rather than teaching subjects that are not in their field in order to continue teaching when there are no teaching positions in their fields in their tenured schools. This is a difficult issue because some teachers are locked into the school system, who are not providing the best approach.

Barney Gottstein commented in his travels around the state the number one complaint is the issue of incompetent teachers. Something needs to be done about this.

TAPE 1, SIDE 2

Barney Gottstein continued when an entire community is angry at the school, and angry at one or two of the teachers, the entire system becomes dysfunctional. It is very important to have the cooperation between the family and the community and the school.

Rep. Cheri Davis remarked that there have been sessions on school law for administrators, addressing the issue of teachers and tenure. A teacher is not grounds for dismissal. Rep. Davis stated that there are teachers who are no longer effective. Most of these teachers stay in the profession after they are exhausted by teaching, in order to keep accumulating the retirement to the level they need. The expectation level of teachers needs to be kept high. Teachers in Alaska make the best wages in the country. The people should expect the best teachers in the whole country.

Barney Gottstein noted for the last hundred years, western society has been imposing well meaning white educators on the native communities. This is wrong. People in rural Alaska do not agree that it should be done the white way, by the white people and teaching what the white person wants the native Alaskan to learn.

Barney Gottstein continued to express concern that the idea of tenure is not the basic problem. People in rural Alaska want to be happy with their schools. This is the issue. Currently, we have not gone far enough with local control on instruction. The community needs to know that the school is theirs and that they control it. What is taught and how it is taught should be the decision of each school.

Sen. Jack Coghill mentioned that the description of an Alaskan is a difficult process. Alaska is full of varying cultures. The joint committee has discussed the need for

the Board of Education to commission all schools in Alaska to require a full year course on the Alaskan culture, economy, geography, government and history. It is essential to have this information to be able to compete in the western culture. Sen. Coghill reiterated that the youngsters in Alaska are not being taught the social, economic, geography and history. This state has a very rich history. High school history or geography texts have inadequate information on Alaska.

Barney Gottstein stated that the State Board on Education realizes this problem, yet the social service professionals do not have a special course integrated into all of the courses, beginning in grade school. The State Board of Education does not mandate any curriculum, yet the board does require the districts to have a curriculum. Many of the districts do use the model curriculum that the state has developed. The social services professionals are working on the development of a program which integrates Alaskan history, etc., at an early grade.

Sen. Jack Coghill commented that the Nenana school commissioned an Alaskan history workbook. This text is being used in the Yukon area as a supplement to the high school level.

Frank Darnell began by addressing the relevance of the work done by Youth At-Risk Forum. Dr. Darnell noted for the record, that all of that information will be made available to the committee members. The programs, speeches and concerns that were given, do reaffirm the work of the Joint Committee on School Performance.

Frank Darnell commented on the work that he had been doing for the committee. Currently, he has been able to establish a working relationship with professional associates and also to establish a systematic approach of using their views to petition for legislation. Currently, Dr. Darnell has a commitment to meet with NEA, school boards, and school superintendents to keep them up-to-date concerning the report of the joint committee while airing their concerns.

Dr. Darnell suggested that the committee offer their input on each item on the list of areas of concern to be addressed in the report.

CHARLES MCKEE commented that children are an extension of the family as well as the economy. Currently, what is lacking in our society is creativity. The need to address that lack of creativity would directly affect the students desire to be creative within themselves. Mr. McKee expressed that this is a must within the society, and then

the student would be induced to be so. Mr. McKee thought this would effect our present economic structure.

Dr. Darnell continued with reference to the outline of the report for the committee. The second part analyzes each of the topics of concern with the hope of moving the report from suggestions to action. Input is necessary to make this report a workable implementation.

Dr. Darnell expressed his concern in adequately addressing all the issues of priority expressed by committee members and community members. Dr. Darnell asked for help in narrowing the focus of the priorities. Dr. Darnell would be willing to recommend what he thinks should be priorities. He made reference to the idea of restructuring the system of school governance especially in the unorganized borough. That type of priority would be able to address the root causes of some of the problems yet requires a great deal of patience. All reforms sound great, yet they all take time and patience.

Rep. Niilo Koponen noted that theoretically we have a tradition of local control, yet constitutionally education must be executed. Rep. Koponen reiterated the fact the the state may delegate but must not abrogate the responsibility for education.

Co-Chair Lloyd Jones stated that the most important question is who do we want to serve. Who must be satisfied with their schools? Ultimately, it is not community. Students need to be satisfied with their schools. Sen. Jones asked that we provide the students with the tools, with the skills to permit these young adults to become successful in the world.

Dr. Frank Darnell asked again which points are the most critical for the report.

Sen. Jack Coghill agreed with Dr. Darnell's point on governance. He suggested that the committee look at the system that existed before the statewide system. Most of the villages have a board member. The system needs to be reexamined to see if it is functioning efficiently. Sen. Coghill suggested the area of question should be if the twelve grades should exist within a small area, or should the high schools be consolidated into subregional high schools. Sen. Coghill noted that the idea of having high schools within a small village area was to be able to keep the kids at home, but creating more subregional high schools would create better facilities and better education which is the aim of the committee. Sen. Coghill expressed concern that the goal of the joint committee is school performance and not the issue of structure.

Rep. Cheri Davis stated that observing the office of education should be looked at all over the state and not just in the rural areas. The process of education needs to be looked at as a whole. Currently, the education system is not adequate for the future. Children are not being educated properly.

Rep. Davis stated that if the concept of reorganization is going to be addressed, it needs to include a much broader perspective, possibly starting with the school calendar. The way things are presently done, is based on what was most efficient in the past, making this information dated and not always effective.

Dr. Frank Darnell commented that the restructuring proposal would be approached only if it were a root case of poor school performance. Dr. Darnell made the point that this would not be restructuring from a political point of view.

Sen. Coghill commented that the title outline should state reexamination of the structure rather than restructuring. Another suggestion made by Sen. Coghill, was to remove the phrase unorganized borough and replace it with state school system.

Rep. Niilo Koponen noted that there are some states which forbade the counties or cities to change the school budget in any way. In Alaska, the constitutional basis for that is present.

Frank Darnell continued with the second item of agenda. Elaboration concerning the amount of money that has been proposed for the provisions of the bill that is before the House, specifing the strengthening of schools at the local level.

Dr. Darnell stated the third item is of the need to bring about legislative action for closer coordination between various family services.

Sen. Al Adams suggested an expansion. Sen. Adams noted that this is more the responsibility of the State Board of Education and the local school districts. These two units have to prioritize the direction of education. The Board of Education and the school district should decide if a school district needs a social worker.

Sen. Jack Coghill observed that a problem in the family life of a student should be resolved between the teacher and the student and the family and not be put into the main stream of the government being represented by the social worker. Sen. Coghill stated that many family service workers are trained in places that have very different

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1770 SCOMM 71: JOINT COMMITTEE ON SCHOOL PERFORMANCE, 1989-90 /338

structures than are common within the rural Alaska native family.

Rep. Niilo Koponen stated that the House Hess Committee has been concerned about the amount of duplication in agency effort. Rep. Koponen suggested that we need less duplication and more coordination of effort. Restructuring will be the important issue.

Rep. Cheri Davis stated that the majority of social workers are currently overwhelmed with serious and severe problems of major impact.

Dr. Frank Darnell continued with item number four, research and evaluation. In order to go forward, additional funding must be secured. The University is willing to cooperate in the effort of moving on the proposals, but needing the resources to do it.

Sen. Jack Coghill suggested to include the use of the expertise of the university system. In using the university system, the need for more grants would be eliminated.

Sen. Niilo Koponen stated that committee should look at rewards of academic achievement and creative student achievement by offering grants to any post secondary education institution in the State of Alaska. That would create a greater interest and incentive. This has been used effectively in other states.

Dr. Frank Darnell continued with the fifth item being compulsory teacher administrator training for teachers assigned to rural schools. Different agencies have funded the expense of this in the past, however this has not stabilized for any specific organization on any campus.

TAPE 2, SIDE 1

Dr. Darnell stated that the Department of Education thru the State Board's efforts, currently requires teachers to take six hours of university credit in Alaskan specific subjects, three of which must be multicultural education.

Co-Chair Jones suggested that the report put emphasis on rural schools but include all schools within the state.

Dr. Darnell noted that the wording of the report will be improved. The targeted person is anyone who is at-risk. Anyone who is not capable of functioning in society is considered at-risk.

Rep. Cheri Davis recommended that every teacher within the state of Alaska be required to teach in an Alaskan rural

setting, before they enter the urban school district. This would enable the teachers a much better understanding of the native students.

Dr. Darnell continued with the next item being early childhood education and how it will fit into the legislature. Dr. Darnell asked how extensively the committee wanted to address this issue.

Sen. Al Adams indicated that this particular issue needs to be integrated with the evaluation of the system of school governance. Sen. Adams commented that in looking at the long range plan, state assistance is vital.

Rep. Niilo Koponen commented that in the bush area, the real need for early childhood is facilities more than programs. Rep. Koponen noted that many areas, particularly those among the REA's have not been able to provide the proper facilities. A well planned, sanitary and safe environment is needed for early childhood education.

Rep. Cheri Davis expressed hesitancy in placing early childhood education programs into the power of the school districts. Rep. Davis reiterated how effective the Head Start program has been. She continued, that to add more early childhood programs into the districts will create problems. Head Start has proven to be a model of success, it involves parents, which has been agreed to be an important factor. Rep. Davis suggested that funding it within the state would make the expansion of the Head Start Program the logical step.

MIKE CARL, UNIVERSITY OF ALASKA, ANCHORAGE, commented how successful the Head Start Program has been. Dr. Carl stated how effective it would be if the state further funded the program making it available to all the eligible children around the state. Currently, the Head Start Program only serves one third of the preschoolers in the state. The parents have to be within a certain income bracket to qualify for the program.

Mike Carl continued by stating the more universal expansion would be to include the early childhood in the school foundation formula, and revising the definition of the school foundation formula and the increase which that would entail. Then every child would have access to early childhood education. Mr. Carl stated that this is the universal approach and would be more expensive. Only the poor children currently benefit from the Head Start Program.

Rep. Cheri Davis stated that when an early childhood program is put into the school system, the emphasis changes from involving the child. Rep. Davis continued that the

key to why the Head Start Program is so successful is because of the child and parent involvement. Parent's involvement at that age is essential.

Co-Chair Eileen MacLean agreed that the Head Start model would be the best way to view the issue. The Head Start Programs are very successful because of the parents involvement. Throughout the testimony, the committee has heard how many the parents enjoy Head Start. The transition from the preschool process to the school system has always been difficult for the parents and children because the parents participation was no longer encouraged.

Dr. Darnell presented the next item being Alaskan history.

Rep. Cheri Davis agreed the importance of having all the children of Alaska knowing the history. This education should not begin in college.

Dr. Frank Darnell suggested that the concept of Alaskan history gets into the root cause issue. If students take pride in where they live and the people with whom they live, a more serious interest in school will develop.

Sen. Jack Coghill commented that the attitude of the native culture base has changed in the last twenty years. Before this time, there was much more privacy surrounding their culture.

Dr. Frank Darnell continued with the last item of the report development: Redirected instructional aid for RATNet.

REPRESENTATIVE JOHNNY ELLIS, DISTRICT-12B, supported Dr. Darnell's recommendation and suggested that the words reorganizational and instructional be changed. The term reorganization has been a threatening word among many people. Rep. Ellis suggested educational replace the word instructional.

Rep. Niilo Koponen asked if it would be possible to have programming established in local school districts. Rep. Koponen suggested there are many programs that have been produced within the state which would be a good introduction to educational programming.

Dr. Frank Darnell agreed that the word reorganizational should be replaced in the report. His suggestion was review rather than reorganization.

Dr. Darnell reminded the committee of the need for coordination of putting the issues which the Joint Committee has been working on before to the legislature. He further reminded the committee members, that they were

invited to attend the State Board meeting in Fairbanks, November 6th and 7th.

Co-Chair Lloyd Jones asked for changes and recommendations on the points proposed for the report.

Sen. Coghill suggested consolidating a couple of the points. He noted that keeping the report more simple, would make it more plausible. The committee wants to make a difference in education.

Frank Darnell responded that there is enough material which is available to adequately cover the eight points. Although, consolidating them, would make the report more thorough.

Rep. Johnny Ellis suggested that the committee spend time prioritizing the list, which would enable Dr. Darnell to spend more in depth time on the first points and be able to cover the other points on the surface.

Co-Chair Jones asked Dr. Darnell to prepare for the committee a summary of information regarding each of the eight points.

Dr. Darnell stated that he would have an outline available to all committee members by the December 5th meeting. Dr. Darnell supported the idea of prioritizing the first three points, and further stated that items four, five and seven will be easier, because they are not as controversial.

Rep. Johnny Ellis recommended that item six be listed higher on the list or combined with first or second.

Sen. Jack Coghill reminded everyone that the next meeting will be held November 10th and 11th, in Anchorage.

Rep. Eileen MacLean commented that point number four which is research and evaluation of promising educational practices should be listed as number eight.

Dr. Darnell mentioned that within the packet is the first draft of the introductry section to the report. Dr. Darnell remarked the main emphasis is the role of the legislature. Laying out the ground work will be the responsibility of the committee.

Rep. Ellis asked to look at item three, which covers a broad area in an unclear sentence. He asked if it was a point addressing the health and family service curriculum. Presently, many organizations are consolidating endorsement on those various proposals. Another aspect of this would be the programs delivered through the health and family services agencies.

Rep. Ellis suggested that the major emphasis should be to coordinate the programs that are already in existence and add counseling and preventative measures for young people across the state.

Sen. Jack Coghill asked Dr. Darnell if he was looking at the coordination of health and family service programs within the school system.

Dr. Darnell stated that this is an area in which he has limited background. He continued, he realizes there is a split view on how to coordinate what the needs must be. The State School Board has adopted a policy which provides social school services to be expanded to include service programs.

Dr. Darnell continued that the papers being discussed are an issue analysis. That would encourage the pro's and con's to surface.

Rep. MacLean recommended that there be a more coordinated effort to utilize resource people within the school system.

Rep. Ellis stated that because this is a special committee on school performance, does not mean that the committee can not recommend treatment and counseling and prevention programs be expanded to areas where there are none. These programs do not have to be available through the school, but must be available in the community.

Rep. Niilo Koponen remarked that many years ago the cooperation and integration between the health programs and the schools was much more obvious. Today, that type of communication has disappeared. The committee needs to address the problem of better coordination and expansion of the state health programs or more money to the school districts to use for those programs.

Rep. Ellis asked for Dr. Darnell to continue with item number three, listing the pro's and con's. Rep. Ellis suggested that at the next meeting, the committee will have the basis to make recommendation on it.

Barney Gottstein added that one of the major topics of the National Association of State Board of Education is the issue of "Joining Forces". This association has much research available on how to integrate, how to coordinate education and the social service agencies. These two factions have separated because of the different funding sources, and now need to be interwoven again. Mr. Gottstein noted that the most successful programs in the country are the ones that have integrated these two factions.

TAPE 2, SIDE 2

Rep. Cheri Davis pointed out that social workers in making decisions concerning children's needs do not have the resource available of collaborating with the child's teacher. She also agreed that these programs need to be unified.

Dr. Frank Darnell addressed the way the funds of the budget have been divided amongst personnel service, committee travel and staff travel. They are not in line with the way outlined. Dr. Darnell conferred with Mr. Nordlund concerning this and an alternate proposal will be submitted at the next meeting, filing it with the Legislative Affairs.

Dr. Darnell stated that the second point on the budget is a concern of the committee for the next year. There is the same amount of money in the fiscal note for fiscal year 1990 and fiscal year 1991. The committee will only be in affect for half the year in fiscal 1991. Dr. Darnell, thus commented that the amount of money that is in the note is more than the committee will need. Going into the second session of the 1990 Legislature, it will be necessary for someone to monitor the funds. Dr. Darnell offered to review this for the committee for the next meeting.

Rep. Eileen MacLean reminded the committee of the State Board meeting held in Fairbanks on November 6th and 7th.

Dr. Darnell pointed out the State Board of Education would have a specific item on the agenda, and the four task forces will address points which the board has been looking at, which will be explained. Dr. Darnell recommended that members of the committee be present at the Fairbanks meeting, when the task force groups report to the state board.

Sen. Jack Coghill explained that he would be willing to attend this meeting during the particular section that was relative to what the Joint Committee on School Performance is working on.

Co-Chair Lloyd Jones authorized Senator Coghill and Representative Koponen to represent the Joint Committee at the State School Board meeting.

Frank Darnell added that he has been able to arrange a joint meeting with the leadership of the Alaska Association of School Boards and the Alaska Council of School Superintendents. This meeting will be Saturday, November 11, 1989, in Anchorage at the Sheridan Hotel.

Dr. Darnell asked that the committee make suggestions as to what they would like the agenda to consist of for the next committee meeting.

Sen. Coghill recommended that the committee meet on November 10th, and spend at least two hours to go thru the report.

Dr. Darnell agreed that having a meeting with the committee members to go through the report would help him, although much of the report will not be ready at this meeting, but will be at the December 5th meeting in Petersburg.

Dr. Darnell recommended that the next meeting begin on November 10th at 10 a.m. The following day will be scheduled on November 11th at the Sheridan in the afternoon.

Co-Chair Eileen MacLean suggested that the following day, November 11th, the committee be with the state board and conclude the joint committee meeting with them. This is scheduled for November 11th, at the Anchorage Sheridan.

Chairperson Jones adjourned the meeting.

11/10/89

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
NOVEMBER 10, 1989
LEGISLATIVE INFORMATION OFFICE
ANCHORAGE, ALASKA

Members Present:

Sen. Lloyd Jones, Co-Chair
Rep. Eileen P. MacLean, Co-Chair
Sen. Jack Coghill
Rep. Cheri Davis
Sen. Johne Binkley, (Ex officio)

Members Absent:

Sen. Al Adams
Rep. Johnny Ellis, (Ex officio)
Rep. Niilo Koponen

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, Alaska 99811

Helen Pootoogooluk
Aide - Representative Eileen MacLean
P. O. Box 667
Kotzebue, Alaska 99752

Guests:

Sue Hall
State PTA
1630 Washington Street
Fairbanks, Alaska 99701

Abbe Hensley
President - State of Alaska PTA
P. O. Box 710
Kotzebue, Alaska 99752

Shirley Holloway
Superintendent
North Slope Borough School District
Box 317

Barrow, Alaska 99723

Brenda Itta
Special Assistant to Superintendent of
North Slope Borough School District
Box 169
Barrow, Alaska 99723

Toni Kahklen-Jones
Director for Educational Program Support
Department of Education
P. O. Box F
Juneau, Alaska 99811-0500

Toni Mallott
State Board PTA
102 Cordova Street
Juneau, Alaska 99801

Charles McKee
2201 West 36th Avenue
Anchorage, Alaska 99503

Jim Nordlund
House HESS
Representing Representative Ellis
Juneau, Alaska

Sue Wilken
State Board of Education
Chair-Educational Outcome Committee
2600 Riverview Drive
Fairbanks, Alaska 99701

SENATOR LLOYD JONES, CO-CHAIR, DISTRICT-A, called the meeting to order for the Joint Committee on School Performance. Approval and additions to the agenda were then made. Minutes from the meeting of October 19, 1989, were approved.

REPRESENTATIVE EILEEN P. MACLEAN, CO-CHAIR, DISTRICT-22, recognized and welcomed Mrs. Abbe Hensley.

DR. FRANK DARNELL, CONSULTANT, commented that Sen. Ellis was in Seattle and would not be able to attend the meeting. He would be represented by Jim Nordlund.

Dr. Darnell continued, Rep. Koponen would not be able to attend any more of the committee meetings until the session starts. Rep. Koponen underwent surgery and will be out for three weeks.

SENATOR JACK COGHILL, DISTRICT-J, reported that the session with the State Board of Education went very well. Senator Coghill mentioned copies from the Task Force will be coming for the committee members. The State Board Task Force and the joint committee share issues and are working toward similar goals.

Sen. Coghill remarked concerning a comment by Janie Leask suggesting that the clusters of Molly Houch schools should be consolidated in order to obtain better competition and structure for the children.

REPRESENTATIVE CHERI DAVIS, DISTRICT 1-B, suggested that within all the State's school districts, there is a lot of interest in education issues. People seem to be offering much support for the types of changes the committee is interested in making.

Rep. Davis continued to state that there are many parallel issues that all the educationally concerned boards and committees are discussing. This is good as it provides an opportunity to pull all the ideas together and provides a focus for projects.

ABBE HENSLEY, PRESIDENT, STATE OF ALASKA PARENT TEACHER ASSOCIATION, was recognized by the Chair. She began by explaining how the PTA is organized. The PTA is one of the few organizations which is based on members. Within the State of Alaska, each local unit determines it own dues, and then sends one dollar per member to the Alaska PTA, and fifty cents per member to the national PTA. With such a small population within the State of Alaska, the budget is very small. Last year there were 18,000 members.

PTA is a grass roots organization. The PTA at the local level determines the direction of the PTA at both the state level and the national level.

The establishment of legislative programs for PTA begin at the annual PTA convention including members from throughout the state. At this time the entire legislative program is analyzed and adjusted, reflecting what the body of the PTA thinks would be important. At the same time as this convention, the PTA adopts the legislative priorities for the following year. The State Board for PTA consists of twenty-five members. These members then carry out the goals of the membership.

Ms. Hensley explained that as President of the State Board of PTA, she sits on the National Board of Directors.

Ms. Hensley commented that at the convention last year, a resolution was passed by the members, supporting the recommendations made by the special Senate committee on

school performance. The formation of the Joint Committee on School Performance was one of the recommendations, which would carry on the work of the Senate committee.

Ms. Hensley continued there are many meetings and discussions concerning the educational needs within the state, but the time is now to begin action.

Ms. Hensley outlined the points from last years committee report which are currently workable.

* The report asks that the Legislature require each school district to file a statement of progress and plan for improvement, while the budget for education is being adopted.

* The idea of each school providing a report card concerning the progress from the year, highlighting the problems and the good things which are happening within their schools. This report card should include information from the parents being served as well as the students and the teachers.

* The PTA also endorses the idea of alternative certification and competitive grants. This would enable schools to do some creative and innovative projects. These types of programs need to be implemented for extended periods of time, in order to give them plenty of time to become effective. Enough money needs to be appropriated and enough time to show the results.

* Consolidated grant ideas of grants should be given within a school community, not a school district. The concept of school community includes administrators, teachers, students and parents. PTA welcomes membership to anyone who is interested in children.

Ms. Hensley addressed the issue of funding. She suggested that the committee consider inflation proofing the foundation program and at the same time be able to see some creative things happen in the school.

Ms. Hensley explained that the last piece of the puzzle is parental involvement. She continued to affirm that parents need to be involved in their children's education, then their achievement would increase. The quality of involvement is important.

In order for parents to do a good job encouraging their child's achievement, certain factors are necessary. Parents need to have support to do the job that they want to do. Parents need to be involved in meaningful ways in their children's education.

Ms. Hensley recommended that the committee include the needs of the parents and ways for their involvement within the report.

Ms. Hensley noted that in the previous report, home-based early childhood was not sufficiently addressed. There are many models for this concept. Many models suggest that the education of parents begin with the newborns. This would hopefully develop a lifetime habit of interacting with their children in positive ways.

Ms. Hensley observed that most of the people attending meetings involving the decisions concerning children's education, were not primarily parents. Ms. Hensley would like to organize a meeting of parents to talk about education. This would enable undesignated groups of people an opportunity to get together and discuss what should be happening for their children in the educational arena.

Ms. Hensley reiterated that PTA is concerned with education and equally important the health and safety of children. These will be addressed in the PTA's proposal.

SUE HALL, LEGISLATIVE CHAIR FOR THE PTA, addressed the goals of the PTA in relationship to their plans concerning legislative priorities for the 1990 session.

* The first priority has done away with corporal punishment in schools.

* The need for parental participation at the state level. The State Board of Education rarely has heard from the PTA or parents other than those representing the PTA, because of the lack of funding. This created a need to form a member to member network, linking PTA members with legislators from their area. The PTA is also organizing a phone-tree, allowing a greater number of parents to be reached. This telephone-board plans to work more closely with legislators, particularly with the member-to-member network.

Ms. Hall offered position statements on variety of topics. The position statements come from the grass-roots and are voted on each year by convention delegates; the statements are not generated by the executive committee, but rather by the PTA membership.

Ms. Abbe Hensley offered to supply the committee members a copy of the PTA's Legislative Program.

[Attachment A]



ALASKA PTA
P.O. Box 201496
Anchorage, AK 99520-1496
(907) 279-9345

Legislative Priorities 1989-90

1. The Alaska PTA will support forward funding and adequate, equitable, accountable state funding for education.

2. The Alaska PTA will support legislation and regulations which address our concerns on early childhood education and child care issues.

3. The Alaska PTA will support legislation and regulations which restrict access of minors to drugs, alcohol, and other harmful substances.

4. The Alaska PTA will support legislation and regulations which prohibit the use of corporal punishment in schools.

5. The Alaska PTA will support legislation and regulations which implement the recommendations made by the Senate Special Committee on School Performance as outlined in their report "Helping Schools Succeed at Helping All Children Learn."

Rep. Cheri Davis commented that the points made by Abbe Hensley and Sue Hall are concerns that the committee will be addressing.

Rep. Cheri Davis continued that the phrase "inflation proofing" for educational funding is a important issue which needs to be addressed by the report of the committee and the legislature.

Rep. Davis supported the proposition that any program which suggests parental support within the educational system would be the best approach.

Sen. Jack Coghill asked Abbe Hensley if the PTA had made an examination of the foundation formula. "What would be the best way to execute the inflationary proofing?"

Abbe Hensley responded that the PTA would not support a percentage across the board but rather would look more carefully at the need assessment. The education commission of the PTA will be addressing these issues. The PTA carefully analyzes as many aspects as possible of any recommendations which they make.

Sue Hall acknowledged that the PTA has been involved in the development of the foundation. The PTA has over a three page position paper on the foundation with full and adequate funding for education.

Sen. Jack Coghill noted that the geographical area which he represents covers a broad spectrum of varying sizes and types of classrooms. He stated that block grants do not allow the teachers time to teach the basics.

Sen. Coghill questioned Ms. Hall concerning the issue of alternative certification. Sen. Coghill asked if this was an incentive program for local people to become involved.

Ms. Hall commented that the incentive program which would put special knowledge into the classroom from different skill groups and interest groups. This would not replace the classroom structure.

Ms. Hall continued that the State Board has been looking at the alternative certification incentive program for quite sometime. This would cover persons who do not have a type B certification. They would not be able to become principal, yet they have training in terms of management.

TAPE 1, SIDE 2

Sen. Coghill remarked that Ms. Hensley and Sue Hall have addressed the wide spectrum of parental involvement and

support. Sen. Coghill suggested that the committee help promote recommendations of the PTA.

Rep. Eileen MacLean replied the committee has been asking for parental involvement to be a topic addressed. Rep. MacLean asked the PTA representatives what they meant by "meaningful" parental involvement.

Ms. Hall responded that there is a wide variety of parental type involvement. Parents can be volunteers in the schools or they can spend time in the classrooms, or to become a member of the school board.

Abbe Hensley continued to offer suggestions. Covering the basics of getting the child to school with a full stomach, is parental involvement. Communication with parents from the school. Attending school performances or activities is another way that parents can be involved, and helping children at home with their homework. Parents need to participate in the decision making process. These groups include PTA, school board, advisory school board and curriculum council.

Rep. MacLean explained that hearings from previous meetings of the committee, many parents had expressed concern that the schools within a village were foreign to them. These parents had difficulty going into the schools and trying to find out which classes to go to or who to talk to in order to be involved. These parents didn't know how to go about doing that.

Abbe Hensley replied that the PTA feels it is the responsibility of the school to continue to reach out to parents. Research is showing that in schools where teachers and administrators take a personal interest in the family, the children do better. All teachers need to know how to communicate with parents. Parents want personable teachers.

Ms. Hall suggested that people and educators need to be trained in the skills of reaching out. Parents want a personal touch, not just professionalism.

TONI MALLOTT, PTA STATE BOARD, JUNEAU, suggested that the school district give a parental workshop which could replace one of the teacher in-services. This would be beneficial for parents. This type workshop could give parents the information they need to know how to go into the school system.

Rep. Cheri Davis noted that something organized by the parents for the parents with teachers and administrators drawn in as resource people would be more effective than something organized by the school district.

Ms. Hall recognized the concerns about the how the system works in the education. Perhaps, teachers should make home visits. The problem is that often the parents that need to be reached, are the ones that will not come to meetings. An in-service for teachers in how to deal with and work cooperatively with parents could be an option for in-service schedule.

JIM NORDLUND, HOUSE HESS, REPRESENTING REPRESENTATIVE ELLIS, acknowledged that the ideas being presented are interesting, and these issues would work better in the smaller communities. The larger communities have more diversion and activity. In the villages, the communities are centered around the schools.

Abbe Hensley noted that most schools have open house or parent visit policy. That serves the parent that are comfortable to come through the school doors. Many school classes invite community members to come in and share their expertise. Currently, the PTA is looking at programs that can reach the parents that are not comfortable in those situations. Each community would have to develop its own methods of encouraging communication between the school and the home.

Sue Hall reinforced that each community will need to look at these issues independently, and each school system within that community.

SENATOR JOHNE BINKLEY, DISTRICT-M, noted that the idea of teachers and parental involvement becomes a question of priorities when the task of educating the students is also considered. Parental involvement becomes lower on the priority list, when there are more immediate issues to be addressed on a day to day basis in the schools.

Sen. Binkley suggested that there needs to be financial incentive to encourage parental involvement. If the educators are financially coaxed to take time to go out into the community to encourage parental involvement, and the programs funding is based on it, the educator will take a different interest in the issue. The priority list will then change to include seeking parents to come into the classroom. Until the financial burden is placed on the educators, the seeking of parental involvement will be continually pushed down the priority list, until it is not dealt with.

Abbe Hensley responded that this type of program would need to be carefully structured. If the school districts had to report to the Board of Education, then one third of the report would need to deal with how the school and the community interact. This could be an option, without getting the dollar directly involved into it. The PTA

would like to see happen, would be the involvement to be attainable and desirable.

Rep. Cheri Davis cautioned that having been a school board member for eleven years, and campaigning for the interests of communication and involvement, had unsuccessfully tried to involve more parents within the school district. To threaten the school district with loss of funding because they are not able to get the parents to respond could be tragic.

Sen. Binkley questioned Rep. Davis if she felt that the school districts were doing all that they could in order to make the parents more involved in the process of education.

Rep. Cheri Davis responded that the report card system is a workable idea but tieing it into a financial district incentive would be much less workable.

Rep. Davis extended the invitation to the PTA to the Leadership of School Boards Association meeting.

Rep. Eileen MacLean suggested that basic human values be part of the curriculum, and should this be a responsibility of the school system. Rep. MacLean continued to address early childhood and whether it should be institutionalized as part of the State Department of Education's responsibility.

Abbe Hensley responded that the PTA will support legislation which will provide high quality and developmentally appropriate preschool programs. The PTA agrees that preschool programs should be in the hands of Community and Regional Affairs rather than the Department of Education.

Co-Chair Lloyd Jones asked Dr. Frank Darnell for his report.

Dr. Frank Darnell gave a review of the work he has done since the last committee meeting. Since the end of October, there has been much information collected. Sorting the information has become the primary work. Using the information that is appropriate to the work for the committee, the routine meetings with the Department of Education, routine contact with the State School Board Association and the Superintendents Council and the NEAA/Alaska, and while integrating this with the report of the committee. The position papers that are being developed by the various committees will be made available to the Joint Committee on School Performance for future consideration.

Dr. Darnell commented that he had attended the Ketchikan School Board Meeting. This was important to view that side of Alaska education. So much emphasis goes into the problem area districts, it was worthwhile getting the views of board members from a district such as Ketchikan.

Dr. Darnell stated that he had made contact with Mike Irwin of the Governor's Office. It is important to keep integrating the various projects and reports being prepared on education in order to avoid duplication.

Dr. Darnell emphasized the importance of listening to what the people active in the education field suggest as well as those in the associations and what they think about the legislature moving more aggressively into the area of education. Dr. Darnell met with the University of Alaska Board of Regents, Fairbanks campus chancellor and faculty, UAA faculty and APU faculty. He continued that Chancellor O'Rourke at the University of Alaska, Fairbanks, gave him a copy of his address from the faculty convocation which dealt with issues which the joint committee has been dealing with. A copy of this speech will be given to all on the committee. In Fairbanks, Dr. Darnell had two audio conference meetings with the rural faculty. At those meetings, Dr. Darnell was able to explain the topics identified by the committee; then receiving their input.

Dr. Darnell pointed out that participation in these activities, served as an opportunity to condense the vast amount of material which has been accumulating.

Rep. MacLean asked Dr. Darnell if during his discussions with the faculty and university personnel, was teacher certification discussed.

Dr. Darnell responded that the issue of teacher certification was discussed in every meeting. He reiterated that teacher certification is clearly an issue. Dr. Darnell continued that he is trying to approach the report from an issue analysis aspect presenting the pro and con, and teacher certification has emerged as a topic with divided views.

Sen. Jack Coghill questioned the need for certification.

TAPE 2, SIDE 1

Rep. Eileen MacLean responded that there are teachers that are teaching subjects other than the basics, and are not getting the benefits such as retirement. These teachers are teaching in specialized subjects. The teachers themselves want a certification process. This certification process would give recognition to those teachers teaching the specialized topics as experts.

Sen. Coghill asked if the certification would be a benefit for the future teachers, rather than a benefit for the classroom.

Rep. MacLean commented that the recommendation is for the teachers to further their training as they are going through the certification process and the teaching process.

CHARLES MCKEE testified he is interested in the quality of education. Mr. McKee would like to see funds redirected from the private sector to purchasing equipment which go directly toward increasing the performance in the schools.

Sen. Jones asked Mr. McKee where he had been stopped in his attempt to get the state to listen to his proposal.

Charles McKee responded that he had had a series of personal rejections for tourism projects which he had undertaken. Presently, Mr. McKee is looking for a contract to facilitate his personal interest.

LUNCH BREAK

[TESTIMONY BY SHIRLEY HOLLOWAY, SUPERINTENDENT, NORTH SLOPE BOROUGH SCHOOL DISTRICT -- ATTACHMENT B]

Sen. Coghill asked Dr. Holloway what would happen to a teacher that could not fit into the established structure.

Dr. Holloway suggested that the elimination of tenure would be very helpful to the school districts.

Sen. Jones suggested that the teachers become involved in the evaluation process of the other teachers.

Rep. Cheri Davis mentioned that the idea of teachers evaluating their associates is a state of the art idea. This is an experimental process which is happening on the east coast.

TAPE 2, SIDE 2

Co-Chair Eileen MacLean thanked Dr. Holloway and offered congratulations.

SUE WILKEN, STATE BOARD OF EDUCATION, CHAIR - EDUCATIONAL OUTCOME COMMITTEE, was recognized by Co-Chair MacLean, offered the committee a copy of her work.

The Outcome Committee has been gathering information for the past year and a half from all the national education fronts. Presently, with all the research available, educators know what they should be doing. All the pieces

North Slope Borough School District

ATTACHMENT B

Testimony by
Superintendent Shirley Holloway
Joint Committee on School Performance
November 10, 1989
Anchorage, Alaska

Chairpersons Representative MacLean and Senator Jones, and members of the Committee, thank you for the opportunity to testify before you. My name is Shirley Holloway, Superintendent for the North Slope Borough School District and a resident of Barrow, Alaska, for the past 14 years.

It is my understanding that during your last public hearing in Barrow, your Committee asked the NSB School District to provide more information on those aspects of Effective Schooling we currently practice and steps we have been taking to improve our students' academic performance.

As we mentioned in our September 21 testimony, each principal is working to make sure the six correlates of effective schools are evident in every school:

1. Principals are Instructional Leaders
2. Instructional Focus
3. Positive School Climate
4. Teacher Behavior/High Expectations
5. Measurement
6. Parental Involvement

For the record, I will submit the definitions and attributes of these research correlates of Effective Schools:

CORRELATE: INSTRUCTIONAL LEADERSHIP

Definition: The principal acts as the instructional leader who effectively communicates the mission of the school to the staff, parents, community and students and who understands and applies the characteristics of the instructional program of the school.

Attributes:
- The instructional leader defines the mission.
- The instructional leader manages the curriculum and instruction.
- The instructional leader communicates with school and community.

Pouch 169 • Barrow, Alaska 99723 • (907) 852-5311

CORRELATE: INSTRUCTIONAL FOCUS

Definition: There is a clearly articulated mission for the school through which the staff shares an understanding of and a commitment to instructional goals, objectives, priorities, assessment procedures and accountability. There is also a collaborative planning process in place which is designed to improve student performance.

Attributes:
- Teachers and administrators hav established a clearly-defined school mission.
- A belief that all children can learn is maintained.
- The school mission is collaboratively developed into goals and objectives.
- Educators are held accountable for student learning.
- A sense of total commitment for school and community can be observed.
- A basic standardized curriculum that reflects the school's goal is in place.

CORRELATE: MEASUREMENT

Definition: Feedback on student academic progress is frequently obtained. Multiple assessment methods such as teacher-made tests, informal teacher observations and assessment, mastery skills checklists, criterion-referenced tests and norm-references tests are used. Other sources of data which are not test related such as attendance data and dropout rates are also appropriate. The results of testing and other available data are used to improve individual student performance and the instructional program.

Attributes:
- A commitment to use multiple sources of data to monitor students academic progress and instructional programs is evident.
- Collected data is disaggregated into useful categories.
- Measurement decisions reflect school district's goals and priorities.
- Modifications of the instructional program results as a consequence of analyzing the collected data.

CORRELATE: HIGH EXPECTATIONS

Definition: The school displays a climate of expectation in which staff believes and demonstrates that all students can attain mastery of basic skills and that the staff has the capability to help students achieve such mastery.

Attributes:
- The belief all students can learn is shared by community, staff, students and administration.
- Clearly defined schoolwide policies are written to address discipline, attendance, and instruction.
- Teachers and administrators demonstrate an awareness of biases held towards low-SES, race, gender, and individual capabilities.
- Teachers are held accountable to ensure there is engaged academic learning time for all students.

CORRELATE: SCHOOL CLIMATE

Definition: There is an atmosphere which is orderly without being rigid, quiet without being oppressive, and generally conducive to teaching and learning. The School has a pleasant, clean, and safe environment.

Attributes:
- The environment is businesslike and conducive to learning.
- Facilities are clean and in good repair.
- Students, faculty, and administration respect property and the rights of others to learn.
- Clear rules, policies, and expectations are in place.

SCHOOL/PARENTAL/COMMUNITY INVOLVEMENT

Although not usually considered a separate correlate, higher-achieving schools have a close cooperative relationship with parents and community. This is manifested through the following attributes:

Correlate: Instructional Leadership

- The instructional leader communicates with school and community.
- The instructional leader involves the community and reports student achievement.

Correlate: Instructional Focus

- A sense of total commitment from school and community can be observed.
- The media is informed of the school's mission.

Correlate: High Expectations

- The belief all students can learn is shared by community, staff, students, and administration.

- Teachers and adminstrators provide quality feedback to students, parents, and community.
- Teachers and adminstrators communicate schoolwide policies consistently to students and community.

Correlate: School Climate

- Faculty, students and community work together to make school a pleasant place.

Correlate: Measurement

- Parents and the community are kept aware of student academic progress.

Consequently, we believe what people believe, their values impact behavior. A school and its employees, ranging from the top administrator down to the janitor, must believe that **ALL CHILDREN CAN LEARN**; that success breeds success; and schools (the classroom teachers) control the condition of success in the classroom, regardless of home condition, race, sex, or socio-economic background.

The NSBSD has spent a lot of time and energy focusing on the correlates of Instructional Focus and Teacher Behavior/High Expectations. The correlate, Teacher Behavior/High Expectations, emphasizes looking at possible sources of bias. Listed below are sources of bias that have been identified by Brookover in his paper entitled Creating Effective Schools, which relate to the correlate of Teacher Behavior/High Expectations. The District has offered for credit, a university class called Effective Schooling Practices. It is a mandatory class for all administrators. Workshops on the Effective Schooling correlates, Competency Based Education, and mastery learning have been conducted for the School Board, School Advisory Council and the entire school staff. In English and Inupiat, radio shows and news publications have been produced to assist our parents and community members to understand what the District is trying to do. The New Hire Orientation provided at the beginning of each school year also addresses this issue. Examples of unconscious bias are:

1. Sex--lower expectations for elementary boys and for older girls. This is a function of beliefs about boys' slower maturation and sex role discrimination for older girls.
2. SES--lower expectations for lower SES (including level of parental education, types of jobs held, place of residence, etc).

3. Race--lower expectations for minority status.
4. Test scores, permanent records--belief in "fixed ability" precludes possiblity of improvement and higher expectations.
5. Negative comments about students--lounge talk, other teachers' or principal's evaluations result in lower expectations.
6. Type of school--rural, inner city, or suburban--the first two are associated with lower expectations.
7. Appearance--lower expectations associated with clothes or grooming that are out of style, cheaper material, etc.
8. Oral language patterns--negative cues from any non-standard English result in lower expectations.
9. Neatness--lower expectations associated with general disorganization, poor handwriting, etc.
10. Halo effect--tendency to label a child's overall ability based on one characteristic (e.g., poor behavior becomes the basis of overall negative evaluation).
11. Readiness--negative effects of assuming that maturation rates or prior lack of knowledge or experience are unchanging phenomena, thus precluding improvement.
12. Seating position--lower expectations for sides and back of classroom.
13. Socialization by experienced teachers--tendency to stress limitations of students for new teachers.
14. Student behavior--lower academic expectations for students with poor behavior.
15. Teacher training institutions--perpetuation of myths and ideologies of individal limitations of students results in lower expectations.
16. Teacher education textbooks--same as #15 above.
17. Tracking or grouping--labeling effects and a tendency to accentuate differences between students result in lower expectations.

The instructional focus of the NSBSD is Competency Based Education. Working with the teacher and experts in this area, appropriate competencies are being established for each grade level. I brought copies of materials that were given to parents at the first parent conferences showing the competencies being taught. If parents don't come to school, we encourage teachers to make home visits.

We teach what we mean by CBE by identifying the essential elements. These elements are:

1. Teach to standard (Board adopted 3rd and 6th grade standards)
2. Competencies mastered
3. Accountability

4. Time
5. Belief system

The District's instructional model, called KIITA (Knowing Instruction in Theory and Application) is based upon the basic principles of learning known in other skills as Instructional Theory Into Practice. KIITA is an Inupiat word meaning let's go. Here is where we cover student learning styles, how to monitor and adjust direct instruction and incorporate critical learning principles, such as retention, transfer of learning, etc.

Countless schools and districts throughout the Nation are making major progress to change and restructure what they have traditionally done to assure that all students succeed. Some schools are moving beyond effectiveness toward excellence. Latest research shows that students have the greatest opportunities for success in schools which have created true equity. This aspect needs closer scrutiny since in Alaska we have diverse Native cultures, particularly in rural areas where most instructors are non-Natives. Excellence and equity need to be addressed as we strive for effective schooling.

Educational research over the past two decades has set the stage for creating schools in which all students succeed. The Northwest Regional Educational Laboratory systematically reviews and synthesizes this research to create an *effective schooling research base.*

The research base identifies schooling practices and characteristics associated with measurable improvements in student achievement and excellence in student behavior. These *effective schooling practices* include elements of schooling associated with a clearly defined curriculum; focused classroom instruction and management; firm, consistent discipline; close monitoring of student performance and strong instructional leadership. (The correlates earlier identified)

Much of the research base is derived from six areas:

- *School Effects Research*: Studies of higher- and lower- achieving schools to identify schoolwide practices that help students learn.

- *Teacher Effects Research*: Studies of teachers in the classroom to discover effective instructional practices.

- *Research on Instructional Leadership*: Studies focused on what principals do to support teaching and learning.

- *Curriculum Alignment Research*: Studies of effective methods of organizing and managing curriculum.

- *Program Coupling Research*: Examination of the interrelationships among practices used at the district, school building, and classroom levels.

- *Research on Educational Change*: Studies to identify conditions and practices that promote significant, durable change in educational programs.

Specific schooling practices at the classroom, building, and district levels that have been shown to promote student learning are cited in the NWREL publication *Effective Schooling Practices: A Research Synthesis* (1984). Classroom level practices found to contribute to student success, for example, include a group of practices creating high expectations for student learning.

- Teachers set high standards for learning and let students know they are all expected to meet them. Standards are set so they are both challenging and attainable.

- Quality standards for academic work are set and maintained consistently.

- No students are expected to fall below the level of learning needed to be successful at the next level of education.

- Teachers expect all students to do well on tests and earn good grades.

Drawing on this research base, NWREL identified key concepts that are critical to successful school improvement:

- Successful school improvement is focused on improving student performance, including academic achievement, behavior, and attitude.

- Student performance results provide the basis for setting school improvement goals.

- Continuing to improve becomes the way of doing business in schools where students succeed.

- School improvement must be managed.

- The school is the level at which improvements most effectively take place, not the classroom or district.

- School improvements are based on research, a rich resource of examples, advice and direction that supplements craft knowledge.

- In successful school improvements, the school staff, parents, and members of the community work together to establish high standards for student performance and to assure that all students successfully meet them. In our District, each School Advisory Council and school staff develop a Plan of Service. The plan of service presents the school mission, goals, how the instruction will be managed, student activities, budgets and other aspects of what goes in the school, such as community education and recreation.

The District reports annually to the Board on the ITBS/TAP results. We have come a long way as compared to the initial years when the Borough took over the schooling responsibilities and am proud of the academic growth. Are we happy where we are? NO! But we are working hard and are committed to seeing more academic growth. The NSBSD Board of Education reviews yearly standardized test data. Curriculum and instructional decisions are made based on this data. A comprehensive report is developed for the Board looking at both percentile ranks and growth rates. This year, a video explaining the data was developed and distributed to each community. This year, the Board and administration identified some worksession trends at specific grade levels. As a result of the review, we have teams of teachers working on instructional solutions. I share this information with you in order to demonstrate how our local District deals with test results.

At the same time, we are rapidly developing criterion referenced tests for each grade level which are better indicators of student growth. Our competencies will be managed through an ABACUS computer program for managing instruction.

We also recognize that standardized tests are only <u>one</u> measure of student growth and development.

<u>At-Risk Study</u>

Last year the NSBSD attempted to pull together data to give us a more objective view of students at-risk. The major purposes of the project were to:

1. Clearly identify the nature and content of the district's dropout problem by tracking students who enrolled in NSBSD schools as first graders during the 1978, '79, '80 and '81 school years: students currently in grades 9 through 12.

2. Identify the number of students at-risk of school failure (potential dropouts) in first grade through 12th grade.

3. Provide information needed to arrive at recommendations that will lead to continued improvement of schooling opportunities for students.

The NSBSD Board of Education has been scrutinizing this data as well as ITBS data. Administrative recommendations will be considered by the Board at their December Board meeting. I will share some of the recommendations with you today. The important issue is that the Board and Administration are actively gathering data, sharing data with students, parents, community members, school staff and seeking solutions. I would encourage the Legislature and the Department of Education to encourage local initiative to solving student performance and at-risk issues.

Some of the recommendations I will be presenting to our Board for their consideration are:

Even though the Board and administration believe that "schooling" is the primary responsibility of the school, we are all aware that students are arriving at the school door with increasingly significant needs that must be met. The problem of "At-Risk" is not just a school problem; it is a community issue. The administration conducted an at-risk study during the 1988-89 school year. The following administrative recommendations will be made to the NSBSD Board at their December, 1989, Board meeting:

1. A Community/Agency/School plan of service be developed for each North Slope Village. It is recommended that the elected School Advisory Council at each village take the responsibility for facilitating meetings with City and Borough officials, Corporation officials, businesses, parents, students, and school staff. At the first meeting, at-risk and standardized test data would be reviewed for their village. The anticipated outcome would be that action plans would be developed. The plan would focus on what each group or entity would do to assist with reducing at-risk students. Principals would include a copy of this plan in their yearly Plan of Service submitted to Central Office.

2. It is recommended the Board consider 210 days of instruction per year. As we look at other countries where students are performing at higher levels academically, it is apparent that their school year and instructional day is longer.

3. It is recommended that all students not reading on grade level be required to attend a 6-week "whole language" summer program.

4. Early Childhood Education is recognized as an early intervention to school failure. It is recommended that the Board continue their commitment to hiring teachers with preparation in Early Childhood Education with a strong language development background. It is further recommended that staff development in the Montesorri approaches to early learning be incorporated into the District staff development long-range plan.

5. Competency-based instruction and mastery learning are considered excellent approaches to help students to achieve well. This is our third year of implementation of the Effective Schooling/Competency Based Education/Mastery learning model. It is recommended that the Board accelerate the implementation by identifying a Master teacher at each school and provide time for them to provide peer coaching and mentoring to other staff members. It is further recommended that we continue to have one full-time Central Office person devoted to the implementation of CBE curriculum.

6. Effective Schooling research continues to confirm that Principals are the key instructional leaders. It is recommended that one Central Office person be assigned full-time responsibility for supervising principals. It is further recommended that the Principals be only expected to work with the instructional and student-related budget items in order to free them to be more involved in the instructional aspects of the school.

7. It is recommended that every student identified as an "at-risk" student have a personalized Instructional Plan developed by students (when appropriate), parent or guardian, school staff, and other appropriate agency/community personnel. The plan would be reviewed every semester.

8. A Positive School Climate is a well-established attribute of successful schools. It is recommended that the Board continue to strengthen the New-Hire Orientation which addresses cultural sensitivity, possible unconscious bias and an opportunity to gain an understanding of the Inupiat language, history, and culture.

9. Continue commitment to increasing the number of certified/classified employees who reflect the ethnic make-up of the students.

In summary, I believe we must foster local action to solve schooling problems. The research tells us that change, whether you talk about restructuring schools, or

implementing effective schooling research practices has to happen at the school level. That means each community must become a part of the plan to solve the problems. We see strong School Advisory Councils developing as we give them more and more responsibilities, such as developing school calendars, interviewing principal candidates, working with principals on staffing, schedules, and budgets. They truly influence the School Board and adminstration decisions at both the School and District level.

Many Districts need dollars and technical assistance, both monetary and technical support needs to be from a variety of agencies. Just as schools must form partnerships with their communities and agencies, so should the State. The Department of Education/Community and Regional Affairs/Health, Education and Social Services need to join hands in assisting communities to address the complex issues of school performances and students at-risk.

We have been blessed with strong School Board leadership. Policies that set high expectations marks what is happening on the Slope.

The basis for change in our District is to risk looking at ourselves, being open about what is working, what is not working, and openly sharing the problems and asking for help with the solutions.

RECOMMENDATIONS

1. College and university teaching methods courses should focus on research based practices most likely to improve performance of students.

2. All Alaskan colleges and university teacher-preparation programs should develop at-risk components based on what research tells us works best for at-risk students.

3. Colleges and universities should attempt within the next three years to increase by at least 25% the numbers of Native Alaskan and other minority students who complete their teacher-preparation programs.

4. Legislature increase the school foundation formula to $66,000 for school districts to address at-risk students.

5. Legislature appropriate competitive grant funds for school districts that offer creative and innovative programs to address at-risk students.

6. The Department of Education needs to have enough staff to provide technical assistance to those districts needing help in designing curriculum, staff development, etc.

7. Legislature fund the Early Childhood Education programs.

In conclusion, I want to thank the efforts of the Committee on School Performance. We appreciate your interest on these important issues. I am available for any questions you may have.

are available; putting the puzzle together to create a working model creates the problem.

The Outcome Committee has been specifically working on integrating the information and creating a working model.

The goal of the Outcome Committee is to have all educators and administrators using the same set of objectives. Also, within each building site will in turn be able to do the same thing in relationship to the goals established. A classroom teacher would be able to observe these goals and objectives and question how they could make it work better, as could the community. Unless the community and the educators are willing to together make the changes, it won't happen. For the past ten years, the community and the parents have been kept out of the schools, and the educational system is not working effectively because of this. Turning this around will be difficult.

Sue Wilken noted that presently missing in our education system is the offering of communication skills. The development of communication skills will make a tremendous difference in how the community responds.

Ms. Wilken summarized the outcome areas. There will be more changes. It is interdisciplinary. The lists of straight math and English competencies will be dealt with within the district s. The result is for the districts to feel confident that they can meet the out-come which the state has established, using the district criteria and local control. Ms. Wilken's stated the goal is to educate responsible citizens that will be able to support themselves when they are out of school.

Ms. Wilken invited everyone read the report and offer feedback.

Co-Chair MacLean asked Ms. Wilken's if this would be the working draft policy.

Sue Wilken responded that this information is the draft of one committee. There is one committee on educational outcome and one committee on accountability. The committee on accountability can not be addressed until the committee body knows specifically what it is measuring.

Ms. Wilken suggested that restructuring is a large part of the puzzle. Ms. Wilken noted that there is a school in Fairbanks which has a student/teacher ratio 10:1, by using parent volunteers and community volunteers. One teacher will have three or four other assistants in the classroom at all times.

Sen. Coghill congratulated Sue Wilken and her board on their presentation of task forces. Sen. Coghill noted that the targets set by the state board and those set by the joint committee were 80% the same.

Rep. Cheri Davis further stated that from the work done through the State Board of Education, people are becoming better informed concerning education.

Ms. Wilken acknowledged Rep. Davis comment, and suggested that the State Board of Education is a good working board which wants to make a difference.

Co-Chair Eileen MacLean acknowledged Toni Kahklen-Jones who has been dealing with the issue of At-Risk and the at-risk student.

TONI KAHKLEN-JONES, DIRECTOR FOR EDUCATIONAL PROGRAM SUPPORT (EPS), DEPARTMENT OF EDUCATION, mentioned that at-risk has been a program which EPS has been involved. Changing times within the communities of Alaska create economic and social challenges for parents and families. The Department of Education would like to find ways of helping school districts address these concerns.

Ms. Kahklen-Jones commented that the larger communities access the services of EPS, yet the small districts are so busy trying to meet the demands of daily activities, they communicate less with the program support. Ms. Kahklen-Jones continued that because of the small amount of resources within the state, everyone is becoming more aware for the need of interagency cooperation.

Ms. Kahklen-Jones continued that this is not a school isolated issue, it is a community issue. Currently, the EPS is looking for ways to test ideas and suggestions in how to get these two bodies to work together.

Sen. Coghill asked if the EPS is trying to get a special curriculum for the special education teachers.

Toni Kahklen-Jones responded that nationally the numbers of people that are certified to work in the special ed capacity are diminishing. In Alaska, the increase in that type child suggests that there will be a problem within the next few years. There is a need for more special-ed teachers, yet the number of teachers are diminishing. The university is developing a plan to provide training for teachers to develop these skills, in order to serve in the special ed capacity.

Ms. Kahklen-Jones noted another area where the state has been experiencing a shortage is in occupational therapy and physical therapy.

Sen. Coghill expressed concern over the slow learners who do not have qualified teachers to bring them back into the mainstream.

Sen. Coghill noted that many teachers who can not cope in the main classrooms are placed in special-ed classrooms.

Ms. Kahklen-Jones pointed out that there is concern over this practice. The department has established a task force to evaluate the concern.

Sen. Coghill suggested that the Joint Committee on School Performance tract the work of that task force. The teachers need to understand that they have an achievement process for themselves also, not just the students.

Rep. Cheri Davis asked if the problem of FAS is a growing problem or if it is a growing awareness.

Ms. Kahklen-Jones stated that with the increase of teen pregnancies, the teens tend to be the substance abusers. In the rural communities, this has been identified as a major problem and pregnancies usually occur in and around the use of alcohol, compounding the young age of the mother and the substance abuse. In order for FAS to become a factor the alcohol does not need to be abused, just used.

Co-Chair Eileen MacLean asked for a transcript of the Youth At Risk Conference.

Ms. Kahklen-Jones indicated that this report would be made available to the joint committee as well as all the legislative offices.

Co-Chair Lloyd Jones asked Dr. Darnell to discuss the draft report.

Dr. Frank Darnell submitted a copy of the draft for the committee. Part I covers the purpose of the text. The material comprising Part II, is the area currently being worked on, while collecting background information on each topic. Within Part II, there are eight sections; these are listed in the table of contents and are items which are derived from eight items identified at the last meeting by the joint committee as subjects for consideration.

Dr. Darnell stated that the language used in the outline has been chosen in order that the report may look at each one of the eight topics objectively. By analyzing both the pro's and the con's, the committee will be able to take a position on each topic.

1. State goals and accountability.
2. Systems of school governance and administrative

organization as they relate to school performance.
3. Scope and adequacy of the means for health and family service programs.
4. Teacher and school administrator professional development.
5. Long term needs for Head Start and early childhood.
6. Expanded program of Alaska studies.
7. Review of amount of educational programming on RATNet available.
8. Research on promising education practices.

Dr. Darnell then pointed out that there are two ways the material in these eight topics might be presented. One is the way the first draft outline is designed, that is, each topic is taken i turn and described and analyzed with recommendations concluding the report. Because of time limitations, the first report would go into only the first three or so topics. The second report would have a full year to be developed and the remaining topics would be finished and make up the second report.

A second way to approach the report would be to describe the eight topics in detail in the first report and use the second report for an analysis of each topic in depth, with recommendations and proposed legislation as the concluding chapter.

Dr. Darnell offered to do the first report either way.

Sen. Coghill noted that he would prefer the second approach.

Co-Chair Eileen MacLean concurred with Sen. Coghill, that the second approach was better. This would allow the committee to follow through with the issues which are being analyzed, and then the summary and recommendations would follow.

It was unanimously agreed that the reports should be prepared according to the sceond plan.

Dr. Darnell then addressed the text as written so far. Dr. Darnell stated that he first worked at defining the role of the legislature. Dr. Darnell asked that everyone read it and make comments on the text. The committee agreed to go through the report as written at this time.

Sen. Coghill asked that a quotation from Thomas Jefferson be added in place of the existing quotation on the first page. Jefferson was a strong supporter of public education.

Sen. Coghill pointed out that topic number six in the outline, Expanded Alaska studies, should include studies in

civics. There followed a discussion as to whether this should be called civics or government and the committee agreed that "government" should be added to the list of Alaska studies.

Each member then proceed to read the draft and in general found the contents appropriate to the purposes of the committee and agreed that the report was proceeding satisfactorily. The suggestion was made by Senator Coghill that the text not become too wordy and to keep in mind that the points made needed to be readily understood by all who would read it.

Co-Chair MacLean made the point that at the next meeting of the committee, this process of line by line reading should continue, thereby allowing the committee to stay up to date as the report is drafted.

Co-Chair MacLean reminded everyone of the next meeting scheduled for Petersburg on December 4th.

The meeting was adjourned.

11/11/89

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
NOVEMBER 11, 1989
ANCHORAGE SHERATON HOTEL
ANCHORAGE, ALASKA
IN CONJUNCTION WITH
ALASKA ASSOCIATION OF SCHOOL BOARDS
AND
ALASKA COUNCIL OF SCHOOL ADMINISTRATORS

Members Present:

Sen. Lloyd Jones
Sen. Jack Coghill
Rep. Cheri Davis

Staff Present:

Dr. Frank Darnell

Speakers:

Mr. Steve McPhetres
Executive Director
Alaska Council of School Administrators - Juneau

Mr. Carl Rose
Executive Director
Alaska Association of School Boards - Juneau

Mr. Harry Rogers
President
Alaska Association of School Superintendents - Valdez

Mr. Gerald Covey
Superindent
Northwest Arctic Borough Schools - Kotzebue

Ms. Mary Gains

Mr. Mike Williams
School Board Member
Yupllt School District - Akiak

Mr. John Anttonen
Director
Department of Education
Division of Finance and Support Services - Juneau

Mr. Ken Johns
School Board Member
Copper River Board of Education - Glenallen

Mr. Gene Redden
Secretary
Alaska Association of School Boards
Fairbanks School Board - Fairbanks

Mr. Bob Lapham
Regional Marketing Manager
Jostins Learning Program - Anchorage

Mr. Leland Dishman
Superintendent
Schools of Copper River District - Glennallen

Mr. Bob Weinstein
Superintendent
Southeast Island Schools - Ketchikan

Mr. Fred Lau
Superintendent
Yukon/Koyukuk School - Nenana

The meeting was called to order at 2:15 p.m.

SENATOR JACK COGHILL, DISTRICT-J, opened the meeting expressing pleasure at the opportunity to hold discussions with the leadership of the School Boards Association and the school superintendents. Sen Coghill pointed out that the committee was anxious to get their views, especially on the role of the legislature on school performance topics. Sen. Coghill stressed the point that the committee is interested in ways to improve schools and was undertaking its work on a positive note. Sen. Coghill pointed out that Alaska has a good system and that the legislature wanted to keep it that way. He hoped they would find ways to improve school performance.

REPRESENTATIVE CHERI DAVIS, DISTRICT 1-B, reiterated the statements of Sen. Coghill and pointed out that during her years of participation in activities with the Alaska Association of School Boards, she had seen continuing growth in the ways in which the association had improved its services to the districts and looked forward to a cooperative relationship with the legislature.

SENATOR LLOYD JONES, DISTRICT, CO-CHAIR, DISTRICT-A, made the point that it is the intention of the joint committee to work together with AASB, AASA, PTA, NEA, and other professional groups to get as many points of view as possiblein order to bring improved schooling to the state. Sen. Jones requested Dr. Darnell's report to the group on the status of the committee's work.

DR. FRANK DARNELL, CONSULTANT, reported the topics for legislative priority identified by the committee were as follows:

1. State Goals of Education and the Academic Experience.

   a. Legislatively mandated goals.

   b. Legislatively mandated curricula.

   c. Legislatively mandated measures of achievement.

   d. Legislatively provided school performance improvement incentives.

2. Alaska's systems of school governance and administrative organization as they relate to school performance.

3. The schope and adequacy of the means available for health and family service programs as they relate to school performance.

4. Teacher and school administrator professional development and competency.

   a. Qualified training for all school personnel assigned to special, extra ordinary or multicultural schools.

   b. Teacher and administrator certificate reform.

   c. Incentive programs to encourage professional development.

   d. Tenure as a measure of competency.

5. Long term needs for enhanced and extended federal Head Start and state early childhood programs, and facilities and parenting.

6. Expanded and enhanced program of Alaska studies, including Alaska History, government, geography, cultures, and economics in middle schools and high schools.

7. Review of the amount, type and scheduling of educational programming available on RATNet, distance education including educational T.V.

8. Research on, evaluation of and dissemination of promising education practices, materials and projects.

Dr. Darnell explained that these topics have become the table of contents for the first report which the committee will present to the legislature by January 23rd, 1990.

Sen. Jones called upon Steve McPhetres, Executive Director of the ACSA.

Mr. McPhetres described his association has just completed their annual meeting and provided a copy of the resolutions passed by their group that week. [Attachment C]

Mr. McPhetres then made the following points:

1. The ACSA opposes House Bill 203 on the subject of special teachers certificates. The AASA will issue a statement outlining a compromise plan for special teaching certificates in the near future.

2. Mr. McPhetres stressed the desire of the AASA working with the legislature and the joint committee. They hope that developments along this line take a favorable note.

3. Mr. McPhetres stressed the At-Risk reports of the State Board now being prepared for the Department of Education were important papers for consideration by the joint committee.

4. Mr. McPhetres spoke of the state financial foundation plan for schools, pointing out the need for the foundation to retain stability by being indexed to increase costs of schooling.

5. Mr. McPhetres continued to point out that school superintendents had no fear of fund accountability. They would cooperate with whatever the legislature might want.

6. Mr. McPhetres agreed that there are needs for broad measurements of assessment and accountability.

MR. CARL ROSE, EXECUTIVE DIRECTOR, ALASKA ASSOCIATION OF SCHOOL BOARDS, expressed his appreciation for the opportunity to appear before the committee. He explained that AASB was currently developing a set of resolutions. Copies of these resolutions would be made available to the committee for their consideration. Mr. Rose pointed out that there are so many agencies and people who claim

ACSA
ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-1
GOVERNOR'S EDUCATIONAL ENDOWMENT FUND

The Alaska Council of School Administrators strongly supports Governor Cowper's proposal to establish an Educational Endowment Fund and requests the Alaska State Legislature to pass HJR 13 which will enable the people to vote on the issue at the November 1990 elections.

RATIONALE:

The educational endowment fund would stabilize the future funding of education in Alaska.

The cost of the foundation program for educating Alaska's Children is 25% of the state's budget.

The Alaska State Constitution mandates the establishment and maintenance of a public school system open to all Alaskans. This Endowment Fund would provide a source of FUTURE FUNDING with no drain of General Account monies.

ACSA
ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-2
ALTERNATIVES TO TEACHER CERTIFICATION

The Alaska Council of School Administrators request that the Alaska State Legislature to critically examine all legislation which provides for alternative approaches to certification of teachers before passage to ensure that minimum standards are maintained in the areas of teaching methods, child development and psychology, and mastery of the subject matter.

RATIONALE:

Teaching is a complex responsibility. It requires knowledge of how the human body and mind develops, how to most effectively involve children in the learning process, and have a mastery of their subject matter. It also requires the ability to transfer that knowledge in the most effective method to insure that students receive the best possible education available at every step of their development, and to acquire a sense of learning that will carry them through the rest of their lives.

Teaching requires extensive study, the patience to work with children, and, the ability to direct in a constructive way.

There has been an extensive amount of research on how the mind works and how people learn. We must continue to research and develop more effective methods for delivery of instruction.

Certification does not guarantee outstanding teaching, but it does guarantee a level of skill and knowledge that is important to one who is entering a classroom to teach.

ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-3
RESCIND THE LAW ALLOWING GROWTH AND POSSESSION OF MARIJUANA IN ALASKA

The Alaska Council of School Administrators requests the Alaska State Legislature and Governor to pass legislation to rescind the current law regarding marijuana.

RATIONALE:

The problem of drug and alcohol abuse in our society, particularly children in our schools, is increasing.

The President of the United States has initiated a national campaign to solve this problem.

Many of the students using drugs, particularly marijuana, obtain it from homes where adults grow marijuana for personal use.

There is substantial evidence that marijuana is harmful to the health and safety of its users and often leads to further use of illegal drugs.

There is a common perception by youth and others that the current Alaska Statutes "legalize" marijuana and this misperception has a social effect that is detrimental to the public health and welfare in that it encourages drug abuse.

Educators have dealt first hand with young people who have used marijuana and its detrimental effects.

ACSA
ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-4
FOUNDATION FUNDING FOR DISTRICTS

The Alaska Council of School Administraots requests that the Alaska State Legislature and the Governor increase the value of the instructional unit by a minimum of $6,000.

RATIONALE:

The value of the instructional unit has not increased in three years. However, the cost of providing education in individual school districts has continued to increase due to increased cost of utilities, and overall continued increases in maintenance, operations, supplies and equipment, and personnel costs. Local school districts have absorbed the increases by increased local support, by budget reductions, closing of facilities, and cut backs in program(s).

The Alaska Constitution mandates the establishment and maintenance of a system of public education open to all children. It is the State's responsibility to provide a quality educational program.

ACSA
ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-5
HB 21 "AN ACT RELATING TO NEGOTIATIONS BETWEEN SCHOOL BOARDS AND THEIR EMPLOYEES"

The Alaska Council of School Administrators requests the Alaska State Legislature to oppose HB 21 (the ability of unions to negotiate class size and work load).

RATIONALE:

Class size should not be a part of the negotiations process because of the efforts already being made by all parts of the educational community to address the issue on its own merits of educational value, its complexity of styles of classroom teaching, and make-up of students' abilities and behaviors. The effort is being addressed in an atmosphere of shared views, cooperation, team building, and collegiality. Once the issue becomes a negotiated item, it becomes a labor issue. It is our position that this issue must continue to be discussed in the arena of a sound professional research based forum and that it be shared with teachers, administrators, and elected school board members.

The legislature must protect the right and responsibility of a locally elected boards of education to act on policy development. We believe in the democratic process of government of the people and by the people; therefore, we must believe the local electorate is also capable of developing sound educational policies which will guarantee a quality educational program for their children within their respective communities.

ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-6
TEACHER LAYOFF DUE TO BUDGET REDUCTIONS

The Alaska Council of School Administrators requests that the legislature pass legislation to allow school districts to lay-off tenured teachers due to declining revenue.

RATIONALE:

In times of declining revenues school districts must have the flexibility to reduce tenured and non-tenured staff to prevent cuts in educational programs.



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-1
of the
Alaska Association of School Administrators
REQUESTING THE ALASKA LEGISLATURE TO
CHANGE THE MAKE-UP OF THE PTPC

WHEREAS, pursuant to Alaska Statute 14.20.400, the Alaska Professional Teaching Practices Commission (PTPC) consists of five classroom teachers, one principal, one superintendent, one representative of the office of the Commissioner, and one representative of an Alaska institution of higher learning.

WHEREAS, the National Education Association (NEA) has basically been delegated the authority to appoint the five classroom teachers and therefore five of the nine Commission members, and

WHEREAS, the PTPC, composed of a majority of union appointed classroom teachers, has the authority to warn or reprimand administrators and to suspend or revoke the certificates of administrators with the concurrence of the Commissioner of Education, and

WHEREAS, Alaska Administrators are being judged by a PTPC composed of a majority of individuals who do not perform administrative responsibilities, and

WHEREAS, a restructuring of the PTPC can easily be accomplished without increasing the cost of the PTPC, in a manner which would increase the credibility of the PTPC among the general public, and in a manner which wuld insure appropriate fairness to those accused of violations by the PTPC, and

WHEREAS, Statute also provides that the State Board shall receive recommendations on certification from PTPC;

NOW, THEREFORE, BE IT RESOLVED that the Alaska Association of School Administrators recommends to the Alaska Legislature that Alaska Statute 14.20.400 be amended to provide for a PTPC consisting of five classroom teachers, five-administrators, at least one of who would be a principal and one of who would be a superintendent, a representative of the office of the Commissioner, and one representative of an Alaska institution of higher learning.

BE IT FURTHER RESOLVED that the PTPC would be divided into two panels for the purposes of conducting hearings.

BE IT FURTHER RESOLVED that the hearings involving teachers would be conducted by a panel composed of a majority of the PTPC teacher members.

BE IT FURTHER RESOLVED that hearings involving administrators would be conducted by a panel composed of a majority of the PTPC administrator members.

BE IT FURTHER RESOLVED that the State Board and the PTPC serve and act in accordance with the statute in regards to certification.

APPROVED by the Alaska Association of School Administrators this _____ day of _____, 1989.

_____
President



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-2
of the
Alaska Association of School Administrators

FOUNDATION FUNDING IN TIME OF DECREASED ENROLLMENT

The Alaska Association of School Administrators requests the Alaska Legislature to use Student Count in determining Foundation Entitlement.

WHEREAS, districts are required to make financial obligations prior to the student count in October, and

WHEREAS, the October count is used to determine the foundation entitlement for the district without regard for the obligations made by the district.

NOW THEREFORE BE IT RESOLVED, Alaska Association of School Administrators requests an amendment to the foundation program statute so that, in the event of an enrollment decrease, the reduction in revenues is mitigated over several years (similar to old 14.17.031 (d) without 10% threshold).



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-3
of the
Alaska Association of School Administrators

FOUNDATION FORMULA REVISIONS

WHEREAS, the present formula has been in existence for three years without any change and there are specific areas which need to be revised. In particular, a close examination should be made of the following financing concerns:

A. Single & Dual Site Funding

B. Area Cost Differential Considerations

C. Inflation Proofing the Instructional Unit Value

D. Insuring that the cost of any new programs are funded within the foundation formula

WHEREAS, the support of equity of educational funding for all of Alaska's children should be an ideal pursued by the Alaska Association of School Administrators, and

THEREFORE, BE IT RESOLVED, that the Alaska Association of School Administrators supports efforts to appropriately revise the Elementary and Secondary funding formula in an effort to mitigate the negative impact of the formula on many school districts in the State of Alaska.



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-4
of the
Alaska Association of School Administrators

FORMATION OF ALASKA ASSOCIATION OF SCHOOL SUPERINTENDENTS' STANDING COMMITTEE

WHEREAS, it is the professional responsibility of superintendents, as educational leaders, to develop long-range plans and goals for education, and

WHEREAS, an appropriate role for the statewide association of superintendents is to collaboratively develop professional recommendations regarding the future of education in Alaska, and

WHEREAS, superintendents often find themselves having to manage issues that others raise instead of taking a leadership role in establishing the educational agenda, and

WHEREAS, the lack of a consistent policy to guide education in the state has resulted in the proliferation of inconsistent and sometimes conflicting proposals and policies which sap the limited resources available for education and may even hinder a school district's ability to offer its students a quality education.

NOW, THEREFORE, BE IT RESOLVED that the Alaska Association of School Administrators shall establish a standing committee comprised of superintendents for the purpose of developing an annual report on Alaska's Education Agenda to be used as that organization see fits.

AND, BE IT FURTHER RESOLVED that the report's purpose shall be to make professional recommendations for mid and long-term goals for education in Alaska so that superintendents can take a leadership role in formulating a sound education policy for the state.



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-5
of the
Alaska Association of School Administrators

SEXUAL MISCONDUCT OF EDUCATORS

WHEREAS, the problem of sexual abuse and sexual exploitation of children is a national problem on the rise, and

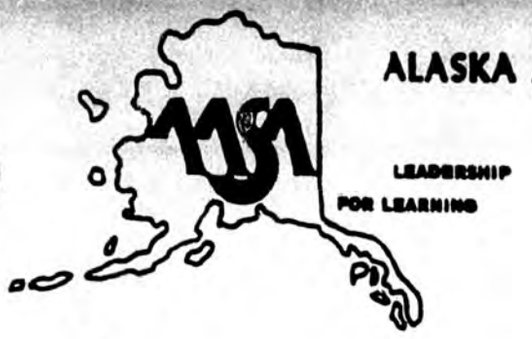
WHEREAS, there is also an increase on the national level in the number of reports involving sexual abuse and exploitation of students by educators, and

WHEREAS, the education profession believes that any sexual conduct between an educator and a student is in violation of professional standards,

WHEREAS, various gaps exist in the law permitting an educator, who has been convicted of sexual abuse and/or has had a certificate revoked due to sexual conduct with a student, to move to another state for the purposes of obtaining an educational position, and

NOW THEREFORE BE IT RESOLVED that the Alaska Association of School Administrators supports all efforts to minimize the risk of a sex offender from being hired by any school district, and to that end supports HB 52 SB 225 which would require the Department of Education to request all records on convictions involving any sex crimes for a person initially seeking certification in the State of Alaska, and

BE IT FURTHER RESOLVED that the Alaska Association of School Administrators supports all efforts to minimize the possibility of sexually abusive educators remaining in their positions, and to that end supports efforts by the Department of Education and the Professional Teaching Practices Commission to establish reporting requirements in situations where an educator has knowledge that sexual misconduct involving an educator has occurred.



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-6
of the
Alaska Association of School Administrators

WHEREAS, the Alaska Legislature and the Alaska Department of Education have adopted statutes and regulations respectively which deal with wages, fringe benefits, hours, leaves, holidays, evaluations, and numerous other terms and conditions of employment for school district employees; and

WHEREAS, many of these provisions pre-date statutes mandating collective bargaining with all organized school district employees; and

WHEREAS, most of these provisions are proper subjects of bargaining between school districts and their organized employees; and

WHEREAS, the inclusion in statutes and regulations of bargainable terms and conditions of employment undermines free and unencumbered collective bargaining between school districts and their organized employees,

THEREFORE, BE IT RESOLVED that, following a study of the aforementioned statutes and regulations by its Executive Board, the Alaska Association of School Administrators authorizes the Executive Board to recommend to the Legislature and to the Department of Educaton the repeal or amendment of specific statutes and regulations which intrude into bargainable terms and conditions of employment for school district employees.

expertise over the educational enterprise, that it hard to determine a underlining philosophy for Alaskan education. There are many elements for many different goals. Mr. Rose stressed the need for the legislature to develop a clear goal for the state, and then the numerous players can work toward that goal according to their particular fields.

HARRY ROGERS, SUPERINTENDENT, VALDEZ CITY SCHOOLS, PRESIDENT, ALASKA ASSOCIATION OF SCHOOL SUPERINTENDENTS, commented to the committee that he saw a need for flexibility in the types of legislation which the committee might be considering. Mr. Rogers noted the wide difference in conditions in Alaskan school districts creates a unique need for provisions, so that each district may meet its needs in its own way.

GERALD COVEY, SUPERINTENDENT, NORTHWEST ARCTIC BOROUGH SCHOOLS, mentioned the need for special considerations for certification of teachers of native language. Mr. Covey continued to explain that the association will propose two approaches to this type certification.

Sen. Coghill described his concerns about specialized certification. He made the point that it would be unfortunate to overextend certification privileges, if the circumstances warrant them. Sen. Coghill recognized the need to acknowledge special expertise concerning this.

Mr. Covey responded with appreciation for Senator Coghill's sensitivity to the issue. Mr. Covey continued with pointing out the need for the long range approach to certificate acquisition if a means is accepted.

Superintendent Covey went on to commend the committee for working together with his asscciation and looked forward to further contacts of this nature.

MARY GAINS pointed out that she worked for the REAA's for many years. Currently, there are many people who have made careers out of rural teaching or school administration and positive approaches are being taken in many districts. The processes are being worked out even in such a complex situation.

MIKE WILLIAMS, SCHOOL BOARD MEMBER, YUPLLT SCHOOL DISTRICT, spoke on the needs for early childhood education in his district. Currently, there is no early childhood program in his village.

Mr. Williams also stressed the need for dissemination of model school programs, so that they can be replicated elsewhere. Mr. Williams was concerned about the effects on self esteem of pupils in his area, due to the publicity

associated with poor performance on the recent achievement tests.

Mr. Williams continued that there is a need for the teacher aides to be recognized and to improve their self esteem. He pointed out that village high school resources are inadequate. There is a need to raise the standards in these schools and there is a strong need for social systems support in his area.

JOHN ANTTONEN, DIRECTOR, DEPARTMENT OF EDUCATION, DIVISION OF EDUCATIONAL FINANCE AND SUPPORT SERVICES, addressed the committee. Mr. Anttonen expressed concern for interpretation of test data which has been issued by the department in the past two years, and also the upcoming test data which will be released the end of this year. Mr. Anttonen pointed out that there are alternatives to norm referenced testing such as portfolios of students work. This material could demonstrate the level of student competency. Mr. Anttonen continued that there is a need to point out the good things which are happening in the schools to the legislature as well as the poor test showings in some districts.

Mr. Anttonen spoke on the high school situation. He pointed out that Houch schools were established following discussions by many organizations after a long period of time. The discussions always revolved around facilities and very seldom were programs discussed. Programs which were very successful in secondary education in the bush needed to be examined and replicated when possible. Mr. Anttonen suggested that high school age youth need both regional high schools and local schools from which to choose for their high school education. Mr. Anttonen visualized in the future something such as the Mt. Edgecumbe type school of the north.

Mr. Anttonen stated his belief that districts should decide which competency should be achieved among the students and how this competency should be measured. Mr. Anttonen continued to stress that there are other ways to measure competency than norm referenced tests.

MR. KEN JOHNS, BOARD MEMBER, COPPER RIVER BOARD OF EDUCATION, addressed the committee. Mr. Johns was especially concerned with community needs to cope with drug and alcohol abuse. Mr. Johns pointed out that the Copper River area was doing this on their own initiative. These efforts need to come from a grass-roots movement. Mr. Johns encourage the committee to address this subject, by providing the means for community initiatives.

MR. GENE REDDEN, SECRETARY, ALASKA ASSOCIATION OF SCHOOL BOARDS, FAIRBANKS SCHOOL BOARD, described activity going on

in Fairbanks. Mr. Redden pointed out that the Fairbanks School Board is now talking far more about the educational programming. The Fairbanks district is examining the possibility of a three tiered graduate diploma for high school students. The student body there made the point that they wanted more substance in the studies.

MR. ROB LAPHAM, JOSTINS LEARNING PROGRAM, recommended to the committee that schools should have smaller classes. Mr. Lapham pointed out that there are technological advances that enable teachers to leverage their teaching resources in a positive way.

MR. LELAND DISHMAN, SUPERINTENDENT, SCHOOLS OF COPPER RIVER DISTRICT, expressed that view that schools are getting a "bum rap" through all of the negative publicity associated with low test scores. Test scores are only one aspect of schooling, especially because of language difficulties among some students. Mr. Dishman suggested that more money in each aspect of schooling would help this situation.

MR. BOB WEINSTEIN, SUPERINTENDENT, SOUTHEAST ISLAND SCHOOLS, expressed that the State Department of Education, has the wrong impression in thinking that single achievement tests have value. Mr. Weinstein suggested that there be multi achievement testing plans to avoid inaccurate results. Mr. Weinstein encouraged legislative incentives instead of mandates.

MR. FRED LAU, SUPERINTENDENT, YUKON/KOYUKUK SCHOOLS
MAYOR, NENANA, urged the committee not to generalize about the schools concerning the low achievement test scores.

Sen. Lloyd Jones thanked all who had attended and those who had addressed the committee on their views and concerns. Sen. Jones assured members of the School Board Association and the School Superintendents Association that their input was valuable and will be considered.

The meeting was adjourned at 4:00 p.m.

12/4/89

MEETING

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
DECEMBER 4, 1989
PETERSBURG, ALASKA

Members Present:

Sen. Lloyd Jones, Co-Chair
Rep. Eileen P. MacLean, Co-Chair
Sen. Jack Coghill
Rep. Cheri Davis

Members Absent:

Sen. Al Adams
Rep. Niilo Koponen
Sen. Johne Binkley (Ex officio)
Rep. Johnny Ellis (Ex officio)

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, Alaska 99811

Glenda Carino
Administrative Assistant -- Sen. Lloyd Jones
Room 9, Capitol Building
P.O. Box V
Juneau, Alaska 99811

Valerie Davidson
Administrative Aide -- Sen. Johne Binkley
Room 518, Capitol Building
P.O. Box V
Juneau, Alaska 99811

Lisa McLaren
Administrative Aide -- Rep. Niilo Koponen
Room 503, Capitol Building
P.O. Box V
Juneau, Alaska 99811

Olivia Olsen
Legislative Information Office
101 Gjoa Street
Petersburg, Alaska 99835

Dorothy Penttila

Legislative Information Office
201 Gjoa Street
Petersburg, Alaska 99835

REPRESENTATIVE EILEEN P. MACLEAN, CO-CHAIR, DISTRICT-22, called the meeting for Joint Committee on School Performance to order. Approval and additions to the agenda was asked. Approval of the minutes from the meeting of November 10 & 11th, 1989, was made, seconded and approved.

Rep. MacLean stated that the agenda would consist of working on the draft for the School Performance Report.

SENATOR LLOYD JONES, CO-CHAIR, DISTRICT-A, reiterated that the committee will work on Dr. Darnell's report and consolidate the goals of the committee.

Sen. Jones encouraged public testimony during the afternoon portion of the joint committee meeting. Sen. Jones welcomed ideas from Petersburg school boards members. He asked for information as to why their district's students are such high achievers.

Co-Chair MacLean stated that the issues which will be addressed at the meeting are:

1. Federal Head Start and early childhood programs and facilities, and the program for parental involvement.

2. Health and family service programs, as they relate to school performance.

3. Teacher and school administrators and their professional development and competency.

4. Alaska systems of school governance and administrative organization as they relate to school performance.

5. Expanded and enhanced program of Alaska studies, including Alaskan history, government, geography, cultures, and economic.

6. Distance education and a review of the amount, type and scheduling of educational programming available on T.V. satellite.

7. Research on, evaluation of and dissemination of promising education practices, materials and projects.

Rep. MacLean stated that the committee is anxious to hear from the Petersburg School District concerning these goals and concerns on educational issues.

DR. FRANK DARNELL, CONSULTANT, addressed the status of the report and the activities which he has been involved in since the last meeting. Dr. Darnell stated that he had consolidated the first chapter of the report which was discussed at the last meeting. A few changes were made, which were consistent with the remarks of the committee. Dr. Darnell mentioned that he had found the quote that Senator Coghill had asked for from Thomas Jefferson.

Dr. Darnell noted that one of the most commonly addressed concerns is the legislature's involvement in matters of school boards. Consequently, the first chapter, of the report stresses the importance of the legislature's role in education.

Dr. Darnell indicated another change within the first part of the report. He rearranged three of the topics to be able to address the highest priority in the first report. The others will be developed at a later date. This will allow the committee to develop a statement which is concise, yet provide for a statement from the committee that is substantial.

Dr. Darnell stressed that the acuteness of the educational problem within Alaska is serious. He agreed that the standardized achievement tests are not a reliable way to measure achievement, especially in rural Alaska. Nevertheless, these tests do exist. This year, there will be a single test used statewide. The results of the 1989 testing are beginning to come in, and the information is bleak. The pattern is the same as it has been the past three or four years; intense highs in some locations and extreme lows in other locations. The variety of responses from community to community is very mixed. The number of districts which are falling below the national average is more than half of all the Alaskan school districts.

Co-Chair Lloyd Jones asked Dr. Darnell if some school districts form the school's curriculum around student achievement tests.

Dr. Darnell admitted that this is a factor which needs consideration. Teaching for the test is an inappropriate process. This is the first year that this particular test was given nationally, and administered in Alaska statewide. Consequently, teaching for the test would not have happened this year.

Dr. Darnell noted that information from a new research report did show some school districts manipulated the test

results in their favor. This happened on a national level and not within our state. There is a problem of reliability on any given test statistics.

Dr. Darnell returned to the report. Dr. Darnell mentioned that he rearranged three of the topics, which would be the most critical for education within the state. He then moved on the Chapter II.

The first priority of the committee would be to define the goals of education in legislation. Dr. Darnell stated that this is to be the first topic because there is currently a bill before the legislature which is taken directly from the Senate's report of last year.

Dr. Darnell said that he has reviewed what other states have done concerning the goals of education. In Alaska, we have established the State Board of Education, with strong potential. The state board is presently working on goals of education. The correct approach for the Alaska legislature would be to put into statute the broad statement of purposes of education, encouraging the state board to develop their goals and provide the means to require compliance among school districts.

The Senate report recommended that the Legislature require the state board to prepare a statement of goals. These will be presented to the legislature at the end of the calendar year. Dr. Darnell mentioned that Sen. Coghill and Rep. Koponen met with the State Board of Education in Fairbanks, addressing the development of the outcomes of education. Dr. Darnell stated that he took those goals from the school board and included them into the second chapter of the joint committee's report. The state board has presented these goals to the School Superintendents and the School Boards Association with favorable comments, but has not yet adopted them as regulations.

Dr. Darnell continued that the second section of chapter II, is the section which he is currently working on. This section deals with how to determine that the districts be held accountable for achieving the goals established by the State Board of Education. There is a need in the legislation to require this.

Dr. Darnell mentioned that he has given thought to an executive summary. This would make it much quicker for the members of the legislature to understand what the joint committee has done, and then by reference, interested members would be able to go into the report for more detail. Dr. Darnell then asked the committee if they would want an executive summary with recommendations on the first three or four topics. Dr. Darnell suggested that the first

three or four goals of the committee need attention as soon as possible.

SENATOR JACK COGHILL, DISTRICT-J, agreed with the current form of the report in which an executive summary should be included. Sen. Coghill replied that the cost of executing such a program will need priority attention. He continued the term youth-at-risk, places these students into a specific category.

Sen. Coghill summarized his remarks by stating that the document which most of the legislators will read will be the executive summary. The wording of the summary will be of utmost importance. Sen. Coghill noted that within the executive summary, the idea and the wording of incentive programs should be dealt with cautiously so that the money will be distributed with the needs of the students rather than that of the administrators.

Dr. Darnell agreed with Sen. Coghill that the term at-risk is over used. Dr. Darnell agreed that the emphasis on the need for improved education is very critical.

Dr. Darnell admitted that his concern is with the results from testing as the measure of evaluating the students progress. The student's progress results are declining nationally. This decline in test scores does not tell the whole story. The same decline is happening on the college level. Over forty percent of all students entering the at the college freshman level need to take remedial mathematics, twenty-five percent need to take remedial English.

Sen. Lloyd Jones suggested that a more accurate definition of at-risk should be formed.

Dr. Darnell stated that the State Board of Education has been dealing with consolidating definitions of at-risk.

Sen. Jones suggested that the real at-risk student would be the one that is entering the work force without addressing the remedial math and English skills. This person will be at-risk for the rest of his/her life.

Dr. Darnell explained that the amount of money which it takes to educate a student is approximately one tenth the amount which it takes to maintain that person, if they have not succeeded in school for the rest of their lives.

REPRESENTATIVE CHERI DAVIS, DISTRICT 1-B, commented that recommendations which include adding additional money for educational grant programs should not be given only to those districts which are not doing well. The term at-risk students needs to be redefined. In those areas which have

money available, reallocation of the money should be the priority.

Dr. Darnell agreed with Rep. Cheri Davis that the problem is wide spread enough that one areas needs should not be favored at the expense of another area. Dr. Darnell suggested that all school districts have problems. The root cause of the problems need to be addressed. Addressing the root causes, will force the school district to be accountable. The school districts for the most part are anxious to account for what they do and for the funds they use.

Dr. Darnell reminded the committee of their goal to identify the topics and priorities for legislative action. Some of the root causes are not directly school related, such as coordinating the social and health services, and coordinating early childhood and parenting needs within education.

Dr. Darnell suggested that the committee start going over the draft in chapter II.

TAPE 1, SIDE 2

Sen. Jack Coghill reminded the committee of an important suggestion from a previous meeting: Predetermining a statement of the class goals at the beginning of a session. Classroom achievement would be graded upon that. Sen. Coghill questioned if this had disappeared within the report.

Sen. Coghill expressed concern with the report leaning toward the statewide testing program.

Dr. Frank Darnell replied to Sen. Coghill, that the following section of the report will deal with the nature of achievement. This section within the report would address the goals of education. School districts would be required to individually state goals and requirements. This would need to be in coordination with what the local school boards had determined essential. Currently, individual districts are not responsible for reporting back to the state legislature or Department of Education as how they achieved their goals.

The new system would require the school districts to show:

1. How the school district goals are consistent with the overall broad state purpose.

2. The school districts would have to show that they are meeting the goals that they developed at the local level.

Dr. Darnell illustrated examples of this system from a national comparison.

Dr. Darnell continued that there needs to be ways of creating incentives for teachers to become eligible to apply for competitive grants. In village schools, advisory boards should be able to initiate their own incentive programs which would fit each village needs, and be able to apply directly for grants.

Sen. Lloyd Jones remarked that incentive grants could create a problem within the school districts. Alaska spends more money on education than any other state in the union per capita, and the job is still not getting done.

Dr. Darnell suggested that the idea of incentives, would be to get the school district more closely involved. Currently, many areas do not have money or opportunity in to have their ideas can surface. By establishing an incentive program, a fund would be established which could be applied through the Department of Education. This type of fund allows the initiatives to come from the bottom-up.

Sen. Jack Coghill asked Dr. Darnell if is this incentive would encourage stimulation within a classroom system rather than creating an entire new program.

Dr. Darnell responded this would definitely be for stimulating the existing classes.

Rep. Cheri Davis pointed out that at a previous meeting, Sen. Binkley recommended a financial incentive to encourage parental involvement.

Rep. Davis recommended that districts include with their report card, along with copies of the test scores mandated by the state board, a portfolio which includes information from parents concerning how they felt the district was doing, and information from students of how effective the system within their school district is. This information could be passed on to the legislative bodies and state board. This type of information would show an accountability of each school district, with the amount of parental involvement and also the student involvement.

Dr. Darnell responded that the report card concept is very similar to the portfolio concept. The report card would be an extensive and detailed report from each school district.

Rep. Eileen MacLean asked if there were any other comments on the report card or the financial incentives.

Rep. MacLean asked the committee to consider tieing the financial incentives into the requirements of the school

districts. The financial incentives would then become a competition for the individual districts for grants.

Rep. MacLean asked Dr. Darnell to begin going over the report, point by point.

Co-Chair Lloyd Jones commented on the grant program. He questioned if the students who would receive the best education would come from the districts who had the best grant writers.

Dr. Darnell responded that the incentive grant idea tries to get away from the concept of the categorical grants. The types of grants delegated would not be for large sums of money, yet create a means by which local people would have a voice. In order to control the problem mentioned by Sen. Jones, the criteria to get the money must be well defined and administered.

Co-Chair Jones noted page VIII of the executive summary: Expanded and Coordinated Health and Social Services, item III, clash on the description of the new program and salvation of the existing programs. Sen. Jones cautioned the committee on the amount of money needed to create new programs. The committee should look at the consolidation of programs using discretion in committing to new programs.

Dr. Frank Darnell explained that the plan is not looking for new programs that would be costly.

Co-Chair Lloyd Jones noted that the use of new programs dealing with drug problems. He continued, the idea of an at-risk child from a few years ago is very different situation from the problems that students involved with drugs and alcohol are experiencing today.

Rep. Cheri Davis asked Dr. Darnell about the report she received from the Office of the Governor dealing with schools featuring cost and salaries.

Dr. Darnell said that he was aware of the report, but it would not be printed in quantity until next week. This report points out that Alaska no longer spends more money per child for education than all other states. Several states exceed the amount that Alaska is spending. Alaska is down the list by seven or eight slots. This information will affect the report of the joint committee.

Dr. Darnell continued that he would want the executive summary to capture the immediate attention of the reader. Dr. Darnell asked for and received the agreement on the order of the topics identified in the report. He reminded the committee that DOE and the Governor's Office will be

proposing legislation along the same lines as the joint committee.

Co-Chair MacLean began with page six of the executive summary. This page outlines each topic. The committee then began with the first topic:

1. SCHOOL DISTRICT ACCOUNTABILITY AND STATE GOALS OF EDUCATION.

Sen. Jack Coghill explained that purpose and accountability is not defined within the report, yet continual reference to these goals are.

Dr. Darnell responded that this will be addressed in the initial part of the report; it was now being written.

Rep. Cheri Davis noted that whenever the Department of Education receives money, many people become resistant. The problem seems to be too much bureaucracy and not enough responsibility for the districts. Rep. Davis suggested that if the districts had the money, they would be able to execute many of their plans without DOE advising them. Rep. Davis recommended that DOE not be involved in the money distribution for the individual school districts.

Dr. Darnell responded that in statute, DOE is the medium through which education money is dealt with.

Dr. Darnell continued that when the section on Control and Restructuring is written, it will show that there are ample means for the state board's authority to be increased.

Co-Chair MacLean introduced the second topic:

2. INCENTIVES FOR INNOVATIONS IN REFORM.

Rep. MacLean continued that this would enable schools to reach state and local goals where shortcomings are identified.

Sen. Coghill asked Dr. Darnell to include where shortcomings are identified within the report carding system by reference to the main report.

Co-Chair MacLean agreed with Sen. Coghill's suggestion.

Rep. MacLean added that her office had researched the report carding system. Some school districts do submit a report card to the Department of Education. Presently, this is a volunteer effort on the behalf of each school district.

Co-Chair MacLean introduced the third topic:

3. EXTENDED AND COORDINATED SOCIAL AND HEALTH SERVICES.

Co-Chair MacLean explained that the common consensus from residents interviewed throughout the State was for more coordination of effort among the health agencies, social agencies and the school districts.

Sen. Jack Coghill replied that the legislature needs to require this by resolution. The emphasis and focus needs to be placed on the school children rather than for the social service agencies.

Dr. Darnell replied to Sen. Coghill's comment that the report emphasis will be placed on student needs.

Rep. Cheri Davis asked if the word "expanded" should be the first word in the heading. Rep. Davis suggested that Social Services might see this as an opportunity mandated by the legislature to spend more money. Rep. Davis recommended using the words "Improved and Coordinated".

Dr. Darnell agreed this change could be made without changing the concept.

All members present agreed with using "Improved and Coordinated" in place of "Expanded" in point number three.

TAPE 2, SIDE 1

Co-Chair Eileen MacLean introduced the fourth topic:

4. EARLY CHILDHOOD AND PARENTING EDUCATION.

Rep. MacLean noted that this topic addresses parental involvement. Involvement here needs to be identified and encouraged within the schools. Early childhood years are the time when the parents need to become involved in their child's education.

Rep. Cheri Davis noted the discrepancy in the term "some communities" on the second line of page nine. Some districts have greater problems than others. Early childhood education should be made available to all children within all communities, yet this early childhood system should not be mandatory. Rep. Davis continued that we definitely need to have early childhood programs within our complex society. This funding needs to be available to "all" communities within the state. Rep. Davis recommended removing the word "some" from this phrase. This would then provide funding for all the communities. Dr. Darnell agreed.

Sen. Coghill suggested using the word "various" replacing the word "some".

Co-Chair MacLean recommended the deletion of the word "some" from the phrase.

Rep. Eileen MacLean addressed her concern over the next phrase:

"To facilitate this review and adapt the budget of the Department of Education".

Currently, there are programs funded through Headstart and through Department of Community and Regional Affairs. Rep. MacLean asked how would the status of these already working programs change when Department of Education became the facilitator. She noted that testimony has shown, total funding through the Department of Education, would formalize the programs and remove parental involvement.

Dr. Darnell responded that this phrase was an error. It should read:

"All agencies involved, especially Community and Regional Affairs".

Sen. Coghill suggested that the committee develop a meaningful position on the school foundation formula.

Co-Chair Jones commented on the need to be able to evaluate a school districts qualifications for specific funding. This process would then bring us back to the school foundation formula.

Dr. Darnell recommended having this information available on the school report card. Each district would be responsible for explaining what the individual district would need to meet all of their goals, and what more should be done that is not already being done. These questions and answers should be addressed on the school districts report card.

LISA MCLAREN, ADMINISTRATIVE AIDE, NIILO KOPONEN, expressed confusion on the recommendation for early childhood education. She asked how the funding would be handled.

Dr. Darnell responded that a better definition should be developed to address this issue. The joint committee will not recommend any course of action at this time rather it will recommend a review of all programs that now exist.

Lisa McLaren asked if the funding spoken of for early childhood education would cover both the private and the public sector.

Dr. Darnell replied that the report would suggest that all early childhood education be funded.

Sen. Coghill suggested that the report address the work of AYI (Alaska Youth Institute).

Co-Chair MacLean recommended that Sen. Coghill's concern be placed under this topic.

Co-Chair MacLean suggested that the fourth point be reworded so all concerns expressed at the joint committee meeting of December 4th, 1989, be addressed.

Dr. Frank Darnell agreed that this would be taken care of.

Rep. Cheri Davis asked if the committee would be using the executive summary as a way to bring attention issues that the final report would address.

Rep. Davis suggested one more topic to be added to the final report: Tenure.

Tenure needs to be further explored and this is the responsibility of the committee. Tenure should tie into the report card and the school districts accountability.

Rep. Cheri Davis suggested by not addressing tenure would be a great disservice to the students and the districts.

Dr. Frank Darnell acknowledged Rep. Davis' comment, and pointed out that all subjects identified by the committee, including tenure would be listed in the executive summary.

Sen. Jack Coghill commented on including Alaskan studies. He thought this should be included with tenure within the executive summary.

Dr. Darnell stated all the points within the report are equally important. The problem of time makes it important to itemize those issues which are not covered in the first report so it will be understood that they will be addressed in the second report next year.

Lisa McLaren commented on the programs funded through day care assistance. She noted that some of the programs available are not specifically educational programs for preschoolers, yet they are programs in which young children spend most of their time. Ms. McLaren spoke of the need for credentialing of the teachers for those programs. She suggested this recommendation be included within point number four.

Sen. Lloyd Jones expressed that one of the purposes of the early childhood program would be to involve the parents.

Programs that emphasize that would be the ones the committee would support.

Co-Chair Eileen MacLean introduced the fifth topic: Professional development and competency.

There were no comments from the committee on point number five. Rep. MacLean asked for a ten minute break.

Dr. Frank Darnell expanded on the goals of education by introducing five questions:

1. What should state mandated schools require of school districts and students?

2. What should be the role of the State Board of Education in specifying the monitoring of state goals?

3. What measures of accountability can be used to reliably assess school district compliance with state mandated goals?

4. What elements of the curriculum should be mandated as a means to assure district compliance with state goals?

5. What incentives, in addition to routine support, can or should the legislature provide?

Sen. Jack Coghill pointed out that legislative mandated goals place the responsibility on the districts and on the State Board of Education. Sen. Coghill recommended that the school districts and the state board share their process in a series of public meetings.

Sen. Coghill furthered stated that the only way to solve the current issues would be by including the public sector in the school districts accountability.

Dr. Darnell noted that the state board does ask for this, yet the local districts do not always provide it.

Rep. Cheri Davis replied to the idea of the incentive. The correct phrasing of the points is very important. The difference would be made by approaching incentive from an encouraging perspective. Rep. Davis continued that within the educational system, people resist the threatening angle. Often the districts which are doing poorly are given more money. This system perpetuates the incentive for those districts not doing well.

Dr. Darnell agreed with Rep. Davis, and suggested he would try to reflect the more constructive point of view within the report.

Rep. Cheri Davis noted that most school districts are involved in getting the public involved, although the approaches used in getting the public involved are at times not appropriate. Rep. Davis suggested researching possible ways of getting the public wanting to become more involved with their child's education.

Dr. Darnell asked the committee to look at page twenty-five. He noted that curriculum has been a common topic throughout all the states. Dr. Darnell reported that nine hundred pieces of legislation within the last four years have been passed across the country, which address school performance or curriculum.

Dr. Darnell reiterated that the legislature needs to state the broad purpose of education.

TAPE 2, SIDE 2

Sen. Coghill asked Dr. Darnell to elaborate more on the report card system in the final report.

Co-Chair Eileen MacLean adjourned the meeting for lunch.

12/4/89

HEARING

HEARING
JOINT COMMITTEE ON SCHOOL PERFORMANCE
December 4, 1989
Petersburg, Alaska

Members Present:

Sen. Lloyd Jones, Co-Chair
Rep. Eileen P. MacLean, Co-Chair
Sen. Jack Coghill
Rep. Cheri Davis

Members Absent:

Sen. Al Adams
Rep. Niilo Koponen
Sen. Johne Binkley (Ex officio)
Rep. Johnny Eillis (Ex Officio)

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, Alaska 99811

Glenda Carino
Administrative Assistant -- Sen. Lloyd Jones
Room 9, Capitol Building
P. O. Box V
Juneau, Alaska 99811

Valerie Davidson
Administrative Aide -- Sen. Johne Binkley
Room 518, Capitol Building
P. O. Box V
Juneau, Alaska 99811

Lisa McLaren
Administrative Aide -- Rep. Niilo Koponen
Room 503, Capitol Building
P. O. Box V
Juneau, Alaska 99811

Olivia Olsen
Legislative Information Office
101 Gjoa Street
Petersburg, Alaska 99835

Dorothy Penttila

Legislative Information Office
101 Gjoa Street
Petersburg, Alaska 99835

Witnesses:

Dr. Mary Francis
Wrangell School District
645 Shakes Street
Wrangell, Alaska 99929

Joseph B. Beckford
Sitka School District
407 Verstovia
Sitka, Alaska 99835

William Creger
Superintendent
Petersburg School District
Box 289
Petersburg, Alaska 99833

John Forney
Minister
Member of School Board
Petersburg School District
Box 807
Petersburg, Alaska 99833

Melissa Carraway
Principal
Petersburg School District
P. O. Box 156
Petersburg, Alaska 99833

Harold Bergman
Retired Teacher and Principle
Petersburg School District
Box 607
Petersburg, Alaska 99833

Nancy Thomas
Principal
Petersburg Middle and High School
General Delivery
Petersburg, Alaska 99833

TAPE 2, SIDE 2

CO-CHAIRPERSON LLOYD JONES, DISTRICT-A:

Good afternoon. We will call the meeting back to order. We are the Joint Task Force on School Performance.

This afternoon, we are taking public testimony. We will start today, with welcoming Wrangell on board here, and Dr. Mary Francis in Wrangell. Dr. Francis would you like to begin testimony, please?

DR. MARY FRANCIS, WRANGELL SCHOOL DISTRICT:

Thank you, and good afternoon. I appreciate this opportunity to be able to testify to the committee. I would like to preface my remarks, by saying the Wrangell School District is willing and eager to be accountable for the school performance of its students. However, there are some factors that make doing so increasingly difficult.

I did listen this morning, and heard the discussion about the amount of money spent for education, and yet we still have problems. I would just like to point to some, unfortunately, financial concerns of mine. We have no increase in the instructional unit in spite of the rising costs over the past three years.

The second factor which concerns me, is that initial inequities in the foundation formula for districts like mine, which are single sites, have caused us problems, and inparticularly, I think, what people don't understand is that there are some programs and services that small sites have never had. It is not a matter of services that have been cut back, it is some that we were never able to afford to provide.

A third factor that is making it difficult financially is a local economy that is unstable due to the dependence on logging and fishing, which does affect the local contribution to schools.

I would just like to point out, in terms of programs, for example, the impact of declining finances. Last year we purchased new materials in math and social studies, and this year we will purchase language arts and science materials, and a new standardized testing program. But, in order to protect these much needed purchases, we had to do a variety of things. We combined three first grades of last year into two second grades this year. I think you are all aware of the impact of large class sizes particularly at the primary level. We had to reduce instructional support staff. We basically had only compensatory program support staff working in our classrooms. We had to cut all travel, including student activities by twenty-five per cent. Other budget line items, we either maintained or reduced every single item in the budget.

And all of this, also, on top for settling for a status quo contract with our certified staff. These

various things, I believe, are important to acknowledge the impact that they will have on our ability to either maintain existing programs for student achievement or to improve them to any extend. And I believe, we shouldn't have to pit these things, one against the other.

The instructional unit needs to be increased to rectify the losses sustained over three years of no increase and it needs to be inflation proofed for the future. Otherwise, I think you will see by logical extension, a decreasing ability to sustain a level of quality programming.

Small districts like Wrangell are at risk of falling behind each year in our ability to improve and provide services to our students.

Thank you very much.

SENATOR LLOYD JONES:

Thank you Dr. Francis. Are there any questions?

SENATOR JACK COGHILL, DISTRICT-J:

Thank you, Mr. Chairman.

Doctor, you were with us this morning. Did you, have you got any comments about the report card system, that we did discuss, and hooking that into some way or other getting the proper funding into the foundation formula. Do you have any comments on that? Or do you know enough about it?

DR. MARY FRANCIS:

I didn't listen. I was only listening for about an hour, and overheard the discussion. I believe, I have the general idea of report card system that you are referring to. I believe that you were the person, who would like to tie the report card to, in some way to districts in need. You would not simply tie funding to people who perform well. Is that right?

SENATOR JACK COGHILL:

That's correct, yes. Trying to, well, you don't want to punish those people who are performing well. You have to tie it someway or another to report card system, and find out, in fact through the report card system, if we do have, like you say, a failure in the proper funding of the basics for the foundation formula.

Like Senator Jones said, we have been through that loop two or three times. I guess when it gets down to, it's not a matter of needs, it becomes a matter of who writes grant report, or who can fill out the best paper work, for the way that we have our system now. We are looking for new innovated way, so that we can get into the recommendations of just exactly what we are trying to do here and that is to get our school performance up to a level of achievement.

DR. MARY FRANCIS:

I would just like to say that, I think it is a good idea. What I would prefer, is that there would be some time for districts to improve with dollars that went with it. For example, in the first year of the report cards showed that "x" district was not performing as well as other districts in the state, with that would be compensated for and the district would be asked to provide some kind long range plan in which it would slowly inch toward improvement. And it takes time, it doesn't help to simply buy a new set of text books and expect the next year suddenly students are performing better.

SENATOR JACK COGHILL:

Yes, I agree. And that of course is what we are trying to grapple with here. We are trying to get into a policy position. We are not going to drive the boat, we are just going to point the boat to where it is supposed to go. We are trying to figure out new and innovative ways to not enhance the system, but to enhance the quality of the receiver end, which is the kids.

I think this report card system will do, is that it will show, it will show all of the values, because when you got stability and family, and got stability and community, that will automatically show up in performances of the education system, as far as that area is concerned. When you have instability, lots of transits and lots of upheavals in family and family affairs in the social structure with alcoholism and all the rest of them, that shows up in the performance in the school level. So the administrators, Doctor, I guess were what, I was saying here, the administrators are looking at the funding side of it. We as policy making people, are trying to look at it from the stand point of what's the end result.

SENATOR LLOYD JONES:

Okay. Thank you very much, Dr. Francis. If nothing further, we will now welcome Sitka aboard, Joe Beckford.

JOSEPH BECKFORD, SITKA:

Thank you very much. I haven't had an opportunity to listened to the testimony that you had thus far. But, with regards to statewide testing, and how the legislature might go choose to go about measuring school performance, I think there are some concerns that we would like to address.

A few years ago, Sitka School District underwent a project called curriculum alignment, whereby, we looked at the different testing programs that are available on the market place and went through a process to match our curriculum with the standardized testing, to find out which standardized test best matched what we are doing. Now obviously, it is no use to test children on things that you are not teaching them. So the logic in doing this was not to teach to the test, but get the best match possible between a testing format and what we are doing in our schools.

When you come in and you start looking at statewide testing, of course, one of the concerns is whether or not you are setting a statewide agenda for curriculum. Again, there is no sense testing that which is not being taught. And so that is a concern I think to not only us, but to any people around the state.

Last night, I was reading through a copy of an article from the November 19th, Wall Street Journal addressing standardized testing. And the number of booklets which have appeared in the market place, which attempt to prepare students for standardized testing, one of the concerns which is arising is the very close match between these test booklets and the test themselves. As a matter of fact, a company by the name of Random House, which has been absorbed by McGraw Hill, came out with a book for that very purpose. And originally McGraw Hill criticized the company for its close proximity to what they were testing. However, McGraw Hill bought out Random House and I believe over two million copies of this booklet were sold and continue to be sold by McGraw Hill, who also owns the California Achievement Test as well as the competency test of basic skills. And so this type of thing happening out in the market place is also a concern, when you look at standardized testing. Personally, I have never been a proponent for standardized testing. I think the best thing for school districts is that they could have very efficient criteria reference testing. And this way, whole schools are responsible for what they say are doing, instead of some other level of involvement such as the testing bureaus.

That is the only concern that I would like to address at this time, and I thank you for giving me the time and opportunity. Thank you.

SENATOR LLOYD JONES:

Is there any other site or anybody else from those sites that would like to participate at this time?

[THE BRIDGE REPLIED THAT THERE WAS NO ONE ELSE.]

SENATOR LLOYD JONES:

Okay. We will now come back to Petersburg here and we will open up the testimony for anyone that is present here. Would anyone like to testify?

The superintendent of schools, Bill.

Welcome, Bill.

BILL CREGER, SUPERINTENDENT, PETERSBURG SCHOOL DISTRICT:

Thank you. I would like to welcome you to Petersburg, also.

I'm Bill Creger, Superintendent of the Petersburg Schools. And as I was saying, I would like to thank you for your interest in education and to hear testimony on behalf of our educational programs throughout the State of Alaska. I deeply appreciate it.

One of the things that I wanted to address, and it was touched on this morning, is the funding for the State of Alaska. Petersburg is one of the districts in the state that per capita spends the least. Another way of looking at it is that for the dollar that is spent by the state, people get much value for the dollar spent. Or it is a bank for the buck, looking at it that way.

We are proud of our educational system here. We think there are some reasons it has been and is a strong school system. One of the fundamental strengths, and I am trying to cut through a lot of talk, is a strong faculty. We have a dedicated and strong faculty, that has been hired and placed for a number of years. It is a veteran faculty. They have been here for a long time, most of them. They were hired carefully, administrators important in the past look to the best teachers they could find, wherever they could find them and hired them. And they also made a concerted effort to keep those teachers on staff. To keep them and make a working environment that was pleasant for them.

So the bottom line for a strong educational system, in my opinion, is the best teachers that you can find. Second, would be retaining them. In order to do that though, comes a need for finances. Increasingly,

Petersburg is finding for the money we are spending, it is going to be harder and harder for us to attract teachers from wherever they might come from, that are the best that we can find. The best that they can be for our kids in our school system.

In the past three years, you have had a foundation formula in place of the state that has $60,000/base per unit. I really believe that that needs to be increased just for cost of living going into next year. For Petersburg in particular, is going to be suffering.

We are in a position right now, where we are going to need to start looking at that cost either this coming year or the following year. We don't really want to do that, because we think that cutting is going to hurt our program. Even now we are standing still. We are not able to add programs as we would like. And in business, when you stand still you are bound for failure. You are bound for reduction in production. And we would like to expand.

Our school board has looked at expanding into a foreign language program. We would like to look at elementary counseling or social service programs for youngsters that need it, and parents that need it. We would like to look at expanding a stronger a science program than we now have. An in-service training for our teachers, to keep them abreast of new things. And strength in an already strong program. And support our teachers, because they need that support.

Strong business' train there employees, and retrain them. And they provide what we call in-service for their people. And they invest in them. And that is a good investment.

I would encourage you to look at what I consider to be the basics of where our money should go in this great state of ours. That is toward the classroom and toward the teachers. I would look for programs that work, and I would look for basic programs that work.

I wanted to comment, too, some under the report card that you are going to be looking at. I think it is a good idea. I think that some measure of performance, some measure of output is important. However, I think you need to look at what that tool will do after you have it in place. Is it the intention to reward districts that do well or is it intention to provide more funds for districts that are not doing well? Again, we are a capitalistic society looking at industry. Those that do well, perform well are going to make more money. This is a fishing community. It is one of the main sources of income in this community. Those that are efficient fishermen, the ones

that know where to go for fish, the ones that have been effective over the years in getting the big catches, make the most money.

So I would encourage you as legislators, to look at rewarding not only those that are doing poorly, but also for providing incentives for those that do well. The national studies that came out over the past since 1983, with the nation at-risk being the first, pointed out, and all of them pointed out two basic needs:

1. Higher pay for teachers.

2. Higher funding levels for education.

And finally Alaska, which at one time, was one of the best paying states in the nation, was the best paying state in the nation, overall, at entry level, is slipping. Even though many of our schools in Alaska are still in the best paying, if you put in the cost of living factor in some areas of twenty-five to thirty-five percent, it is not longer the best. I think you need to look at that as legislators, in order to maintain the best teachers you can for our students here in Alaska.

I have touched on some things which are important to an educational enterprise. Money is the life blood of any educational program, as it is with industry or whatever businesses you are in. And we are concerned about our life blood being reduced and cut, because it will be, just with cost of living increases. And I could reiterate into areas that we have had increases. And you know what those are though. And we had very little to do with a good number of those. Utility costs are going up, insurance costs are going up, escalating the problem nation wide, taking more and more of our money. And we are not adding to programs to do those things. They are just there.

Again, I would thank you for your interest in education. And for being here today, and being concerned about education and the future of Alaska.

SENATOR LLOYD JONES:

Thank you.

Are there any questions?

Rep. MacLean has a question.

REPRESENTATIVE EILEEN MACLEAN:

I just wanted to get some background information on Petersburg School District. What is the student population now?

BILL CREGER:

Our student population this year K-12 is 685 students. That's ....[indisc.]....

REPRESENTATIVE EILEEN MACLEAN

And how many teachers?

BILL CREGER:

We have forty-six full time teachers. Fifty by head count.

REPRESENTATIVE EILEEN MACLEAN:

Let me just go through some of my questions.

You mentioned that your per capita funding is low compared to the State of Alaska. What do you see local contribution that the school district gives toward the funding process?

BILL CREGER:

The local contribution currently is four full mils. That is nothing. With four full mils contribution, there is no in services held or anything such as that.

REPRESENTATIVE EILEEN MACLEAN:

The last question which I wanted to ask is that: Do you have a program for preventative measures for potential drop-outs or what we term at-risk students?

BILL CREGER:

We try to handle as much we can, all our students in the classroom setting. If other than special education programs, Chapter I programs, no we do not. And our drop out rate is between three and five percent.

One thing that I think regarding full out programs of any kind, including ones that we do have, we do have gifted and talented, and we have bilingual, but I think pulling people out of the regular classrooms, sometimes singles them out to the point to where they feel different and feel that they are not part of the system any more, or that people think less of them or even worse they think more of them, and that they are kind of superior human beings.

REPRESENTATIVE EILEEN MACLEAN:

Thank you.

BILL CREGER:

Thank you, too.

SENATOR LLOYD JONES:

Alright. John Forney. Would you like to come forward.

JOHN FORNEY:

I would like each of you to take one of these, please.

[ATTACHMENT A]

SENATOR LLOYD JONES:

Welcome John. Would you identify yourself for the record please.

JOHN FORNEY, MINISTER, MEMBER OF SCHOOL BOARD, PETERSBURG, ALASKA:

I'm John Forney. I'm a member of the school board here. I'm the local Episcopal priest in town and I have also had a chance to do some teaching in a number of studies both in Oakland and other areas and had a chance to substitute teach in our school district as well. It is out of that background that I would like to share some research that has been done on education. This is with poor minority children, but I think it would be pertinent to children that come from many cultural backgrounds. This somewhat brings different values than mainstream school brings or mainstream schools have.

The article itself, to identify it, is by James Comer. He is a professor of child psychiatry and Director of the School Development at Yale University. And to just briefly summarize the article, James Comer writes a little bit out of his own background. He grew up as a black child in the Chicago area and he and three other friends went to one of the elite Chicago integrated schools as children. He says of the four of us, he made it. The three friends didn't. What was it of their family background that gave it the ability to make it in the schooling situation.

Later on, working with children, as a professor of child psychiatry, he begin to notice that the scores between white children out of middle class homes and minority children pretty much stay the same through third

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1771 SCOMM 71: JOINT COMMITTEE ON SCHOOL PERFORMANCE, 1989-90 1339

grade and then at third grade there was a divergence between white scores and minority children scores.

My wife has done research here for the Petersburg Indian Association and same thing can be seen in our Petersburg schools between white scores and scores of native children.

James Comer began to ask the question: What happens around the third grade that links the success in one case, and failure in another. His surmise was that the working hypothesis was that there is an essential ingredient that homes give children, that is absolutely essential in terms of predicting success in education. And he said the values of home and peer group culture, which tend to predominate over the values of school culture at about the third grade level are divergent from school culture.

The result is alienation and failure.

I begin to wonder in terms of Alaska, if that is some of what we see here. As a result of two schools in New Haven, where he worked with the parent committee to work with those schools. Within five years, test scores with those schools were on a par with the rest of the district. Within seven years, the test scores were higher than the surrounding white, essentially white schools.

They have took this model, and they have replicated it in fifty schools around the nation, with the same success. I wonder in terms of our schools, where families come from or students come from families whether they are lower blue collar socioeconomic groups. Whites, if there is this kind of disparity between the cultural predispositions of schools and family, if that would account for some of it. What we see in terms of failure in our children.

Having worked in inner city Oakland, I had the same experience that he had when he talks about parents who felt that they were completely unworthy even to come into the school, because maybe they didn't know how to read or write. And so they didn't read to their children at night time like we read to our children. They didn't know how to read. They didn't come to the school functions because like I said, they did not feel worthy to be in that building. It is only when they begin to integrate parents from those families, in a meaningful way, with the education of their children and in the social life of the institutional school, will scores begin to improve.

I think that this is something that we need to consider here. How will we do that?

SENATOR JACK COGHILL:

John, on page forty-five of your handout, gives a good draft of the way some of these policies have to come together. And the professional consultant on the one side and the parent group on the other side meeting with the management team before it goes into the system. Of course, I am a strong advocate of the AYI program in Alaska when it comes to the Alaska Youth Institute with the mental health program when it comes to disturbed children or to children that are perceived to be backwards, and I think that tells the story.

Thank you very much for the handout.

JOHN FORNEY:

Well, I think it is a model. They say it has been replicated in fifty dysfunctional schools around the country and virtually every school has been brought to national standard performance if not above.

SENATOR LLOYD JONES:

Thank you John, very much.

JOHN FORNEY:

Thank you.

SENATOR LLOYD JONES:

I have a letter here from a fellow who is probably right here in the room here. A recently retired principal of the school system here. He addresses it:

"Senator Lloyd Jones:

I believe your school improvement committee has scheduled a Tuesday lunch with the Petersburg School Board, with a goal of finding out from them what makes a school excellent. I am sure this will be a worthwhile meeting for you. However, if you wish to include in your deliberations, information on the day to day, hour by hour acts, procedures, decisions, and dialogues within the school buildings themselves, while the kids are there, those things that really make a school tick, you are maybe leaving out the most important ingredient.

I have spent my professional lifetime regularly studying professional materials, persons, and research that have been concerned with identifying those characteristics that cause a school to be excellent. They all agree that the principal is the deciding factor.

With that in mind, I suggest that you balance with what the policy makers say with what the most knowledgeable principals think. Specifically, I believe that your committee should contact Executive Secretary of the Principal Association, Larry Graham, and ask him to identify three to five outstanding principals who have shown that they know how to run excellent schools. I suggest that you ask them to prepare criteria and that you meet with that group at least once, for some in depth dialogue.

Education is very important to me, as I am sure it is to you.

Thank you,

Sid Wright"

I think that is a constructive addition to our meeting here. I think it is a worthwhile idea, and perhaps when we get back to Juneau, we could invite those people to a meeting. We have two principles in our audience. I didn't know that. You are certainly welcome. It sounds like Sid is getting to the heart of the matter.

[unidentified person said "She is not here to go public."]

SENATOR LLOYD JONES:

Well, we certainly welcome any testimony at this time, that you may have or may have observed, in your experience, that could help us out. And we will pursue this idea that Sid has.

Thank you, very much.

MELISSA CARRAWAY, PRINCIPAL, ELEMENTARY SCHOOL, PETERSBURG:

Good afternoon, I'm Melissa Carraway. I am the elementary principal here in Petersburg. And I worked with Sid Wright for a number of years, and he typically does this to me. He takes off and let's me do the dirty work.

The important thing that I would like to share with you, is that as a principal, the most important part of education is the children. And once you have given them some power, they can do wonderful things. People to best help them get that power in school studies is their teacher. Consequently they need to be empowered. When you begin to ask those teachers to do a hundred and one other things, other than teach in their classrooms, because of all the wonderful programs that make schools special, you begin to burn teachers out and they can't take care of

their number one responsibility. And that is something that concerns me as an educator and as an administrator of education. We want all these wonderful programs, we want to come to all these wonderful meetings, and then yet I should be there with my kids saying good-bye to them right now. They are going home. And that is the best gift I can give to them today, to let them know that I care about them.

I think that we have to be real careful that we don't get too paper oriented in trying to make schools perfect. Because the best thing that we can do for them, is to give them people that care.

You are showing that to us by being here today. Come to school tomorrow, that would even be better.

Thank you.

SENATOR LLOYD JONES:

Thank you.

Are there any questions?

MELISSA CARRAWAY:

Thanks.

SENATOR LLOYD JONES:

Alright. There are some other people out there. Would you like to come forward?

I've never known Harold Bergman to be quiet. He always has something to add.

HAROLD BERGMAN, RETIRED TEACHER AND PRINCIPAL, PETERSBURG SCHOOL DISTRICT:

My name is Harold Bergman. I taught here in Petersburg schools for twenty-five years. I was principal for about fifteen.

I can walk into about any school and be there for about five minutes and tell you whether it is a happy school. And by happy, I mean that the kids are eager to come to school and less than they are eager to go home.

....[INDISC.----MICROPHONE NOT BEING USED PROPERLY]....

TAPE 3, SIDE 1

HAROLD BERGMAN:

....some of the older ones say:

"It's none of your business, Mr. Bergman. That's our home life, and you've got nothing to do with that."

I couldn't understand that. It was way beyond me, because I come from a home where my father drank, but reasonably. On Friday night, he would come home from work where they paid weekly, you know, and he had a little ....[indisc]....He always had a big smile on his face, and a candy bar, and I accepted that.

I will tell you a story about a boy that came to class, and I said:

"Where's your dad?"

He says, his dad was a janitor, he said:

"My dad got a bottle last night, and he didn't finish is. He's got to stay home and finish it today."

This was accepted. And I think this is still accepted today. And I hope to God that you people can do something about it. I failed. But maybe you can.

So keep a happy school.

Thank you.

SENATOR LLOYD JONES:

Thank you, Harold.

Come right up. All's we need is your name.

NANCY THOMAS, PRINCIPAL, MIDDLE SCHOOL & HIGH SCHOOL, PETERSBURG:

I'm Nancy Thomas and I'm the principal in the Middle School, High School here. And I have just come from St. Lawrence Island. Gamble is the name of the village that I worked for in the Bering Strait School District.

It is real intriguing to me, that it could be said, I was principal there for two years and now my third year here, I have absolutely done wonders because this group I brought up test scores and such...I haven't. There is such a different background, such different problems, and it seems that I am hearing people thinking that the problems in Petersburg are the same as the problems on St. Lawrence Island. And the solutions are the same. And they are not. And the money involved is not the same, and the teacher housing situation.

I also worked with North West Arctic School District, and lived in a shack, in a 11' x 12' shack for a year. Our teachers out in St. Lawrence Island lived in horrible housing, with no running water and so forth. And those people come and go quickly. And you can only live under those circumstances for a year or two. It is so difficult and isolated and remote and so forth.

When I hear things about teacher commitment, this is an absolutely wonderful staff in Petersburg. But there are committed teachers all over that are living under very very difficult circumstances. And I am not sure that their needs are being met like needs here in South East Alaska, where folks can buy a house and belong.

I do think that we really need to consider that this state is made up of a number of different worlds within the state, and we keep that perspective as we look at educational problems.

SENATOR JACK COGHILL:

Yes. I really appreciate those remarks, Nancy, because that's exactly what we encountered in our testimony when we first started on this journey, to try to figure out where we are at. In fact, I made the remark that these were teachers at-risk, because you are sending people into different cultures, and different ....[indisc.].....the living conditions are different, and the teachers are just not attuned to it.

But, I think that teaching experience should be shared by everyone that is in the educational process. Teachers that come into the larger systems, do not understand that there's a real problem out there in rural Alaska, and I represent a good portion of that. But yet, I got classrooms for schools that have got twenty-five kids in it. The biggest one has got around seven hundred. And yet you have got to try and lead some kid of standard in there. And you are right.

One of the things in our report, we are trying to teach, we want to kinda' crusade with me to teach in the classrooms Alaskan history, Alaskan culture, Alaskan government, Alaskan geography are so different, and then we get some understanding, I think.

You are right, the standards out there have got to be brought out, but you have to bring them up in a different way.

Thank you, Nancy.

SENATOR LLOYD JONES:

Anyone else here in the room like to testify? Any one out there on line that would like to testify, any of the sites.

[THE BRIDGE REPLIED THAT THERE WERE NO OTHER SITES WHO HAD RESPONDED EXCEPT SITKA.]

SENATOR LLOYD JONES:

On the Sitka line, if they are still there, is Joe Beckford still available?

Representative MacLean has a question.

REPRESENTATIVE EILEEN MACLEAN:

Good afternoon, Mr. Beckford. This is Representative MacLean. You were talking about the statewide testing program that you're developing within the Sitka School District, and I wanted to find out what type what type of testing program that you were doing and find what correlates you were utilizing to develop the testing program.

JOSEPH BECKFORD:

....[INDISC. -- VERY FUZZY]....

REPRESENTATIVE EILEEN MACLEAN:

Would you please expand a little on the correlates that were utilized to come up with a testing program that match your current one, a little bit more.

JOSEPH BECKFORD:

One of the things that I could provide to you, would be the ....[indisc.]....alignment format. But, basically what we did ....[indisc.]....and see what concepts that need to be developed at what levels for language arts and mathematics, for the areas which we are testing. And to see at what levels these concepts are being introduced.

For example, it might very well be that in one testing format that the division is introduced at one grade level and one format and is not introduced until the next grade level in another testing format. And so we look at the match between what level these concepts are being introduced in our curriculum and whether on what level they are being tested. In the different testing formats.

Could you expand on that question, please?

I would have to check on that. That could be done very easily by checking with the building principles.

[REPLY IS INDISC.....MICROPHONE IS TURNED OFF.]

When I get back to the office, I will make sure that that information is put together for you, and mailed out.

I have listened with interest to the different speakers that have addressed the committee and I think that all of us have a concern when we look at some of the language, for example under Section II on the committee substitute, under Educational Planning, item III says:

> "The districts shall annually file with the department and make available to the public a report that item III includes a means of measurement an achievement of goals and priorities ."

And further down under item D, says:

> "The results of basic skills achievement tests, in national standardized undergraduate college entrance exams with the appropriate comparisons."

Again, if I could reiterate, in many circumstances, you will find that these national tests, they say that they don't have cultural bias, in fact you will find that they do. That a lot of the concepts, I know, as a teacher myself working many years ago on the Navajo Reservation. I bought a copy of a curriculum designed for low functioning students who are not motivated. Unfortunately, the curriculum that I bought was really oriented towards inner city urban area box, so a lot of the references used where from an inner city type of perspective. I think that you find also as you look at the contents of these standardized tests, that although we said to us that they are not culturally biased, it is very difficult to bring a lot of concepts, that are used in those tests, and to the lives of many of the youngsters in Alaska, face.

I applaud you efforts in looking into this and giving the input, the best input that you can, because the results of whatever actions that you may take are going to have a profound impact. And believe me, I believe, although I would like to hope that it wouldn't happen, but I really believe that as you try to make school districts more accountable in ways that utilize standardized testing, I see the danger of statewide curriculum being developed, as a very real threat. And I think this is quite counter to rational that the state has used in decentralizing education as it did when it established the REAA's, leaving a lot of that decision making for curriculum and what students need to learn at the local level.

Again, I thank you for the opportunity to allow me to present my comments and thoughts to you.

[....INDISC....MICROPHONE TURNED OFF....]

SCIENTIFIC AMERICAN November 1988 Volume 259 Number 5

- ATTACHMENT A -

Educating Poor Minority Children

Schools must win the support of parents and learn to respond flexibly and creatively to students' needs. A successful program developed in New Haven points the way

by James P. Comer

Thomas Jefferson and other advocates of free public schools believed fervently that an educated populace is the lifeblood of democracy. In their view the school clearly had a political purpose: to socialize children to become good citizens. Jefferson wrote, "I know no safe depository of the ultimate powers of the society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion."

It is a long fall from this lofty ideal to the grim reality facing youths at the margins of today's society. Poor minority children are undereducated in disproportionate numbers across the country. Academically such children may lag behind the national average by up to two years. In large cities as many as 50 percent of minority children drop out of school. The failure to educate these children makes ever harder the task of rectifying economic and social inequities. Job opportunities increasingly reside in service and technology industries, but poor minority youths are the least likely to have the social and academic skills these jobs demand. Unless schools can find a way to educate them and bring them into the mainstream, all the problems associated with unemployment and alienation will escalate.

JAMES P. COMER is professor of child psychiatry and director of the School Development Program at Yale University's Child Study Center and associate dean of the Yale University School of Medicine. He received an A.B. at Indiana University, an M.D. from the Howard University College of Medicine and an M.P.H. from the University of Michigan School of Public Health. He writes and consults extensively on school improvement. In his most recent book, *Maggie's American Dream*, which will be published this month by New American Library, Comer writes about his mother, an impoverished black woman who grew up in the rural South.

The task seems overwhelming. And yet it can be done. In 1968 my colleagues and I at Yale University's Child Study Center started an intervention project at two inner-city schools in New Haven. Unlike many of the reforms that are now being tried or proposed, which focus on academic concerns such as teacher credentials and basic skills, our program promotes development and learning by building supportive bonds that draw together children, parents and school. By 1980 academic performance at the two New Haven schools had surpassed the national average, and truancy and disciplinary problems had declined markedly. We have now begun to duplicate that success at more than 50 schools around the country.

The perceptions underlying our approach are partly rooted in my own childhood. In 1939 I entered an elementary school in East Chicago, Ind., with three other black youngsters from a low-income community. The school was considered one of the best in the district; it was racially integrated and served the highest socioeconomic group in town. All four of us were from two-parent families, and our fathers made a living wage in the local steel mill. We were not burdened by any of the disadvantages—school segregation, inadequate schools, single-parent families, unemployment—commonly cited as causes of educational underachievement in poor black children. Yet in spite of the fact that we had similar intellectual potential, my three friends have had difficult lives: one died prematurely from alcoholism, a second spent a large part of his life in jail and a third has been in and out of mental institutions.

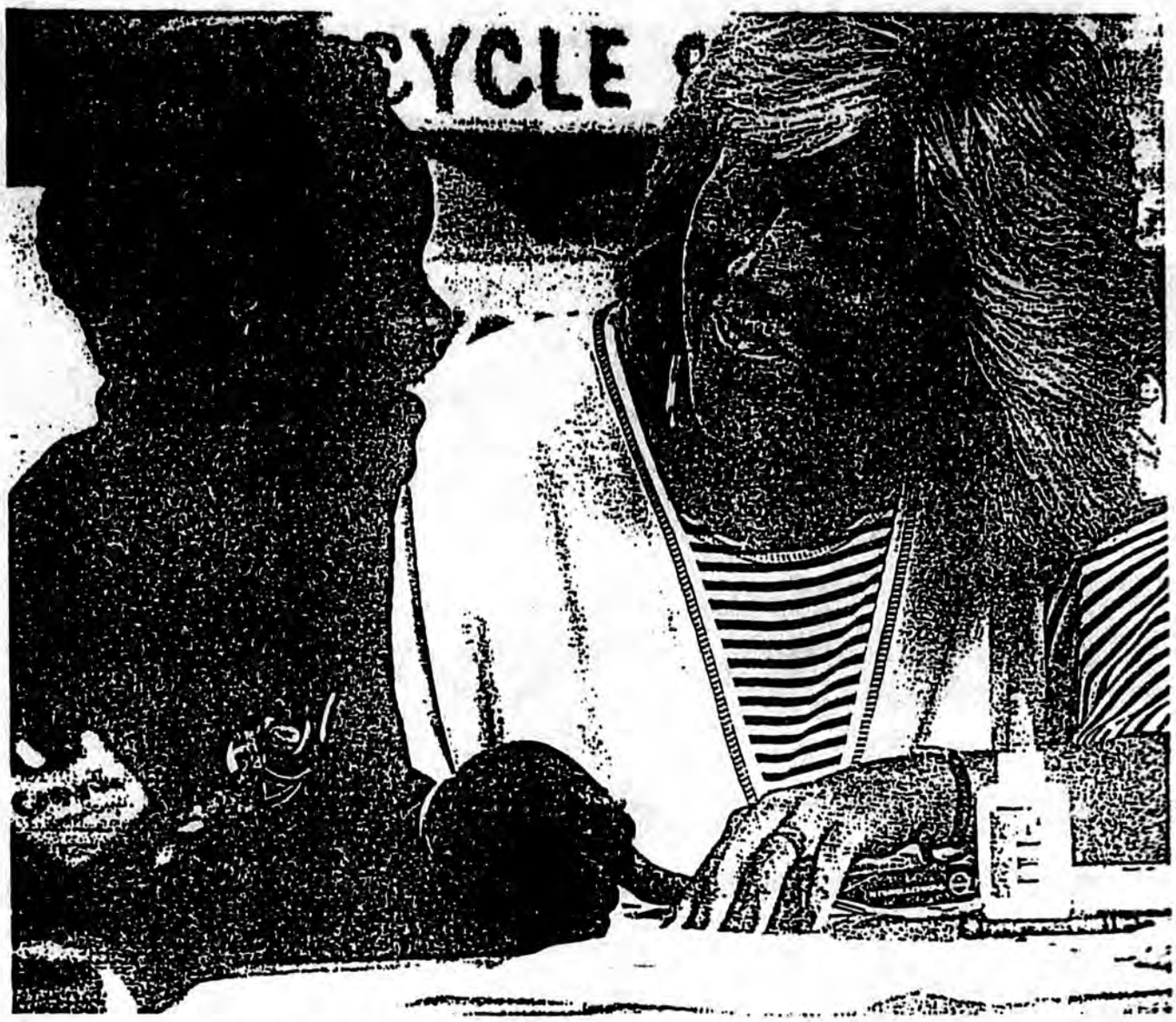
Why did my life turn out better? I think it was largely because my parents, unlike those of my friends, gave me the social skills and confidence that enabled me to take advantage of educational opportunities. For example, I became friendly with my third-grade teacher, with whom I would walk hand in hand to school every day. My parents took me to the library so that I could read many books. My three friends, however, never read books—which frustrated and angered their

teachers. What the teachers did not realize was that their parents were afraid to go to the library; indeed, they were uncomfortable around white people in general and avoided them.

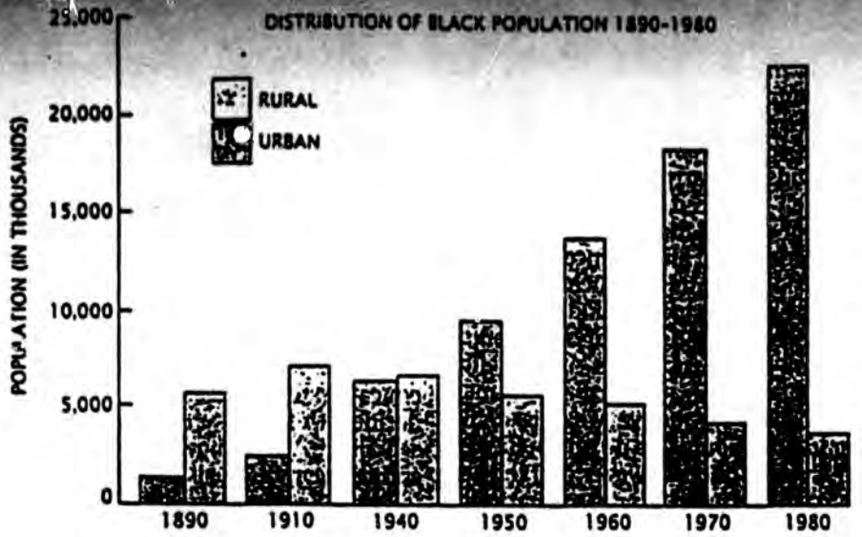
In the 1960's I began to speculate that the contrast between a child's experiences at home and those in school deeply affects the child's psychosocial development, and that this in turn shapes academic achievement. The contrast would be particularly sharp for poor minority children from families outside the mainstream. If my hunches were correct, then the failure to bridge the social and cultural gap between home and school may lie at the root of the poor academic performance of many of these children.

Yet current educational reforms deemphasize interpersonal factors and focus instead on instruction and curriculum. Such approaches reveal a blind spot: they assume that all children come from mainstream backgrounds and arrive at school equally well prepared to perform as the school expects them to. Reading, writing, arithmetic and science are delivered to students in much the same way as tires, windows and doors are attached to the frame of an automobile on an assembly line. Yet students do not come in standardized frames that passively receive what is delivered. Most educators do not challenge this assumption, however, and the approach has never been systematically evaluated or modified through direct experiments in schools.

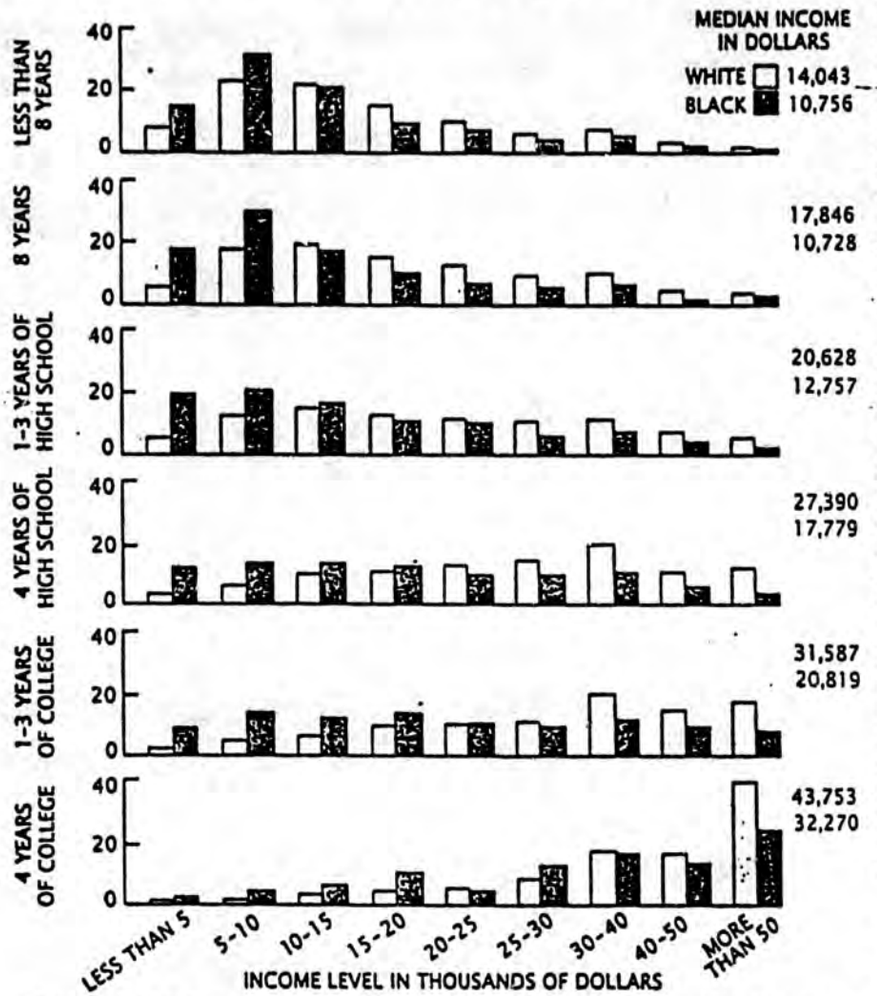
In contrast, Albert J. Solnit and his colleagues at Yale's Child Study Center believed educational reformers should develop their theories by directly observing and intervening in schools over long periods of time. Solnit's ideas inspired the school-intervention research project that was begun by the center and the New Haven school system in 1968 and continued until 1980. I was asked to direct the project and to work with a social worker, a psychologist and a special-education teacher from the center. We decided to immerse ourselves in the schools to learn how they function and then, on the basis of our findings, to develop and implement a model for improving the schools. We were guided by our knowledge of public health,



SMILE REWARDS A JOB WELL DONE in teacher Nancy McManus' first-grade class at the Katharine Brennan School in New Haven, Conn. The school, one of two elementary schools in which the author and his colleagues intervened, serves a nearby low-income housing project that suffers from rampant joblessness and crime. The staff is alert to the special needs of developing children, particularly those from marginal homes, and works hard to get parents involved: 92 percent of the parents visited the school 10 times or more in the past year. The school is now academically one of the best in the city.



BLACK MIGRATION into urban communities (towns of more than 2,500 people) accelerated after World War II. The rural black population once greatly outnumbered the urban population, but the postwar economic boom led large numbers of blacks to move to the cities in search of jobs. Discrimination and lack of adequate education, however, denied many blacks access to the primary urban job markets.



EDUCATION LEVEL correlated to family income for whites and blacks shows that black incomes are at least a third less than the incomes of whites with equivalent schooling. For a given level of schooling completed by the family head, the graph indicates the percentage of families within each income bracket. Lack of education reduces the income of blacks more than that of whites, and black income rises more slowly with education than white income does. The data, for 1984, are from *Statistical Abstract of the United States 1987*, issued by the U.S. Department of Commerce.

human ecology, history and child development—and by common sense.

Our model evolved in two schools: the Martin Luther King, Jr., School, which had about 300 pupils from kindergarten through fourth grade, and the Katharine Brennan School, which had more than 350 pupils from kindergarten through fifth grade. The pupils were 99 percent black and almost all poor: more than 70 percent were from families receiving Aid to Families with Dependent Children. At the beginning of the project the pupils were ranked near the bottom in achievement and attendance among the 33 schools in the city. There were serious problems with attendance and discipline. The staffs were discouraged; their turnover rate was 25 percent. Parents were dejected, distrustful, angry and alienated.

Both staff and parents approached the first year of the project with high expectations. But because teachers and administrators could not agree on clear goals and strategies, we had a difficult school opening. Some new teachers tried to have open classrooms, but the children soon became uncontrollable. Teachers blamed the administration for not providing adequate resources, and parents became angry—angry enough to march on one of the schools. Needless to say, the students did not learn much.

We, on the other hand, learned a great deal. The spectacular deterioration of the schools illuminated their social dynamics, something that would otherwise have taken us many years to perceive. We learned, first of all, that both the schools and our project needed more structure; we established regular meetings so that the staff could coordinate plans and set goals. More important, our analysis of interactions among parents, staff and students revealed a basic problem underlying the schools' dismal academic and disciplinary record: the sociocultural misalignment between home and school. We developed a way to understand how such misalignments disrupt beneficial relations and how to overcome them in order to promote educational development.

Our understanding is based on the fact that a child develops a strong emotional bond to competent caretakers (usually parents) that enables them to help the child develop. Many kinds of development, in social, psychological, emotional, moral, linguistic and cognitive areas, are critical to future academic learning. The attitudes, values and behavior

of the family and its social network strongly affect such development.

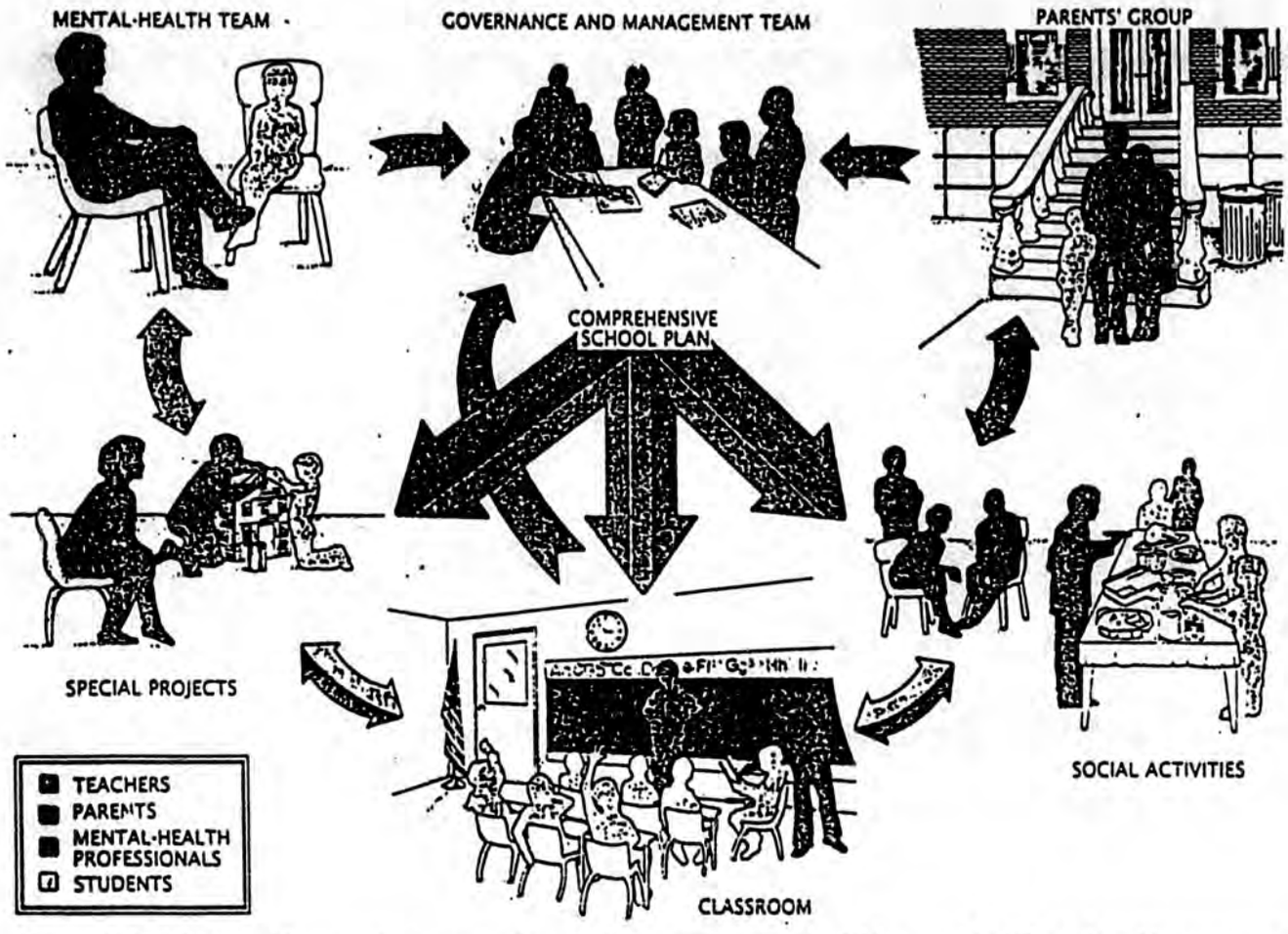
A child whose development meshes with the mainstream values encountered at school will be prepared to achieve at the level of his or her ability. In addition the meshing of home and school fosters further development: when a child's social skills are considered appropriate by the teacher, they elicit positive reactions. A bond develops between the child and the teacher, who can now join in supporting the overall development of the child.

A child from a poor, marginal family, in contrast, is likely to enter school without adequate preparation. The child may arrive without ever having learned such social skills as negotiation and compromise. A child who is expected to read at school may come from a home where no one reads and may never have heard a parent read bedtime stories. The child's language skills may be underdeveloped or nonstandard. Expectations at home and at school may be radically at odds. For example, in some families a child who does not fight back will be punished. And yet the same behavior will get the child into trouble at school.

Such lack of development or development that is at odds with the mainstream occurs disproportionately often among children from the minority groups that have had the most traumatic experiences in this society: Native Americans, Hispanics and blacks. The religious, political, economic and social institutions that had organized and stabilized their communities have suffered severe discontinuity and destruction. Furthermore, these groups have been excluded from educational, economic and political opportunity. These themes are particularly vivid in the black experience.

Blacks arrived in this country forcibly uprooted from their own culture, and they had another culture—that of slavery—imposed on them. Slavery was a state of enforced dependency and inferiority, which offered no future. The dominant Anglo culture, in contrast, placed a high value on independence and personal advancement. The dominant culture devalued the imposed black culture, and many blacks in turn developed a negative self-image. After the abolition of slavery, widespread discrimination denied blacks access to education and to the political and economic mainstream. Yet in spite of these psychological and social handicaps many poor black families, particularly in rural areas, were able to develop strong religious and cultural support systems and to function reasonably well.

After World War II opportunities for rural work diminished and many black families migrated to cities, but as a result of discrimination they were largely shut out of the primary job markets. Moreover, urban jobs de-



SCHEMATIC of the school-intervention program shows its key components and the relations among them. A governance and management team, consisting of the principal, parents, teachers and a mental-health worker, develops a comprehensive school plan covering academics, social activities and special programs, such as a Discovery Room for children who have lost interest in learning. Social activities, such as potluck suppers, teach children social skills and enable parents to meet teachers. Some parents become teachers' aides. The mental-health team assigns a member to work with a child who is having difficulty. It also tries to prevent behavior problems by recommending changes in school procedures. By reducing behavior problems and improving relations with parents, the program creates a school climate conducive to learning.



MENTAL-HEALTH TEAM of the Katharine Brennan School meets weekly under the direction of principal Dietria Wells (*center*). Members track the progress of students who are having problems and discuss intervention strategies, which often involve the children's families. Participants include staff member Bridget Hardy (*left*), speech pathologist Judith Campbell (*right*) and psychologist Karen McCleu (*far right*).

manded a higher level of education than rural ones, and blacks, undereducated in prewar years, were at a disadvantage. At the same time, they experienced severe stress resulting from the loss of supportive communities. For all these reasons, many black families began to function less well and could not provide their children with preschool experiences that would enable them to succeed in school.

Furthermore, blacks were able to achieve mainstream success only in limited professional areas. Thus they could not gain a significant share of political, economic and social power in the larger society and thereby help to advance socially marginal blacks. With time, marginal blacks came to resent mainstream blacks and whites for being unable—and apparently unwilling—to help them, and they defensively rejected the mainstream.

In spite of their alienation from the mainstream, many poor black parents still look to the school as their hope—indeed, their only hope—for the future, even though at the same time they expect the school to fail them and their children as other mainstream institutions have. And in fact the schools often do fail them. Typical schools, with their hierarchical and authoritarian structure, cannot give underdeveloped or differently developed students the skills and experiences that will enable them to fulfill expectations at the school. Instead such students are labeled "bad," unmotivated or stupid. Staff people punish the children and hold low expectations for them, often blaming the students, their parents and their communities for the problems. Parents, for their part, take the problems as a personal failure or as evidence of animosity and rejection by the mainstream. They lose hope and confidence and become less supportive of the school. Some parents, ashamed of their speech, dress or failure to hold jobs, become defensive and hostile, avoiding contact with the school staff.

The result is a high degree of mutual distrust between home and school. A black first-grade teacher in an inner-city school with a nearly all-black student body recalled explaining classroom rules on the first day. When she finished, a six-year-old raised his hand and said, "Teacher, my mama said I don't have to do anything you say." Fortunately this teacher understood the underlying problem, but most teachers would have reacted angrily, whereupon any chance of gaining parental cooperation would have quickly evaporated. This degree of alienation between home and school makes it difficult to nurture a bond between child and teacher that can support development and learning.

The consequences of alienation become most apparent when these children reach the age of about eight. Around this age they are expected to progress academically at a rate that begins to exceed their level of development. In addition the children begin to understand how they and their families differ in income, education and sometimes race and style from other people in the school. At this age, moreover, children seek to decrease their dependence on adults and on the approval of adults.

Unable to achieve in school, these children begin to see academic success as unattainable, and so they protect themselves by deciding school is unimportant. Many seek a sense of adequacy, belonging and self-affirmation in nonmainstream groups that do not value academic achievement. Such children are at risk for dropping out, teen-age pregnancy, drug abuse and crime. On the other hand, the decision to pursue academic achievement and to join the mainstream also exacts a heavy price: such a choice means rejecting the culture of one's parents and social group.

Our analysis of the two New Haven schools suggested that the key to academic achievement is to promote psychological development in students, which encourages bonding to the school. Doing so requires fostering positive interaction between parents and school staff, a task for which most staff people are not trained. Such changes cannot be mandated or sustained from outside the school. Our task, then, was to create a strategy that would overcome the staff's resistance to change, instill in them a working understanding of child development and enable them to improve relations with parents.

From our experience during the first difficult year it was obvious that we would make no progress until we had reduced the destructive interactions among parents, teachers and administrators and given cohesiveness and direction to the schools' management and teaching. To this end we created in each school a governance and management team of about a dozen people led by the principal and made up of elected parents and teachers, a mental-health specialist and a member of the nonprofessional support staff—all the adults who had a stake in the outcome. The teams decided issues ranging from the schools' aca-

demic and social program to changes in school procedures that seemed to engender behavior problems.

Several rules guided these teams. First, team members had to recognize the authority of the principal but, equally important, the principal could not push through decisions without weighing the concerns of the team members. Second, we agreed to focus efforts on problem solving and not waste time and energy in placing blame. Third, we made decisions by consensus rather than by vote; this promoted cooperation by reducing the harmful tendency of groups to polarize into "winners" and "losers."

The teams were not fully accepted at first, nor were they immediately effective, because we at the center were viewed as outsiders (from Yale, to boot, which working-class people in New Haven have always regarded with suspicion). But as we helped the principals to see that power sharing increased their own ability to manage the school, and as teachers and administrators benefited, the staff became more willing to apply our expertise in social and behavioral sciences to every aspect of the school.

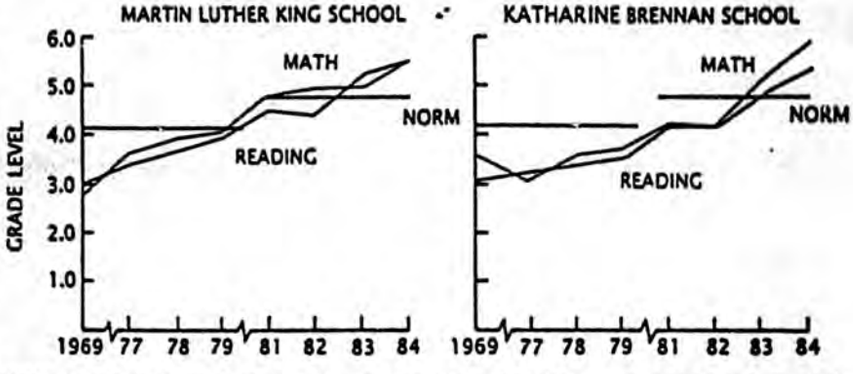
We invited parents from among the group that had protested against us in the first year to join the team. With their input we developed a program that involved parents at three levels: shaping policy through their representatives on the governance and management team, participating in activities supporting the school program, and attending school events.

At one point about a dozen parents worked as classroom assistants and formed the core of the parents' group. (They were paid the minimum wage.) Parents and staff sponsored activities such as potluck suppers, book fairs and graduation ceremonies. These social gatherings fostered good relations between parents and staff, so that when a child was having problems, the staff could discuss the matter with the parents without eliciting defensive reactions. As a result the school climate and student behavior improved, and more parents began to attend school activities.

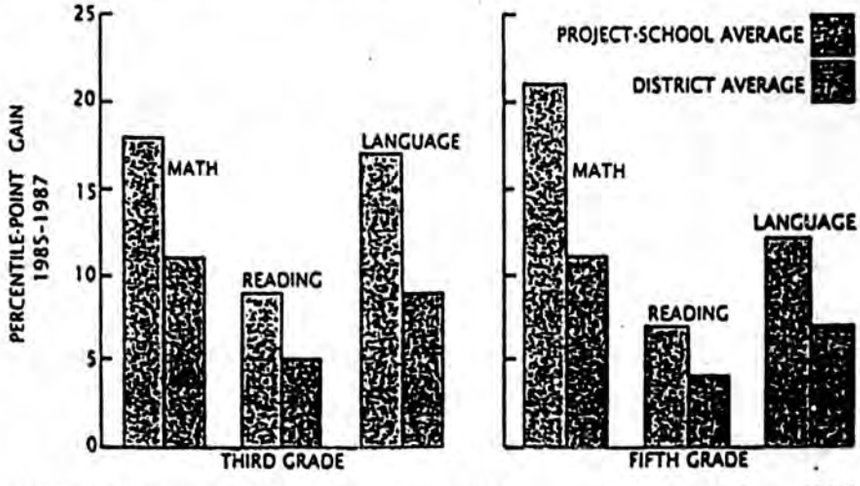
In a typical school, students who have emotional, learning or behavioral difficulties are seen by the school's psychologist, social worker or special-education teacher, who all work independently of one another. In our project, however, they worked as a team. We found this to be more efficient; the team would discuss each case and assign one member to it. The team approach also made it easier to detect patterns of troublesome behavior and to determine whether some aspect of the school was making them worse. Through its delegate on the governance and management team, the mental-health group recommended changes in school policies and practices so that students' developmental needs would be served better and behavior problems prevented.

These actions reduced the sense of failure, the feelings of anger and the loss of confidence that can lead to problem behavior among students. For example, an eight-year-old who was transferred into King from another school was taken directly to the classroom. He panicked, kicked the teacher in the leg and ran out. Usually such a child is punished. If nothing is done to reduce the child's anxiety, the cycle is often repeated until the child is labeled disturbed and referred for treatment. Our mental-health team helped the school staff to understand that the child's anxiety was a natural reaction to being thrust among strangers, and, together with the staff, we developed an orientation program to introduce transfer students and their parents to the school.

In the course of the 12 years we spent in the New Haven schools, other programs emerged in response to students' needs. In one school, children were kept with the same teacher for two years. A Discovery Room enabled "turned off" children to form a trusting relationship with an adult and, through play, rediscover an interest in learning. A Crisis Room provided a



FOURTH GRADERS at the two New Haven schools taking part in Yale University's Child Study Center's intervention program registered steady gains in achievement-test scores from 1969 through 1984. The graphs show mean scores on the Iowa Test of Basic Skills in reading (*red*) and mathematics (*blue*); scores in 1969 are for the Metropolitan Achievement Test. From 1969 through 1979 the tests were given in the fall (when the norm is a score of 4.2); from 1981 through 1984 the tests were given in the spring (norm score 4.8). Scores have stayed near the 1984 levels since then.



AVERAGE PERCENTILE GAINS on California Achievement Test scores from 1985 through 1987 were larger for 10 mainly black schools in Prince Georges County, Md., that use the Comer program than they were for the school district as a whole. Test scores of black students still lag behind those of white students, but the gap is narrowing. The school district, the 15th-largest in the U.S., has 105,000 students, 62 percent of whom are black. The schools using the program are more than 90 percent black; they receive extra staff and funds because they have been hard to integrate.

refuge for children who were "out of control." We discovered that this behavior could often be traced to a traumatic home experience, and so staff members helped the children to handle their feelings and regain a sense of control. With each intervention the staff became increasingly sensitive to the concerns of developing children and to the fact that behavior problems result mainly from unmet needs rather than from willful badness—and that actions can be taken to meet these needs.

By 1975 the program was clearly having an effect. Behavioral problems had declined, relations between parents and staff had improved and the intelligence of the children had become manifest. In that year we drew up a formal School Development Program based on the key ingredients of our success: the governance team, the parents' program and the mental-health team.

Having established a way to achieve and maintain a smoothly functioning school, we decided to see whether the school might also play a role in redressing the problem of social misalignment. We argued that it should be possible to teach our nonmainstream students the social skills that are expected of them in school, and that the acquisition of these skills would help them to succeed academically.

Staff and parents devised a curriculum of social skills, with instruction in the subjects children would need to know: politics and government, business and economics, health and nutrition, and spiritual and leisure activity. The staff chose specialists to help develop the program. Children learned how to write invitations and thank-you notes, how to serve as hosts, how the body functions, how to write checks, how to plan concerts, and so on. Each activity combined basic academic skills with social skills and an appreciation of the arts. These activities were an immediate and dramatic success. Students, parents and staff alike all felt a surge of excitement and a growing sense of participating in the mainstream.

The intervention program in New Haven produced significant academic gains. The students had once ranked lowest in achievement among the 33 elementary schools in the city, but by 1979, without any change in the socioeconomic makeup of the schools, students in the fourth grade had caught up to their grade level. By 1984 pupils in the fourth grade in the two schools ranked third- and fourth-highest on the Iowa Test of Basic Skills. By the early 1980's attendance rates at King were either first or second in the city. There have been no serious behavior problems at either school in more than a decade.

In 1980 our group left the schools. The program was fully integrated into the normal practices of the staff, who continued to carry it out. In the same year we began to develop a way to apply our program in other schools. We left intact the key elements of our success in New Haven—the governance and management team, the parents' program and the mental-health team, along with our operating rules—while allowing specific social and academic activities to vary with the needs of a particular school. In a sense the program enables school personnel to engage in a "clinical practice": armed with theories of child development and education, together with observations of children and school systems, they can diagnose problems in the school and develop solutions.

The Prince Georges County, Md., and Benton Harbor, Mich., school districts, which serve mainly low-income black children, have been using the program for several years; they have achieved successes on a par with those of the two New Haven schools. The program is being introduced to all New Haven schools, as well as to three other districts: Norfolk, Va., Lee County, Ark. (both also serving mainly poor black children), and Leavenworth, Kans. The program is now being implemented in more than 50 schools around the country, including two middle schools and one high school.

All the money and effort expended for educational reform will have only limited benefits—particularly for poor minority children—as long as the underlying developmental and social issues remain unaddressed. Yet most teachers and administrators are not trained to organize and manage schools in ways that support the overall development of students. Nor does their training enable them to analyze, much less solve, the social-misalignment problems of children from outside the mainstream.

The first step toward improving the education of these children, then, is to induce teachers' colleges and schools of education to focus on student development. Teachers who invest time in training will have an incentive to use what they have learned. The efforts of individuals will not be enough; the entire staff of a school must embrace new ways of thinking.

School districts, state and local governments and school boards must actively support these changes. They must recognize that students' social development is as important to society as their academic ability. They must select, certify and reward teachers and administrators who are skilled in nurturing the development of students. They must evaluate schools by their ability not only to produce high test scores but also to prepare students to assume adult responsibilities. And they must provide necessary funds.

The Federal Government must play a leading role in bringing about national educational reforms that can prepare young people to be effective and responsible citizens. Besides appropriating funds and establishing programs, the Government must facilitate the interaction of state and local government, educational authorities and private interests—foundations, businesses, colleges and universities.

To pull all of this together, I believe a National Academy of Education is needed. Its purpose would be to set national priorities, assess current research in education, learn how to implement approaches that work, identify areas for further study and allocate resources effectively. Such an academy must be free from the pressures of political expediency, and the interests of researchers must be balanced against those of educators. It could be created largely from existing Federal programs and governed by those who have a stake in education: educators, parents, government and business. A National Academy of Education could spearhead a process of change that is geared above all to the needs of children and to the national interest. It could set a timetable and move forward at a rational pace that recognizes the urgent need for reform and at the same time is guided by knowledge and common sense.

FURTHER READING

SCHOOL POWER: IMPLICATIONS OF AN INTERVENTION PROJECT. James P. Comer. The Free Press, 1980.

FAMILY LIFE AND SCHOOL ACHIEVEMENT: WHY POOR BLACK CHILDREN SUCCEED OR FAIL. Reginald M. Clark. University of Chicago Press, 1983.

GOOD SCHOOLS: WHAT RESEARCH SAYS ABOUT IMPROVING STUDENT ACHIEVEMENT. Willis D. Hawley and Susan J. Rosenholtz in *Peabody Journal of Education*, Vol. 61, No. 4; Summer, 1984.

WHY THE CURRENT WAVE OF SCHOOL REFORM WILL FAIL. John E. Chubb in *The Public Interest*, Vol. 90, pages 28-49; Winter, 1988.

1/8/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 8, 1990
3:30 p.m.

SENATE MEMBERS PRESENT:

Sen. Lloyd Jones, Co-Chair
Sen. Al Adams
Sen. Johne Binkley
Sen. Jack Coghill

HOUSE MEMBERS PRESENT:

Rep. Eileen P. MacLean, Co-Chair
Rep. Niilo Koponen
Rep. Cheri Davis
Rep. Johnny Ellis

MEMBERS ABSENT

None

WITNESS REGISTER:

William G. Demmert
Commissioner
Department of Education
P.O. Box F
Juneau, AK 99811-0500
Committee Consultant

Dr. Frank Darnell
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, AK 99811
Committee Consultant

ACTION NARRATIVE:

TAPE 1, SIDE 1
Number 094

WILLIAM DEMMERT, COMMISSIONER, DEPARTMENT OF EDUCATION, welcomed the opportunity to work with the committee and Dr. Frank Darnell. Commissioner Demmert noted that there was nothing in the report that conflicted with any program activities within the Department.

Number 127

SENATOR COGHILL explained that the committee report highlights several issues that could be obtained in the current legislative session. He praised the task force from the state school board for their good work and suggested that their written report be made accessible to the members of the legislature to augment the committee's objectives.

Number 159

Commissioner Demmert clarified that an Executive Summary of the state board's report was being prepared and he offered to distribute the report widely.

Number 214

CO-CHAIR REPRESENTATIVE MACLEAN introduced Dr. Frank Darnell and asked him to summarize his report.

DR. FRANK DARNELL explained the text as being a composite of different approaches including: ideas gathered from committee members and witness testimony at committee meetings; a review of testimony by witnesses at hearings held by the Senate Committee on School Performance; consultation with members of the education profession such as the Department of Education's staff, state board members, teaching faculty at the University of Alaska as well as Pacific University in Anchorage; input from leadership members of the various professional associations; and a review of the professional literature as it applied to the school reform movement nationally. Dr. Darnell affirmed that the text, which occupied most of his time, reflected a middle-of-the-road approach. He assured that he made an effort to adhere to a principle of compromise. Dr. Darnell acknowledged that some of the points or recommendations in the text should be debated, with the hope that a consensus might be reached if there was a difference of view. He explained that the report listed 8 broad subjects for priority legislation and addressed 3 of them in detail, including 6 recommendations under a total of 5 subheadings. He reminded the Committee of the second report due date, the first day of the next legislature in January 1991. Dr. Darnell proposed that the Executive Summary remain with the main body of the report, but that it also be printed as a separate document under its own cover, since it would have a much broader distribution than the report.

Senator Coghill requested that the Committee review the Executive Summary, a highlight of the main draft, and then after questions were answered, review the main draft, which would save time.

Number 472

Dr. Darnell outlined the purpose of the Executive Summary regarding the statement of justification for the committee's existence. Specifically, he made reference to the testing programs that had come forth from the Department of Education (DOE). He noted that the paragraph on page 64, on the second page of the Executive Summary, would be brought up to date to include the 1989 test results that he had just obtained from the supervisor of testing at DOE. Dr. Darnell pointed out that the results revealed a wide disparity between the lowest and highest performing districts. He emphasized that 20 of the school districts in the state fall below the 20th percentile, and that the study represented 12% of the student population for the entire state, with the lowest performing districts being those that suffer from poverty and social dysfunction.

Dr. Darnell discussed the first issue on "Mandated Alaska State Goals of Education." He pointed out that the recommendation in the Senate report was well accepted by most people as a broad statement of a legislative goal, and that it was presently before the legislature in bill form. He explained that his report suggested that there be legislation to require local school districts to develop their own goals that are consistent with state policy. He recommended that there be legislatively mandated measures of achievement. Dr. Darnell said he agreed with the practice of school districts reporting back to the state board and legislature on specific items that are worked out jointly among school districts. He concurred with the Senate recommendation of school improvement incentives as part of meeting the goal section. He explained that the Department of Education also will recommend in their report that a fund which enables school districts to fulfill goals with special innovative ideas be established.

Number 703

Senator Coghill questioned the creation of another funding mechanism for administrators in which grants would not be used for the purpose for which they were intended. He proposed amending the report to limit applicants to no more than two grants in the five year period to ensure compliance with the intent.

Number 745

REPRESENTATIVE KOPONEN recommended that the state Department evaluate the programs and disseminate the results of the more useful ones to all districts, so successful programs could be emulated.

Senator Binkley concurred with Representative Koponen.

Number 758

Dr. Darnell noted that advisory school boards in particular would have authority to submit grant applications directly to DOE, so that they're not subject to a central district that may be quite removed from village conditions.

Number 780

REPRESENTATIVE CHERI DAVIS expressed concern that the report would become a "political football" in the legislature. She questioned whether the particular grant program was separate from the foundation program.

Co-chair MacLean agreed that it was a separate issue.

Senator Binkley concurred with Rep. C. Davis and Co-chair MacLean.

Number 838

Commissioner Demmert said that the state board had recognized the need to address the foundation program as well as the need to stimulate innovation and direction for special kinds of activities like the grant program.

Number 850

Representative MacLean said that it needed to be stated in the report that schools should receive no more than 2 grants in a five year period.

Number 889

Representative C. Davis recommended that school districts only receive grants every 2 years. She explained that it would still be limited but would not inhibit creative innovations.

Senator Coghill asked that it be left up to the state board to decide, depending on what funds were available. He reiterated that the number of grants to the same school should be limited.

Chairperson MacLean asked if anyone objected to Senator Coghill's proposal.

Rep. Koponen reemphasized that successful programs should be emulated.

Number 958

Dr. Darnell discussed the fourth item on page 64 of the report. He said this item reflected the greatest need among those students that were hard to teach and involved coordinating different agencies that typically were disjointed.

Number 019

Senator Coghill recommended, on page 69, the establishment of a "special" coordinating agency instead of a permanent agency.

Number 029

Representative C. Davis suggested that there should be a person in the inter-agency group who is outside the bureaucracy so as to keep track of funds spent.

Dr. Darnell said that some states follow this method.

Number 079

Representative Koponen suggested that it was the legislature's role to monitor agencies' spending. He said that he would like to see procedures developed that would allow coordination at the grass-roots level.

Number 140

Dr. Darnell endorsed Rep. Koponen's idea. He emphasized that the impetus of the idea needs approval from the highest administrative level.

Dr. Darnell then discussed pages 52 - 58 in the report. He predicted that this section would generate the greatest concern because of the $10 million expense. He explained that the money would be used to service the large numbers of children who satisfied all of the Head Start requirements, but were not being served due to a current lack of funding. Dr. Darnell stressed the success of the program in preparing children for school.

REPRESENTATIVE ELLIS asked about the eligibility status of the children not being served.

Dr. Darnell said the children who were not being served met the income level, as well as age criteria, for the program.

Number 237

Dr. Darnell further stated that if every child who qualified for the Head Start Program were being served, the $10 million would still not be sufficient.

Representative Koponen recommended that there be an itemized separation of the costs of the program. He said that the lack of qualified people working in the program posed a serious problem and should be listed separately, instead of as part of the overall cost. He disagreed with the concept of the state funding the total project, and felt there needed to be local involvement.

Number 365

Representative C. Davis asked Dr. Darnell if the federal government would provide funding to proliferate the program.

Number 395

Dr. Darnell said that there was a chance of obtaining some funding, that the program was supported by both parties. In addition, he clarified that this was not just a rural issue and there were children in need urban areas as well, so there would be support from urban areas that would otherwise be overlooked.

Number 459

Senator Coghill said he was troubled by the Department of Community and Regional Affairs' responsibility to administer early childhood education programs. He said if the emphasis was going to be shifted to the state, it should come under the Department of Education which could better administer the program. Senator Coghill proposed this point be mentioned as an adjunct to the report's recommendations.

Number 529

Representative Ellis pointed out that increased parental involvement accounted for the success of the Head Start Program. He recommended that parental training in conjunction with early childhood education be recommended in the report.

Dr. Darnell agreed with Rep. Ellis.

Senator Coghill recommended that the report include language in support of early childhood and parenting education.

Representative MacLean concurred with Senator Coghill.

Number 664

Senator Coghill said that page 72, item number 6, should include history, culture, and geography. He also wanted areas of emphasis in the main report typed in solid print. He further suggested that on page 34, drug awareness data in the "Development and Commitment of Health" section of the report be included.

Number 754

Dr. Darnell said that he would have to approach the state board to enact such changes.

Number 759

Senator Coghill felt that on page 39 in the section on test results, the results of minorities and whites should be separated.

Dr. Darnell said he didn't anticipate a problem in addressing the recommended changes.

Number 826

Senator Coghill recommended that after the report is printed, before it is distributed, there be another meeting to discuss recommendations as to the longevity of the committee.

SENATOR COGHILL MOVED and asked unanimous consent that the report be accepted by the committee. The motion was seconded.

Number 857

Co-chair MacLean declared that the motion carried, and the report would go to print.

The meeting was adjourned by the chair at 4:45 p.m.

1/22/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 22, 1990
9:00 a.m.

MEMBERS PRESENT

Senator Lloyd Jones, Co-Chair
Rep. Eileen Panigeo MacLean, Co-Chair
Senator Al Adams
Senator Jack Coghill
Rep. Cheri Davis

WITNESS REGISTER

William G. Demmert, Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Christopher Clark, Legislative Assistant
Rep. Eileen Panigeo MacLean
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Dr. Frank Darnell, Consultant
Joint Committee on School Performance
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Valerie Davidson, Legislative Assistant
Senator John Binkley
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4985

Edna MacLean, Special Assistant
Department of Education
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Lisa McLaren, Legislative Assistant
Rep. Niilo Koponen
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4457

Jim Nordlund, Committee Aide
Rep. Johnny Ellis
House Health, Education, and Social Services
Committee
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-3759

ACTION NARRATIVE

TAPE 1, SIDE 1
Number 015

Co-Chair MacLean called the meeting to order at 9:10 a.m. and noted the following members present: Senators Adams and Coghill and Representative Cheri Davis. After the committee adopted the day's agenda and the minutes from the January 8th meeting, Senator Coghill praised the committee's report, entitled "Excellence In School Performance: the Role of the Legislature," and called for the drafting of model legislation that would implement the report's recommendations.

Number 041

Dr. Frank Darnell initiated the discussion on the plans for the committee's activities in 1990 and on the second report that the committee is required to present on the first day of the Seventeenth Alaska Legislature. The members discussed committee funding for Fiscal Year 1991 and the prospect of having Dr. Darnell return to help write the second report.

Number 150

At 9:15 a.m., Co-Chair Jones joined the committee.

Dr. Darnell discussed the proposed committee budget for Fiscal Year 1991 and noted that the total was less than the amount used during fiscal year 1990.

Dr. Darnell suggested that the committee hold four meetings for the purpose of completing the second report. He

suggested that the first meeting be held in Kotzebue in June, the second meeting be held in Fairbanks during the third week in July to coincide with the Eskimo Olympics and with teachers attending summer school, the third meeting be held in Anchorage in September, and the fourth meeting be held in Juneau in late October or early November.

Rep. Davis advised that the fourth meeting be scheduled so as not to interfere with the November state elections.

Senator Coghill asked that the committee hold two-day meetings at a time in order to allow the public plenty of time to participate.

Number 262

Senator Adams suggested having the committee co-chairs write letters to the chairmen of the Senate and House Finance Committees regarding funding for fiscal year 1991. He deferred to Senator Coghill the task of drafting the letter.

Number 301

Jim Nordlund, committee aide to the House Health, Education, and Social Services (HESS) Committee, told the committee that the Senate and House HESS Committees shall meet on Monday, January 29, to hear the formal presentation of the joint committee's report.

Number 325

Senator Coghill suggested drafting legislation that would implement the recommendations of the joint committee. After some discussion, the members agreed to meet at 8:00 a.m., Thursday, January 25th, to discuss drafting legislation.

Number 424

Commissioner William Demmert announced that the State Board of Education would like to meet with the joint committee and that it would offer help in supporting legislation sponsored by the joint committee.

TAPE 1, SIDE 2
Number 001

Commissioner William Demmert offered the joint committee support from his department and from his special assistant, Edna MacLean.

Number 043

Due to conflicts in schedules, the members changed the January 25th meeting time from 8:00 a.m. to 4:00 p.m.

Number 065

Co-Chair MacLean adjourned the meeting at 9:45 a.m.

1/25/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 25, 1990
4:00 p.m.

MEMBERS PRESENT

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

WITNESS REGISTER

Rep. Peter Goll
Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4925

William G. Demmert, Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Christopher Clark, Legislative Assistant
Rep. Eileen Panigeo MacLean
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Dr. Frank Darnell, Consultant
Joint Committee on School Performance
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Valerie Davidson, Legislative Assistant
Senator John Binkley
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4985

Edna MacLean, Special Assistant
Department of Education
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Stephen McPhetres, Executive Director
Alaska Council of School Administrators
326 Fourth Street, Suite 211
Juneau, Alaska 99811
Telephone: (907) 586-9702

Lisa McLaren, Legislative Assistant
Rep. Niilo Koponen
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4457

Jim Nordlund, Committee Aide
Rep. Johnny Ellis
House Health, Education, and Social Services
Committee
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-3759

Martha Stewart, Legislative Assistant
Senator Al Adams
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-3707

Kathy Wineman
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

ACTION NARRATIVE

TAPE 1, SIDE 1
Number 001

Co-Chair Jones called the meeting to order at 4:15 p.m. and noted the following members present: Representatives MacLean (Co-Chair), Cheri Davis, Johnny Ellis, and Niilo Koponen. The members then approved the day's agenda and the minutes from the previous meeting which was held on January 22, 1990.

Number 078

Joint committee consultant, Dr. Frank Darnell, described the various pieces of draft legislation that would implement the five major recommendations made by the joint committee in its report, "Excellence in School Performance: the Role of the Legislature."

The first draft reviewed by the committee would implement joint committee recommendations 1 (mandated Alaska state goals of education); 2 (legislatively mandated measures of achievement); and, 3 (school performance improvement incentives). The cost of implementing school performance improvement incentive grants was estimated at $3,000,000. Senator Jones asked if the amount would cover the costs of administering the incentive grants.

Number 174

Department of Education Commissioner, William Demmert, answered that his department would need the authority to administer the grant, otherwise, his department would need a direct legislative appropriation.

Number 208

The joint committee reviewed a draft resolution that would respond to the joint committee's fourth recommendation, establishing an interagency coordinating committee that would address health and family service programs related to school performance.

Dr. Darnell stated that the joint committee has the authority to sponsor bills rather than having to request legislation through the Rules Committees.

Number 246

The joint committee reviewed a draft bill that would respond to its fifth recommendation, establishing a departmental coordinating committee that would address early childhood and parenting education.

Number 269

At 4:25 p.m. Rep. Peter Goll joined the committee meeting.

Number 298

The joint committee discussed funding for the Head Start program. Part of its recommendation (number 5) included a request for $10 million of funding for the Head Start Program. Rep. MacLean suggested that some of that money should be used to address early childhood education.

Number 367

Regarding the first piece of legislation, Dr. Darnell suggested adding language that would give the Department of

Education authority to develop preschool or early childhood education curricula. Dr. Darnell noted that this legislation was based on CSHB 231 (HESS), sponsored by Rep. MacLean. Rep. MacLean suggested that her bill be held and replaced by the new draft before the committee.

Number 470

Rep. Peter Goll requested that an amendment addressing school building maintenance programs be included in the new draft. The members agreed to include it in the next draft.

Number 608

Commissioner Demmert reported that the Board of Education was pleased with the direction the joint committee was taking and was ready to provide support to the committee.

Number 634

The members decided to meet at 8:30 a.m. on Monday, January 29, in Room 106 of the Capitol Building.

TAPE 1, SIDE 2

Number 006

The joint committee adjourned at 5:03 p.m.

1/29/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 29, 1990
12:00 p.m.

MEMBERS PRESENT

Sen. Lloyd Jones, Co-Chair
Sen. Jack Coghill
Rep. Eileen P. MacLean, Co-Chair
Rep. Niilo Koponen
Rep. Cheri Davis
Rep. Johnny Ellis

MEMBERS ABSENT

Sen. Al Adams
Sen. Johne Binkley

COMMITTEE CALENDAR

Discussion on legislation implementing committee recommendations.

WITNESS REGISTER

William G. Demmert
Commissioner
Department of Education
P.O. Box F
Juneau, AK 99811-0500
Position: Committee Consultant

Dr. Frank Darnell
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, AK 99811
Position: Committee Consultant

Barney Gottstein
President
6411 A Street
Anchorage, AK 99501
Position: Committee Consultant

ACTION NARRATIVE

TAPE 1, SIDE B
Number 004

Co-Chair MacLean called to order the meeting of the Joint Committee on School Performance at 12:10 p.m.

Co-Chair MacLean stated that the agenda included discussion regarding the revised letter to Senate President Tim Kelley and Speaker of the House Sam Cotton.

Co-Chair MacLean outlined the revisions to the letter, which included stated support for Head Start type programs and the specification of children ages 3-5 in the development of an early childhood curriculum.

Number 059

Senator Coghill affirmed that the Department of Education should be the lead agency in developing early childhood development programs instead of the Department of Community and Regional affairs.

Number 125

DR. FRANK DARNELL, committee consultant, responded that the bill establishing an Early Childhood and Parenting Education Committee would address Senator Coghill's concern in debate during the coming year.

Number 160

Senator Coghill moved that the Committee approve the letter as drafted to Senator Kelley and Representative Cotton.

Number 200

Hearing no objections, Co-Chair MacLean declared the motion passed.

Number 206

Senator Coghill moved that the letter to Representative Mike Davis, Chairman of the Legislative Council, be approved and submitted.

Number 215

Dr. Darnell announced that the Committee would employ a part-time person in his absence. He noted that it would be necessary to change the letter to accommodate the increased amount of money needed.

Number 252

Co-Chair MacLean estimated the cost of a half-time person to be approximately $10,000.

Number 271

Senator Coghill said that Chairperson MacLean should negotiate the added cost with Speaker Sam Cotton.

Number 295

Co-Chair MacLean, hearing no objections, declared the motion passed to send the letter to Representative Mike Davis.

Number 304

Senator Coghill suggested that the Joint Committee introduce only House bills instead of introducing duplicate bills on the Senate side.

Senator Coghill made a motion to amend the language in work draft 62006A on page 2, line 7, changing Permanent Interagency Coordinating Committee to Special Interagency Coordinating Committee.

Number 425

Co-Chair MacLean, hearing no objection, declared the motion carried.

Co-Chair MacLean moved on to agenda item Work Draft 6-2278 and asked for questions.

Number 478

Senator Jones asked if the responsibilities outlined in the draft should be placed under the Department of Education rather than the Department of Community and Regional Affairs (DC&RA).

Number 500

WILLIAM DEMMERT, Commissioner, Department of Education, responded that generally the DC&RA was the funding organization that provided for health and safety, while the Department of Education provided technical assistance in the development of those programs.

Number 525

Dr. Darnell proposed that the Commissioner of Education be the chair of the committee specified on line 24.

Number 622

Co-Chair MacLean proposed a change to the title to place the Early Childhood and Parenting Education Coordination Committee within the Department of Education and having the DC&RA as participants.

Number 662

Senator Coghill reiterated that Early Childhood Education should be within the Department of Education.

Number 572

BARNEY GOTTSTEIN, President, Department of Education, pointed out that there exists community based Head Start type programs outside the school system that are not intended to be incorporated into the schools.

Number 707

Senator Coghill maintained that the transition would have to take place eventually.

Number 707

Senator Jones agreed with Senator Coghill that there should not be two agencies trying to achieve the same function.

Number 736

Representative Koponen replied that the Head Start program was an important part of the Community and Regional Affair's community development program and has established a large constituency statewide. He cautioned putting this program in the Department of Education, which may create an unnecessary opposition to the resolution.

Number 912

Co-Chair MacLean, hearing no objections to Senator Coghill's amendment on page 24, which specifies that the Commissioner of Education chair the committee, declared the motion carried.

Number 942

Work Draft 6-2027A, as amended, was adopted by the Committee.

Number 960

Co-Chair MacLean asked for discussion of 6-20328, establishing a state education policy relating to powers and duties of school districts.

Number 178

Senator Coghill recommended that the language be softened to encourage local schools to work with an advisory school board for the improvement of education, but this shouldn't be mandated.

Number 231

Dr. Darnell agreed with Representative C. Davis that some of the words should be limited.

Number 240

Senator Coghill expressed his concern about local school districts being required to consult with an advisory board before hiring teachers. He suggested that the language be amended to give local school officials the option of consulting with these individuals.

Number 032

President Barney Gottstein pointed out that education would be enhanced by the creation of a cooperative relationship between the community and the schools.

Number 094

Representative C. Davis proposed an amendment on line 9 to remove the word "organization" and on line 10, page 5, remove language specifying the appointment of personnel.

Representative C. Davis suggested that the local advisory board should advise the regional board on the operation of schools.

Number 170

Senator Coghill made an amendment to insert on line 8 that the advisory school board shall advise the regional school boards on all items concerning their schools, and asked for unanimous consent.

Number 222

Co-Chair MacLean, hearing no objections to the amendment, declared the motion carried.

Number 267

Representative C. Davis asked when the state required testing to take place.

Number 282

Commissioner Demmert clarified that there was a fall testing program that would provide information by the middle of February.

Number 379

Senator Coghill pointed out that the section on testing had to do with a plan for achieving district goals that would be presented to the legislature.

Number 481

Commissioner Demmert expressed concern about the possible lack of coordination that would be created by the number of reports that the Department and the school districts had to develop.

Number 524

Representative MacLean noted the modification on line 10 to delete the words legislature and Governor.

Number 591

Representative C. Davis pointed out that the good points should be included in the report card, as well as overall information.

Number 616

Dr. Darnell said that this could be accomplished by adding one item which includes indicators of school performance as selected by the local districts.

Number 677

Co-Chair MacLean reconfirmed concurrence with the changes on line 11, page 2, as well as the addition of a new number 7 after line 29.

Number 701

Representative C. Davis raised concern that there was no assurance that the grants applied for by different individuals related back to the district goals.

Number 858

Senator Jones recommended that the district screen who applies for grants.

Number 904

Co-Chair MacLean directed attention to Section 14, page 3, where it states that the commissioner shall make grants to a district located in the state for purposes of improving school performance.

Number 948

Senator Jones maintained that it is necessary to have screening at the local level.

Number 962

Commissioner Demmert recommended that the Committee draft language that authorizes the State Board to work out some of the details being discussed.

Number 054

Co-Chair MacLean suggested that language be deleted from line 21, page 3, to line 16, page 4, and to give authority to the State Board to establish the guidelines.

Co-Chair MacLean said that the report should be presented to the legislature, with the revisions coming later.

Co-Chair MacLean adjourned the meeting of the Joint Committee on School Performance at 1:20 p.m.

6/8/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
SPECIAL COMMITTEE
June 8, 1990
10:00 a.m.

MEMBERS PRESENT

Rep. Eileen P. MacLean, Co-chair
Rep. Cheri Davis
Rep. Niilo Koponen
Sen. Lloyd Jones

MEMBERS ABSENT

Rep. Johnny Ellis
Sen. Jack Coghill
Sen. Johnne Binkley
Sen. Al Adams

WITNESS REGISTER

John Anttonen, Director
Education Finance and Support Services
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Phone: 465-2865
Position Statement: Provided explanation of the foundation funding formula, teacher certification, school governance

Darby Anderson, Administrator
Office of Basic education
Education Program Support
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Phone: 465-2841
Position Statement: Provided explanation of the alaska studies program

COMMITTEE CALENDAR

Presentations by Department of Education officials on the state foundation formula, teacher certification, school governance, and the Alaska studies program.

ACTION NARRATIVE

Co-chair Eileen Maclean noted that Martha Stewart was present in lieu of Senator Adams.

Co-chair Maclean asked the committee to review Dr. Frank Darnell's contract for approval. She noted that the contract began on June 1, 1990 and expires by December 31, 1990.

Representative C. Davis mentioned that Dr. Darnell needed to hire clerical assistance for the interim. She further expressed concern about meetings getting the proper amount of advertising. Rep. C. Davis recommended inclusion of that responsibility under the statement of work in the contract to read: adequate notification of public hearings.

Representative C. Davis moved that the committee accept Dr. Frank Darnell's contract, as amended.

Co-chair Maclean, hearing no objections, declared the contract approved.

Co-chair Maclean then reviewed three measures sponsored by the committee, two of which were approved by the legislature last session, HB 469 and HCR 46, and a measure the committee intends to pursue further, HB 470.

(HB 469 creates a state education policy that mandates the Alaska Board of Education to adopt statewide goals implemented by each school district; requires the compilation of a school report card to better access the performance of schools; sets up a fund for the improvement of school performance; establishes advisory boards in unincorporated areas; and, provides for the development and implementation of a physical preventative maintenance program for school facilities. In addition, HCR 46 forms a special interagency coordinating committee on schools to aid social and health services within school districts in identifying and helping students at risk. The bill requires the Department of Community and Regional Affairs, the state Department of Education, and the Department of Health and Social Services to implement the provisions of the bill.

(HB 470 would have set up an early childhood and parenting education committee to provide training for school districts, and set up early childhood programs for municipalities that do not have headstart programs.)

Co-chair Maclean mentioned that even though HB 470 died last session, $5 million in headstart funds were awarded through welfare reform to start new programs and/or serve some of the 964 children currently on waiting lists throughout the state with existing headstart programs.

Representative C. Davis asked if there exists a listing of all places in the state that have headstart programs, including those areas that are not being served.

Co-chair Maclean answered affirmatively that such information would be provided at the next committee meeting. In addition, she stated that it would be beneficial to know in what areas of the state the department was intending to spend the newly awarded headstart funds.

Committee members vowed to pursue the early childhood and parenting education portion of HB 470 next session.

Co-chair Maclean, after some discussion, noted that the Senate had deleted the $50,000 for the grant fund incentive program in HB 469. However, she clarified that establishment of the grant fund incentive program was still included in the bill but can't be activated this year because it was not funded.

Co-chair Senator Jones stressed that the committee and Dr. Frank Darnell monitor implementation of the programs mandated by HB 469 and HCR 46, and encourage the state agencies to work cooperatively together.

Rep. C. Davis echoed Senator Jones' concern.

Co-chair Maclean asked Darby Anderson if the Department of Education is preparing to implement the provisions of HCR 46.

Ms. Anderson answered that the department has yet to take action to implement HCR 46.

Co-chair Maclean asked that the committee be kept informed as to the progress of coordination between the agencies.

Co-chair Jones suggested that the committee consultant write a letter to the governor asking for immediate action, sending a copy of the letter to all the commissioners, in conjunction with a press release.

Representative C. Davis asked that the committee continue to focus attention on the preschool and headstart type programs, with the idea of ultimately capturing funding to serve all kids that need these programs. She felt that this would be the biggest contribution to improving school performance in Alaska.

Co-chair Maclean pointed out that the Northwest Arctic Borough has no headstart program but funds its own early childhood programs regardless. She stated that some of the villages have requested funds to implement headstart programs.

MARTHA STEWART, aide to Senator Adams, pointed out that in the past, villages have tried to implement early childhood

programs but could not comply with the Department of Environmental Conservation's standards such as washing hands in villages that do not have running water.

Representative C. Davis stated that most of the districts in the state are having trouble continuing early childhood education, as class size increases.

John Anttonen, director, Education Finance and Support Services, Department of Education, discussed the foundation funding formula noting that several bills were introduced during the last legislative session to alter the formula, but only technical changes to the formula were approved. Mr. Anttonen explained the formula as a mechanism to adequately fund education in the state by meeting the fiscal equalization criteria, which allows the state to use approximately $70 million within the total foundation funding program.

Mr. Anttonen explained the formula as an assessment of basic need calculated by the average daily membership of kids on count days, identified by grade levels or enrollment in special programs, minus the effort that local government contributes to education.

Representative Koponen said that the area cost differential was put into law several years ago and changes in the economic situation throughout the state have skewed the formula as it applies to funding currently.

Mr. Anttonen mentioned that the increased cost and inefficiency of providing education in rural multiple site districts was factored into the funding formula. Therefore rural education attendance areas receive more money because of the lack of local effort due to an inability of these areas to generate revenue through property taxes. In addition, Mr. Anttonen explained that children who attend school on Native lands put back into the foundation formula in the form of federal impact funds, which is a form of local effort.

Mr. Anttonen stated that there are tremendous differences in per child funding. For example, funding ranges from $20,734 per child on the North Slope to $5,988 per child in Mat-Su, thus explaining the reason for Mat-Su's pending lawsuit against the state challenging the inequity of the foundation formula.

Representative C. Davis pointed out that on a per child basis the foundation funding formula does not provide equity. She stressed that the problem is that the same formula is used for funding both single and dual site school districts.

Mr. Anttonen discussed the local share element of the formula explaining that as local property value drops the state contributes more money for education and vice versa. He reiterated that funding is altered only if there are per unit attendance or property value changes. He stated that all additional money over the past few years has gone to school districts where property value has depreciated, primarily urban areas. Mr. Antonnen said that in rural areas, property values generally don't change.

Mr. Anttonen explained that most of the areas receiving increases in funding continued to contribute the same or a higher amount of local contribution, even though property in these areas assessed at less value. He concluded, therefore, that larger municipalities in the state have more money overall for education.

Mr. Anttonen raised the question of whether the state should have school districts that are unincorporated and serve few children. He suggested consolidation or shared governance of school districts as an alternative.

Representative Maclean clarified that there is disparity in the required local effort and the area cost differential components of the formula.

Representative Koponen suggested that a formula should be developed excluding uncontrollable costs so it wouldn't have to be changed in statute continually.

Representative C. Davis affirmed that the inequities in the formula need to be addressed in one package, regardless of the amount of money and politics involved.

Mr. Anttonen mentioned that the education association, a group comprised of members of the state school board and teacher's association, has invited the committee to a meeting July 16-17 in Anchorage to discuss issues of school improvement such as the foundation formula, school performance and shared services (governance). He announced that on the second day of the meeting the group would develop recommendations which will potentially manifest into legislation next session.

Mr. Anttonen discussed teacher certification stating that because HB 203 died in committee last session, the department will continue to grant type b vocational/education certificates and letters of authorization, until legislative action changes the definition of teacher to less than a four year degree.

Mr. Anttonen stated that under the provision of HB 282, the Department of Education will be required to make a report to the legislature regarding shared services. He explained

that the department will examine where in the state there could be shared services so the legislature can consider funding regional resource centers for education. However, Mr. Anttonen clarified that he did not see any mandatory action by the Department of Education regarding governance.

DARBY ANDERSON, administrator, Office of Basic Education, Education Program Support, Department of Education, discussed the Alaska studies program resulting from HCR 19, which ensured that the program would be taught to all school districts. she mentioned that a scope and sequence report had been developed to outline what students should learn from kindergarten through twelfth grade in Alaska.

Ms. Anderson explained that the department was developing regulations mandating courses of study in Alaska schools. She noted that there is a process for monitoring the regulations every three years.

Ms. Anderson further explained that the state board of education developed goals, based on the draft included in the school performance report, and distributed this information to households for public review and comment.

After some discussion, the committee decided to hold public meetings on the following dates:

- July 18, 1990 in Anchorage to coincide with the meeting of the education coalition on July 16 - 17 for committee members who would like to attend.

- September 13, or 14, 1990 in Juneau.

- October 8 - 9, 1990 in Fairbanks to hold a joint meeting with the state board of education.

*January 21 session begins and Frank Darnell is to present a report to the legislature.

SCOMM

71:2

New Directives in School Performance:

The Legislature as Advocate and Guarantor



REPORT OF THE JOINT COMMITTEE
ON
SCHOOL PERFORMANCE

To The
Seventeenth Alaska Legislature

JUNEAU, ALASKA
JANUARY 1991

MEMBERS OF THE JOINT COMMITTEE ON SCHOOL PERFORMANCE

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

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

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

Consultant to the Joint Committee

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

NEW DIRECTIVES IN SCHOOL PERFORMANCE:

THE LEGISLATURE AS ADVOCATE AND GUARANTOR

:::::

REPORT OF THE JOINT COMMITTEE

ON SCHOOL PERFORMANCE

TO THE

SEVENTEENTH ALASKA LEGISLATURE

JUNEAU, ALASKA

JANUARY 1991

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

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

TABLE OF CONTENTS

ACKNOWLEDGEMENTS ix

INTRODUCTION 1

CHAPTER ONE THE COMMITTEE'S FIRST REPORT REVIEWED: OUTCOMES AND CONCEPTS CARRIED FORWARD 7

SCHOOL DISTRICT ACCOUNTABILITY.....8
INCENTIVE GRANTS.....12
HEALTH AND FAMILY SERVICES PROGRAMS.....14
EARLY CHILDHOOD AND PARENTING EDUCATION.....16

CHAPTER TWO STRUCTURAL CONTROL OF SCHOOLING: ISSUES AND RECOMMENDATIONS 25

GOVERNANCE AND FINANCE.. 25
School Governance and Finance in Historical Perspective.....26
Equity Principles and Concepts in School Finance...32
Equity Principles and Concepts in School Governance.....40

ACKNOWLEDGEMENTS

During the course of the work required to carry out the task the legislature entrusted to the Joint Committee on School Performance much assistance and many ideas have been proffered by a broad cross-section of Alaskans. Although it is not practical to list all by name, there are a few groups that should not go unrecognized.

Essential among all who have contributed are the many citizens from all walks of life who, either through formal hearings or casual contact, have made their concerns and suggestions known. As much as any source, it has been the public at large that has brought out the need for the legislature to advocate and guarantee improved school performance.

Among the various groups that have contributed to the work this report summarizes, the following are noted with special thanks: The State Board of Education, The Department of Education, the Alaska Congress of Parents and Teachers, The Alaska Council of School Administrators, the Association of Alaska School Boards, NEA-Alaska, and the University of Alaska.

Graphics for the report were prepared by the Department of Education's Foundation Program Office in the Division of Educational Finance and Support Services and by the Legislative Research Agency.

Finally, thanks are due Dr. Arthur Petersen, Associate Professor, University of Alaska Southeast for his able editorial review of the draft manuscript.

INTRODUCTION

In its enabling legislation, the Joint Committee on School Performance was instructed to identify and recommend those subjects for priority legislative attention that might lead to improved school performance. As herewith reported, the Committee has accomplished this task. However, from the outset of its work, the Committee was beset with a dilemma. Charged with proposing the means to bring about improved levels of education among all pupils of the state, the Committee soon recognized that because of certain circumstances in some areas, some schools consistently have not served students well; under different circumstances elsewhere, however, other schools have helped students perform at acceptable or better than average levels of academic achievement. (Chapter One describes the extent and nature of this disparity.). The general dilemma, in other words, is that there is no single way to approach or describe the work necessary to help all Alaska students improve their academic performance.

This dilemma can be illustrated by some of the differences encountered in the schools: Performance indicators among schools are high in some places and low in others, but the nature of the various schools do not clearly reveal the causes of high and low scores. Still, some causes are clear enough: there are great geographic, economic, historical, and cultural differences among Alaska's fifty-four school districts, making them inherently different. Furthermore, of the problems the Committee identified, not all are of the same level of severity. With no uniform school system or homogeneous school age population, diverse and disparate are the words that best describes Alaska's school system. Consequently, the Committee has designed its recommendations to address

TABLE OF CONTENTS

ACKNOWLEDGEMENTS ix

INTRODUCTION 1

CHAPTER ONE THE COMMITTEE'S FIRST REPORT REVIEWED: OUTCOMES AND CONCEPTS CARRIED FORWARD 7

SCHOOL DISTRICT ACCOUNTABILITY.....8
INCENTIVE GRANTS.....12
HEALTH AND FAMILY SERVICES PROGRAMS.....14
EARLY CHILDHOOD AND PARENTING EDUCATION.....16

CHAPTER TWO STRUCTURAL CONTROL OF SCHOOLING: ISSUES AND RECOMMENDATIONS 25

GOVERNANCE AND FINANCE.. 25
School Governance and Finance in Historical Perspective.....26
Equity Principles and Concepts in School Finance...32
Equity Principles and Concepts in School Governance.....40

Current Issues in School Finance.....45
Current Issues in School Governance.....60
Recommendations in School Finance and Governance...67

PROFESSIONAL DEVELOPMENT OF SCHOOL PERSONNEL.....69
Teacher Education and Professional Training.....71
Teacher Certification 76
Tenure.....80
Recommendations in Professional Development
of school Personnel 82

PROGRAM DEFINITION AND CURRICULA.....84
RESEARCH, EVALUATION, AND DISSEMINATION.....88

CHAPTER THREE SUMMARY and CONCLUSIONS 91

APPENDICES 108

ACKNOWLEDGEMENTS

During the course of the work required to carry out the task the legislature entrusted to the Joint Committee on School Performance much assistance and many ideas have been proffered by a broad cross-section of Alaskans. Although it is not practical to list all by name, there are a few groups that should not go unrecognized.

Essential among all who have contributed are the many citizens from all walks of life who, either through formal hearings or casual contact, have made their concerns and suggestions known. As much as any source, it has been the public at large that has brought out the need for the legislature to advocate and guarantee improved school performance.

Among the various groups that have contrit ıted to the work this report summarizes, the following are noted with special thanks: The State Board of Education, The Department of Education, the Alaska Congress of Parents and Teachers, The Alaska Council of School Administrators, the Association of Alaska School Boards, NEA-Alaska, and the University of Alaska.

Graphics for the report were prepared by the Department of Education's Foundation Program Office in the Division of Educational Finance and Support Services and by the Legislative Research Agency.

Finally, thanks are due Dr. Arthur Petersen, Associate Professor, University of Alaska Southeast for his able editorial review of the draft manuscript.

INTRODUCTION

In its enabling legislation, the Joint Committee on School Performance was instructed to identify and recommend those subjects for priority legislative attention that might lead to improved school performance. As herewith reported, the Committee has accomplished this task. However, from the outset of its work, the Committee was beset with a dilemma. Charged with proposing the means to bring about improved levels of education among all pupils of the state, the Committee soon recognized that because of certain circumstances in some areas, some schools consistently have not served students well; under different circumstances elsewhere, however, other schools have helped students perform at acceptable or better than average levels of academic achievement. (Chapter One describes the extent and nature of this disparity.). The general dilemma, in other words, is that there is no single way to approach or describe the work necessary to help all Alaska students improve their academic performance.

This dilemma can be illustrated by some of the differences encountered in the schools: Performance indicators among schools are high in some places and low in others, but the nature of the various schools do not clearly reveal the causes of high and low scores. Still, some causes are clear enough: there are great geographic, economic, historical, and cultural differences among Alaska's fifty-four school districts, making them inherently different. Furthermore, of the problems the Committee identified, not all are of the same level of severity. With no uniform school system or homogeneous school age population, diverse and disparate are the words that best describes Alaska's school system. Consequently, the Committee has designed its recommendations to address

Alaska's differences in general, but with greater emphasis on issues affecting those students with the greatest needs because their needs are so dramatically significant. These are the students often referred to as being "at risk"--the students who will not complete twelve years of adequate schooling or who will be unable to realize their intellectual or social potential, regardless of the number of years completed.

Much of the current debate about the ways to improve school performance stems from action taken by the legislature when it mandated statewide standardized testing of Alaska's students three years ago. Although sometimes used to compare one district with another or levels of teacher competency, the testing program was not intended to be applied that way. Standardized achievement tests are analytical tools that may be used to identify what specific areas of knowledge and/or learning processes need greater effort or reiteration for a given child, class, or school. When ordered by the legislature, the primary purpose of standardized tests was seen as a way to establish performance benchmarks on an intra district basis so that increases or decreases in the scores of individual schools could be monitored from within each district. In this way it would be known at the local level when to take measures to encourage, support, and expand programs when they are found to be successful and when to take corrective measures when they are not.

This purpose notwithstanding, the ensuing debate over the reliability of national standardized tests as measures of student achievement, especially as applied to Alaska's multicultural population, has not gone unnoticed by the Joint Committee. Use of nationally normed, standardized tests is only one of several ways to measure school performance. As recently declared by the National Commission on Testing and Public Policy,

> Test Scores are imperfect measures and should not be used alone to make important decisions about individuals, groups, or institutions; in the allocation of opportunities, individuals' past performance and relevant experience must be considered. The more test scores disproportionately deny opportunities to minorities, the greater the need to show that the tests measure characteristics relevant to the opportunities being allocated.[2]

Regardless of how well standardized tests are perceived as an accurate measure of today's school performance, it has been noted by the Joint Committee, as it was by the Special Senate Committee on School Performance, that there has been a general loss of public confidence in many aspects of schooling today. The 1990 National Gallup Poll of the Public's Attitudes Toward the Public Schools revealed that not many people believe the current wave of school reform has been successful. And when asked the question, "What grade would you give the public schools nationally...?" only 21% said "A" or "B," and of these only 2% said "A." [3] Judging by the tone of lay and professional testimony heard by the Committee, an exclusively Alaskan poll would not reveal a more positive attitude.

In the first report of the Committee, "Excellence in School Performance: The Role of the Legislature" (attached as appendix A), there is a section on the role of the legislature in improving school performance, thus the title of that report. There the unmistakable responsibility of the legislature for the ultimate state of the education of Alaskans is stressed. There also, the goals of the Joint Committee and its first six recommendations are described in detail. "New Directives in School Performance: The Legislature as Advocate and Guarantor"--the title of this second and final report of the Joint Committee on School Performance is intended to convey, in a general sense, a notion of the work that now should follow.

In this report the words "advocate"' and "guarantor" in the title qualify the nature of the legislature's responsibility. The constitutional mandate to "establish and maintain a system of public schools open to all the children of the State..." falls upon members of the legislature; they have the responsibility to advocate educational opportunity on behalf of the children of their constituents. Furthermore, as stewards of the public's funds, legislators have the authority and responsibility to guarantee an equitable system of allocating funds sufficient to carry out the programs that legislators advocate, so that every child in Alaska can develop to their fullest potential.

However, because of the complexity and the massiveness of the education enterprise, there is much in the process of maintaining a system of public schools that is beyond the range of the legislature and boards of education. Although that operation must be guided by policies promulgated by the legislature, the state board of education, and local boards, each with their own measure of authority, the everyday operation of schools must be left to teachers and administrators. With this concept in mind and recognizing that not all school districts have the same needs, the Committee has been careful to limit its deliberations and recommendations to broad policy issues, leaving to the professional community the responsibility for determining the means to carry them out.

The Joint Committee was established on the grounds that there is widespread public concern for the condition of school performance in Alaska. Since the Committee was activated in August, 1989, arguments advanced for its creation and the need for the legislature to assert itself in public schooling have become even more persuasive. The overall level of educational achievement of many Alaska students as measured on standardized tests and other school performance indicators is simply unacceptable, Reports of school performance indicators for 1990 show continuing decline

from previous years. If Alaska is expected to prosper in the future this trend must be reversed. Accordingly, it is with a sense of urgency that this report is submitted for consideration by the Seventeenth Alaska State Legislature.

CHAPTER ONE

THE COMMITTEE'S FIRST REPORT REVIEWED:

OUTCOMES AND CONCEPTS CARRIED FORWARD

Ultimate responsibility for schooling in Alaska resides in the legislature, a given that was emphasized and described in the opening chapter of the Joint Committee's first report. This responsibility needed emphasizing because legislation several years ago set the tone for concentrated control of education at the local district and REAA level. The result has been to detach involvement of government at the state level. It became clear, however, that the problems of inadequate school performance could not be delegated entirely to local authorities nor ignored by the legislature. This perception led to the publication of the Department of Education's "Basic Skills Performance of Alaska's Students" in 1988 and the Senate's "Helping Schools Succeed at Helping All Children Learn" in early 1989. It became the responsibility of the Joint Committee on School Performance to identify problem areas and recommend measures that would adjust the balance in local-state authority as well as to propose alternative means that might lead to improved school performance. Thus, with publication of the Joint Committee's first report, a more active legislative presence in school performance reform through both oversight and initiative was affirmed.

At the beginning of the last session, three bills that addressed five of the six recommendations made by the Joint Committee in the first report were introduced. Of the five recommendations contained in these bills, four were favorably acted

on, three in their entirety and one partially. A sixth recommendation concerned increasing an appropriation for early childhood education, already under consideration by the legislature. The appropriation was increased markedly, although not to the full extent requested, through a letter from the Joint Committee to the finance committees of both houses. Looked at collectively, the first report enjoyed strong support which is generally believed to be having a positive influence on school performance.

SCHOOL DISTRICT ACCOUNTABILITY

The most substantial legislation introduced by the Joint Committee last year and enacted by the legislature was HB 469, now codified as Chapter 173. Titled "An Act establishing a state education policy: relating to powers and duties of school districts, the Department of Education, and the State Board of Education with respect to education planning, grants for the improvement of school performance, etc.," it addresses purposes and goals of schooling, school district accountability, and incentives to overcome schooling deficiencies. A survey of the agencies that have been responsible for schooling over the years reveals that there have been many statements on the purposes and goals of education. Church missions (under contract to the U.S. Department of Interior), the U.S. Bureau of Education, the Territorial Department of Education, the Bureau of Indian Affairs, the State Department of Education, the Alaska State Operated School System, the Alaska Unorganized Borough School District, the numerous independent, city, and borough school districts, and the Regional Education Attendance Areas (REAAs) all declared goals, often banal, for the education of Alaskans. But now, for the first time, there is a statement that defines the purposes of schooling at the legislative level. Chapter 173 declares:

> It is the policy of this state that the purpose of education is to help ensure that all students will succeed in their education and work, shape worthwhile and satisfying lives for themselves, exemplify the best values of society, and be effective in improving the character and quality of the world about them.

It would be difficult to rewrite this statement in broader or more flexible language. It is the antithesis of the policies of the federal and territorial government of fifty years ago that called for a uniform and rigidly specific curriculum for all schools alike, regardless of cultural and linguistic considerations necessary for sound schooling practices.

In addition to characterizing statewide purposes of education, the new statute also mandates that the State Board of Education set in regulation a list of expected outcomes of education. This the State Board did on October 19, 1990. The Board's "outcomes of schooling" identify societal needs, at both state and community levels, that only an educated populace can fulfill. The Board has specified that each student graduating from public school will communicate effectively, think logically and critically, discover and nurture creative talents, master technological skills, be a responsive citizen, be committed to health and fitness, accept personal responsibility for sustaining oneself economically, and have positive self-esteem. (The complete regulation, containing several subareas, is attached as Appendix B.)

Furthermore, Chapter 173 requires

1. That school districts:

   establish district goals and priorities for improving student performance.

   include a plan for achieving district goals and priorities.

include means to measure the achievement of district goals and priorities.

encourage students, parents, teachers, and other members of the community to participate in the preparation of the report.

annually file an education planning report with the Department of Education and make it available to the public.

2. That an annual school district "report card" shall:

be developed by the State Board of Education in consultation with appropriate representatives from the education profession, local school boards, and citizens at large.

account for the school's and students' performance for that year.

be presented to parents, students, and community members at a public meeting.

be forwarded to the Commissioner ofEducation.

3. That the report shall contain, but is not limited to

the percentage of students in the top and bottom quarter of national achievement examinations.

the percent of students who are promoted to the next grade.

the comments of students, parents, and community members on school performance.

the annual percentage of change in enrollment and the percentage of enrollment change due to student transfers.

the ways in which meaningful parent involvement in schools was achieved.

the extent to which State Board of Education outcomes of schooling have been achieved.

other indicators of school performance selected by the district.

4. That the Department of Education shall:

prepare a summary of district report cards in a manner that allows school performance to be measured against state and district goals established in prior years.

submit its report to the public, the legislature, and the public at large.

Several parts of the act require the participation of parents and teachers in school planning. The act responds to the oft-repeated position of many who have testified at the community level: namely that there is a need to empower parents, teachers, and principals to make programmatic decisions in a more substantial way than in the past.

Compliance with the statute is proceeding on schedule. The Department of Education has developed (in cooperation with local community groups, school boards, and school administrators) a time table to put the school district "report card" plan into effect. The Alaska Coalition for Education, consisting of the state's major education, professional, and lay groups, including the State Board of Education, has made compliance with the new "accountability" law its first priority.

In short, the state now requires by statute that districts provide (1) programs that fulfill the needs of society at large, (2) outcomes of schooling that satisfy the broad needs of individuals as stipulated through State Board regulation, and (3) programs that encourage accommodation of needs peculiar to each Alaska community due to its unique cultural and economic circumstances.

INCENTIVE GRANTS: A MODEST SOLUTION TO PROBLEMS OF "STUDENTS AT RISK"

The incentive grant program, as recommended in the Joint Committee's first report, now established in Chapter 173, came to be know as the Fund for the Improvement of School Performance. Creation of the Fund is intended to restore confidence in the potential of parent groups, teachers, and principals to make a positive difference in school performance. In short, the Fund encourages parent and teacher empowerment; it sends the message that those working at the top of the political pyramid care and are trying to do something positive about poor student performance. It is unique in that it is not categorically specific and that it allows teachers and lay members of the community equal standing as applicants. The primary criterion by which applications are to be judged is whether the proposed activity can be shown to have the potential to improve schooling.

Reasons in the first report for supporting the Fund remain as valid now, if not more so, as they did a year ago. For example, in a Department of Education report to the legislature in January, 1990, it was shown that the number of pupils that the schools were not serving adequately had continued to increase, alarmingly so among some segments of the population. In its report to the legislature in January, 1990, DOE pointed out that

> Based on the last census, approximately one in seven Alaskans (approximately 72,000) is functionally illiterate in English.
>
> An estimated 30% of freshmen entering Alaska's high schools do not graduate. In urban areas, in excess of 60% of Native freshmen do not graduate.
>
> Twenty of Alaska's 54 school districts scored on average below the 22nd percentile in either reading, mathematics, or language arts at the 4th, 6th, or 8th grade [on the Iowa Test of Basic Skills used in

> Alaska's statewide standardized testing program]. A score at the 22nd percentile means that 78 percent of other students across the country scored higher on the test.... [See the Committee's first report for a discussion of the reliability of standardized tests, pages 26 - 28].
>
> Total school population in the twenty [lowest achieving] districts is 12,783.
>
> Average percent of students living in poverty in these districts is 56% as opposed to a statewide average of 21.8%....
>
> Sixteen of the districts report an above average level of bilingual students ranging from 23.5% to 100% enrolled in bilingual education programs....[4]

Because up to one third of Alaska's school age population, approximately 36,000 students, fits one of the various definitions of "students at risk," the group that the fund is primarily intended to benefit, the Committee and the State Board of Education had urged that no less than $3,000,000 be appropriated annually to this fund over the next five years. This amount represents approximately a modest $100 per Alaska "at risk" student per year, if prorated uniformly. Put another way, $3,000,000 is less than half of one percent of the total state appropriation for education annually.

Unfortunately, the appropriation part of the Joint Committee's recommendation was not enacted. Although $100,000 survived the budget process until the final week of the session, even that was cut from the allotment at the close of the Sixteenth Legislature. Thus, the Fund was created in name but not in fact. This status reinforces the perception in the minds of many that the legislature does not take seriously the fact that extraordinary measures will have to be taken to eliminate the unacceptable outcomes of schooling among low achieving districts.

Not only statistics and DOE reports substantiate the need for the Fund. Testimony heard throughout the state calls for measures to reverse the ever-declining quality of learning among "at risk" students and to increase the number of students who complete the twelfth grade. Moreover, testimony bears out the premise that it can be shown that the less "programmatic direction" given to the schools from central administrative units, the more teachers and local community groups are likely to improve school performance when given the proper resources.

The Fund for the Improvement of School Performance was specifically designed with this principle in mind as the language of the legislation passed by the Sixteenth Legislature makes clear. Part (b) of the act provides "that a governing body, district advisory board or nonprofit organization located in the state, or a teacher or principal employed by a school in the state, may apply for a grant to improve school performance by submitting an application to the commissioner." Without funds to accommodate this section of the statute, it serves no purpose. Pupils in need of the creative thinking of teachers and residents at the community level are denied the opportunity that is expected to accrue by means of the Fund. Therefore, as was proposed in its first report:

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

HEALTH AND FAMILY SERVICE PROGRAMS RELATED TO SCHOOL PERFORMANCE

A conclusion reached by the Joint Committee in 1989 and stated in its first report declared: "It may be that there are no root

causes of inadequate school performance greater than environmental and social handicaps, especially those that are the result of chronic poverty." Evidence in support of this contention led to the recommendation that the legislature establish a permanent inter-agency coordinating committee that would be required to identify the most critical social and health barriers to learning, establish plans to overcome them, be responsible for their implementation, and issue annual reports on activities and programs. House Concurrent Resolution 46, introduced by the Committee and passed by the legislature, does just that. Plans are now being put into effect through the Office of the Governor in compliance with the Resolution. Consisting of representatives of the *Departments of Education, Health and Social Services, Community and Regional Affairs, and Labor* and a dean from the University of Alaska who is responsible for teacher training, selected by the Governor, the inter-agency group's first report is awaited.

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

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

LONG TERM AND IMMEDIATE NEEDS FOR STATE SUPPORTED AND COORDINATED EARLY CHILDHOOD AND PARENTING EDUCATION

Convinced from testimony and school visits, especially in village Alaska, that more must be done in the field of early childhood and parenting education if school performance is to be improved, the Committee repeats its opening line from the section on early childhood education in its first report. [Fundamental] "causes that deny children the means or motivation necessary to succeed at schooling ... are inadequate or insufficient early childhood and parenting education programs."

Although the Legislature has not been unresponsive to needs for increased early childhood programs, as demonstrated by last year's substantial increase in funds, much remains to be done. The state's appropriation rose from the governor's requested increase of $1,000,000 to $5,000,000 after the Joint Committee recommended an annual increase of $10,000,000. However, that increase should be considered just the initial increment. As the Department of Community and Regional Affairs develops the capability to utilize increased funds and the Department of Education takes a more substantial leadership role in the pedagogy of early childhood and parenting education, additional funds are certain to be required.

Increased appropriations notwithstanding, the means to resolve issues in early childhood education still dodge the legislature. There are differences in opinion about the extent to which there should be parental participation in learning activities, differences in teaching philosophies, and differences in staff qualifications and staffing patterns, all of which have a direct bearing on differences in quality and costs in early childhood and preschool education. Specific issues identified in the first report that still need to be resolved include: 1) the historical rift between the educational

child development and custodial models of early childhood education; 2) the historical conflicts between elementary school and early childhood education over purposes, methods, and control; and 3) the tradeoffs necessary between the costs and quality of early childhood education. [5]

All but the first of the following policy questions, relating to these issues, posed by the Committee in its first report and introduced in the Sixteenth Legislature in HB 470, (attached as Appendix C), remain unanswered: Which children shall be served? How long should early childhood education programs operate? What level of funding should be provided and how should state and local revenue and parent fees be used? What types of funding mechanisms should be provided for administering early childhood education programs? What types of program controls should be instituted? What types of teacher preparation and certification should be required? And what type of curriculum is necessary to meet the linguistic, developmental, and cultural needs of an early childhood education program. The answer to the first question (what children should be served? is simple and direct. The Joint Committee has concluded that all children are able to benefit from early childhood and parenting programs. Thus every child should be given the opportunity to participate in an early childhood program.

On November 3, 1990, President Bush signed bills to expand the Head Start pre-school program, ostensibly to fund the program fully so that all eligible children will be able to participate. The new legislation authorizes $2.4 billion for Head Start in 1991, rising to $7.7 billion in 1994. This amount represents a 553 % increase compared to the 1990 appropriation of $1.39 billion. It is still uncertain how much impact additional federal money will have on Alaska's Head Start program, but even if it is appreciable, there will remain a large number of individuals in need of early childhood

education who do not come under the definition of a federal Head Start participant. This development at the federal level, however, clearly authenticates the need to have the questions posed above definitively answered.

No program has contributed to improved school performance over the past twenty-five years more than Head Start, in Alaska as elsewhere in the country. Much of the reason for its success has been attributed to substantial involvement of parents in the program, a practice the Joint Committee unreservedly endorses as more early childhood and parenting programs are developed in Alaska.

HB 470 passed the House with little opposition, but it stalled in committee in the Senate during the final hours of the Sixteenth Legislature. The Joint Committee is convinced that expanded programs in early childhood and parenting education are essential if school performance is to be improved. Therefore, as was stated in the Committee's first report *it is recommended* :

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

The opening paragraph of this report referred to the problem of how to cope with the disparate level of school performance found throughout the state. It is this wide gap between student achievement levels in various locations that suggests a critical need

exists for school reform in some of the most fundamental elements of Alaska's systems of education. Since the first report of the Joint Committee was published, results of the 1989 testing program have been made public. The gap between pupils who are succeeding and those who are not has widened even more over previous years, indicating the problem worsens. An extensive feature article on this condition by Larry Campbell in the Anchorage Daily News on May 6, 1990, draws stark attention to the differences between regions of the state. In the article, Campbell points out:

> In the Interior towns of Healy, Anderson and Cantwell are three tiny schools that scored higher on national achievement tests this academic year than any other schools in Alaska, and higher than 70 percent of the schools in America. Their parents make good money at the coal mine in Healy or the Air Force station at Clear, and most have high school diplomas.
>
> In western Alaska, along the Kuskokwim River, the Yupiit School District also serves three small towns. Like the Railbelt district, it has between 300 and 350 students. But the students are all Yupik Eskimo. Hunting and gathering are the mainstays of life. Parents work sporadically, and only a third have high school diplomas.
>
> And Yupiit Schools ranked the lowest of all school districts in the state this school year, 4.55 on the percentile scale, which ranges from 0 to 99....
>
> Overall, Alaska's youngsters scored just above the national average, from the 50th to the 56th percentile, meaning they did better than about half the nation's students. That's about where Anchorage fell, ranking in the 60th percentile.
>
> But the averages mask dramatic extremes of academic achievement in Alaska, as demonstrated by the stark contrasts between the Railbelt and Yupiit districts. Especially for the state's poorer, predominantly Native schools, the scores

FIGURE 1

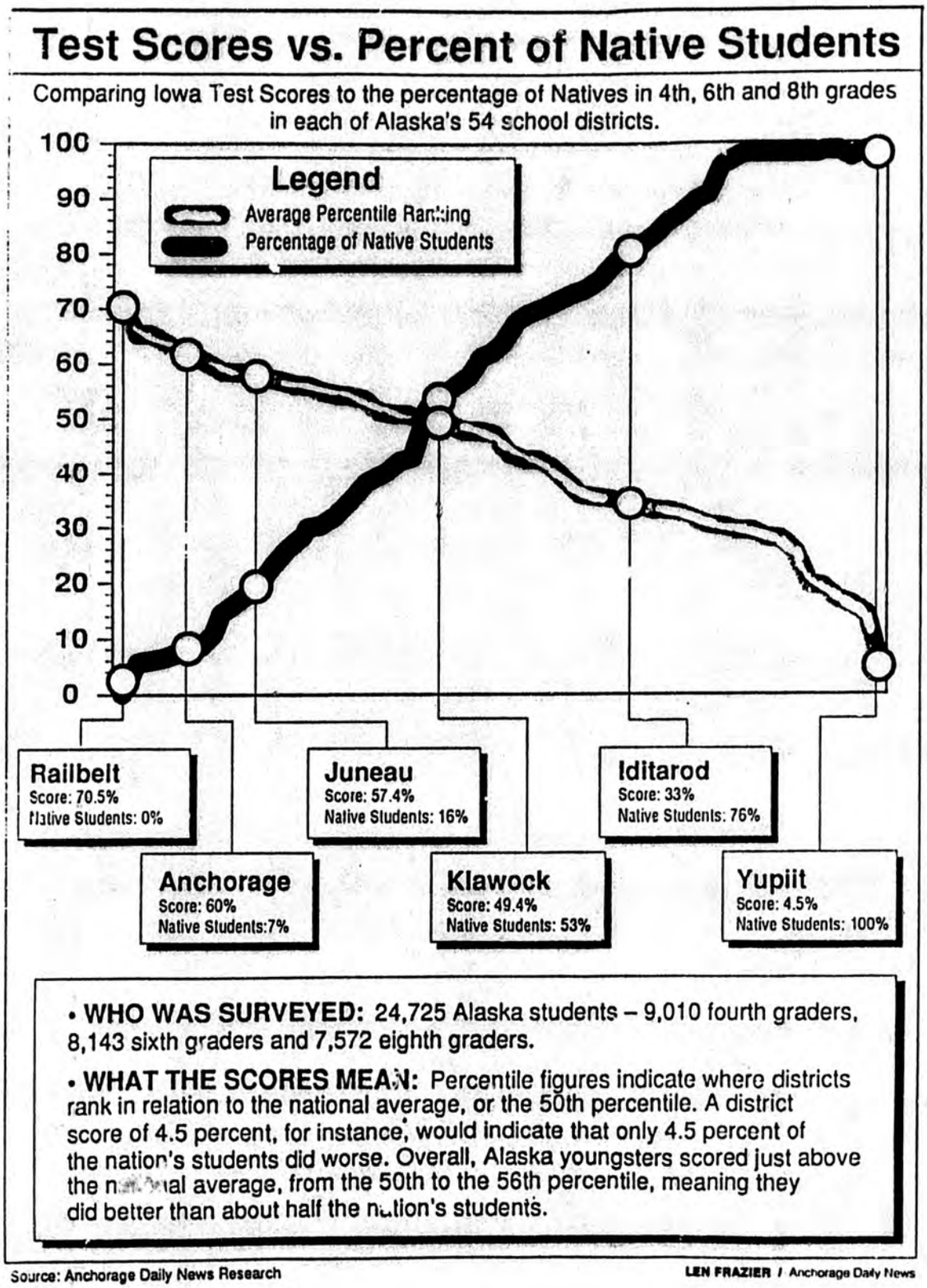

Test Scores vs. Percent of Native Students
Comparing Iowa Test Scores to the percentage of Natives in 4th, 6th and 8th grades in each of Alaska's 54 school districts.
100
90
80
70
60
50
40
30
20
10
0
Legend
Average Percentile Ranking
Percentage of Native Students
Railbelt
Score: 70.5%
Native Students: 0%
Anchorage
Score: 60%
Native Students:7%
Juneau
Score: 57.4%
Native Students: 16%
Klawock
Score: 49.4%
Native Students: 53%
Iditarod
Score: 33%
Native Students: 76%
Yupiit
Score: 4.5%
Native Students: 100%
• WHO WAS SURVEYED: 24,725 Alaska students – 9,010 fourth graders, 8,143 sixth graders and 7,572 eighth graders.
• WHAT THE SCORES MEAN: Percentile figures indicate where districts rank in relation to the national average, or the 50th percentile. A district score of 4.5 percent, for instance, would indicate that only 4.5 percent of the nation's students did worse. Overall, Alaska youngsters scored just above the national average, from the 50th to the 56th percentile, meaning they did better than about half the nation's students.
Source: Anchorage Daily News Research
LEN FRAZIER / Anchorage Daily News

TABLE 1

Anchorage Daily News Sunday, May 6, 1990 A11

Ways of life influence students' rank

PROFILE OF ALASKA'S 54 SCHOOL DISTRICTS

Including Iowa Basic Test Score Results, October 1989

District	Students	Percentile*	$ Per Student	% Native Students	Students per Teacher	% Budget Towards Instruction
Adak Region School	658	54.2%	$4,425	0.0%	17.3	59%
Alaska Gateway Schools (Tok)	463	53.3%	$5,641	47.7%	15.5	51%
Aleutian Regional Schools	111	41.0%	$9,987	87.5%	15.6	48%
Aleutians East Borough Schools (Sand Point)	180	42.4%	$8,969	74.6%	6.8	56%
Anchorage Schools	38,685	60.0%	$3,152	7.3%	19.3	59%
Annette Island Schools (Metlakatla)	429	32.9%	$4,428	92.8%	11.4	49%
Bering Strait Schools (Unalakleet)	1,250	31.2%	$8,915	96.7%	10.8	47%
Bristol Bay Borough Schools (Naknek)	249	58.3%	$5,560	43.6%	12.4	51%
Chatham Schools (Angoon)	307	47.0%	$6,713	48.1%	10.4	56%
Chugach Schools	98	38.4%	$7,045	56.6%	9.4	46%
Copper River Schools (Glennallen)	597	65.3%	$5,088	18.3%	13.3	54%
Cordova City Schools	428	65.3%	$4,201	19.2%	13.0	58%
Craig City Schools	218	48.8%	$4,175	16.9%	16.6	59%
Delta/Greely Schools	895	63.0%	$3,372	3.2%	15.8	52%
Dillingham City Schools	460	43.7%	$4,373	71.8%	14.1	56%
Fairbanks North Star Borough Schools	13,189	63.7%	$3,632	8.5%	16.5	63%
Galena City Schools	147	32.3%	$6,537	87.0%	7.2	45%
Haines Borough Schools	363	58.4%	$4,731	14.7%	13.7	60%
Hoonah City Schools	251	35.4%	$4,219	54.6%	13.7	65%
Hydaburg City Schools	106	27.8%	$4,827	94.7%	9.1	45%
Iditarod Area Schools (McGrath)	399	33.0%	$7,907	75.7%	12.7	53%
Juneau Borough Schools	4,589	57.4%	$3,710	16.3%	17.8	64%
Kake City Schools	181	34.2%	$4,969	77.5%	10.1	60%
Kashunamiut Schools (Chevak)	165	14.3%	$5,593	100.0%	9.9	44%
Kenai Peninsula Borough Schools	8,232	55.9%	$3,791	8.5%	15.8	58%
Ketchikan Gateway Borough Schools	2,480	50.8%	$3,830	21.1%	17.8	62%
Klawock City Schools	185	49.4%	$4,664	52.8%	12.4	49%
Kodiak Island Borough Schools	2,273	51.2%	$3,891	20.4%	16.4	59%
Kuspuk Schools (Aniak)	392	30.2%	$8,737	82.7%	9.3	57%
Lake and Peninsula Schools (King Salmon)	357	35.1%	$8,104	78.5%	7.5	48%
Lower Kuskokwim Schools (Bethel)	2,638	19.6%	$7,338	87.8%	12.4	54%
Lower Yukon Schools (Mountain Village)	1,266	17.0%	$6,395	98.3%	11.4	47%
Matanuska-Susitna Borough Schools	8,431	56.9%	$3,226	5.0%	18.6	61%
Nenana City Schools	195	50.7%	$5,363	23.4%	12.2	56%
Nome City Schools	749	42.4%	$4,142	63.0%	16.1	64%
North Slope Borough Schools	1,237	29.2%	$9,307	86.3%	11.7	42%
Northwest Arctic Borough Schools (Kotzebue)	1,614	25.3%	$4,825	93.4%	14.4	45%
Pelican City Schools	43	35.8%	$7,780	59.0%	10.3	56%
Petersburg City Schools	658	64.2%	$3,611	13.8%	16.7	61%
Pribilof Schools	149	30.0%	$9,003	100%	11.1	40%
Railbelt Schools (Healy)	337	70.5%	$4,926	0.0%	12.5	54%
Saint Mary's Schools	111	29.2%	$7,663	95.8%	10.0	43%
Sitka Schools	1,658	54.0%	$3,664	25.2%	18.1	66%
Skagway City Schools	144	58.3%	$4,719	3.0%	12.1	55%
Southeast Island Schools (Ketchikan)	517	54.8%	$7,898	2.9%	10.6	72%
Southwest Region Schools (Dillingham)	466	19.1%	$7,688	97.0%	12.3	47%
Tanana City Schools	94	33.9%	$6,650	94.1%	10.0	44%
Unalaska City Schools	188	47.7%	$5,338	22.9%	12.9	54%
Valdez City Schools	686	68.4%	$5,638	3.5%	14.4	54%
Wrangell City Schools	518	47.7%	$4,674	27.9%	13.6	65%
Yakutat City Schools	131	49.4%	$5,244	63.1%	9.3	52%
Yukon Flats Schools (Fort Yukon)	338	16.0%	$9,164	85.8%	10.6	51%
Yukon/Koyukuk Schools (Nenana)	509	28.0%	$8,210	88.0%	10.2	55%
Yupiit Schools (Akiachak)	307	4.6%	$6,223	100%	10.5	38%

Source: Alaska Department of Education * Percentile Ranking Determined by Iowa Basic Test scores (Towns in parenthesis are of district headquarters) LEN FRAZIER / Anchorage Daily News

turned out low, some very low [Table 1 and Figure 1].

> That's because those districts have everything needed to produce low test scores: poverty, low levels of education among parents, and traditions vastly different from those of the white, urban culture for which American school systems, teaching methods and texts were designed.[6]

It needs to be emphasized at this point that to avoid erroneous conclusions, use of graphs and tables such as those illustrated here are to be looked at with utmost caution. Cursory examination of complex data can lead to unwarranted opinions, attitudes, convictions, and negative stereotyping. Certainly results of Alaska's achievement testing program are not to be construed as statements about the level of ability of any one segment of the population, be it by geographic region, gender, or ethnicity. Nor, as pointed out above, are statistics obtained from the state's testing program to be used to compare one district with another in preferential rank order of performance. The Joint Committee is convinced that "all children can learn," given the proper circumstances and support.

Compounding the problem of unequal school performance among districts, for whatever reason, is the reality that in recent years society in general and the role of schools in particular are changing at an unprecedented rate. As noted by A. Harry Passow, Distinguished Professor of Education at Teachers College, Columbia University:

> [In America] There have been profound changes in the students, the families and communities from which they come, and the schools they attend. In the schools, the changes involve authority, power, and interpersonal and professional relationships, as well as the instructional processes, resources, and climate.... Both adversarial and cooperative relationships between students and faculty, faculty

and administration, schools and parents/communities have increased.[7]

This observation also accurately describes the current situation throughout rural and urban Alaska. It is clear that there is a need for statutes that restate education policy so that it is consistent with the means to overcome shortcomings in schooling due to trends in a changing society and the education profession as well as legislation that accommodates Alaska's immense diversity. In this way, negative extremes in the bimodel curve illustrated in the graph above may be reduced and the dilemma they reflect eliminated. There is a need for many new programs to improve the likelihood of success for those students labeled "at risk." The Fund for the Improvement of Education, better coordinated social, welfare, and health services, and enhanced and expanded early childhood are only the first steps of many that should follow.

Appropriately, the first report concluded with a quote from the book Excellence in Education: The States Take Charge: "Just as the opportunities for genuine and lasting reform have never been greater, so too have the dangers of failure never been more stark...."[8] Certainly this statement holds true in Alaska, even more so today than when the Joint Committee's first report was issued a year ago. In the Chapters that follow, additional recommendations have been set forth as a result of the Joint Committee's deliberations. Implementation of these recommendations alongside those of the first report is a necessary precondition to lasting improvement in school performance.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1772 SCOMM 71: JOINT COMMITTEE ON SCHOOL PERFORMANCE, 1989-90 /340

THE TASK FOR STATES IS NOT TO SELECT THE SINGLE BEST APPROACH. RATHER, THE FUNDAMENTAL TASK FOR STATES IS TO SORT OUT WHICH MIX OF CONTROL STRATEGIES, REWARDS, AND SANCTIONS WILL CONTRIBUTE MOST EFFECTIVELY TO [IMPROVEMENTS IN SCHOOL PERFORMANCE] ACCORDING TO EACH PARTICULAR STATE'S CIRCUMSTANCES.

MICHAEL COHEN
NATIONAL GOVERNORS' ASSOCIATION

# # #

IF NEW DIRECTIVES IN SCHOOL PERFORMANCE ARE TO SUCCEED IN THE YEARS AHEAD, THE ALASKA LEGISLATURE, THE OFFICE OF THE GOVERNOR, AND THE STATE BOARD OF EDUCATION MUST GUARANTEE THAT THIS TASK WILL BE ACTED UPON POSITIVELY AND WITHOUT DELAY.

JOINT SENATE-HOUSE COMMITTEE ON SCHOOL PERFORMANCE
JANUARY, 1991

CHAPTER TWO

STRUCTURAL CONTROL OF SCHOOLING: ISSUES AND RECOMMENDATIONS

Traditionally policy makers have mandated objectives for public education as a means to effect school reform. Chapter 173 in Alaska statutes, described in Chapter One, is a classic example of this technique. Another method, and in the minds of some a more realistic and tangible one, is to alter the structural form of the education system. This chapter discusses changes to structural form that the Joint Committee believes will improve school performance. These include the following: 1) school governance and finance, 2) professional development through personnel training and certification, 3) program definition and curriculum, and 4) research, evaluation, and dissemination.

SCHOOL GOVERNANCE AND FINANCE

The most fundamental structural elements in Alaska's schools are its systems of governance and finance. Of the two, the manner in which schools are financed is the one most often the subject of public interest and the one most apt to come under the scrutiny of the legislature. Nonetheless, several systems of school governance have been deployed since the beginning of formal American education in Alaska over one hundred years ago. A brief review of the changes that led to the current systems of both governance and finance helps to clarify the issues facing the legislature today.

School Governance and Finance in Historical Perspective [9]

The origins of what was to become a dual, territorial (later state)-federal system of education that persisted well into the 1980s derived from settlers who arrived in Alaska during the early years of the 20th century as part of the gold rush and other commercial ventures of that period. By an act of Congress in 1905, municipal governments were authorized to establish schools for the children of settlers; these schools were separate from existing federal schools Most efforts at formal education, primarily for Native children, had previously been undertaken by missionaries, the U.S. Bureau of Education (Department of Interior), and in a few instances local citizens.

The territorial legislature in 1917 enacted what came to be called the Uniform School Act. It established a territorial department of education and thereby systematized schools for non-natives on a territory-wide basis. Earlier that year the United States Congress empowered the territory to "establish and maintain schools for white children and colored children and children of mixed blood who led civilized lives." The first territorial Commissioner of Education had the job, on the one hand, of developing a system of territorial control over the city schools through processes not unlike most chief state school officers, and on the other of performing all the duties as administrator for the rural system.

Native children were excluded from the authority of the territorial Department of Education since it was generally agreed that the education of Natives was already and should remain the responsibility of the federal government. The attitude of the first territorial Commissioner of Education was consistent with this provision and reflected the law and the separatist attitudes of that

period. The Commissioner declared in the Department's first official report:

> There are several objections to the maintenance of a unified system of schools for white and native children, the principle ones being the irregularity of the attendance of the natives and their inability to conform to the standards of the whites in the matter of health and sanitation.... The highest good of both races ... seems to require separate schools for at least a few decades.[10]

Thus, it became official policy that the territorial system was to be uniform for "white" children and that federal schools were to be maintained for Native pupils.

Since a policy established during this period favored separate school systems according to race, it is of significance that a unique and unanticipated attendance pattern developed contrary to the intent of this policy. As time went by, increasingly more villages contained either a territorial school or a federal school but not both. The greatest number of exceptions occurred in the incorporated city school districts and rural schools with mixed populations. In these locations segregated federal and territorial schools prevailed. Nevertheless, eventually many Native pupils came to attend territorial/state schools despite the Commissioner's earlier declaration.

Historical accident is sometimes given as one reason this attendance pattern emerged. Villages with schools established early in the American period, especially former mission schools, originated and remained in the federal system. And when new schools in the most remote villages with nearly exclusive Native populations were established, they were usually federal, although here too there were notable exceptions. Generally, however, if new schools were added to the territorial system, they were in villages

along the coast, including the Aleutian Islands, along the railbelt and highway system, and in mining communities.

Another factor that increased the number of Native pupils in territorial schools was a ruling by the territorial attorney general in 1943. Faced with increasing instances of strife in the villages because of attempts to integrate Native and white students on the part of some and resistance to this trend on the part of others, the Territorial Commissioner of Education requested an opinion from the attorney general on the rights of Native children relative to school attendance. The attorney general ruled that Native pupils could not be compelled to attend solely Native schools if a school for other children was provided in the community. [11] Compared with attitudes toward race at the time, the opinion was remarkable for its directness. This was also the period when Governor Gruening, the Alaska Native Brotherhood, and others were pressuring for an end to segregation in employment and public facilities and the legislature outlawed discrimination in hotels and restaurants. Alaska appears to have been ten to twenty years ahead of the nation as a whole in matters of civil rights.

As territorial and city schools became more integrated, the original notion that they be maintained exclusively for non-Natives became immaterial, although it was not until 1967 that segregated, dual federal-state schools within the same community disappeared completely. (Northway was the site of the last instance where there were two school units in a single community: one for Natives [BIA] and one for non-Natives [state]). The BIA did not entirely discontinue education services in Alaska until 1985.

Following statehood in 1959, four years elapsed before much attention was given to the structure of the dual system of schools. It was not until 1962 that attention was drawn to the matter. In that year a memorandum of agreement developed between the Bureau

of Indian Affairs and the state calling for a common program of education between the two groups. Subsequently, a U.S. Department of Interior Task Force suggested that a single, distinct administrative structure was essential if schools were to respond effectively to the multicultural composition of the Alaska population. With attention of the Kennedy Committee on Indian Education focused on schooling in Alaska in the mid 1960s and the Great Society programs of President Lyndon Johnson, designed to overcome poverty and assist minorities in their campaign to achieve equal opportunity, the status of education became a major statewide issue, especially among the Native population. Until this time no strong voice from Native consumers of educational services had been heard, and especially not from those in the villages. Emergence of the Native population into the movement for improved schools gave it credibility and momentum.

Recognition of the need for programs of education designed with Native needs in mind gave rise in 1970 to the Alaska State Operated School System (ASOSS). Independent of the state Department of Education, which had been administering the schools outside municipal districts since 1932, and governed by its own board of directors with regional Native representation, ASSOS was given responsibility for all rural schools (other than those in the still active BIA system) in the "unorganized borough." ASOSS, anticipated as a positive move in the direction of Native involvement in education, soon became a cumbersomely administered bureaucracy accused of insensitivity to the culture of rural people and inadequate to meet their needs. Because of this view ASOSS became the last major centralized governmental unit to govern non-federal village schools.

At the request of the state Department of Education and the legislature, the University of Alaska at Fairbanks undertook a study to identify alternative ways of providing school services for the

unorganized borough. Recommendations derived from the study, in conjunction with the Alaska Federation of Natives, were incorporated in an act of the legislature that created Regional Education Attendance Areas (REAAs) as "service districts" in the unorganized borough. They became operational in July, 1976, ending forty-four years of direct territorial/state operation of non-municipal schools.

When REAAs were established, the demand for local control was so pronounced that the legislature and state board took extraordinary measures to assure that there would be a minimum of interference from state government in REAA school affairs. Recently, however, testimony taken by the Senate Special Committee on Education and by the Joint Committee suggests that the mechanisms created at that time may have worked as much to the detriment of local interests as to their advantage. By definition, REAAs are regional units of state government since they have neither constitutional status nor independent taxing and budgetary powers; they are not local units of government as thought by some who administer or govern them. Some REAAs are quite large, containing many villages within their boundaries; others are small in size and population. At first, REAAs were seen as a transitional measure until rural communities became able to support education services financially and until experience in managing schools had become more widespread. REAAs now, however, have become firmly ensconced units of government. Their endurance, seen as detrimental by some and favorable by others, is one reason some of today's issues have arisen.

Operational procedures in borough and city school districts have undergone fewer changes over the years than schools in the rural areas, although the relaxing of Department of Education oversight responsibility has enabled all districts to become more autonomous than ever before. For example, at one time school

district activities were assiduously monitored at the state level, and even annual line item approval of school district budgets by the Commissioner of Education was routine. Now school districts within boroughs and cities are considered to be essential units of local government, and their authority is thought by many to be inalienable. Nonetheless, it is worth noting that it took the legislature in the early 1960s to mandate the creation of most of Alaska's borough school districts.

The history of school finance in Alaska is no less convoluted than governance, and the ways that funds have been raised and distributed over time have undergone several changes. At first, in the latter part of the 19th Century, funds for schools came from the U.S. Department of Interior (Bureau of Education), town governments, churches, business firms, and local citizen contributions. During the first thirty years of the 20th Century, school operations (other than in the federal system) were supported mostly with license monies collected in incorporated communities and with grants or entitlements from the territorial legislature.

As district needs became greater, the territorial legislature, in 1931, began supporting school districts with a guaranteed, fixed amount of foundation money based on size of enrollment. On the assumption that costs were greater on a per pupil basis in the smaller school communities, the smallest districts were allotted 85% of their prescribed basic need, medium sized districts 80%, and the largest 75%. Although the formula was easy to administer, it did not take into account a district's inability to raise money nor extraordinary circumstances that might result in higher operational costs. While the formula did, however, markedly improve the financial security of the city districts it did not provide for equality of opportunity for students nor for equity among district tax payers. Schools outside of cities continued to be funded at 100% by the territory/state, further impairing Alaska-wide tax equity.

As it became apparent that differences existed among districts concerning their ability to generate tax revenue and maintain schools, the need for a more sophisticated and equitable method of allocating state school funds intensified. To their credit, Alaskans were among the first of several states in the country to recognize the need for equity in inter-district state funding of schools. Commissioned by the State Board of Education, Alaska's first equalization foundation plan, published in 1961 and enacted into law by the legislature in 1962, provided for the equitable distribution of state money to city and borough school districts according to each district's ability to raise local funds. [12]

Changing conditions brought modifications to the plan, but in the minds of some they are not sufficient to enable the system to cope with conditions that vary and increased expenses. These are discussed below under the section on issues. But first, to clarify the Joint Committee's recommendations in this area, what follows is a brief consideration of some of the principles and terms embodied in an equitable system of state school support.

Equity Principles and Other Concepts in School Finance

The need for school finance reform across the country became a major national movement in the 1970s. Court decisions that grew out of the movement have since been felt at all levels of school funding everywhere. In the early 1980s the movement leveled off and declined, but it is once again emerging as a contentious topic in several states, especially in light of attention given to current court cases in Texas, New Jersey, and now in Alaska, where equity is at issue in a lawsuit brought against the state by the Mat-Su Borough School District in December, 1990.

The principle of fiscal equity and its close counterpart, student equality of opportunity, have remained the driving force of the movement for better balanced fiscal policy in Alaska, as elsewhere. Moreover, it is important to keep in mind that there are two branches of fiscal equity: the revenue or tax dimension and the distribution or expenditure dimension. Generally, legislatures and the courts have been concerned with both, tax and expenditure equity.

Equity, as used by the Joint Committee, is derived from the doctrine of fairness and impartiality. This doctrine requires that answers to questions about governance and finance be considered in general terms of fairness, especially fairness in levying tax burdens, allocating the wealth of the state as a whole, and sharing decision making mechanisms. Moreover, they also must be answered in terms of equality of opportunity to learn among all the children of the state. It is the measure of *equity* in the system that distinguishes the level of *equality* of educational opportunity accorded by the system.

Until the latter half of the 20th Century, equality of educational opportunity was seldom a concern in the majority of school finance and governance systems. But thirty to forty years ago, equality took on new meaning in school finance reform, especially following Brown v. Topeka in 1954. For example, Charles Benson of the University of California, noted scholar in school governance and finance systems, described in 1961 the principle as applied to schooling this way:

> The one universally accepted criterion of a public activity is that it affords equal treatment to all. With respect to schooling, this implies that any two children of the same abilities shall receive equivalent forms of assistance in developing those abilities....[13]

How to develop the means and find the resources to guarantee this notion has become an inescapable consideration of those responsible for developing educational policy. Nonetheless, as fundamental and necessary as the principle of equal treatment to all with the same abilities may be, it is not sufficient in a multicultural society such as exists in Alaska. The following discussion describes the reason for this assertion. [14]

Equal educational opportunity can be defined in several ways. In making school finance policy the definition chosen determines to a great extent the type of school finance system that will follow. Listed below are seven concepts of educational equality relating to school finance, first identified and described by Arthur Wise while at the University of Chicago.

1. the foundation system concept
2. the equal-dollars-per pupil concept
3. the competition concept
4. the fiscal neutrality concept
5. the leveling concept
6. the minimum attainment concept
7. the full opportunity concept

In brief, they may be described as follows:

1. The "foundation system concept" requires a satisfactory minimum offering, expressed in money to be spent, which shall be guaranteed to each pupil. This was the concept most relied on in Alaska's territorial system for distributing funds. Many complex formulas have been derived to satisfy the guarantee feature of this system, all based on the fundamental idea that certain minimums are essential for all, regardless of local resources.

2. The "equal-dollars-per pupil" concept assumes there is no reason for one individual, minority or majority, rural or urban, bright or dull, to be granted more resources than another. Ability is not considered a sufficient reason for differential allocation of funds.

3. The "competition concept" provides distribution of resources to students according to their talent. In this definition, equality is an individual rather than a social focus. It simply means that the more able students deserve more education, regardless of the wealth of parents, ethnicity, or location.

4. The "fiscal neutrality concept" stresses that education may not be a function of wealth other than the wealth of the state as a whole. Therefore, school financing systems must make financial resources from taxes equally available for the education of each child, regardless of the district in which he or she lives. This is the principle most often cited as a feature necessary to assure equality of opportunity.

5. The "leveling concept" requires that resources be allocated in inverse proportion to the ability of each student. In effect, this approach compensates for the shortcomings of some pupils and is typically provided in categorical, compensatory programs.

6. The "minimum-attainment concept" of educational equality requires that each student shall receive educational resources until he or she reaches a specified level of achievement, regardless of the time required.

7. The "full opportunity concept" assumes that students may differ in their ability to learn and that each person should be given an

opportunity to develop his or her abilities to the fullest, regardless of the length of time required. [15]

These seven concepts of equality of opportunity can be expressed as two equity principles:

1. The equal treatment of equals, or horizontal equity principle.

2. The unequal treatment of unequals, or vertical equity principle.

Berne and Stiefel have explained the two principles this way:

> Horizontal equity is concerned with the equality of revenues for all children.... Children are assumed to be equally deserving, and horizontal equity measures the difference between the actual distribution and a perfectly equal distribution. The smaller the difference from equality, the greater the horizontal equity....
>
> If members of the group are not equal and some are judged to be deserving of more or less of the object of concern, then application of the vertical ... principle may be appropriate.... If learning handicaps are recognized as a characteristic that identifies children who should receive more revenues than children without learning handicaps, then the principle of vertical equity is applicable.... [Thus], vertical equity can be expressed as the unequal treatment of unequals....[16]

The current system of distributing financial resources to school districts in Alaska contains features from both the vertical and horizontal principles of equity. Features of the foundation system concept, the fiscal neutrality concept, and the leveling concept can be identified. The current system was adopted during the 1987 legislative session (Chapter 91, SLA 1987). (A brief explanation of Alaska's current system of distributing state school funds appears in "A Review of Alaska's Foundation Funding Program" published by

EXHIBIT I

A Review

The Alaska School Foundation Funding Program

January 1989

Alaska's Public School Foundation Program, AS 14.17 enables the state to meet fiscal equalization criteria outlined in the federal PL-874 law, commonly known as the "disparity test." Alaska must meet the guidelines in order to utilize approximately $70 million in PL-874 funds within the state foundation plan as general revenues.

PL 81-874 Disparity Test - The federal PL-874 disparity test measures the disparity in local school district expenditures. The test takes into consideration designated state and local revenues. Under guidelines of the disparity test, the range of revenues may not vary more than 25 percent between the school district that raises the lowest amount of revenues per instructional unit and the school district that raises the greatest amount. Since federal regulations allow states to eliminate five percent of the students at the top of the scale and five percent at the bottom, Alaska eliminates both of its oil rich school districts, Valdez and North Slope Borough, which contribute considerably more than 25 percent beyond the lowest amount. Since REAAs are not authorized to raise local taxes, five percent of the students at the bottom of the scale can be from any REAA. The disparity test uses $60,000 per instructional unit as the base.

The Foundation Program is based on the "instructional unit" method of funding.

The definitions printed on page 2, when used with the two mathematical formulas below and the numerical data on page 4, provide for understanding the foundation law.



The formula used to calculate basic need:

Basic Need = (Instructional Units) x (Area Cost Differential) x ($60,000)

The formula used to calculate state foundation aid:

State Foundation Aid = (Basic Need) - (Local Effort) - (90% Eligible PL-874)

TERMS AND CONCEPTS:

ADM (AVERAGE DAILY MEMBERSHIP) - The average of the number of students enrolled in a school district or specific school program (vocational education, bilingual education, special education) over a specified fall or spring reported period. The more students a district has in Average Daily Membership, the more funding it receives through the foundation program.

INSTRUCTIONAL UNIT - A number represented by a group of students identified by grade levels and whether the students are enrolled in vocational, special or bilingual education programs.

AREA COST DIFFERENTIAL - A factor multiplied by a school district's instructional units to adjust for costs - primarily personnel costs - in various school districts. Factors vary between 1.0 and 1.46, depending usually on remoteness of the district.

INSTRUCTIONAL UNIT VALUE - The amount under the new foundation formula is $60,000 per instructional unit. That amount was established by the regulation when the law was passed.

BASIC NEED - An amount of money determined by multiplying the area cost differential by the number of a school district's allowable instructional units times the instructional unit value, set annually by the legislature. The foundation program sets the instructional unit value at $60,000.

REQUIRED LOCAL EFFORT - Under the law, city and borough school districts are required to contribute the lesser amount of:

(1) the equivalent of funds generated by a four mill tax levy based on the full and true value of the taxable real and personal property in the school district; or

(2) 35 percent of a school district's basic need for the preceding school year.

School districts are not allowed to contribute more than the equivalent of 2.0 mills or $12,600 per adjusted unit in addition to required local effort in order to hold disparities in funding per instructional unit among school districts to no more than 25 percent. The amount of local effort, either in the 4 mill equivalent or 35 percent basic need, is subtracted from a school district's basic need. Since Regional Education Attendance Areas do not have authority to collect taxes, there is no deduction for the local contribution portion of basic need in these districts.

PL-874 - Federal Law PL-874, impact aid to education, provides federal funds to school districts for children of parents living and/or working on federal property as an "in lieu of local tax: revenue. Under the foundation program 90 percent of each school district's eligible PL-874 receipts is subtracted from the district's basic need.

STATE FOUNDATION AID - The amount of state money school districts are entitled to receive under the Public School Foundation Program, after local and federal shares are deducted. *(See page 4, column G.)*

OTHER ISSUES:

DECLINING ENROLLMENT - The law contains language that protects districts from losing more than 10 percent of the prior year's K-12 instructional units.

CENTRALIZED CORRESPONDENCE STUDY - The law provides a formula for computing funds for the state Centralized Correspondence Study program. Instructional units are computed under the same formula used by elementary schools with more than 200 students and multiplied by 0.65.

GATHERING/ REPORTING STUDENT DATA - The statute requires districts to report to the Department of Education by October 15 of each school Year an estimate of its student population for the next school year. The Department of Education will use the estimates to determine the amount of state foundation aid to seek from the Legislature for the following school year.

FUND BALANCE LIMITATION - The law prohibits districts from accumulating an unreserved fund balance of more than 10 percent of their operating expenditures for the year. The Department of Education must deduct the amount exceeding 10 percent from a school district's succeeding year's foundation entitlement.

FULL AND TRUE VALUE - The Department of Community and Regional Affairs will determine the full value of the taxable real and personal property in each city and borough school district for the purpose of calculating a school district's required local effort.

DISTRIBUTION PROCEDURES - The Department of Education will make payment of foundation aid through monthly payments to school districts. The payments for the first nine months of each fiscal year will be based on actual student counts for the prior school year. Payments for the last three months will be adjusted by actual year student counts. Any overpayments or underpayments made during the first nine months will be adjusted in the final three payments of the fiscal year. The first counting period will be during a 20-day period ending on the fourth Friday in each October. A subsequent reporting period, a 20-day period ending the second Friday of each February, may be used to calculate foundation funding, if the February counting period yields more instructional units.

FACTORS AFFECTING FY 90

PL-874 CHANGES - Federal law now allows local school districts to receive 125% of their normal impact aid money for students who qualify under the Indian and Native impact aid formula. Under this new program, the 25% above the normal 100% share cannot be taken into consideration in state funding formulas. The prohibition was adopted so that the local school districts in equalized states, such as Alaska, would receive the full 25% add-on benefit. In Alaska the new add-on rule results in a loss of funding from the foundation program of $7,804,925 for FY 90.

REDUCED LOCAL SHARE - A significant reduction of the assessed value of property in most municipal school districts has reduced the value of the required local share of basic need in the FY 90 foundation formula. Under the foundation formula, the state must make up the difference between this reduced local share and basic need. This increases the projected full entitlement cost of the foundation formula by $20,406,269 for FY 90.

the Department of Education in 1989, and is inserted as Exhibit 1. Detailed provisions of the entire system are delineated in Chapter 17, sections 14.17.010 - 14.17.250 of the compiled Alaska statutes, attached as Appendix D.)

In general, ways to raise money for education, the revenue dimension of school finance, are as various as the ways that can be devised for allocating funds. But compared to many states, the manner by which school funds are raised in Alaska are relatively uncomplicated. Exhibit 1 briefly describes the current system of generating school district funds as well as the means for distributing them. Among the most noticeable features in the revenue dimension is the fact that REAA districts have no local tax liability.

A detailed explanation (prepared by the Department of Community and Regional Affairs) of the means by which local revenues are generated, especially property taxes, appears as Appendix E. As forthright and uncomplicated as the system ostensibly is, equity issues in the revenue dimension are increasingly attracting attention. A detailed description of both the revenue and distribution dimensions of Alaska's system of school finance is provide below in the section dealing with issues in school finance.

Equity Principles and Concepts in School Governance

To govern customarily implies the authority to make and administer public policy, thereby controlling and regulating the actions of others. Governance as a determinant of school performance ranges from the broadest of policy topics at the state level, such as judicial decisions on constitutional issues, to legislative

matters, such as creating or dissolving school districts and funding the foundation program, to state board activities, such as regulating teacher certification and graduation requirements, to routine responsibilities in local districts, such as the selection of administrators and vendors of school supplies. At a meeting of the Alaska Coalition for Education in October, 1990, 130 subjects were identified as coming under the heading of governance. With so many topics subject to control, the question of which level of authority has the ultimate responsibility to adjudicate an issue often complicates the process, especially since interests in the outcome of each issue may be affected at each level.

In recent years criticism of schooling in general has increased steadily. For example, the "bankruptcy" of the wholly funded Copper Valley REAA by action of its superintendent and board did much to damage the credibility of "local control" in the legislature and with the general public. Public comment regarding school district expenditures for lobbying, litigation, and legal fees not connected with litigation has been negative as well. And as pointed out by Michael Kirst, one of the country's foremost authorities on the organization and control of education, a loss of confidence in local education authorities has weakened the traditional American commitment to local control of education. Furthermore, Kirst asserts that

> The urge to reform education results from a loss of confidence in the local capacity to maintain high academic standards. Many superintendents cannot control their agenda or structure the outcomes of decisions as they could in the past. The golden age of the superintendent has passed, with profound consequences for administrative control.... [and] school boards have been subjected to an unprecedented attack during the 1980s. Additionally, local boards continue to grapple with problems in the necessarily grey area between the board's policymaking and the superintendent's administrative responsibilities....[17]

There are those who contend that Kirst's observations, drawn from the country as a whole, do not apply to Alaska. Nevertheless, during the life of the Joint Committee, ill-suited systems of school governance have often been cited as the basis for this type of criticism. Whether or not this is an accurate or well-informed perception remains to be definitively confirmed, but declining confidence in local education authorities as a result of inadequate school performance is a stark reality in Alaska today. Many, if not most, observers of and participants in education are quick to acknowledge that much of Kirst's commentary is credible throughout Alaska. For example, the chairperson of the Alaska Coalition on Education's subcommittee on governance observed at a recent statewide meeting (October, 1990) that many school superintendents and school board members are concerned about the declining credibility of Alaska's school districts, that district governance is often seen as inefficient and uncaring, and that change is inevitable. Few participants demurred. A question was then posed by the chair: "Will change come through legislation or innovative ways of the districts on an individual basis?" [18] The answer may depend on whether districts are able to regain the confidence of the public through effective restructured schooling.

Prior to an examination of specific issues in school governance, a brief review of how the system is presently constituted is appropriate. Fifty-four districts comprise the system as a whole: 16 borough school districts, 18 first class city school districts, and 20 REAA school districts in the unorganized borough. They are governed by approximately 330 school board members. These policy makers regulate the activities of 6708 full time equivalent teachers (6586 of whom are in classrooms), 1005 administrators and managers at various levels and hundreds of

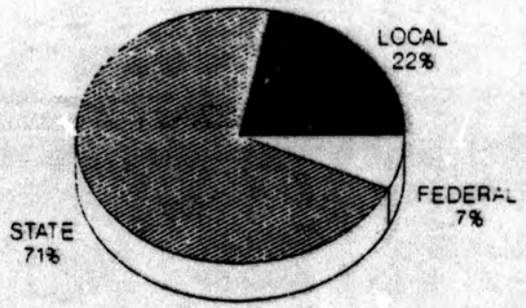
support personnel, all of whom in turn are serving 112,161 students in 1990-91.

There are three types of school districts in Alaska: 1) each first class city in the unorganized borough is a city school district, 2) each organized borough, regardless of class, is a borough school district, and 3) the area outside organized boroughs and outside first class cities (the unorganized borough) is divided into Regional Education Attendance Areas. (The Court has declared it is implied in statute, although not specified, that REAAs are to perform as school districts.) Although each class of school district functions under somewhat different rules, especially in matters of school finance, all schools in the state are generally regarded as the Alaska system of education. That system, however, has anomalous political and geographical boundaries arranged in a way that may be difficult to justify from a number of important standpoints. These include the problems of equitable distribution of decision making authority, of efficiency of daily operation and prudent expenditure of financial resources, and of the capacity to make programmatic changes that might lead to improved school performance.

Examples of organizational arrangements that cause these problems include the following: the Chugach REAA surrounds the city of Cordova and skirts the city of Valdez; the Lower Yukon REAA surrounds the Kashunamuit REAA and the municipality of Saint Marys; the Lower Kuskokwim REAA geographically includes the Yupit REAA; and the Southeast Islands REAA includes the municipalities of Craig, Hydaburg, Kake, Klawaock, Petersburg, and Wrangell. These are just some of the extraordinary organizational arrangements that have evolved over the past fifteen years that affect equity, efficiency, prudence, and judicious change. Organization, however, is only one probable cause of these problems; diversity of situations is another.

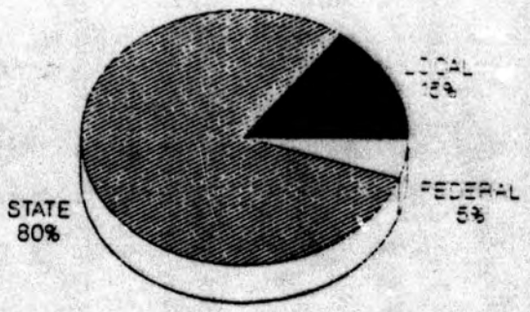
FIGURE 2

FOUNDATION FUNDING BY SOURCE
FISCAL YEAR 1988



BASED ON ACTUAL FUNDING

FOUNDATION FUNDING BY SOURCE
FISCAL YEAR 1991



BASED ON FULL FUNDING

In average daily membership districts range in population from 28 pupils to over 40,000. Some are single site districts; others have many schools in a single municipality or REAA. In physical size districts range from fewer than just a few square miles to other that encompass tens of thousands. The largest, the North Slope Borough, occupies 84,983 square miles (slightly larger than the state of Minnesota.) In fiscal 1991 this assortment of districts is supported with $511,081,199 from state revenues in operational expenses through the foundation program and over $230,000,000 from other sources, mostly local property taxes and federal entitlements. Figure No. 2 graphically shows sources of school district revenue in 1988 and 1991. Briefly stated, the enterprise is immense and complex. It is also sometimes described as cost ineffective, cumbersome, and difficult to monitor from the state level where responsibility for its operation ultimately resides. With this general description of Alaska's school system in mind and declining confidence in school district effectiveness a reality, it may be asked, what are the policy issues associated with school finance and governance?

Current Issues in School Finance

Almost every factor in the School Foundation Funding Program is presently being questioned in one way or another by one group or another. Some factors are considered more important than others, and some are more problematic than others. But on average there appears to be more discontent than satisfaction with the system as a whole. The most vexing issues in the system, posed as questions, include:

1) Do economy of scale and regional cost differentials account for and thereby justify the wide disparity in expenditure per pupil in average daily membership found throughout the state?

2) Should REAAs continue to be exempt from local tax efforts? Are communities in REAAs such as Glennallen, Tok, Delta, Bethel, and McGrath less able or willing to pay local taxes to maintain schools than say, to name only a few, Ninilchik, Nenana, St. Marys, Nome, or Kotzebue where taxes are paid? Several REAAs have the potential for higher assessed valuations than many municipal districts.

3) Are the means used to determine local tax mill rate equivalents fair? Are they adequate? Should the optional maximum allowable local contribution differential be reduced? Increased? What effect do optional contributions have on fiscal neutrality?

4) Is the schedule for calculating instructional units equitable for all districts? Do they assign the correct number of units to small schools and to special programs?

5) Are area cost differential values realistic? Are there better ways to calculate them?

6) Are the assessment practices for determining full and true property values adequate? Are they applied uniformly throughout the state? (Although Alaska law requires an equal and uniform system of local taxation and has established standards for appraisal of all property assessed by the state or its political subdivisions, vast differences in property type and location and varied provisions for tax exemptions create the potential for inequities to trickle into the system. The equitable distribution of state aid in the foundation formula is

so dependent on accurate and equitable statewide assessment practices that it may be time to determine if the system is working as planned.

7) Is the present instructional unit value the right amount required to meet "basic need"? Can basic need be better defined?

8) Should districts continue to have the freedom to use funds generated by the foundation program without specification or limitation placed on them by the state?

9) Are the "creative financing" practices of some districts in the way they raise local contributions in lieu property tax excessive?

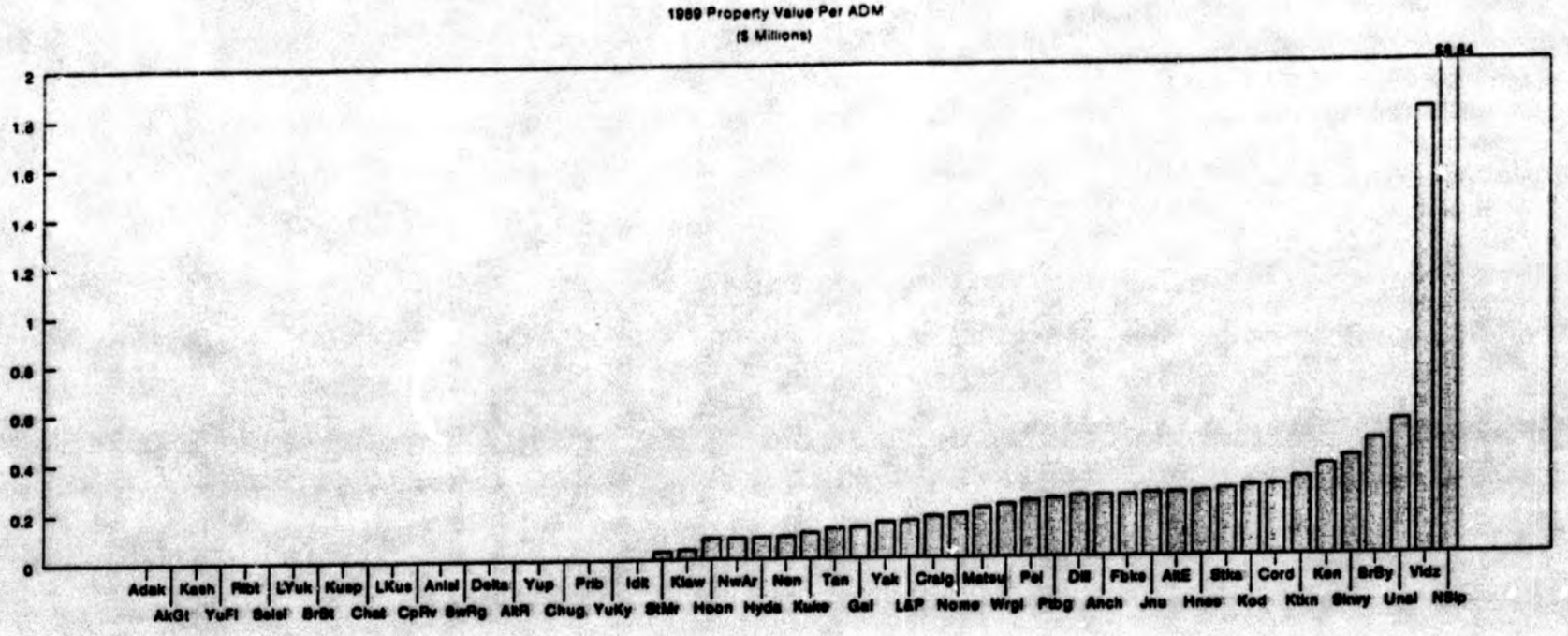
10. How can funds for early childhood and parenting education be made available as an annual entitlement in the foundation program although expenditures in support of these programs are made outside the formal school system?

11) Should the Foundation Program be funded in a separate appropriation prior to adoption of the state's annual budget?

12) To what extent do qualifying requirements of P.L. 874 (intended to reduce resource inequity among districts) have a reverse effect by producing resource disparity?

The issue that transcends all of those above, and which is the most imperative, asks the question, Does the present system meet the test of fiscal neutrality? That is, is the wealth of the state as a whole made equally available for the education of each child? Related questions ask: Is there equality of resources among property rich and property poor districts after state funds are made available? Is there tax liability equity among municipal school

FIGURE 3



Prepared by the Legislative Research Agency, December 1990 (91-007)

districts? Is intra district financial equality aggravated by taxpayer inequity between municipal districts where local taxes are paid and REAA districts where there is no local tax liability? The condition of the foundation program, as displayed in the following graphs, suggests that answers to these questions are apt to reveal a badly flawed system in need of recasting.

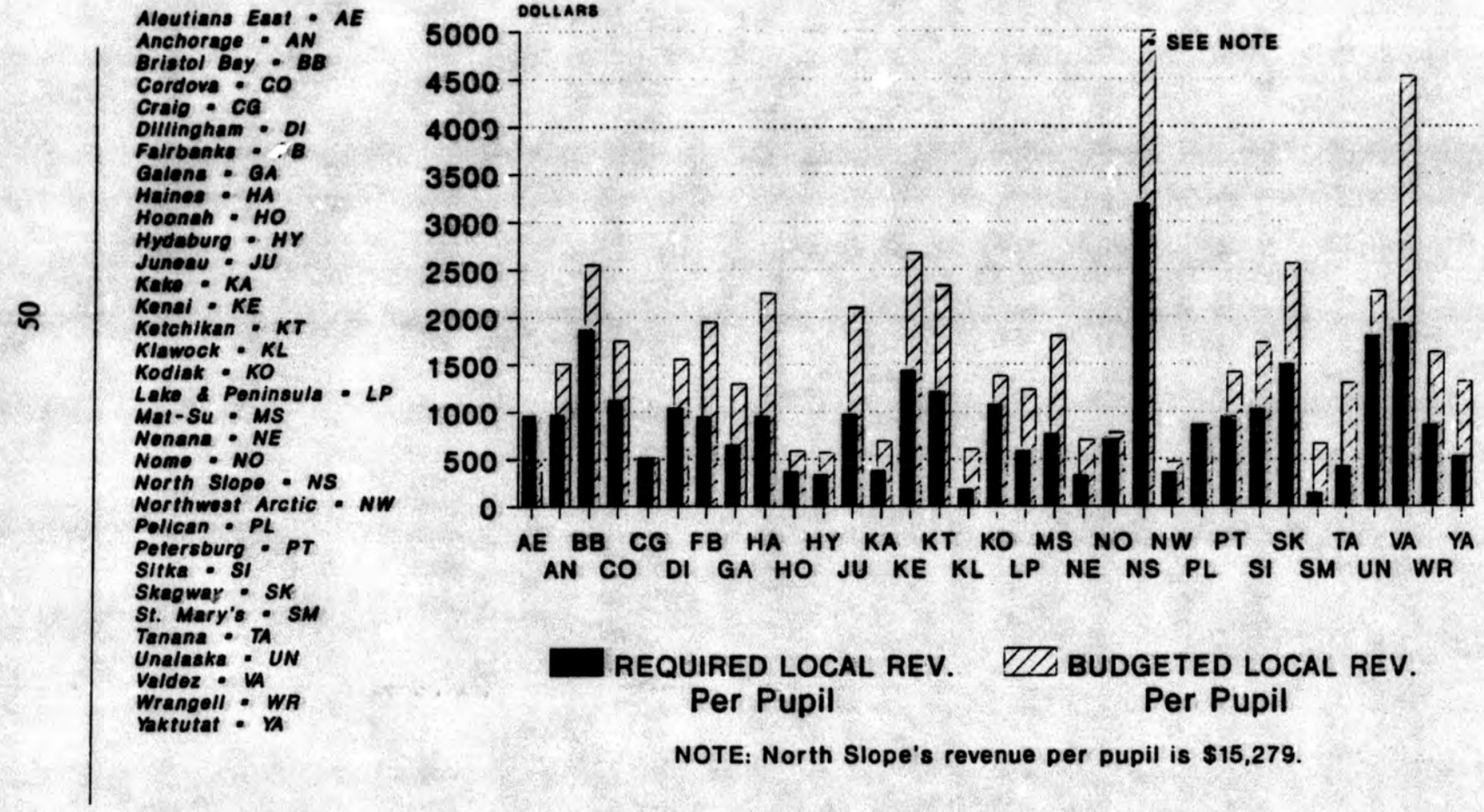
Figure 3 graphically illustrates the range of property wealth (revenue- generating potential) in dollars per average daily membership (ADM) in each of Alaska's school districts. Values of assessed property range from $35,464 per child in the poorest property district to $8,840,927 per child in the wealthiest. There are seven districts where a one mill tax would bring in less the $100.00 per child in average daily membership (and $35.00 per ADM in the poorest), and there are seven districts where a one mill tax would bring in more than $300.00 per ADM (in the richest district, one mill can bring in $8,800.00 per ADM.) The remaining nineteen city and borough districts fall in the middle range. REAAs are shown on the graph as having no local tax base since they have no taxing authority.

Figures 4 and 5 illustrate AS 14.17.025, that part of the foundation program that specifies the amount that local districts must and what they may not provide to their annual budgets as local contributions. This section requires that local districts (other than REAAs) raise the equivalent of a four mill tax on a full and true value of taxable real and personal property tax or 35 % of the district's basic need for the preceding year. The outcomes of this feature of the program are represented in Figure 4. (The North Slope Borough is required to raise less than one mill to meet its local obligations and Valdez only one mill.)

Figure 5 illustrates the effect of the provision of the act that allows city and borough districts to exceed the required level of local

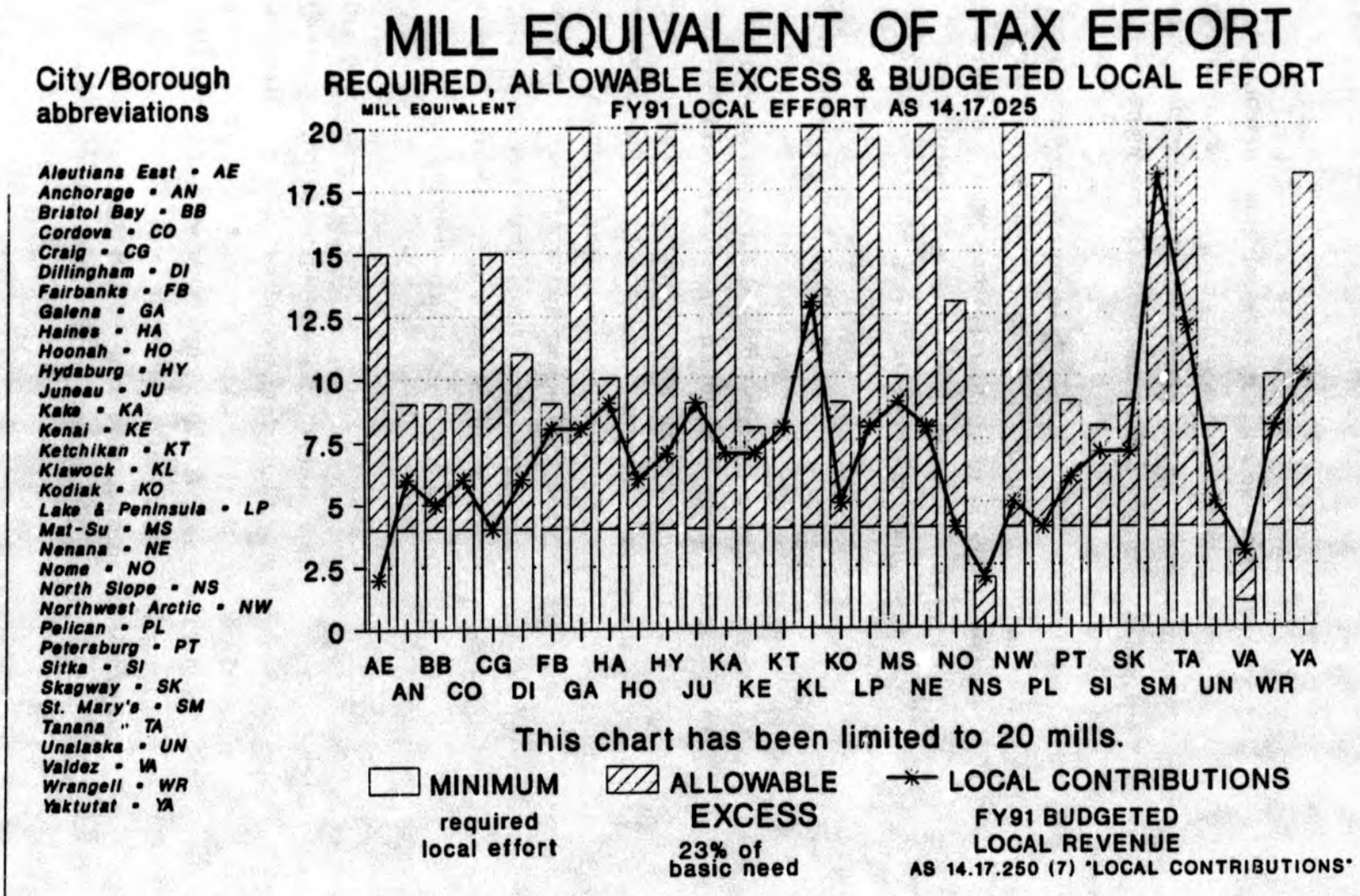
FIGURE 4

LOCAL REVENUE PER PUPIL FY91
REQUIRED & BUDGETED AS 14.17.025



NOTE: North Slope's revenue per pupil is $15,279.

FIGURE 5


MILL EQUIVALENT OF TAX EFFORT
REQUIRED, ALLOWABLE EXCESS & BUDGETED LOCAL EFFORT
MILL EQUIVALENT
FY91 LOCAL EFFORT AS 14.17.025
City/Borough abbreviations
Aleutians East • AE
Anchorage • AN
Bristol Bay • BB
Cordova • CO
Craig • CG
Dillingham • DI
Fairbanks • FB
Galena • GA
Haines • HA
Hoonah • HO
Hydaburg • HY
Juneau • JU
Kake • KA
Kenai • KE
Ketchikan • KT
Klawock • KL
Kodiak • KO
Lake & Peninsula • LP
Mat-Su • MS
Nenana • NE
Nome • NO
North Slope • NS
Northwest Arctic • NW
Pelican • PL
Petersburg • PT
Sitka • SI
Skagway • SK
St. Mary's • SM
Tanana " TA
Unalaska • UN
Valdez • VA
Wrangell • WR
Yakutat • YA
20
17.5
15
12.5
10
7.5
5
2.5
0
AE BB CG FB HA HY KA KT KO MS NO NW PT SK TA VA YA
AN CO DI GA HO JU KE KL LP NE NS PL SI SM UN WR
This chart has been limited to 20 mills.
MINIMUM
required local effort
ALLOWABLE EXCESS
23% of basic need
LOCAL CONTRIBUTIONS
FY91 BUDGETED LOCAL REVENUE
AS 14.17.250 (7) "LOCAL CONTRIBUTIONS"

contributions, although with a limit placed on that amount. The so-called "capping effect" of this provision prohibits districts from raising more than the equivalent of an additional two mill levy on district property or 23% of basic need, whichever is greater. The purpose of this prohibition is to achieve a certain level of equality of resources among districts. This provision otwithstanding, the ten most property poor districts find it necessary to raise funds at the maximum level permitted.

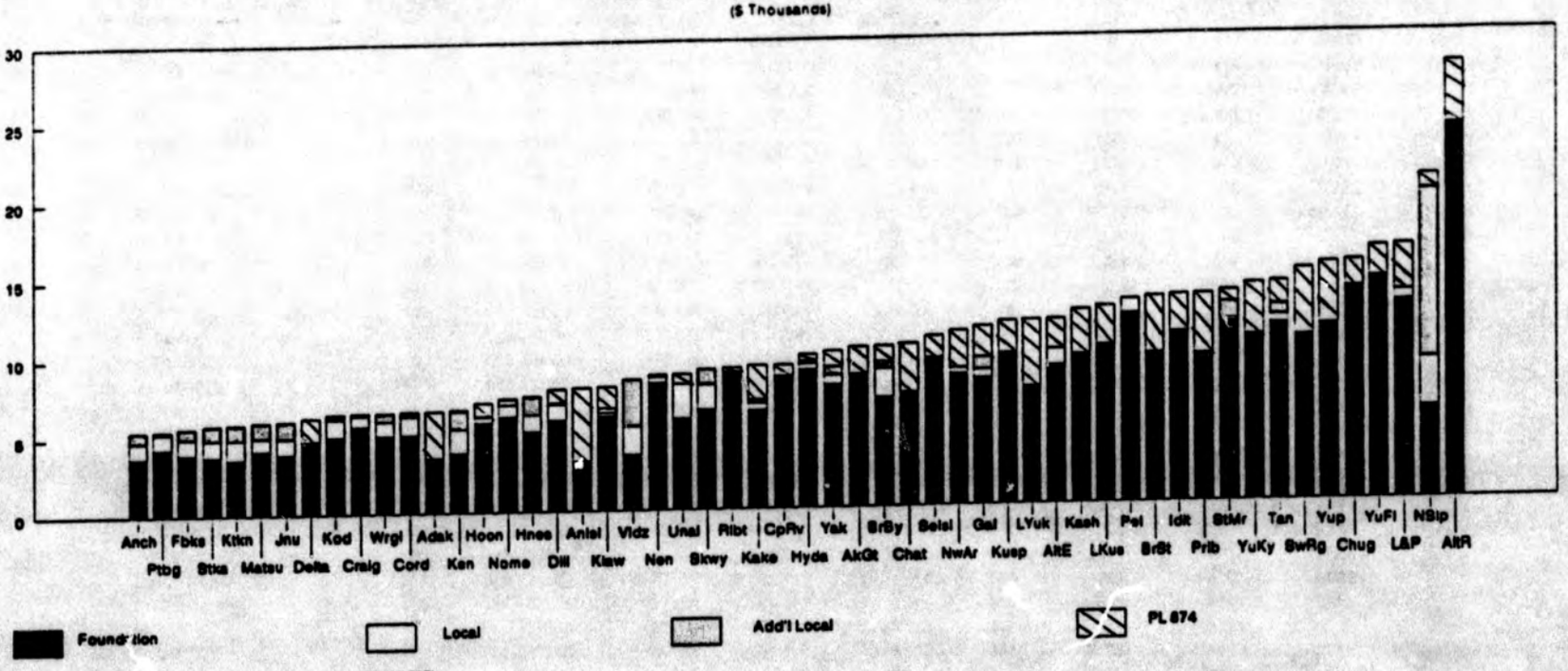
The solid line connecting local contributions in mill equivalents may be the most telling feature in figure 5. It represents the level of support (local effort) levied by each district in 1991. If the current formula effectuated fiscal neutrality the jagged solid line (revealing resource distribution disparity) would be flat. Note that the range of local effort varies from 2 mills and 3 mills in the wealthiest districts to 18 mills in the poorest. The net effect of Chapter 15, as seen in these illustrations, is to require property poor districts to exert substantially greater effort to raise local funds than property rich districts, which are allowed to contribute to their budgets a lower level of effort.

It may be that the fairest, most easily computed, and cost effective way to distribute state wealth so as to achieve fiscal neutrality would be the state to fund 100% of all public education. Such a procedure would, incidentally, leave municipal tax bases free for local needs other than schools.

(As an incidental addendum to figure 5, it should be noted that the Aleution East Borough school district, because it is in a transitional phase from REAA to Borough, is required to raise only the equivalent of 2 mills during its first year of operation. Its local

FIGURE 6

Estimated Per ADM Revenue from All Sources
($ Thousands)



Prepared by the Legislative Research Agency, December 1990 (91-067)

TABLE 2

ALASKA DEPARTMENT OF EDUCATION
FY91 FOUNDATION PROGRAM AS 14.17.025
LOCAL REVENUES: REQUIRED, ALLOWABLE EXCESS & BUDGETED
12/10/90 BEJ

	ACTUAL FY91 ADM	1989 FULL VALUE DETERMINATION	REQUIRED FY91 LOCAL	ALLOWABLE EXCESS	BUDGETED LOCAL	1 MILL PER ADM	REQUIRED PER ADM	BUDGETED PER ADM	ALLOWABLE PER ADM	REQUIRED MILL EQUIV.	ALLOWABLE MILL EQUIV.	BUDGETED MILL EQUIV.
ALEUTIANS EAST	364	$87,528,600	$350,114	$926,808	$175,057	$240	$962	$481	$3,507	4	11	2
ANCHORAGE	40,533	9,836,722,410	39,346,890	45,054,240	61,067,977	243	971	1,507	2,062	4	5	6
BRISTOL BAY	253	117,937,900	471,752	540,822	645,559	466	1,865	2,552	4,002	4	5	5
CORDOVA	438	122,992,900	491,972	645,978	764,805	281	1,123	1,747	2,599	4	5	6
CRAIG	311	40,178,500	160,714	431,664	159,228	129	517	512	1,907	4	11	4
DILLINGHAM	457	118,601,000	474,404	842,490	710,000	260	1,038	1,554	2,882	4	7	6
FAIRBANKS	14,246	3,398,331,900	13,593,328	16,267,440	27,751,000	239	954	1,948	2,096	4	5	8
GALENA	120	19,585,100	78,340	314,916	155,152	163	653	1,293	3,277	4	16	8
HAINES	433	103,888,200	415,553	642,390	974,801	240	959	2,250	2,442	4	6	9
HOONAH	234	21,586,000	86,344	376,878	137,341	92	369	587	1,980	4	17	6
HYDABURG	108	9,024,100	36,096	234,186	61,459	83	333	567	2,493	4	26	7
JUNEAU	5,124	1,247,450,700	4,989,803	5,801,244	10,744,000	243	974	2,097	2,106	4	5	9
KAKE	179	16,843,800	67,375	305,118	122,592	94	377	686	2,084	4	18	7
KENAI	9,169	3,285,880,710	13,143,523	11,599,590	24,507,607	358	1,433	2,673	2,699	4	4	7
KETCHIKAN	2,693	819,271,400	3,277,086	3,044,832	6,278,771	304	1,217	2,331	2,347	4	4	8
KLAWOCK	202	9,194,000	36,776	335,478	122,000	46	182	604	1,844	4	36	13
KODIAK	2,404	645,143,800	2,580,575	3,409,290	3,316,000	268	1,074	1,379	2,492	4	5	5
LAKE AND PENINSULA	413	60,371,500	241,486	1,420,986	510,000	146	584	1,234	4,023	4	24	8
MATSU	9,460	1,813,556,490	7,254,226	10,826,514	17,038,193	192	767	1,801	1,911	4	6	9
NENANA	196	16,186,800	64,747	378,258	137,343	83	331	701	2,263	4	23	8
NOME	778	137,990,000	551,960	1,263,804	607,960	177	710	781	2,334	4	9	4
NORTH SLOPE	1,359	11,961,774,300	4,335,240	23,923,549	20,770,000	8,799	3,189	15,279	20,788	0	2	2
NORTHWEST ARCTIC	1,582	142,713,800	570,855	3,791,136	750,008	90	361	474	2,757	4	27	5
PELICAN	48	10,440,800	41,763	143,382	41,763	217	866	866	3,841	4	14	4
PETERSBURG	681	162,441,900	649,768	838,212	962,204	238	954	1,413	2,184	4	5	6
SITKA	1,738	446,849,500	1,787,398	1,921,236	3,008,379	257	1,029	1,731	2,134	4	4	7
SKAGWAY	145	54,411,100	217,644	258,060	371,044	376	1,504	2,563	3,286	4	5	7
ST. MARY'S	116	4,184,700	16,739	315,054	76,739	36	145	664	2,870	4	75	18
TANANA	109	11,511,900	46,048	294,216	142,000	106	422	1,303	3,122	4	26	12
UNALASKA	258	116,125,240	464,501	479,826	585,624	450	1,800	2,269	3,659	4	4	5
VALDEZ	762	1,370,370,900	1,464,960	2,740,742	3,449,218	1,797	1,922	4,524	5,516	1	2	3
WRANGELL	509	110,198,000	440,792	671,784	829,284	217	866	1,630	2,186	4	6	8
YAKUTAT	150	19,792,100	79,168	286,212	197,620	132	528	1,317	2,436	4	14	10

contribution during its first year is not based on property wealth of the district.)

Figure 6 summarizes the financial outcome of all of the features of the foundation program. It illustrates the amount of money available from all major sources for school operations per ADM in 1991. These include required local contributions, optional additional contributions, federal P.L. 874 funds, and state foundation entitlements. The amounts budgeted per ADM range from approximately $5,500 per ADM to $28,000 per ADM.

Table two displays those current revenues that are required and those that are optional; also shown are total local funds budgeted for fiscal 1991.

Essentially, the graphs and table illustrate those characteristics of AS 14.17.025 that establish three classes of school districts: municipal districts that must contribute the equivalent of a four mill property tax levy to their annual operational budget; municipal districts that contribute an amount equal to 35 % of basic need for the preceding year to their annual operational budget (placing them at an advantage over other municipal districts); and REAA school districts that make no local contribution to their annual operational budget (giving them an advantage over all municipal districts.) The extreme differentials in expenditure per ADM among districts and the disproportionately high burden of local effort required of property poor districts may partially be explained by economy of size (due to size of enrollment, small districts are not as efficient as large districts and they are unable to spread fixed costs over as many students as large districts) and regional cost differentials; more likely higher costs per ADM in some districts exist because the current formula frustrates the principal of fiscal neutrality. Article I, Sec. 1 of the Alaska Constitution, provides "...that all persons are equal and entitled to equal rights,

opportunities, and protection under the law." Because of inherent inequities in three financial classes of school districts, this provision may be obstructed. Given this likelihood and the issues listed above, there is broad based support for a comprehensive inquiry of the financial foundation program.

Furthermore, another matter that compounds the problem of providing equity in the finance system is reliance on regional cost differentials computed from household cost-of-living data rather than data that may more closely reflect the costs of operating a school district. The current system of determining regional cost differentials is not thought to be an accurate measure of true costs among school districts. A recent study by the McDowell Group, based on costs of maintaining schools instead of households, may provide improved equity in this area. It remains to be applied, if found to be appropriate, to the foundation formula.

Two issues of lesser magnitude that do not concern the state as a whole, but are troublesome to the districts affected nonetheless, revolve around the problems of economy of scale. Because of the small average daily membership (ADM) and geographic isolation of some single and dual site city school districts, extraordinarily high costs present special problems. (Legislation to alleviate some of the problems attributed to small size, passed in the last session, allows for voluntary co-operation among districts through joint service contracts. But this measure may only partially relieve problems associated with being a small and isolated district.)

Furthermore, it is claimed that the schedule in Chapter 15 used to determine the number of instructional units in geographically large borough districts which contain isolated, single school site communities results in inequitable distribution of state money. Both of these issues, however, are minor compared to the other state-

wide inequities explained above. Inadequacies in single and dual site district funding and in small communities in geographically large, rural districts may be resolved by applying suggestions such as those currently offered by the Alaska Association of School Administrators. (As a stop-gap measure, the Joint Committee endorses the association's position.) The Association's position paper on this and other school finance issues is attached as Appendix F.

While the forgoing discussion deals with inequities in funds for school district operations through the foundation program, it should be pointed out that inequities also exist in the distribution of state funds for capital improvements. Municipal school districts are obliged to meet a portion of their capital improvements expenses; REAAs are not, thereby establishing two classes of districts in this regard.

The National Conference of State Legislatures has posed four questions that a state legislature should examine when the need for revision in its school finance structure becomes apparent. They are:

1) What fiscal inequities result from the present system?

2) What are the causes of such problems?

3) What can be done to remedy the inequities?

4) What will be the fiscal impact of proposed aid reforms?

To answer all four questions requires assembling data on the present system, analyzing that data, designing new alternatives, and evaluating the effects of those alternatives on the system. [19]The following outline designed by the National Conference of State Legislatures suggests what needs to be done to meet these requirements.

AN OUTLINE FOR THE ANALYSIS OF PRESENT AND PROPOSED FUTURE SCHOOL FINANCE STRUCTURES

I. Description of the present system

A. Statewide maximum, minimum, average, standard deviation for:

Current expenditure per pupil
Equalized property value per pupil
Equalized school tax rate
State aid per pupil

B. Proportion of educational revenues derived from local, state, and federal sources

C. Comparisons with national patterns and other states (Expenditures, incomes, source of revenues, state and local tax payments per capita)

D. Extent of disparities in expenditures, property wealth, school tax rates (Rank orders, bar graphs, comparisons of extreme or groups of districts)

E. Differences in expenditures between 5th and 95th percentile

F. Declining or increasing enrollment (Past trends, future projections for the entire state and for individual districts)

II. Analysis of disparities and problems in the current system.

A. Patterns of disparity in school expenditures, school tax rates and property wealth (Region, size, type of community)

B. Sources of expenditure inequities (Expenditures vs. income; expenditures vs.

property wealth; state aid; federal aid vs. property wealth)

C. Sources of tax inequities (School tax rate expenditures; school tax rate vs. property wealth; school tax payments vs. income)

D. Interrelationships among district characteristics (property wealth, school tax rate, expenditures, income, size, region type of community)

E. Patterns of declining [or increasing] enrollment (Drop [or increase] in enrollment vs. property wealth, income, school tax rate, expenditures, size, type of community, region)

F. Impact of providing other local services, (education expenditures vs. other local expenditures or proportion of local property tax levy devoted to other services; school tax rate vs. proportion of local levy devoted to education; type of community vs. property wealth per capita, school tax rate, total tax rate; proportion of local levy or budget devoted to education)

G. Effects of expenditure disparities (Expenditures vs. school characteristics and educational outcomes)

III. Analysis of impact of alternative new programs

A. Projection for each district:

New expenditure for each district
New school tax rate
New state aid per pupil
Increase [or decrease] in state aid per pupil
Increase [or decrease] in total state aid

Analysis for Entire State:

B. Increase or decrease in cost (Total and by program)

C. New levels of expenditures and tax rates (Maximum, minimum, average, standard deviation)

D. New proportion of educational revenues derived from local, state, and federal sources

E. Extent of disparity in new expenditures and new school tax rates (See I.D.)

F. Sources of variations in expenditures and school tax rates (New expenditures, new school tax rates vs. region, size, type of community, property wealth, income, educational needs, costs)

G. Rank ordering of districts on the basis of their gains or loss from new program (By total change in state aid and in school tax rates).[20]

In the past the legislature has declared it to be its policy to provide an equitable level of educational opportunity through its financial foundation program. The activities (assembling and analyzing data, and designing alternatives and evaluating their effects) called for in this outline will enable the legislature to determine how well it is currently fulfilling that policy.

Current Issues in School Governance

Issues concerning the governance of schools have always been with us, and as processes of education have grown more complex, so too have the issues. Governance, and its related subject, organization, are fairly straightforward terms. Governance

authority and the means (usually money and political influence) to exercise that authority. Organization, the environment of an enterprise, is the setting in which decisions are made, leadership exercised, and routine tasks carried out.

Governance topics are at issue today primarily because of the loss of confidence in the educational establishment as a whole and because of tangled and overlapping school district boundaries among the three classes of districts. Arriving at a satisfactory system of governance is further aggravated because different regions of Alaska with disparate physical, economic, and social characteristics may have unlike needs. School *restructuring*, the current catchall term or cliche frequently used to claim solutions for a host of schooling problems, generally revolves around school governance issues. These are being debated in nearly every state of the country, in some cases with proposals for solutions nothing short of drastic and revolutionary. And although *restructuring* as a term may be used excessively, it is descriptive and has significance. (A review of major education restructuring now currently underway in other states appears in the paper "Education Legislation," attached as Appendix G).

All of the governance issues listed below have been included in this report because they tenaciously persist as unresolved problems. As with issues in school finance, some are broader in scope than others, and some are more contentious than others. But all are sources of tension among the various factions competing for authority to control the process and outcomes of schooling. Posed as questions, the following issues appear to be the most vexing and most in need of immediate attention.

1) Is Alaska's policy of delegating decision-making authority to three different organizational systems (city, borough, and REAA school districts), often with overlapping

boundaries, the most practical, efficient, and equitable organizational arrangement available to the legislature? It appears not to be.

2) What reasons make it necessary to delegate decision-making authority by creating districts within districts, such as small REAAs within large REAAs or small city districts within REAAs? Do these reasons justify the expense and inefficiency inherent in this arrangement? The general impression is that they do not.

3) Should REAAs continue to exist in their present form? As now constituted they are nothing more than service districts in the unorganized borough? When established they were considered to be the product of a temporary, transitional measure awaiting a more authoritative organizational structure. Fifteen years later they are anomalous units of governmental structure, firmly in place.

4) Should some districts be merged with others to provide better economy of scale and more efficient distribution of administrative responsibilities?

5) If consolidating and merging school districts are solutions to current problems in governance and organization, should these activities be mandated or encouraged (through incentives, perhaps) through voluntary intra-district cooperation?

6) Should advisory school boards, especially in small and remote communities, be delegated legal decision-making authority? There has been widespread testimony that they should be.

7) Is the decision-making authority of the state board of education and/or the Commissioner of Education and their authority to require school district compliance with regulations sufficient? Does the role of the state board of education need to be strengthened?

8) Are current provisions for secondary schooling in rural areas with small enrollments adequate and cost effective; especially are high schools with limited resources sufficient to meet the needs of high school graduates today? Is it necessary to initiate a new generation of regional high schools to expand and improve existing programs? If so, how should they be constituted, where should they be located, and what should be their governance mechanism?

9) Should the state system of public education be extended to a "13th year" to provide "developmental education" for students not able to cope with higher education, or because of functional illiteracy are unemployable? If implemented, should this extension be the responsibility of the public school system, the University of Alaska, or a combination of the two? How might existing University of Alaska and school system programs and facilities provide for this group of students (especially those in the rural areas)?

10) Should decision-making authority, the locus of control (especially in matters affecting curriculum, internal institutional structure, budgets, staff qualifications and hiring practices, promotions, school calendar, and use of facilities), be shifted (devolved) from central district offices to individual schools? Should principals,

teachers, and residents in their immediate communities be delegated authority in areas now held by local boards and central administrations? In brief, these questions ask, is school-site-based management a viable option in Alaska? Increasingly there is support for decision-making authority to be devolved so that there can be more school-level personnel and parent involvement in schooling processes.

The issue of feasibility and desirability of site-based school management focuses some of the issues raised above. Providing more legal decision-making authority at school sites has the potential to lead to substantial school improvements according to some observers; to others the shift is unworkable. Taken to its limits, site-based management, or "empowered schools" as the concept is sometimes called, requires that decision-making authority for most school policies and practices dealing with instruction and management be devolved to teachers, principals, and local community groups. To do so would change the roles of school district boards and superintendents (where the traditional factory model chain of command from the top down is the general practice) by reducing their authority. Thomas B. Timar of Harvard University and David L. Kirp of the Graduate School of Public Policy at the University of California, Berkeley have described how this shift might be accomplished:

> The most important conclusion that we can draw from state reform efforts is that a major shift in policy needs to occur. Policy makers must focus their attention on making schools better places in which to work.... A theory of institutional support must be based on... [the] premise that schools as institutions are the principal targets of reform. Tightening curricular standards and ratcheting up certification requirements, for example, may mean nothing if the schools lack the organizational competence to make use of improved curricula and better-qualified teachers....

> Authority and responsibility have to be distributed and differentiated across the entire system of education. The states have the responsibility to establish clear expectations [The Alaska legislature did just that last year.] and a general educational framework.... Authority at the local level needs to be decentralized at the school site. A theory of institutional support is anchored in the conviction that everyone in schools is responsible for planning, for budgeting, and for program evaluation. Budgets are tied to assessment and diagnosis, targeting money where it most needed. Responsibility is not segmented and parceled out among a host of players. For schools to take responsibility for their own efficacy means that schools must behave as purposive organizations rather than as shopping malls--mere conglomerations of marginally related activity centers. [25]

Obviously changes to this extent have the potential for strife and tension among the people affected unless adequate planning precedes transfers in levels of authority and unless decision-making authority is unequivocally transferred. To make this change or any others that alter the existing system, the legislature must clarify the policies and the means required to carry them out.

The scope and complexity of school governance and organization give credibility to the conclusion that if anything is to be done in this sphere to improve school performance it cannot be done piecemeal; schools are tangled institutions, governed by many traditional rules and shaped by many factors, not the least of which is political expediency. John E. Chubb of the Brookings Institute has elaborated on this concept this way:

> [The] institutional structure and character [of schools] is shaped by their environment--by their relationship with parents, of course, but more pertinently by the way they are controlled, by their connections to administrative and political superiors. Those organizational qualities that we consider to be essential ingredients of an effective school--such things as academically focused objectives, pedagogically strong principals, relatively autonomous teachers, and collegial staff relations--do not flourish

> without the willingness of superintendents, school boards, and other outside authorities to delegate meaningful control over school policy, personnel, and practices to the school itself. Efforts to improve the performance of schools without changing the way they are organized or the controls they respond to will therefore probably meet with no more than modest success; they are even more likely to be undone.
>
> This unfortunately poses a dilemma for improving the performance of public schools. Significant gains in student achievement may well require basic changes in the ways schools are governed and organized--in the authority entrusted to them, the objectives imposed upon them and the professional discretion they are granted. [21]

The opportunity given the Joint Committee to examine school performance in Alaska has led to the conclusion that the dilemma posed by Chubb is an Alaskan dilemma, but not one that is insurmountable. As revealed by the nature and number of issues in school governance identified in this report, it can be assumed that the current system of delegating decision-making authority among three types of school districts is far from the equitable or optimal system it should be. And although there is widespread discontent with several aspects of the present system, in part because of what is perceived to be ineffectual and inefficient management and arbitrary and illogical dimensions of some school district boundaries, little attention has been focused on what will be required to still the criticism.

However, a model for institutional support that balances state objectives with local initiatives and takes into account the needs of teachers, administrators, and local school board members in their collective efforts to improve school performance is theoretically attainable. Alaska has the means and the people to bring about the necessary changes. Whether or not it is politically feasible will depend on the extent to which the legislature puts the need for long term and substantive school reform above more limited and immediate interests.

Recommendations In School Finance and Governance

The way decision-making authority is delegated and distributed and the adequacy of financial support provided to schools will be among the most telling outcomes of efforts to improve Alaska schools. Too often school finance and governance issues have been examined independently of each other and at times "fine tuned" in a superficial way. ***School finance and governance simply are not independent variables; when one is altered, the other absolutely will change, whether planned or not.*** And it is clear that fine tuning the system is no longer sufficient, if it ever was.

Thus the ultimate question under the heading of school finance and governance asks: Is the state allocating financial resources and installing local authority over decisions in the most effective and equitable way? Testimony and study leave the impression that it is not. But before this pronouncement can be universally accepted and alternative systems proposed, they must be authenticated; questions posed in this report must be answered definitively. Answers will establish the rationale necessary to design a system of education that is faithful to the principles of equity and equal educational opportunity so necessary to meet the educational needs of all children and youth. The state should then be confident that it has established as close to the ideal organizational arrangement as is possible and that it is allocating the optimal amount of financial resources required for schools to meet the needs of each individual student and the needs of society as a whole.

One of the reasons for including the section on historic perspectives earlier in this chapter is to illustrate that Alaska's systems of school finance and governance are not static; they are the product of evolution, adjusting over time to accommodate changes in societal values and the need for an educated populace to keep pace in a complex, cosmopolitan, and technological world. However, when an education system fails to keep pace with the changing needs of individuals and society, it becomes necessary for the legislature to determine what needs to be changed. *That time is at hand.*

Accordingly, the Joint Committee on School Performance recommends:

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

PROFESSIONAL DEVELOPMENT OF SCHOOL PERSONNEL

No matter how well-thought-out and executed an equitably financed and organizationally well-restructured education system may be, it will fail to result in improved school performance if it lacks teachers who are well-educated, motivated, and respected. Much of the education reform movement during the past decade has been focused on improving the quality of teacher performance through improved professional development. Over 1000 pieces of legislation regarding teachers were enacted during the 1980s. As pointed out by Michael W. Sedlak:

> Reformers have attempted to change public education from the top down with mandates to address a particular problem; with rules, procedures, and standards generated to facilitate goal attainment; and with monitoring and evaluation to assess progress. What has been missing has been an appreciation of how such programs would actually affect the daily lives of students and teachers.[22]

Edward Meade, who several years ago was the Ford Foundation program officer in charge of the Foundation's school improvement projects, observed that in many programs the Foundation had sponsored, the complexity of improving schools had been underestimated. The Foundation learned, according to Meade, that "the ultimate innovator in schools was the teacher [and] lasting and significant changes would not occur unless teachers were directly and actively involved in the planning and development of the desired changes." [23]

Reinforcing this concept are calls for reform from outside the profession. Owen Butler, former chairman of Procter and Gamble, speaking as chairperson of the national Committee for Economic Development, described the effort for improved school performance from a businessman's point of view:

> We are trying to change from a system in which teachers are regarded as almost assembly-line classroom production workers to a system in which teachers are free to innovate and experiment and use creativity to improve teaching. We are trying to deregulate, to move the control of the schools from the top-down to the bottom-up. We are trying to provide better financing and attract better people into the profession. This requires a total change in the "corporate structure."[24]

Although having started "at the top" in its recommendations for ways to bring about improved school performance, the Joint Committee is aware of the danger of limiting its efforts to that level. The Committee finds general agreement with the positions taken by Sedlak, Meade, and Butler. Issues in this report concerning school district accountability, finance, and governance, for example, should not obscure the actuality that most of what comes to bear on schooling from the top eventually affects the classroom and does so significantly. It is the extent of teacher efficacy, the capacity to produce the desired effects, that will determine the success of the outcomes sought at other levels.

Historically Alaska has been more progressive than many states in the way it has selected teachers, certified them, and, in some instances, trained them. However, and although it is generally recognized that the aggregate of Alaska's current teaching force is among the best trained and competent in the nation, the right to retain its historic claim to excellence has been acutely eroded in recent years. Teacher shortages, primarily in rural schools where there currently is an annual teacher turnover rate of 30%, have made it necessary to recruit teachers who do not have the background to succeed under the demanding conditions found in many Alaska schools. Approximately 900 vacancies had to be filled in Alaska's schools in 1989-1990, but fewer than 20% of those vacancies were filled with graduates of teacher training programs in Alaska.

Furthermore, and more to the issues at hand, demands placed on teachers in general, rural and urban, because of an exploding knowledge base and a decline in the traditional family-oriented society of previous generations, make it necessary to have a body of teachers better educated and trained than ever before. Unique and extraordinary personal traits, knowledge, sensitivity, and ability are essential if teachers are to meet the challenges contemporary Alaska society places on them. The ways these characteristics are defined and the processes by which they may be identified or instilled in those who choose to teach are the focal points around which issues in professional development revolve. Thus, the quality of teacher performance as a result of teacher education and professional training, the provisions for teacher certification, and the teacher tenure laws are the topics most often at issue in the subject of professional development.

Teacher Education and Professional Training

As pointed out by Anne Lewis of the American Association of School Administrators, "Schools cannot be restructured unless training for the profession also undergoes radical changes." [27] During the past decade many reports from some of the most prestigious government and private institutions have called for substantial changes in the way teachers are trained. Among the reports, those that have come from the Holmes Group (an extensive consortium of deans of education from 123 of the country's colleges and universities, including the University of Alaska), the Carnegie Forum on Education and the Economy, and the Education Commission of the States emphatically support the need for reform in teacher education. In the *Journal of Teacher Education* (May-June 1987), Edith Guyton and George Antonelli summarized the recommendations common to these and many other reports issued in the past few years:

1. Raise standards for admission to teacher education and the teaching profession.

2. Move professional education of teachers to the post-baccalaureate level.

3. Revise the teacher education curriculum, particularly to incorporate research findings.

4. Make efforts to enhance the prestige of and respect for teachers and the teaching profession.

5. Engage Arts and Sciences faculty in the teacher education program.[28]

These five recommendations are considered not only to be keys to improved teacher efficacy everywhere but also to be particularly appropriate to professional development in Alaska, especially with regard to moving professional education of teachers to the post-baccalaureate level. Altogether, the effect that is sought is that of a restructured school system that significantly improves education in the classroom. To achieve this objective, teachers who work in those classrooms need to be the best and the brightest available. They will not be if they are not more critically screened at the time they make application to teacher training programs and if they are not more academically challenged during their university experience.

The most recent study of the way teachers are educated, the "Study of the Education of Educators" (one of the most extensive investigations on this subject ever conducted) adds yet another dimension to the debate over what should constitute an adequate education for teachers. Carried out at the University of Washington under the leadership of John I. Goodlad over a five-year period, the investigation was completed in 1990. A fundamental part of the study was this question: "How might schooling and teacher education be productively linked?". Goodlad summarized findings from the study, in response to this question, this way:

> In setting out to study the education of educators in a representative sample of colleges and universities, my colleagues and I concluded that teacher education should be geared to reasonable expectations for those who are to be stewards of schooling in a democratic society.
>
> We postulated four broad categories of expectations --the legs of the stool on which teaching as a profession rests. First, teachers must understand that citizenship is the primary political office under a constitutional government, and they must possess a foundation of knowledge about the nation's government and its expectations for citizens. Second, teachers must have the intellectual tools to participate broadly in the human conversation and to introduce young people to it. Third, teachers must possess the pedagogical knowledge and skills necessary to arrange optimal conditions for educating the young. Fourth, teachers must thoroughly understand the common-places of schooling (goals, clients, organization, curriculum, instruction, and evaluation), promising alternatives, the nature of healthy schools, and how to sustain renewal.[29]

The current debate in teacher education revolves around how such an ideal combination of traits in all teachers can be achieved. Moreover, nearly all of the school improvement reports of the past few years, especially those of the Carnegie Forum, Holmes Group, and Education Commission of the State, have called in unequivocal terms for strengthening liberal arts foundations as a prerequisite for the professional study of teaching. It is reasonable to assume that if teachers are to measure up to the four categories of expectations called for by Goodlad, they must be liberally educated, although not at the expense of training in sound pedagogical knowledge and skills. This call for an education of breadth and depth among educators implies that teacher education programs, regardless of the forms eventually agreed to, will require more effort and time than in years past.

At the turn of 19th century, graduation from eighth grade was all that was require to be hired as a teacher. Later, graduation from high school became the standard to become an elementary teacher, followed a few years afterward by the need to possess a diploma from a two-year "normal school." It was not until after World War II that all states required graduation from a four-year teacher education program to become a certificated teacher. Although many candidates for a teaching credential (especially high school teachers) now complete requirements for a four-year B.A. or B.S. degree before going into teacher education, the norm is a four-year program as a student for a Bachelor of Education degree with an endorsement in elementary or secondary teaching. Now, however, in consideration of the rapid development of a more thoroughly educated and technically specialized society, it is essential that the education of teachers advance no less rapidly.

Despite the consensus that there is an urgent need to upgrade the level of education of future teachers, the components of an ideal teacher education program remain at issue. Most large research-oriented universities favor requiring that prospective teachers first must have a B.A. or B.S. degree in a solid subject matter discipline before starting professional teacher education training. Smaller, possibly less secure, institutions have been reluctant to support the movement at the same level of assertiveness because they do not have the resources to make such a monumental change. In Alaska where this requirement has received considerable study and debate at every campus, the movement has not gone beyond the appraisal stage. (It has been suggested that no Alaska campus has the resources necessary to effect this change or no campus is willing to take the first step toward implementation lest it lose a competitive edge in the recruitment of students who are unwilling, financially unable, or lack

undertake a longer and more academically demanding program.)

Although Alaska schools require teachers to be thoroughly educated along lines proposed in most recent national reports, the need for teachers who have been trained in programs specifically designed for Alaska's distinctive conditions and multicultural population is a separate but equally imperative problem. Unfortunately such programs remain elusive on a sustained, institutionally supported basis. Alaska-specific programs developed in the past have not produced sufficient numbers of appropriately prepared teachers, and they still do not. A shortage of teachers sensitive to the needs of their students and well trained in the theories and techniques required in a multicultural society persists. Earlier programs that were judged to be effective and should by now be routinely available to both pre-service and in-service teachers are no longer available. Recent innovative programs, especially programs intended to improve school performance in rural areas or to increase the number of Alaska Natives in the teaching force, have not attained the momentum, financial means, or credibility necessary to become routinely offered. Although some early programs did not deserve to be continued and some current proposals may lack substance, inadequate funding, university personnel with insufficient backgrounds, or lack of institutional commitment are the more frequent causes for scantness of teacher training programs in Alaska. It has become incumbent on the legislature to provide incentives that will help to overcome these limitations.

Teacher Certification

Teacher certification is as integral to the professional development of teachers as teacher education. Among the many topics in public education now at issue nationally, certification of teaches is one of the most frequently debated. To focus the elements of this debate, The National Center for Education Information published, in 1990, *Alternative Teacher Certification: A State-By-State Analysis*, in which detailed descriptions of alternative teacher certification practices across the country are reported. Table 3, showing the extent of activity among the states regarding alternative routes for certifying teachers, summarizes data from that report. Only three states, Alaska, North Dakota, and Rhode Island, are shown on the table under the heading "not considering" alternative routes.

However, the author of the report points out the difficulty of obtaining the most recent information from the states due to rapidly changing policies across the country. Aince the Alaska legislature last year had under consideration (but failed to pass) CSHB 203, an act relating to requirements for limited teacher certificates Alaska might have more appropriately been shown in the table under the column headed "considering" alternative routes. Regardless of this aspect of the table, it can be said that the Alaska state board of education is not at the forefront of the nationwide movement exploring innovative proposals in teacher certification. This observation is supported by the following excerpts from the National Center for Education Information's report.

> Alternative teacher certification is not only a much debated topic but is also the center of much activity in American education....
>
> The National Center for Education Information (NCEI) has been asking the state directors of teacher education

TABLE 3

STATUS OF STATES REGARDING ALTERNATIVE ROUTES FOR CERTIFYING TEACHERS

STATE	Considering	Proposed	Implementing	Not Considering
ALABAMA			X	
ALASKA				X
ARIZONA			X	
ARKANSAS			X	
CALIFORNIA			X	
COLORADO			X	
CONNECTICUT			X	
DELAWARE	X			
D.C.	X			
FLORIDA			X	
GEORGIA			X	
HAWAII			X	
IDAHO			X	
ILLINOIS	X			
INDIANA	X			
IOWA	X			
KANSAS	X			
KENTUCKY			X	
LOUISIANA			X	
MAINE			X	
MARYLAND			X	
MASSACHUSETTS			X	
MICHIGAN	X			
MINNESOTA	X			
MISSISSIPPI			X	
MISSOURI			X	
MONTANA	X			
NEBRASKA			X	
NEVADA		X		
NEW HAMPSHIRE			X	
NEW JERSEY			X	
NEW MEXICO			X	
NEW YORK			X	
NORTH CAROLINA			X	
NORTH DAKOTA				X
OHIO			X	
OKLAHOMA			X	
OREGON			X	
PENNSYLVANIA			X	
RHODE ISLAND				X
SOUTH CAROLINA			X	
SOUTH DAKOTA	X			
TENNESSEE			X	
TEXAS			X	
UTAH		X		
VERMONT			X	
VIRGINIA			X	
WASHINGTON	X			
WEST VIRGINIA			X	
WISCONSIN	X			
WYOMING	X			

and certification about their status regarding alternatives to the traditional college approved teacher education program route to certification since 1983. In that year, eight states said they were "implementing alternatives." When asked the question in 1990, 33 states reported they were implementing alternatives.

About a third of the states that say they are implementing an alternative teacher certification route have tied alternative teacher certification to teacher shortages, that is, the alternative program is available only if a traditionally certified teacher cannot be found....

There is considerable similarity in the "requirements to enter" for alternative route programs and for other programs offered in all the states. Basically, if one has a bachelor's degree, at least a C+ college grade point average, has passed a basic skills test, and often a subject speciality area test, one is eligible in almost every state [but not in Alaska] to enter some type of certification program other than going back to college and completing a traditional approved college teacher preparation program before becoming certified to teach.

The real variations among certification routes show up in what happens from the time one is granted a regular teaching certificate--and the variations are enormous--from granting full certification based on transcript and resume analysis to requiring that a person complete a traditional approved college teacher preparation program over time....

Several states issue the candidate some type of temporary or provisional certificate that allows him or her to get a teaching job, begin teaching right away, as long as he or she enrolls in a college of education that has an approved teacher education program and finishes all the requirements of a regular college approved teacher education program over time. The amount of time states allow a person to finish all such course requirements varies, but most states issue one-year temporary certificates which can be renewed as long as the candidate completes at least six semester hours of professional education courses per year. The total number of semester hours that must be completed in such arrangements also varies. The average is 18 semester hours on a college campus. Often the student teaching requirement is waived in lieu of demonstration of "successful" teaching experience.

> Still other states that report they are implementing an alternative teacher certification route and require that a candidate get a teaching job--or at least commitment to be hired--also allow the person to be hired as a full-time teacher but stipulate that they go through a specially designed professional education and training program. Again, there are tremendous variations in these types of programs. In some, the new teachers are assigned mentors; in others, they are not. In some, the formal courses they take are offered by a college of education; in others, by the school district; in still others, by a combination of college, school district and even business. The amount of "coursework" varies and is defined differently in different states.
>
> Some states that report they are implementing alternative teacher certification routes have, in fact, allowed the institutions of higher education in their state to design alternative programs within the university. Others have given the universities very specific guidelines to use in the development of such alternative programs; others have allowed their institutions of higher education considerable leeway in the design of alternatives to their traditional teacher education programs.
>
> A few states use what they call "transcript analysis" as an alternative route, that is, they analyze an applicant's transcript and, in some cases, resume, and decide whether or not the person is qualified to become certified to teach or what specifically one needs to do in order to become fully certified.[26]

As the Center's report attests, exceptionality has become a legitimate consideration when teacher certification qualifications are legislated. And Alaska, as much as any state, needs teachers with extraordinary skills (alternatives to traditional teacher skills) and experiential backgrounds. Being in need of teachers who have these qualifications will require certification policies that take them into account. Provisions for alternative certification, it is argued, increase the pool of prospective teachers with expertise out of the ordinary, keeping in mind that Alaska is now only training approximately 20% of the new teachers hired each year. Such provisions, however, should be looked upon as the means to augment the teaching force, not supplant it; the need for traditionally

well-educated and trained teachers remains high. The challenge in Alaska will be to develop policies that accommodate both traditional and alternative routes to certification without jeopardizing the integrity of either.

Teacher Tenure

There is a dearth of literature on the subject of tenure in the current school reform movement. Nevertheless, the subject repeatedly comes up in a few circles in Alaska, notably among members of teacher, school administrator and school board associations. While not considered a subject that bears on the quality of school performance as much as those discussed elsewhere in this report, provisions for tenure are a perennial problem among both critics and advocates of the present system. Although the Committee heard little testimony on the subject, pro or con, it is a matter that should be addressed in this report, if only briefly, to put it at rest for a time.

Kirp and Yudof in *Educational Policy and the Law* succinctly describe the essentials of tenure.

> Tenure laws and regulations seek to make faculty members secure in their positions by severely limiting the circumstances in which they can be discharged. Generally, they provide for a specified probationary period, usually from three to seven years, after which the teacher is evaluated and either given or denied tenure status. In institutions of higher education, the faculty tends to be deeply involved in this evaluation. In elementary and secondary schools, administrators and school board members make decisions without faculty participation. In theory, at least, tenure is not a form of absolute job security; a tenured teacher may be dismissed before retirement for a variety of reasons: adequate cause, gross misconduct, neglect of duty, mental or physical incapacity, moral turpitude or

> financial emergency. The teacher expects, however, to serve until retirement, barring extraordinary circumstances.[30]

Although not necessarily considered crucial issues in the professional development of teachers, tenure issues are found in the following questions: What is the relevance of tenure in public schools in light of other job protection laws? Should tenure, once granted, apply building wide, district wide, or statewide? What are the merits of and problems associated with the two-year probationary period, as now provided in Alaska law, before tenure is earned? Should it be longer? What would be the consequences of extending the probationary period for teachers on teacher performance?

Although all of these questions deserve informed debate, because there was infrequent reference to tenure as an issue during the life of the Joint Committee comment on the above issues is reserved for another day. There is, however, one exception. It involves the length of the probationary period required before tenure is granted. This subject has been raised often enough among teacher organizations and school boards to require comment by the Committee.

Extending the probationary period would be in line with longer periods of time required in other states and in all probability be fairer to teachers and school boards alike. If qualifying for tenure involves professional development, teachers deserve an opportunity to prove their worth over a period longer than two years, and administrators deserve a longer time to assist in the development of promising but late-blooming teachers.

Peripheral but appropriate to the subject of tenure is the topic of teacher competency testing. Much emphasis throughout the country is being placed on testing teachers to determine their fitness

to teach, especially as measured by mandatory teacher competency tests. All but six states, Alaska being among these, have one form or another of competency testing for teachers. (As recently as 1980 only ten states required testing of elementary and secondary teachers.) Experience with the tests has been mixed. Generally, teachers have had little trouble passing them, but in some states the practice has caused a rift between boards and teachers, especially where the reliability of the tests has been questioned. The subject is infrequently discussed in Alaska, but interest is increasing as the topic becomes better known.

At present a policy of sound in-service training and professional support for beginning teachers over a period of time greater than two years is preferable to the uncertainties of mandatory teacher testing as a screening device for potentially inadequate teachers. Likewise, such a policy would enable administrators to have the opportunity to assist new teachers to adjust to their responsibilities over a longer period. The result would probably reduce the criticism administrators are now subject to regarding claims over arbitrarily dismissing marginal teachers after inadequate teacher evaluations during the probationary period before tenure is granted.

Recommendations in Professional Development of School Personnel

Improved school performance is obviously dependent on well-qualified personnel. To be well qualified, teachers depend on high quality education and teacher training programs in institutions of higher education. The public depends on fair certification laws to assure that teachers are well qualified. It is also important, however, that well qualified candidates to be teachers are not denied access

to the profession because of narrowly constructed regulations. Teachers depend on fair tenure laws to be secure in their positions. As it becomes more critical that issues in these topics be resolved, seven recommendations under the heading of professional development of school personnel are set forth below.

In the matter of teacher education and training it is recommended:

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

2. *that teacher training programs that prepare new teachers and upgrade in-service teachers for assignment in village schools be standard offerings of the University of Alaska system and routinely available as a means to qualify candidates for teacher certificate endorsements appropriate to recommendation number 6 below. (pertaining to village teaching).*

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

In the matter of teacher certification, it is recommended:

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

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

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

In the matter of tenure, it is recommended:

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

PROGRAM DEFINITION AND CURRICULA

Strengthened curricula and innovative programs of instruction can be among the most promising components of the school improvement movement. Accordingly, who decides what is to be taught and the content of what students are to be taught have become the focus of reform in many states. Notable in this movement have been efforts to concentrate responsibility for curriculum design at the state level, require more rigorous content of

subject matter, put greater emphasis on thinking skills, and integrate an otherwise compartmentalized curriculum.

Although determining the scope and content of the schools' curricula and developing its instructional programs are among the most important activities of any school system, the question of what schools must teach is not an immediate concern of the Joint Committee on School Performance, except for one topic discussed below. Experience from other states has shown that legislatively mandated curricula and instructional programs have seldom resulted in improved school performance. More often than not this practice has obstructed development of needed innovative programs by limiting options and hampering creative teachers by taking up limited time and resources.

With few exceptions, historically it has been the practice of the Alaska legislature to defer decisions affecting curricula and programs of instruction in the public schools to others. By declaring state purposes of education, as was done by the legislature in HB469, and by prescribing outcomes of education necessary for Alaska students to succeed in adult life, as was done by the state board of education last year, the state has introduced policies that express what it is that schools are expect to achieve. These policies have set the tone for school performance; they do not prescribe how they are to be carried out.

Alaska studies in grades K-12 need to be a notable exception to the legislature's practice to forgo enactment of statutes that prescribe curricula and school programs. Legislation that would underscore the importance of all citizens being well informed in the history of Alaska, its economic development, its political systems, its geography and resources, and the cultural heritage of its various ethnic groups is in order. The state board of education has considered the issue of Alaska studies for many years, but out of

deference to local school boards, holds the position that the state should do no more than produce a model curriculum rather than mandate one. A review of this subject, prepared by the state Department of Education in October, 1990, recounts recent historical actions in this debate:

> In 1988 the legislature passed a resolution requesting that the State Board of Education adopt regulations requiring at least one unit of credit in the study of Alaska history and government for graduation. This legislative action was based on the belief that knowledge of one's own state, history and government is fundamental to informed and effective participation in state and local affairs.
>
> In October 1988 the state board directed the Department to work with the Alaska Council for the Social Studies on how to implement this resolution. This group developed a recommendation which was translated into regulatory language.
>
> During the Spring of 1990, proposed amendments to 4 AAC 05.080 (d) were circulated for public review. These amendments would have required that districts develop and implement a K-12 Alaska Studies scope and sequence which contained at least the learning objectives included in the Department's Alaska Studies Scope and Sequence.
>
> Comments were received from nine school districts and persons representing three groups. The majority of the respondents objected to the mandate of specific course content. They viewed this requirement as a violation of local control and local appropriateness and measurability of some of the objectives contained in the proposed Department's scope and sequence.
>
> After reviewing and considering public comment on the subject, the Department recommended that the Board reword the proposed amendment to regulation 4 AAC 05.080 (d)(3) to require that district elementary and secondary curriculum contain, at minimum, the learning objectives in the Department of Education Alaska Studies Learning Objectives.

> The Board chose not to take action on the proposed regulation. The Board directed Department staff to reword an Outcome which would address Alaska Studies, within the context of the Outcome language.[32]

In November, 1990, the state board considered several alternatives to the problem and agreed to the following notion for inclusion in board regulations:

> Require that each district develop performance indicators in Alaska Studies which identify what all students should achieve. This would require districts to identify the information they want students to know about Alaska at both elementary and secondary levels. Documentation of the performance of students would be required of the school district.

During the time these developments were taking place at the board level, the Department's Office of Basic Education and Instructional Improvement in the Division of Education Program Support prepared a highly commendable Alaska studies program for all grades. Although the Committee believes this program should be a required feature of all Alaska schools, its use remains an option at the local level.

Even though the Committee endorses the principle of delegating matters of curriculum to the state board and local districts in general, the study of Alaska is an exception. As the population of Alaska grows and issues concerned with development and utilization of resources become more polarized, the need for all Alaskans to be well informed about Alaska's history, systems of government, geography and natural resources, and rich multiculturally diverse population becomes more critical. Therefore, it is recommended:

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

RESEARCH, EVALUATION, AND DISSEMINATION

It is generally agreed that the ultimate reason for educational research is to foster improved school performance. As envisioned by Willis D. Hawley of Peabody College, Vanderbilt University,

> The process of improvement starts with the identification of possible alternatives for improving education-related policies and practices and careful research to discover the relative effectiveness and efficiency of these alternatives.
>
> Research should lead to the specification of models ... that can be implemented in a range of settings and the testing of the effectiveness and costs of the new models. This step is essential because virtually all educational strategies are importantly influenced by conditions that often have considerable variation. Understanding how these differences affect the efficacy of the strategy and building such understanding into models for improvement is essential in order to achieve effective changes in management procedures, teaching, curriculum, and other factors that influence student learning.
>
> Once effective practices and policies are identified, and the conditions that influence their relative effectiveness in different settings are specified, this information needs to be disseminated in a variety of forms and formats.[31]

As the Committee collected background material for this report, the need to better understand processes of schooling in Alaska became clear. For instance, why do some pupils succeed

where others do not, why do some programs of instruction work well but others do not, and how can information about successful programs be disseminated more effectively? The approach to a sound research program has been suggested by Hawley fits the need to answer these and similar questions. However, although each branch of the University of Alaska and Alaska Pacific University have declared purposes of furthering knowledge through organized research in education, it cannot be said that their current capabilities are sufficient to achieve this purpose. What little research that is done is initiated only by inspired individual investigators. The issue is not whether there is a need for educational research; the issue is whether or not there is the capability and commitment at Alaska's research institutions to carry it out.

Pointing out that the adequacy of educational research capability in Alaska is at issue is not meant to imply that this shortcoming is being ignored. Efforts to develop a coordinated, sustained institutional educational research presence at the University of Alaska Fairbanks have been underway for some time. As long ago as 1981 a group of University faculty members at Fairbanks approached the legislature to establish an "Alaska Educational Research Foundation" as an independent, quasi-public agency designed to receive, administer, and dispense funds for the purpose of stimulating and supporting research and evaluation activities that address issues of educational significance in the state. And as recently as 1988, a position paper proposing a similar plan was put forth during hearings held by the Senate's Special Committee on School Performance. While the legislature did not take direct action along these lines, the University did by including funds for the effort in its Fairbanks campus budget. Established in the office of the Chancellor of the University of Alaska Fairbanks, an educational research "agency" is now being activated.

The University's new initiative (for sustained educational research) appears promising; there is a need for long-range, ongoing studies that will provide the state with background materials and knowledge of options that are necessary to meet goals of education. Policymakers in state agencies and school districts will continue to require information that will better enable them to relate current efforts at school improvement to principles of equity and to enable them to judge better the validity of the requirements and claims of those who are attempting to reform public education. Although the legislature cannot mandate or guarantee useful educational research, it can endorse promising research initiatives and provide the financial means required for them to succeed--once the University demonstrates its commitment and ability to carry them out. *Therefore* the Joint Committee recommends:

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

The findings and recommendations contained in this report conclude the Committee's work as specified in its enabling legislation. In the following chapter the Committee's conclusions are summarized and its recommendations reviewed.

CHAPTER THREE
SUMMARY AND CONCLUSIONS

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

NEEDS IDENTIFIED

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

1. The need for stricter school district accountability through more closely monitored school operations by the legislature.

2. The need to encourage greater local participation in school affairs at the community or building level.

3. The need to insist on better coordinated health, social service, and educational agencies as a means to remove barriers to learning among disadvantaged youth.

4. The need to strengthen readiness to learn among pre-school children.

5. The need to raise and distribute funds for school districts more equitably among all regions and political subdivisions of the state.

6. The need to achieve balanced equality of opportunity among all students.

7. The need to redraw some school district boundaries in a way that will make districts more operationally efficient, more cost effective, and more receptive to constituent needs.

8. The need to strengthen professional development in the teaching profession.

9. The need for all students to be better informed about the political and natural history of Alaska, the cultural heritage of all its people, and its economic potential.

10. The need to better understand processes of schooling in Alaska, such as why some pupils succeed where others do not, why some programs of instruction work well while others do not, and how information about successful programs can be disseminated more effectively.

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

RECOMMENDATIONS REVIEWED

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

School District Accountability [Pages 8 - 12]

The need for stricter school district accountability was well established by the Alaska Senate through the work of its Special Committee on School Performance in 1988 and the Joint Committee

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

Incentive Grants and Local Participation

[Pages 13 - 16]

The need to encourage greater local participation in school improvement was addressed in HB 469 with passage of a clause in the bill that established the Fund for the Improvement of School Performance, but failed to appropriate funds to activate the program. The governing body of a school district, district advisory board or nonprofit community organization, or a teacher or principal employed by a school in the state, may apply for a grant to improve school performance by submitting an application to the commissioner of education. Without an appropriation creation of the fund serves no purpose. Therefore, the Committee recommends

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

Health and Family Services Programs

[Pages 16-17]

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

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

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

Early Childhood and Parneting Education

[Pages 17-21]

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

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

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

School Finance and Governance [Pages 29-84]

Of all the needs identified by the Joint Committee, the need for a redesigned system of school governance and finance is the most complex. Because this subject addresses so many important

problem areas (the need for tax liability equity among districts, equitable distribution of state funds for school purposes, and equitable decision making authority among all Alaska communities), meeting it may hold the greatest promise of all the Committee's recommendations. The Committee recommends:

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

Professional Development of School Personnel

[Pages 84 - 104]

Much of the education reform movement during the past decade has focused on improving the quality of teacher performance through improved professional development. Although it is recognized that the aggregate of Alaska's current teaching force is among the best trained and competent in the nation, this position is at risk. Teacher shortages, primarily in rural schools where recently there has been an annual teacher turnover rate of 30%, have made it necessary to recruit teachers who do not have the background necessary to succeed under the demanding

conditions found in many Alaska schools. The means to develop, recruit, and retain an adequate teacher force, both in numbers and ability, need to be expanded and enhanced. Therefore, in the matter of teacher education and training, it is recommended:

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

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

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

In the matter of teacher certification, it is recommended:

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

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

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

In the matter of tenure, it is recommended:

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

Program Definition and Curricula

|Pages 104 - 108|

Strengthened curricula and innovative programs of instruction can be among the most promising components of the school improvement movement. Historically it has been the practice of the Alaska legislature to defer decisions affecting curricula and programs of instruction to others. Nevertheless, and although the

Committee subscribes to the principle of delegating matters of curriculum to the state board and local districts, because a critical need is not being met. Alaska studies is an exception to this doctrine. There is a critical need for all Alaskans to be well informed about Alaska's history, system of government, geography and natural resources, and the richness of its multiculturally diverse population.

Therefore, it is recommended:

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

Research, Evaluation. and Dissemination

[Pages 109 - 112]

As the Committee collected background material for this report, the need to better understand processes of schooling in Alaska became clear. There is a need for long-range, ongoing studies that will provide the state with background materials and knowledge of options that are necessary to meet goals of education. What little research is carried out by Alaska institutions is usually initiated only by inspired individual investigators. Current capabilities of Alaska institutions of higher education and the Department of Education to fulfill Alaska's educational research needs are being questioned. The issue is not whether there is a need for educational research; the issue is whether there is the capability and commitment at Alaska's research institutions to carry it out.

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

that this report speaks to as well as many others.

Therefore, the Committee recommends:

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

This summary leads to the Joint Committee's final recommendation. There is need for the legislature to continue to give extraordinary attention to school performance. Arguments advanced in favor of creating the Joint Committee two years ago remain valid. Some of the Committee's recommendations already acted upon require continuing legislative oversight. And as measures to meet needs identified in this report are developed, they should be monitored by the legislature to guarantee that they are carried out correctly and promptly. In particular, the study of the state's school finance and governance system recommended by the Committee in Chapter Two should be accomplished under the auspices of the legislature. Therefore the Committee recommends:

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

CONCLUSION

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

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

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

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

TUNUNUK VILLAGE ELDER
SEPTEMBER, 1989

REFERENCES

Page 24. Michael Cohen, *Restructuring the Education System - Agenda for the 1990s*, National Governors' Association, Washington, D.C., 1988.

2. National Commission on Testing and Public Policy, *From Gatekeeper to Gateway: Transforming Testing in America.* National Committee on Testing and Public Policy, Boston College, Chestnut Hill, MA. 1990.

3. Stanley M. Elam, "The 22nd Annual Poll of the Public's Attitudes Toward the Public Schools." *Phi Delta Kappan*, Vol. 72, Number 1, September, 1990.

4. Alaska, Department of Education, "Improving School Performance," Department of Education, Juneau, 1990.

5. W. Norton Grubb, *Young Children Face the States: Issues and Options for Early Chuildhood Programs*, Center for Policy Research in Education, Rutgers University, and the University of Wisconsin, Madison, 1987.

6. Larry Cambell, "The Grades Are In." Anchorage Daily *News*, May 6, Anchorage, Alaska, 1990.

7. A. Harry Passow, "Present and Future Directions in School Reform," in *Schooling for Tomorrow*, Thomas J. Sergiovanni and John H, More (eds.), Allyn and Bacon, Boston, 1989.

8. Denis P. Doyle and Terry W. Hartle, *Excellence in Education: The States Take Charge*, American Enterprise Institute for Public Policy Research, Washington, D.C. 1985.

9. The following discussion on historical perspectives is adapted from Frank Darnell, "Education Among the Native Peoples of Alaska," *Polar Record*, Scott Polar Research Institute, University of Cambridge, Cambridge, England, 1979.

10 Alaska, Territorial Department of Education, "Report of the Commissioner of Education," Department of Education, Juneau, 1920.

11 Alaska, Opinions of the Alaska Territorial Attorney General No. 38271-1943-803, Juneau, Alaska, 1943.

12. Eric L. Lindman, *A Foundation for Alaska's Public Schools: Report of A Survey*, Alaska State Board of Education, Juneau, 1961.

13. Charles S. Benson, *The Cheerful Prospect: A Statement on the Future of Public Education*, Houghton Mifflen Co., Boston, 1961.

14. The following discussion of educational equality and equity is adapted from Frank Darnell, "Financing, Organization and Governance for Special Populations," Center for Education Research and Innovations, Organization for Economic Cooperation and Development, Paris, 1980.

15. Arthur Wise, *Rich Schools, Poor Schools*, The University of Chicago Press, Chicago and London, 1972.

16. Robert Berne and Leanna Stiefel, "The Equity of School Finance Systems Over Time: The Value Judgements Inherent in Evaluation." *Educational Quarterly*, No. 15, (Spring, 1979)

17. Michael W. Kirst, "Who Shall Contro' Our Schools?" *Phi Delta Kappan*, January, 1989.

18. Personal note on conference proceedings.

19. Mary Frase Williams, "Dollars and Sense: A Guide to the Data and Statistics of School Finance," National Conference of State Legislatures, 1976.

20. Ibid.

21. John E. Chubb, "Why the Current Wave of School Reform Will Fail," *The Public Interest*, Winter 1988.

22. Michael W. Sedlak, quoted in Anne Lewis, *Restructuring American Schools*, American Association of School Administrators, Arlington, 1989.

23. Edward Meade, Jr. "Philanthropy and Public Schools: One Foundation's Evolving Perspective," The Ford Foundation, New York, 1979.

24. Owen Butler, quoted in Anne Lewis, op cit.

25. Thomas B. Timar and David L. Kirp, "Education Reform in the 1980s: Lessons from the States," *Phi Delta Kappan*, March, 1989.

26. C. Emily Feistritzon, *Alternative Teacher Certification: A State by State Analysis 1990*, National Center for Education Information, Washington, D.C., 1990

27. Anne Lewis, op. cit.

28. Edith Guyton and George Anthonelli, *Journal of Teacher Education*, May - Junea, 1987.

29. John I. Goodlad, "Better Teachers for Our Nation' Schools," *Phi Delta Kappan*, November, 1990.

30. David L. Kirp and Mark G. Yudof, *Educational Policy and the Law*, McCutchan Publishing Corporation, Berkeley, 1974.

31. Willis D. Hawley, "Enhancing the Federal Government's Capacity to Support the Improvement of Education Through Research and Development," *Educational Researcher,* Vol 9, No. 4, May, 1990.

32. Department of Education Memorandum to the State Board of Education, October, 1990, file number 18EPSMJG 91055.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1773 SCOMM 71: JOINT COMMITTEE ON SCHOOL PERFORMANCE, 1989-90 1341

APPENDICES

APPENDIX A

EXCELLENCE IN SCHOOL PERFORMANCE: THE ROLE OF THE LEGISLATURE, JANUARY, 1990 -- THE FIRST REPORT OF THE JOINT COMMITTEE ON SCHOOL PERFORMANCE
PAGE 111

APPENDIX B

STATE OUTCOMES FOR PUBLIC EDUCATION
THE STATE BOARD OF EDUCATION'S STATE STANDARDS FOR STUDENT PERFORMANCE
PAGE 169

APPENDIX C

CS HOUSE BILL 470 (FINANCE)
AN ACT ESTABLISHING AN EARLY CHILDHOOD AND PARENTING EDUCATION COORDINATING COMMITTEE, 1990
PAGE 173

APPENDIX D

ALASKA STATUTES, CHAPTER 17
PUBLIC SCHOOL FOUNDATION PROGRAM
PAGE 177

APPENDIX E

ALASKA TAXABLE, CHAPTER 1
"THE ALASKA PROPERTY TAX, 1989"
PAGE 195

APPENDIX F

ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS
EDUCATION FOUNDATION FUNDING FORMULA PROPOSAL
PAGE 201

APPENDIX G

EDUCATION LEGISLATION
(A REVIEW FROM THE STATES) "REFORM AND
ACCOUNTABILITY and EDUCATION FINANCE AND
GOVERNANCE"
PAGE 205

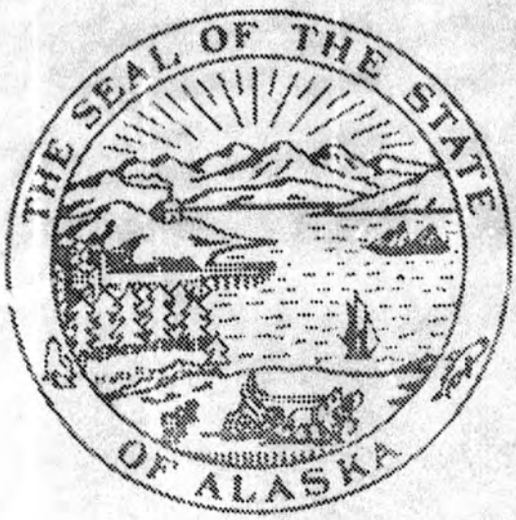
APPENDIX H

AN ESSAY BY BOB ARNOLD, DIRECTOR OF THE SENATE'S
SPECIAL COMMITTEE ON SCHOOL PERFORMANCE:
"PROSPECTIVE IMPORTANCE OF A DECLARED PURPOSE OF
EDUCATION" (REFLECTIONS ON THE STATEMENT OF PURPOSES
OF EDUCATION ENACTED BY THE SIXTEENTH LEGISLATURE)
PAGE 219

APPENDIX A

EXCELLENCE IN SCHOOL PERFORMANCE: THE ROLE OF THE LEGISLATURE, JANUARY, 1990 -- THE FIRST REPORT OF THE JOINT COMMITTEE ON SCHOOL PERFORMANCE

Excellence in School Performance: The Role of the Legislature



A Report of the Joint Committee on School Performance

Sixteenth Alaska Legislature

January 1990

Members of the Joint Committee on School Performance

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

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

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

Consultant to the Joint Committee

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

"If a nation expects to be ignorant and free in a state of civilization, it expects what never was and never will be."

Thomas Jefferson, 1816

TABLE OF CONTENTS

ACKNOWLEDGEMENTS 2

INTRODUCTION 3

Chapter 1 — ORIGIN AND PURPOSES OF THE COMMITTEE. 7

- Reasons for establishing the committee 7
- Role of the legislature in school performance issues 9
- Recent legislative interest in improved school performance 12

Chapter 2 — SCHOOL PERFORMANCE SUBJECTS IDENTIFIED AND ANALYZED, WITH RECOMMENDATIONS 17

- Alaska state goals of education and school district accountability 20
- Legislatively mandated measures of achievement 26
- School performance improvement incentives 30
- Health and family service programs related to school performance 33
- Long-term and immediate needs for state coordinated early childhood and parenting education 36

CONCLUSION TO THE FIRST REPORT 39

EXECUTIVE SUMMARY 43

APPENDIX (A collection of supporting documents and transcripts of hearings—bound as a separate volume.)

ACKNOWLEDGEMENTS

Preparation of a report such as this requires the cooperation and contributions of many individuals. Among them the many excellent witnesses who appeared at the Committee's hearings come first to mind. Their efforts and the information that they have provided the Committee are much appreciated.

Members of the State Board of Education have been both helpful and courteous. In particular the contributions of Mr. Barney Gottstein, President of the Board, are acknowledged with thanks.

The Commissioner of Education, Dr. William Demmert, has been especially helpful in the preparation of the report, as well as the staff of the Department of Education.

Faculty members of the University of Alaska and Alaska Pacific University have shown substantial interest in the work of the Committee and have provided the Committee with valuable information. Officials of the Alaska Council of School Administrators, the Association of Alaska School Boards, The Alaska Congress of Parents and Teachers, and NEA-Alaska have been supportive of the work of the Committee and their contributions are much appreciated.

The draft manuscript was reviewed by Dr. Arthur M. Petersen, Associate Professor, University of Alaska-Southeast. His able editorial service is acknowledged with thanks.

INTRODUCTION

The Joint Committee on School Performance was established on the grounds that there is widespread public concern for the condition of school performance in Alaska. As one means for the legislature to fulfill its responsibility to maintain a system of public schools, the Committee was instructed to identify those subjects for priority legislative attention that might enable school performance to be improved. To accomplish this task it first was necessary to find out what really is in need of betterment. The Committee has been going about this job by holding public hearings, attending professional education association meetings, confering with school and university personnel, meeting with the state board of education, reviewing the literature and holding internal work sessions. Much of what we have learned about schooling is commendable, but we have also determined that all districts need to rethink some of their approaches to school improvement.

The Committee has attempted to avoid the shortcomings of previous school reform movements, especially those where immediate results were expected. Too often hastily and inadequately planned improvement efforts have been worse than none at all. The president of the National School Boards Association has cautioned that it will take years to enable schools to attain a level of performance equal to the task of preparing youth for the 21st Century, if this goal is to be accomplished at all. The process of providing the best possible school system for Alaska will require time, sound methodology and patience.

With these needs in mind, three basic beliefs have guided the Committee during its deliberations and the preparation of this report:

1) The amount and kinds of mandated policy that school districts receive from the legislature should be kept to a minimum, reserving to the State Board of Education and local boards the greater part of regulatory authority.

2) Regardless of the extent to which responsibilities are delegated, the legislature is constitutionally obligated to define by law fundamental, statewide purposes of education **and prescribe the means by which school districts are to be held accountable for meeting those purposes.**

3) The legislature is bound to provide the means, financial or otherwise, to nurture the freedom to learn among **all** the children of the state **and to seek improved ways to organize, govern, fund, and oversee schooling in Alaska.**

The Committee specified two criteria for selecting subjects for priority legislative attention:

1) Subjects selected should relate to policy considerations.

2) Subjects should be of such a level of importance that they deal with root causes of schooling problems.

Subjects identified that meet these criteria include:

1. Mandated state goals for education and school district accountability, including mandated measures of achievement.

2. Improved and coordinated health and family service programs as they relate to school programs.

3. State-supported and coordinated early childhood education and parenting education.

4. Improved professional competency for teachers and school administrators by addressing such topics as training, certification, professional incentives and tenure reform.

5. A review of Alaska's systems of school governance and administration as they relate to school performance.

6. Expanded and enhanced programs of Alaska studies, including Alaska history, government, geography, cultures, and economics.

7. Improved distance education and educational television, especially by satellite.

8. Improved and expanded education research, evaluation, and dissemination of findings.

It may be argued which of these subjects merit the highest priority, but we believe they all must be addressed as soon as time and funds permit.

As recommendations for legislative attention derived from this report are considered, we believe it is important to keep in mind that although Alaska has had good reason over the years to take pride in its schools, there are now students who critically need fresh approaches to schooling and new and unprecedented demands on schools are being made at an ever increasing rate. Schools in the past, no matter how good, would not have been sufficient to meet today's need for a well-educated public nor would they have been able to cope with the extent of social dysfunction now found in many locales throughout the state. The legislature is obliged to lead the way to even better schools and thereby to a better educated populace.

CHAPTER 1

ORIGIN AND PURPOSES OF THE JOINT COMMITTEE

Reasons for Establishing the Joint Committee

Education is, in the minds of many, the single most important function of government. At all levels of government, from President Bush's Summit Meeting of forty-nine state governors, held in October, 1989, to advisory school boards in the smallest and most remote of Alaska's rural villages, education is seen as the one irreplaceable prerequisite to a satisfying individual life and the most essential ingredient of a healthy society. Alaskans have long recognized this necessity; to assure educational opportunity for all, Alaska lags behind only five of the nation's ten richest states in expenditure per pupil from state and local revenues. This status, although it represents a decline from previous years, places Alaska's per pupil expenditure rate almost 20 percent more than the national average.[1]

Reflecting this level of support are many schools in Alaska that employ exemplary programs and show an excellent level of school performance among their students. Descriptions of programs that work and students that score high on achievement tests can be identified in several locations. These could serve as models for other districts and students, especially if the reasons for their success were better known. Nevertheless, as the Senate Special Report on School Performance of the Fifteenth Legislature has so thoroughly documented, **some of the most fundamental aspects of Alaska's systems and programs of education are not meeting the**

educational needs of a large number of children.

Thus, all parties concerned with the current school performance improvement movement need to be aware of the wide variety of schooling conditions and results of schooling efforts in Alaska, favorable and unfavorable, and the need to take these variables into consideration as recommendations and legislation are developed.

In recognition of the unmet critical needs of some aspects of education in Alaska, and acting on a recommendation in the Senate Report on School Performance, the Sixteenth Alaska Legislature established the Joint Senate-House Committee on School Performance in May, 1989. Included in the enabling legislation that established the Committee was a directive to identify school performance subjects for priority legislative attention. It was in response to that directive that the Joint Committee turned its attention in August, 1989.

The formal goal of the Joint Committee is logical and simple: improved levels of public education among all pupils of the state, **while recognizing that there are groups of students whom schools persistently have not served well.** However, the means to reach this goal are far from simple. Indeed, the Joint Committee believes that adequate solutions to the myriad problems of education can be found only by addressing the complexities of the most basic relationships that exist among the numerous and varied factors that bear on public education. This, the Joint Committee contends, can be achieved only by addressing the root causes of education problems. The report that follows is a step in this direction.

A Place Called School: Prospects for the Future, A Nation at Risk, A Nation Prepared: Teachers for the 21st Century, and *Crossroads in American Education* are only a few of several works at the national level that speak to the decline in effectiveness of public education in America as a whole as well as in Alaska and convey a sense of urgency. For example, as the National Commission on Excellence in Education indicated,

> The educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a Nation and a people. What was unimaginable a generation ago has begun to occur—others are matching and surpassing our educational attainments... We have in effect, been committing an act of unthinking unilateral disarmament.[2]

At the state level, the recent report of the Senate Special Committee on School Performance, *Helping Schools Succeed at Helping All Children Learn*, The Department of Education's report, *Basic Skills Performance of Alaska's Students*, the report of the Governor's Interim Commission on Children and Youth, and the Alaska Federation of Natives' *Report on the Status of Alaska Natives: A Call for Action*, all forcefully attest to the deplorable inadequacy of schooling among many segments of Alaska's population, as does testimony given at several hearings recently held throughout the state. Although these papers and hearings shed much light on the nature of the problems, the Committee will remain sensitive to additional information it may encounter in the future. **The primary work of the committee, however, has been and will continue to be to move the discussion from that of deficiencies and fault finding to one of problem solving and subsequent action.**

Role of the Legislature in School Performance Issues

Compounding the difficulty of finding the means to resolve schooling problems in Alaska is the large number of groups with statutory responsibilities or vested interests in the enterprise. The State Board of Education, the State Department of Education, the State Department of R EGIONAL and Community Affairs, and municipal and REAA school boards all have delegated authority over certain aspects of schooling. The Association of Alaska School Boards (recognized in statute), the Alaska Council of School Administrators, and NEA-Alaska have vested interests in education. Many other groups, such as the Parent Teachers Association, speak as protagonists for certain aspects of schooling and seek to influence policy at the state and local level. (There are approximately 95 professional education associations or special interest groups currently recognized in Alaska, all of which are involved in schooling.) Among some school districts there appears to be confusion as to the amount and type of authority that may be assumed and in some cases the nature of the relationship between school districts and the legislature may have been misunderstood, if not actually abused. A need exists, therefore, to clarify the role of the legislature and its relationship to other groups with responsibilities for schooling before describing the subjects identified by the Joint Committee for priority legislation.

There is no question where the ultimate responsibility for public education resides. The legislature, deriving its authority from the people through the Constitution, has a clear mandate:

> "The Legislature shall by general law establish and maintain a system of public schools open to all children of the state...."(Constitution of Alaska, Article VII, Sec. 1)

The court has affirmed that this section guarantees all children of Alaska a right to public education and that education is a matter of statewide concern.

> The constitutional mandate of this section for pervasive state authority in the field of education could not be more clear. First the language is mandatory, not permissive. Second, this section not only requires that the legislature "establish" a school system but also gives to that body the continuing obligation to "maintain" the system. Finally, the provision is unqualified; no other unit of government shares responsibility or authority (Macauley v. Hildebrand, Sup. Ct.Op. No. 741, 1971).

The constitutional provision for education found in Alaska differs in one major respect from many other states in that it does not require uniformity within the school system.

Other states typically have constitutions that contain phrases such as "shall provide for the establishment and maintenance of a thorough and uniform system of free public schools"; or "provide for a uniform system of common schools"; or "establish and maintain a general, uniform and thorough system of public, free common schools." In Alaska the court has concluded that the term uniform, or its equivalent, was not made a part of the Alaska Constitution because of the adverse effects such a system could have on Alaska's multicultural population. (However, Alaska would still be under the federal mandate for equal protection if resources for education were to be unfairly distributed.)

The court has also found that the broad mandate to the legislature found in the Constitution is not diminished by delegating certain educational functions to local boards:

> That the legislature has seen fit to delegate certain educational functions to local boards in order that Alaska schools might be adapted to meet the varying conditions of different localities does not diminish constitutionally mandated state control over education.... (Macauley v. Hildebrand, supra)

Thus, it is a well-established principle that education is a state legislative function and that the legislature has the unrestricted right to prescribe how the education system shall be constituted. By enacting legislation creating school districts and regional education attendance areas, it follows that local school districts are state agencies that operate at the local level. Their function is the execution of state policy. Accordingly, school districts can exercise only those powers implied or expressly granted by statute, and their nature and composition may be changed by the legislature as it sees fit.

However, as a means of fulfilling their basic state responsibility for education, the legislature relies on the long- standing tradition of "local control" in American education. By creating local districts and REAAs, legislators have recognized the impracticalities of the legislature actually administering the laws that regulate schools. The daily processes of public education, comprised of so many elements, and the need to accommodate so many variables among dissimilar regions of Alaska requires a state system that enables schools to be administered at the local level. This concept notwithstanding, historically it can be shown that this approach to governance has required adjustments from time to time.

This view is reinforced by a persuasive statement by Terrel Bell, former Secretary of the U.S. Department of Education, in which he said:

> Legislative leaders should assign to governing boards the responsibility for attaining the levels of educational performance commensurate with the ideals and aspirations of the State. Legislative assignment of responsibility should, however, be accompanied by mandates that results be measured and reported back to those who must stand before the electorate.[3]

On the one hand, Bell asserts that "if we are to move....to newer and higher levels of excellence in education, it must be through effective leadership action by our State legislatures...." But he also recognizes the role of local boards and has urged "legislative leaders to draft legislation that encourages school boards to govern the schools more aggressively...Many changes must come by board and administrative action in close cooperation with teachers and parents. We do not need, for example, curriculum development on the floor of the House and the Senate."[4]

Thus, defining the optimal balance in governance between the local community on the one hand and the state level on the other is a critical role of the legislature in general and the Joint Committee in particular. This view should not exclude the role of the State Board of Education as a partner with the legislature at the state level. Historically that role has varied and may need to be better defined. Therefore, a section of the Joint Committee's second report will address the problem of differentiating the type and level of responsibility of all official groups charged with providing for the education of the children of the state.

Recent Legislative Interest in Improved School Performance

The Senate of the Fifteenth Alaska Legislature initiated the current thrust of the legislature into the school improvement movement with publication of its extensive report on schooling in Alaska, *Helping Schools Succeed at Helping All Children Learn*. Developed by the Senate Special Committee on School Performance, chaired by Senator William L. Hensley, the report describes school reform efforts in America and Alaska during the past decade. Notable among the findings of this committee is the wide variety of issues that need to be addressed by the legislature. A summary of the Senate Committee's report and its recommendations appears as part of the appendix to this report; where appropriate, reference to that report is made throughout this paper.

In states other than Alaska during the past decade there has been a dramatic increase in the level of legislative activity promulgating new laws affecting schooling. In the view of some, increased control of education by legislatures, especially at the programmatic level, has been excessive. Others view the trend as overdue and necessary if true reform is to take place. Generally, new legislation is found in one or more of four categories: (1) training, certification, and professional incentives for teachers; (2) academic experiences of students, including curriculum and graduation requirements and special minority programs; (3) financing; and (4) organization and structure.[5]

By the mid 1980s most states had joined the process of enacting sweeping reform laws. Colorado had enacted 114 new education laws, many of them requiring new sets of regulations, and Arkansas recently enacted 122 education related statutes. In New Mexico,

as examples of the areas of schooling that have come under recent legislative efforts, new laws affect the minimum length of school days, school staffing patterns, class loads, and the minimum amount of instructional time to be provided in various subject content areas. Moreover, there have been increases in the graduation requirements for all high school students, with basic subjects prescribed and course hours in them increased.

In Texas, new laws prohibit social promotions from one grade to the next, establish the number of minutes that must be spent on each content area during each school day, and require that placement, promotion, and retention of students be based on mastery of essential elements of the curriculum. Examples from New Mexico and Texas are not atypical of many other states where "reforms" have been mandated through statute rather than through state boards of education or local policy-making bodies.[6] Table No.1 summarizes the types of reform legislation and the number of states that have recently enacted laws in each category. It should be noted, however, that this material has been included in this report as information and is not necessarily an endorsement by the Committee for any one approach or for any kind or amount of legislative action taken elsewhere to address shortcomings in education. Issues affecting school performance in Alaska are treated in the next part of this report on a topic by topic basis in the context of the Alaskan environment and society.

Alaska may have been slow to join the nationwide movement (or "craze" as some might contend) for school improvement. But from testimony given during the numerous hearings held by the Senate Committee on School Performance, from material gathered by the Joint Committee at its hearings and meetings, and from the general tone of statements given at several other recent meetings addressing problems of school performance, such as the Forum on Youth at Risk sponsored by AFN and DOE, the Alaska public now appears to agree with those who advocate the need for school reforms. And the public appears ready to spend more for schools, if that is what it will take to improve education in Alaska. At the same time the public is apprehensive about investing more in Alaska's educational system as it is now constituted. The need to gain public confidence that school performance can be improved is at hand.

TABLE 1

Recent Initiatives Reported by States and the District of Columbia

	Under Consideration or Proposed	Enacted or Approved	Total
Increased high school graduation requirements	6	41[a]	47[a]
Higher college admissions standards	11	22	33
New or revised student evaluation/testing	7	37[a]	44[a]
Changes in adoption procedures	9	13	22
Special academic recognition programs	5	25	30
Increased instructional time[b]	14	20[a]	34[a]
Longer school day[b]	11	11[a]	22[a]
Longer school year[b]	12	8[a]	20[a]
State-supported specialized	6	14[a]	20[a]
State-supported academic programs	8	34[a]	42[a]
Improved school discipline p	8	19	27
State-mandated placement/promotion policies	4	15[a]	19[a]
State academic requirements for extra-curricular/athletic participation	8	13	21
Raised teacher preparation/certification standards	14	35	49
Performance-based teacher incentives	15	22[a]	37[a]
Efforts to address teacher shortages	11[a]	26	37[a]
State-sponsored professional development programs for teachers	14	30[a]	44[a]
State-sponsored professional development programs for administrators	12	30[a]	42[a]

a—Includes the District of Columbia

b—Twenty-seven states have enacted or approved one or more of these three ways to increase instructional time.

c—Of the twenty-two, fourteen (including the District of Columbia) have enacted/approved performance-based incentive plans for implementation or pilot testing. Eight states have a legislative or state board mandate to develop an incentive program.

Source: U.S. Department of Education

Implementation of new ideas for improved school performance may be more difficult than paying for them. In Alaska, where a multitude of conditions exist among a highly diverse, multicultural society, the constitutional mandate to provide for "all the children of the state" may be the legislature's most formidable challenge. But if the will is there, the likelihood that this mandate can be realized is favorable. Today, at all levels, the state has more skilled and competent personnel than ever. In the sections that follow subjects deemed by the committee to be essential to improved school performance are analyzed and priority legislation recommended.

CHAPTER 2

SCHOOL PERFORMANCE SUBJECTS IDENTIFIED AND ANALYZED, WITH RECOMMENDATIONS

Introduction

The unacceptable level of school performance found in far too many Alaskan schools is the Joint Committee's greatest concern. But as mentioned earlier in this report, the Committee has not undertaken to criticize education or to find fault with any one particular aspect of current schooling practices. There is already a large volume of material attesting to the nature and scope of the problems to which the legislature needs to turn its attention, much of which may be found in the Senate report of last year and in the material collected for the appendix to this report. What the Joint Committee has done is to look for ways that schooling may be improved, especially among that portion of the Alaska population that shows the greatest likelihood of being unable to succeed after it leaves school. However, a brief description of the problem, the status of educational achievement as it is today, is one way to establish why prompt implementation of the Joint Committee's recommendations is important.

Measuring school achievement with standardized test in recent years at the elementary and junior high school level showed Alaskan students as a group performing slightly above the national average. If it may be assumed that the national average is an adequate standard upon which to base the educational level of Alaskans, an assumption some would question, there may be some

satisfaction in these findings. However, on the high school level in non-urban areas not even the national average was reached statewide in the content areas of problem solving and reading. For example, in 1987 fifty-five percent of non-urban high school students scored below the national level in reading.

These levels of achievement, although less than satisfactory, would not be too disturbing in the view of some were it not for three critical factors.

1. **Over the past several years there has been a steady statewide decline in all school achievement,** with 1989's decline the highest yet, although this may be partially explained because of the use of a new test.

2. **The range of achievement levels on standardized tests between districts is extreme—in 1989 it extended from a low at the 3rd percentile in some content areas in one district to a high of the 75th percentile in another.** Data arrived at from the state's 1989 testing program reveals that twenty of Alaska's 54 school districts had at least one average score in the areas of reading, mathematics, or language arts below the 22nd percentile in grades 4, 6, or 8. The school population in those districts is 12,745 students or slightly more than 12 percent of Alaska's entire student population. Test results in many other school districts, most of which are found in rural areas where poverty is common and English language development is inadequate, are not much higher. (Data supplied by the State Department of Education from a forthcoming report on the 1989 statewide testing program.)

3. **School dropout rates in recent years in both urban and rural districts continues to increase;** the percentage of youth who do not complete a normal twelve year school program grows greater each year and is now as high as 60 percent to 70 percent in some districts.

ACT (American College Testing Service) scores are another measure of school performance. The University of Alaska reports that over the past twenty years there has been a steady decline in these scores nationally and in Alaska. **Moreover, in Alaska, the RATE OF DECLINE has been at an even higher rate than the nation as a whole, and the rate of decline is still higher when**

compared with the western states as a unit. But like achievement tests in K-12 schools, averages do not reveal the extent of the problem. Patrick O'Rourke, Chancellor of UAF, recently reported the following:

> Unfortunately, when you look at the [ACT] data by racial and ethnic group, major disparities again present themselves. Caucasian Alaskans had an average composite score of 20.7, almost two points above the national average of 18.8, American Indian groups had an average score of 14.9 while Alaskan Natives had an average score of 12.2. One sees an even greater disparity within the state of Alaska, as it pertains to the largest minority population, than seen across the rest of the United States.[8]

And as a further indicator of the declining state of school performance (an indicator not derived from standardized tests), "27 percent of enrolling college freshman [at the University of Alaska] require some form of developmental English and 42 percent of these same enrolling college freshmen require some form of developmental mathematics in order to have the opportunity for success in a university program".[9]

Arguably, nationally normed achievement tests or the ACT may be inadequate or unfair measures of school performance among Alaska's multicultural population. (The issue of testing is discussed in detail below.) But even if standardized tests are disregarded, other indicators of inadequate or inappropriate schooling practices (such as social dysfunction among large numbers of Alaska youth, high levels of substance abuse, and unemployability of many school dropouts and graduates alike) speak to the need for immediate and substantial schooling reform initiatives by the legislature.

Subjects selected for priority legislative attention in the introduction of this report have been repeatedly identified throughout the state as having the potential to improve the way schools help children learn. Promptly acted on, the statewide decline in school performance and low showing now obvious in so many locations can be reversed. But before there can be recommendations for reform advanced (and ultimately improved schooling), the points at issue in each subject need to be delineated and the various arguments for and against positions taken on them understood. The order in which these subjects are presented represent their priority ranking as perceived by the Committee. But each topic is part of a

larger whole and eventually all, including those to be covered in the second report of the Committee, must be acted upon if school performance is to be improved.

Alaska State Goals of Education and School District Accountability

Assuring the public of adequate school district accountability is a responsibility of the legislature. Before schools can be held accountable for the responsibility delegated to them, however, the legislature must define what it is that districts are accountable for. At a time when it is generally agreed that reforms and restructuring in education are imperative, it becomes essential that the legislature, by statute, declare what is expected of the school districts which they have created and fund. Only then can measures of accountability be specified.

Within this concept, five questions have been identified:

1. What should state-mandated goals require of school districts and students?
2. What should be the role of the State Board of Education in specifying and monitoring state goals?
3. What measures of accountability can be used to assess reliably school district compliance with state-mandated goals?
4. What elements of the curriculum, if any, should be mandated as a means to assure district compliance with state goals?
5. What incentives in addition to routine foundation support can or should the legislature provide for school districts in order to reach statewide goals, particularly in districts where special needs are found to exist?

Answers to these questions, in part, become the essence of this section of this report.

Alaska state goals set the tone for the type, scope, and quality of schooling the people of the state require of their schools. These goals should reflect the purposes of state–supported public education; they are a statement of the state's philosophy of education.

Examples of goals of all kinds can be found among the various states of the country, from the noble to the ridiculous. Examples of the very specific include laws such as found in Maine where "The public schools must teach virtue and morality for not less than one-half hour per week..."[10] (Found in Maine goals of education). In an example from California, one goal requires that "Each teacher shall endeavor to impress upon the minds of the pupils the principles of morality, truth, justice, patriotism, and a true comprehension of the rights, duties, and dignity of the American citizenship, including kindness toward domestic pets...."

Ernest Boyer, President of the Carnegie Foundation for the Advancement of Teaching, has asked, "...is it possible to serve all students and also find a coherent purpose for our schools?" Likewise, it may be asked, should Alaska's goals favor statewide needs at the expense of local district needs? Or, conversely, should they favor local needs at the expense of state needs? By examining the strength of the value of local self-determination along with the strength of the need for success of education on a statewide basis the dilemma of two conflicting influences on policy are exposed. Thus, the challenge is, on one hand, to provide statewide goals that demand enough and that are specific enough to raise standards across Alaska but which are, on the other hand, flexible enough and broad enough to permit local school districts to develop programs that meet their local needs. This is the first of several issues the legislature must address if ultimately school performance is to be improved and successfully monitored.

There are presently bills before the legislature that if enacted would establish state goals (purposes) of education. These bills were introduced as an outgrowth of the Special Senate Committee's report on school performance. In that report, the Special Senate Committee recommended that the legislature declare what the purposes of schooling are and require that school districts be held accountable for them. The key term used in the Senate report is "purpose of education," thus avoiding the problem created by legislatures in other states in recent years where overly specific and restrictive "goals" of schooling have been cast in law. In part, CS for House Bill No. 231 reads:

> "Sec. 14.03.015. STATE EDUCATION POLICY. It is the policy of this state that the purpose of education is to help ensure that all students will succeed in their education and work, shape worthwhile and satisfying lives for themselves, exemplify the best values of society, and be effective in improving the character and quality of the world about them."

This portion of the bill is in keeping with testimony given throughout the state. The idea of the need for state goals of education in statute have received widespread support; however, the goal is so broad that it includes little that can be used to develop criteria for measuring school district accountability. By this the Committee does not mean that the legislature should reject this statement of purpose. On the contrary, the proposed purposes are appropriate to a hierarchy of state goals. Being general, they serve as guiding principles for the specific goals currently being developed by the State Board of Education.

In its paper, "Outcomes for Public Education," the State Board currently is developing a series of comprehensive goals of schooling aimed at improving education throughout Alaska. Although some changes may be made in the final draft, the Board expects to complete work on this project soon. By endorsing, or by reference adopting, State Board goals, goals that are much more specific than is practical for the legislature to monitor, the legislature would recognize an important role of the State Board while establishing the criteria by which school districts are to be held accountable.

Goals, or "outcomes for public education" currently being developed by the State Board (as presented in their draft dated November 20, 1989) are as follows:

> "The Alaska State Board of Education believes that the purpose of public education in this State is to ensure that each student possesses the knowledge, skills, and attitudes required for responsible citizenship, economic productivity, and personal fulfillment."

"Indicators of student success include but are not limited to stated public education outcomes.

"The State Board of education expects that each student in Alaska will:

1. **Communicate effectively**

   - Develop oral language skills through listening and speaking in order to effectively express his or her feelings, ideas and concepts.
   - Develop reading comprehension skills to respond to the written information he or she faces in daily activities. The student will also develop positive attitudes toward reading as a lifelong activity.
   - Develop appreciation of languages other than English, understanding and communication among different cultures.
   - Learn to write for a variety of purposes and audiences.
   - Be able to understand numbers, equations, and graphs well enough to make decisions based on that information, and to communicate mathematical ideas in oral and written form, using standard vocabulary and notation.

2. **Think logically and critically**

   - Develop thoughtful responses to new information and ideas.
   - Solve problems using different modes of inquiry and analysis.
   - Be curious about the world and himself or herself, and be open to new ideas.
   - Develop decision-making skills.
   - Evaluate situations with a mathematical content to determine the relevant problem-solving strategies to use, and use the chosen strategies competently and appropriately.
   - Develop and practice vigorous study skills and habits.

3. **Discover and nurture his or her own creative talents**

   - Develop an aesthetic appreciation for the world around us.
   - Participate in multi-media, interdisciplinary thematic projects and activities.
   - Use divergent thinking and a variety of media to understand and express the rich complexity of our world yesterday, today and tomorrow.
   - Discover and nurture creative talents of individuals and groups.

4. **Master essential technological skills**

   - Communicate effectively in a global society, including use of computers, video, and audio technologies.
   - Learn information retrieval skills to gather, analyze, and evaluate new information and opinions.
   - Critically evaluate information presented by the mass media.

5. **Demonstrate responsible citizenship**

   - Develop the values needed to be a responsible citizen and to actively participate in a democratic society.
   - Acquire basic knowledge skills and the self concept needed to be a global citizen who accepts diversity and respects people of other cultures.
   - Participate in extracurricular activities and/or community service projects, developing social skills in leadership, cooperation and communication.
   - Develop an understanding of his or her relationship to the environment and a commitment to the wise use of resources.
   - Recognize and learn parenting skills in order to nurture healthy growth and development in others.

6. **Develop a commitment to health and fitness**

   - Demonstrate a commitment to his or her physical and mental well-being.
   - Incorporate healthful practices as a lifelong response to social, environmental and physical changes.

7. **Develop personal responsibility to sustain oneself economically**

   - Become familiar with the expectations and be prepared for the traditional and nontraditional opportunities of the local, national, and international work place.
   - Develop the desire to continue to learn.
   - Acquire a healthy, realistic work ethic.
   - Develop economic and consumer skills necessary for making informed choices that enhance the quality of life.

8. **Acquire a positive self-image**

   - Learn about himself or herself and develop a positive and realistic self-image.
   - Experience success in activities that develop his or her talents and skills and build his or her self-esteem.
   - Learn to form satisfying relationships with others based on respect, trust, cooperation, and caring.[11]

The Joint Committee commends the State Board for developing these "statements of outcome," or goals of Alaskan education, through its task force on educational outcomes and urges their early completion in final form and adoption in regulation.

However, a statement of purposes of education promulgated by the legislature and a list of goals of education prescribed by the State Board provide for only the state's side of the balance between state and local interests. School district and local community needs also must be reflected in policy. To balance the equation, then, local goals, developed at the local level through local boards with community involvement, must also be developed. A full range of statements that spell out what is expected of public education would

then be complete. These statements, or collective goals of education, would also make it possible to define how educational achievement is to be measured and reported. Therefore:

IT IS RECOMMENDED that a bill on the goals of education be enacted by the Sixteenth Alaska Legislature. Such a bill must declare the purposes of education as prescribed by the legislature. It must require that the State Board of Education adopt the goals it has developed in its statement of educational outcomes and it must require all local districts and REAAs to establish local goals of education that reflect needs consistent with local conditions and expectations.

Passage of this legislation will establish uniform expectations of schooling necessary to meet statewide societal needs. At the same time this legislation will provide for differences among regions of the state, enabling local districts to provide for local needs that may be unique to individual communities. From the standpoint of the overall responsibility of the legislature, a benchmark from which the legislature can develop and require school district accountability will be created.

Legislatively Mandated Measures of Achievement

"Oversight is one of the more difficult and least rewarding forms of legislative activity, but only through such efforts can thoughtful policy adjustments be made."

Denis Doyle and Terry Hartle, 1985.

Of all the subjects associated with school performance improvement, none is more controversial than mandatory measurement of achievement, the means by which school districts account for state education functions delegated to them by the legislature. Controversial or not, if we are to improve the education of Alaska's populace, assessment of school performance must be an ongoing and thorough process. Thus, the legislature needs to consider all types of school performance measurement and can not leave this responsibility solely to school districts.

The most commonly used measures of accountability are numerical indicators of performance. These have been described by

Kirst as "...statewide numerical measures of trends in educational variables."[12] In California, for example, a system of statewide targets and individual school profiles with numerous uniform indicators, including test scores, changes in course enrollment patterns, number of drop outs, and performance of college freshmen are used to monitor school performance.[13] In Illinois, a state-mandated school district reporting system measures such things as relationships of average class size to test scores, high school size to ACT scores, expenditure per pupil to test scores, and even the relationship of teacher salaries to student test scores.

Among the several numerical indicators of school performance, student scores on standardized, nationally normed tests are the most frequently used. Across the country the number of standardized tests that students of all ages now take has increased substantially in recent years. There is a growing belief, however, that there has been an over dependance on their use. In Alaska their use has grown increasingly controversial. Reasons for and against the use of standardized tests, briefly stated, include the following perceptions of the problem:

Arguments frequently given against the use of standardized tests stress that equal educational opportunity will not necessarily yield similar scores on similar tests for all subgroups. "The greatest concern about tests is that they are biased against—and therefore unfair to—minorities."[14] The cultural backgrounds of the test developers, the way the tests have been standardized, and the cultural differences among racial and ethnic subgroups all tend to skew the results and cast doubt on their validity, especially as predictors of potential success of test takers. Simply put, reliance on standardized tests as the means to measure intellectual potential among cultural minorities, the argument goes, fails to take into account that different cultural backgrounds give rise to different talents and interests.[15]

Addressing the contrary view, Gregory Anrig, President of the Educational Testing Service, has advanced some of the most frequently accepted arguments in favor of standardized testing:

> "1) Test results provide a way for the public to monitor educational standards over time. Test results also help teachers and school officials to identify weaknesses in instruction and curriculum. 2) Test results provide the data that enable parents and others to keep the pressure on communities, schools, and educators to 'close the gap' between the performance of [minority] students and that of [others]—a pressure that is finally bringing results. 3) Test results dramatically document two facts: that federal programs such as Head Start and Title 1 of the Elementary and Secondary Education Act have very positive long-term educational effects and that poor children can and will learn, when given the help and the kind of instruction they need."[16]

Because of these reasons, proponents of their use argue that standardized tests have had a more positive than negative effect on school performance. Their continued use, it is contended, enables the growth of student performance to be measured, provides reasons for adjustments to the curriculum where necessary, and justifies expenditures for extraordinary program and teacher support when deficiencies are discovered.

The Joint Committee accepts both arguments. This position suggests that Alaska should not rely solely on standardized tests as a means of determining the level of success of school performance, nor should non-standardized measurement be relied on exclusively. This position also means that standardized tests should be used over time in a way that will show growth, or the lack of it, in the acquisition of a given body of knowledge generally accepted as necessary to be a productive member of a statewide or national society in adult life. It also means that the state should provide for local needs and accept, indeed, require measures of school performance other than standardized tests. If local school districts are required to declare local goals, they should be required to declare how they intend to measure the extent to which these goals have been reached.

Because of the many differences among regions of Alaska, there may be several appropriate kinds and levels of accountability that can be used. Alaska, among all the states, can make a case for the need to utilize a full range of performance indicators, some of which should be developed locally that take into account Alaskan

conditions while simultaneously providing for a standardized comparison with the rest of the country. With information gathered this way and analyzed objectively, programs of instruction can be selected and developed by teachers and principals that fit their local needs as well as those of the state as a whole. Used properly, non-standardized performance indicators can provide a way to substantiate or refute the worth of standardized tests, especially where minority youth are involved.

As identified in the Special Senate Committee's report on school performance there are many ways to assess the adequacy of schooling. Examples of both standardized and non-standardized indicators of school performance used in other states include:

1. **Indicators of mastery of basic skills and knowledge,** such as standardized achievement tests (ACT and SAT) and specialized tests such as computer literacy and college success rates. This indicator could also include performances such as writing assessment and portfolio development.

2. **Indicators of competence in life skills,** such as proportions of graduates in jobs training, proportion of graduates registered to vote, and opinion of employers regarding performance of graduates.

3. **Indicators of motivation to learn,** such as attendance and graduation rates, numbers of suspensions and expulsions, enrollment in advanced placement, and enrollment in postsecondary education.

4. **Indicators of client/staff perceptions,** such as community perception of school outcomes, student/parent/staff assessment of school climate and employer ranking of satisfaction with school programs.

These and other indicators, set against state and local goals, lend themselves to the adoption and use of "school district report cards" that will meet the need of school districts to account to their communities, to the State Board of Education, to the Governor and to the Legislature. Therefore:

IT IS RECOMMENDED that the legislature require by statute that each school district and REAA in Alaska shall submit to parents and other interested members of the local community, the State Board of Education, the Governor, and the Legislature a "school report card" assessing the performance of its schools and students. The report card shall be an index of school performance measured against statewide and local standards and will provide information to make prior year comparisons and set future year targets. The report card shall be developed by the State Board of Education in consultation with appropriate representatives from the education profession, local school boards, and local citizens at large and be available for use in time for reporting on school performance at the close of the 1991 school year.

School Performance Improvement Incentives

As described in the first chapter of this report, the formal goal of the Joint Committee is improved levels of public education among all pupils of the state, **while recognizing that there are groups of students whom schools persistently have not served well.** These are the students often referred to in recent years as being "at risk." Many definitions of the term have been advanced, and at the moment the State Board of Education is in the process of developing a definition that will be appropriate to the educational needs of the state and individual students. The Joint Committee awaits this definition, but agrees that generally these are the students who have not performed at their innate level of ability for a variety of reasons and that their potential for success is unfulfilled. Although they are found throughout the state, certain regions, especially rural villages and neighborhoods with low family income in urban centers, account for a disproportionate number of these students. Depending on the definition eventually adopted, it is frequently estimated that those students critically in need represent approximately 25 to 30 percent of school age children in the state as a whole; in some regions these figures are much higher, often in excess of 50 percent. Regardless of the definition and the number of students who fall into any specific category, it can be argued that all children are at risk in one way or another and all should be eligible for special services when identified.

Programs, at both the federal and state levels, developed on behalf of these students over the years, have met with mixed success. If a generalization can be made about the extent to which they have worked, it is agreed that the closer to home that the projects have been conceived and carried out, the better have been their chances to be successful.

With this idea in mind, the Special Senate Committee on School Performance recommended "that the legislature establish a competitive grant program to encourage schools, in partnership with the communities they serve, to plan and carry out changes that will help them become more effective places of learning for all" (pp.47-49). The Joint Committee endorses this recommendation as one means to find solutions to root causes of low school performance.

Taking the recommendation of the Special Senate Committee one step further and aware that programs developed and executed cooperatively between the community and the school, especially in the villages, have had the most beneficial results, the Joint Committee takes the position that a special category of competitive grants be established for school advisory committees in rural villages or neighborhood schools in addition to those advocated in the Senate's report. Under such an arrangement advisory boards would have authority to apply directly to a school incentive grants fund in the Department of Education, independent from (but not without articulation with) superintendent or central district board review or veto.

Another category of incentive grant funds should be reserved in a like manner for teachers and building principals working to apply directly to the grants fund with the provision that grant applications may be made directly to the Department of Education and with awards going directly to the school.

*"Education is more vital and healthy when it is kept close to the needs of the people and when they feel they have a genuine stake in educational institutions of their own making and for which they have a large measure of responsibility."*7

R. Freeman Butts, 1955

To effectuate the programs suggested above, a school incentives grants fund should be appropriated to the Department of Education as a special fund and be operated under rules established by the State Board of Education. To encourage inventiveness and uniqueness appropriate to conditions and problems identified at the local level, few limitations should be placed on categories of programs that may be proposed. Lisbeth Shore, in her recent book on programs of eduction that depend on cooperative arrangements, observed, "It is not enough simply to encourage or require educators and parents to make decisions together.... States can help by providing assistance to school[s]...that are willing to experiment and that will share their experiences with others. [For example, a] competitive... grant program could be offered to districts that are willing to experiment with schoolsite management programs." [17]

Therefore:

IT IS RECOMMENDED that legislation be enacted that will empower the Commissioner of Education to initiate an incentive grants program with a fund separate from the foundation program. The State Board of Education shall establish the particulars of the program in regulation that will enable advisory boards, teachers, and principals to apply for funds under the program so as to acquire the financial resources necessary to carry out school improvement initiatives. Such initiatives shall be designed to remediate or prevent shortcomings in schooling among that portion of the school population that fits the State Board's definition of "at risk" students.

The Commissioner shall not award more than two grants in each five year period to the same applicant. Furthermore, the Commissioner shall provide for the evaluation and dissemination of findings of each project funded in such a way that all districts will have the opportunity to profit from the program. The Joint Committee recommends that no less than $3,000,000 be appropriated annually to this fund over the next five years. (Prorated, this amount is equivalent to approximately $100.00 per year.)

Health and Family Service Programs Related to School Performance

It may be that there are no root causes of inadequate school performance greater than environmental and social handicaps, especially those that are the result of chronic poverty. It is argued by some, and there has been much testimony in support of this concept, that the legislature must provide the means for all children to be able to start school prepared to learn. The public is becoming aware of the high stakes that all of us have in children who contend with one or more of the following environmental and social handicaps: chronic poverty; single parent households; especially households where parents are unable to provide parental guidance; substance abuse, especially alcohol and illegal drugs; unplanned or unwanted teenage pregnancy; and trauma from exposure to violent behavior, especially child abuse. A high incidence of school problems associated with these handicaps has been well documented, and they are the subjects of concern most consistently expressed by those testifying at legislative hearings, especially in rural areas. In the same vein, the State Board of Education Task Force has made the point that

> It is commonly accepted that many social issues place children at risk of [being deprived from] having healthy, productive lives.... Social services issues must be dealt with if we believe that dealing with the whole child in his/her milieu—the family, neighborhood, community—is the most effective way of addressing the conditions of 'at-riskness' of Alaskan children and youth. [18]

If the legislature is to is to address root causes of poor school performance, it must first concentrate, "on families whose children are vulnerable because they are growing up in poverty or with environmental handicaps.... The prestigious Carnegie Forum on Education and the Economy declared that the cost of our present failure to educate all American children will be `a steady erosion in the American standard of living'...it would be fatal to assume that America can succeed if only a portion of school children succeed."[19] The same can be said with conviction for Alaska.

Even with so many indicators of handicaps to school readiness, there are encouraging signs that something can be done about social dysfunction. But without a unified, long term, sustained effort on the part of the various people and agencies charged with the responsibility to provide health, social, legal and educational

services, there is little likelihood that shortcomings endemic in so many communities of the state will be overcome.

Elsewhere in the country, where economic, social, and health care problems are acute and have been found to be barriers to learning, certain characteristics of the problem have been shown to be universal. Lisbeth B. Schorr has identified three themes that describe conditions in the rest of the country that apply equally well in Alaska:

1) Risk factors leading to later damage occur more frequently among children in families that are poor and still more frequently among families that are persistently poor and live in areas of concentrated poverty.

2) The plight of the children bearing these risks is not just individual and personal; it requires a societal response.

3) The knowledge to help is available; there is a reasonably good match between known risk factors and the interventions to reduce them.[20]

If it can be accepted that the knowledge to help is available, the problem becomes one of finding ways to coordinate and apply that knowledge and dedicate the resources necessary to be effective over time. No single governmental agency possesses the resources and professional knowledge to manage this task alone. Nor is there any single best way to overcome these problems, especially when Alaska's many subregions are compared and its multicultural population considered. Nevertheless, as indicated at a recent conference on education in Anchorage:

> Prevention and early intervention programs do work. There is an abundance of evidence which documents desirable program and behavioral outcomes as well as cost effectiveness. The question should not revolve around "Does prevention work?", but rather "Which prevention strategy is appropriate?" "Who should have the lead responsibility?" and "How do we shift the balance to prevention from the current predominant reliance on remediation?"[21]

These are the urgent questions that Alaskans must find answers to without delay.

Evidence that has accumulated in recent years indicates that early intervention among children with environmental handicaps makes a difference when developed and carried out as cooperative efforts among the various agencies and disciplines concerned with child care and schooling. An improved level of professional expertise among the staffs working in the so–called "helping professions" and willingness among the people in them to work cooperatively with school authorities and the community at large have now developed.[22] The potential for this approach to work in Alaska is promising, and already there have been efforts initiated among some state personnel to examine problems from an inter-agency perspective. However, sustained, coordinated agency, school, and community efforts required to make a lasting difference among those children now unprepared or unable to learn because of environmental shortcomings will require prompting and funding by the legislature.

It has been found that among states making efforts along these lines it is essential that they be initiated at the highest levels of government and that some sort of formal structure that compels joint approaches to problem solving and service delivery be established in statute. A positive correlation has been found between success and the extent to which local populations and school personnel are involved in planning and executing of programs.[23]

Therefore:

IT IS RECOMMENDED that the legislature establish a permanent inter-agency coordinating committee headed by a commissioner and consisting of representatives of the Departments of Education, Health and Social Services, Law, Community and Regional Affairs, and others who may have appropriate roles in addressing the problems of overcoming environmental handicaps responsible for inadequate school performance. This group shall be required to identify the most critical social and health barriers to learning, establish plans to overcome them, be responsible for their implementation, and issue annual reports on activities and programs.

Long Term and Immediate Needs for State Supported and Coordinated Early Childhood and Parenting Education

Other root causes that deny children the means or motivation necessary to succeed at schooling and which will require multi-agency cooperation, are inadequate or insufficient early childhood and parenting education programs. While early childhood education and parenting education can be looked upon as two separate endeavors, they overlap enough that they are included here under a single heading. Likewise, child care, preschool and early childhood development, while they may be discrete topics, need to be examined concomitantly. Although the Senate Special Committee Report on School Performance did not directly address early childhood education, the Joint Committee has found this subject to be of such overriding concern, especially in rural villages, it now ranks high on the list of subjects for priority legislative action. Many witnesses were of the belief that academic performance can be substantially improved through more and better preschool, child care, and parenting education programs. And the work of the State Board of Education Task Force on At-Risk Early Childhood, Parenting, and Primary Language has shown that "high quality early childhood and family support programs are likely to benefit at-risk children and the larger society by (a) reducing the number of children in later costly special education programs in schools; (b) helping children avoid school failure; and (c) preventing the need for costly social and judicial services later in life."[24]

Not many years ago preschool-age children were not a major political issue. The programs that were developed came mostly from the federal government, either as Head Start or Title I (now Chapter I) funds. Now, just as a large number of unmarried young mothers and a breakdown in traditional family composition and structure have given rise to an ever-increasing group of poorly cared for children throughout Alaska, federal support for early childhood education has declined in real dollars. The number of preschool-age children is growing in Alaska's villages at a rate far in excess of the country as a whole. Programs that address the problems growing out of this situation are far from adequate.

In Alaska approximately two out of every three children who qualify for Head Start programs are unable to participate because of insufficient appropriations by Congress. At present it costs on

average $5000 per Head Start child per year. Currently there are 1,800 children participating in the state, but there are known to be more than 2000 children in the rural areas who meet all criteria to be involved in Head Start but are unable to attend because of insufficient funds and facilities. Likewise, there are many children in urban areas who qualify, including at least 900 in Anchorage alone, who are denied the opportunity to get a "head start" for want of funding.

Since the federal government has failed to provide adequate funding to serve all the children who qualify for programs on the basis of financial and social need, some states have turned inward for the funds necessary to meet the needs of early childhood education. By 1989, 31 states including Alaska had appropriated funds for state-initiated prekindergarten programs and/or direct contributions to Head Start programs. Alaskans have shown an interest in doing more; a few local districts have assumed some responsibility, but the state has been unable to proceed far enough without clear direction and better cost estimates. The current situation nationally and in Alaska has been summed up well by the National Association of State Boards of Education Task Force on Early Childhood:

> We have a diverse, under-funded, and uncoordinated system for delivering programs to young children. Public education leaders can be a powerful and constructive force for strengthening this system. If they act in partnership with other early childhood programs, our chances for increasing and maximizing resources and quality in all settings that serve young children will be greatly improved.[25]

The Center for Policy Research in Education has pointed out that "policy making in the field of early childhood education is still in its infancy, and most states have little experience in providing early childhood programs." There are three issues that must be reconciled in order to develop effective policy:

1. The historical rift between the 'educational' and 'custodial' models of early childhood education.

2. The historical conflicts between the elementary school and early childhood education communities over purposes, methods, and control.

3. The tradeoffs necessary between the costs of programs and their quality.[26]

All three of these problems are to be found in Alaska. There are differences in the extent to which there should be parental participation in learning activities, differences in teaching philosophies, and differences in staff qualifications and staffing patterns, all of which have a direct bearing on differences in quality and costs.

As stressed in the report from the Center for Policy Research in Education, "reconciling the conflicts between these philosophical, operational, and resource components of early childhood programs is crucial to formulating careful policy decisions." The center identified seven questions defining issues that must first be answered to the satisfaction of legislature before a statewide policy can be formulated and programs initiated.

1. What children should be served?
2. How long should programs operate?
3. What level of funding should be provided, and how should state and local revenues and parent fees be used?
4. What types of funding mechanisms should be used?
5. Which state agency(ies) should be responsible for administering the early childhood education programs?
6. What types of quality controls should be instituted?
7. What types of teacher preparation and certification should be required?[27]

These questions apply equally well to issues in parenting education, in particular where teenage mothers are concerned. Few young mothers, especially those living in poverty, are given the opportunity to learn what is now known about parenting psychology and techniques. Both early childhood education and parenting education are seen as crucial to early intervention where environmental barriers to learning are found.

The issues and questions that have been identified under this topic are complex; properly resolved, they hold answers that will go far towards helping children succeed, and ultimately society.

Three quarters of Americans say they are prepared to pay higher taxes to provide more and better day care and early childhood education; 88 percent want government to provide more health coverage and day care services for children of the poor. As indicated in the report of a recent Lewis Harris poll, "The times are changing, perhaps more rapidly than might be imagined...; people not only want to help children generally, they want particularly to help the children who are living in poverty.... [The need to help] is a plaintive and poignant demand that simply will not go away."[28]

Therefore two recommendations follow, one that addresses a short term solution to immediate problems; a second that addresses long range solutions to problems that will continue to require the attention of the legislature for some time to come:

IT IS RECOMMENDED that the legislature augment existing funds for Head Start by making up the difference between the amount now provided by the federal government and the amount necessary to fully fund the program consistent with existing standards and qualifying conditions as now administered by the Department of Community and Regional affairs. Estimates place this cost at $10,000,000 for the first year as a means to catch up with training, additional sites, and facilities.

IT IS RECOMMENDED that the legislature, by resolution, establish a Commission to address the issues and questions on early childhood and parenting education that pertain to the education of Alaska's young children, with particular attention given to those children with environmental handicaps. Included among the Commission's responsibility shall be the development of a plan for a statewide program of early childhood education and parenting education and preparation of a report on its findings with recommendations to the legislature no later than May, 1991.

Conclusions

This report, being the first of two that the Joint Committee on School Performance has been charged with producing, covers the subjects that the Committee has examined since it organized in August, 1989. In addition to the subjects covered in this report, the Committee has identified several other subjects for priority legisla-

tive attention. While there may be no way to agree on the rank order by which subjects are presented, it has been agreed that each is of critical importance and deserves the attention of the legislature. The second report is to be presented on the first day of the first session of the Seventeenth Legislature and will conclude the work of the Joint Committee. It will include, among other things, a continuation of the description and analysis of the subjects already identified but not covered in the first report. Subjects to be addressed in the second report include:

1. **Teacher and school administrator professional development and competency.**
2. **Qualified training for all school personnel assigned to special, extra-ordinary and multicultural schools.**
3. **Teacher and administrator certificate reform.**
4. **Incentive programs to encourage professional development.**
5. **Teacher tenure of as a measure of competency.**
6. **Alaska's systems of school governance and administrative organization as they relate to school performance.**
7. **Expanded and enhanced program of Alaska studies, including Alaska History, government, geography, cultures, and economics.**
8. **Distance education and a review of the amount, type, and scheduling of educational programing available via satellite.**
9. **Improved education research, program evaluation, and dissemination of findings.**

One topic not yet listed that repeatedly surfaced during Committee meetings is school finance and the foundation program. The Committee recognizes the need for this subject to come before the legislature in a new form, but because of the complexity of this subject the Committee is still considering various ways it might be examined before making specific recommendations. Moreover, the Department of Education is currently considering an in-house

study of the foundation program. The Committee endorses this study and believes it should be supported with additional funds to the Department if necessary to carry out the study.

Completing work on the list of additional subjects still to be covered is an ambitious undertaking. But since the Committee has had the opportunity to examine the many issues that confront the school improvement movement, it has become obvious that each of the remaining topics must be addressed if school performance is to improve. The second report will be prepared along the lines of this paper and will be submitted on the first day of the Seventeenth Alaska State Legislature as required by the resolution that established the Joint Committee.

In the recent book *Excellence in Education: The States Take Charge* in which schooling in America was described, the conclusion was reached that "just as the opportunities for genuine and lasting reform have never been greater, so too have the dangers of failure never been more stark...."[29] Certainly this statement holds true for Alaskans today.

"In Today's world, a youngster who leaves school unable to read, write, and do simple arithmetic faces a bleak future. When a substantial proportion of boys and girls leave school uneducated, the rest of us face a bleak future."

Lisbeth Shore, 1989

EXECUTIVE SUMMARY AND RECOMMENDATIONS

Introduction

Increasingly, Alaskans are becoming aware that there are unacceptable levels of educational achievement among a significant portion of Alaska youth. Not only are individual youth at risk, so too is society as a whole. Left uncorrected, the cost to the state will be immeasurable in unfulfilled human potential and millions of dollars spent on remedial programs that will never restore what has been lost. Corrected now, the cost still will be high, as much as $65,000,000 over the next five years. **Ignored, it will be many times that figure.**

Just as Alaska is made up of many diverse subregions and population groups, so too are its schools diverse in such areas as their student bodies, programs of instruction, methods of organization and levels of success. There is ample evidence to show that many schools in Alaska are doing well; many students, based on national test norms, are achieving at the fiftieth percentile or better. The legislature needs to acknowledge the success of these programs and assure that these schools have the means to continue to provide adequate or better programs of education.

However, a large body of evidence shows that many students are not doing well; unquestionably, many are at or nearing crisis levels. These are the students whose educational needs perennially

have not been served well. At best, many will be unable to function as productive members of contemporary society or in the future. At worst they will become wards of the state in one way or another, victims of low self-esteem, of substance abuse, of violent crime, of suicide.

These students are found in all school districts of Alaska, although in much greater proportions in some than others, especially where high levels of poverty are endemic or inadequate second language development is a factor. Two years ago, in twenty-eight of Alaska's fifty-five school districts, the average percentile of students' achievement scores was acutely and chronically below the level of the national average, as was the percentage of students that scored below the national 50th percentile. In the Department of Education's forthcoming report of the 1989 statewide standardized testing program it is shown that average scores of Alaska students has continued to decline and that the range in student performance between districts remains great; from a low average of twentieth percentile in some districts to an average of seventy–fifth percentile in the highest achieving districts.

One of the reasons for the current interest in the need for improved schooling came about because of the legislature's requirement that the Department of Education compile and report statewide standardized test results. However, reliance on standardized tests as a means to assess the worth of Alaska's school programs has been widely criticized. The Joint Committee agrees that these tests may not necessarily be the most satisfactory or accurate measure of school performance required of Alaskan youth. But regardless of how standardized tests are perceived, by several other measures of educational achievement it can be said that school performance is not at a satisfactory level. Simply put, many pupils are not acquiring the intellectual skills necessary to succeed in any sense of the word. **For instance, in some communities as many as 60 to 70 percent of Alaska Native students drop out of the system prior to high school completion.**

Although in recent years Alaska has relied entirely on the traditional system of local control of education as a means to organize, deliver, and evaluate public education, it has become increasingly apparent that the legislature, as the body constitutionally responsible for public education, must review the condition of schooling

and where necessary take appropriate remedial measures. Alaska's young people deserve the profound attention of the legislature and the full resources of the state if they eventually are to lead satisfying personal lives and if the state is to thrive in the future. It may cost more to remedy the situation than some are now prepared to spend. But one way or the other, now or later, more will have to be spent on today's youth at risk. Either we must improve schooling now, or provide more social welfare, public health, and law enforcement programs in the future. It has been estimated that intervention now may be five to ten times less costly than repairing or coping with damage through remedial welfare and judiciary programs in the future, not to mention individual personal losses to many.

It was on the premise that the legislature has an obligation to invoke its oversight responsibilities by "helping schools succeed at helping all children learn" that the Joint Committee on School Performance was established by passage of Committee Substitute for House Concurrent Resolution 18. In that resolution the Joint Committee was charged with reviewing the work of the Senate Special Committee on School Performance and **identifying subjects for priority legislative attention that might improve schooling in Alaska.**

In so doing, the Joint Committee was instructed to submit two reports on its findings, the first due on January 23, 1990 (the report in hand), and a final report on the first day of the First Regular Session of the Seventeenth Legislature. Although the Joint Committee has had only a few months to develop the positions taken in this report and has made plans to continue with the remaining issues in its final report, there are some subjects that cannot wait until 1991 to be addressed. **Thus, the recommendations made at this time are considered to be of the highest priority and address the root causes of the most vexing problems yet identified by the Joint Committee.**

Recommendations

Generally school reform movements can be divided into four basic categories: (1) control, organization and structure; (2) professional development of school staffs; (3) the academic experience of students, and (4) financing. Since these are not mutually exclusive categories, that is, each depends on the other to make up a school system, the Joint Committee identified subjects in need of immediate attention that are interrelated and cut across all four of these categories.

IN PRIORITY ORDER, THE MOST URGENT TOPICS FOR LEGISLATIVE CONSIDERATION ARE:

1. MANDATED ALASKA STATE GOALS OF EDUCATION

[Referenced to pages 20 through 26 in the main report.]

It is recommended that a bill on the goals of education be enacted by the Sixteenth Alaska Legislature. Such a bill must declare the purposes of education as prescribed by the legislature. It shall require that the State Board of Education adopt the goals it has developed in its statement of educational outcomes and it shall require all local districts and REAAs to establish local goals of education that reflect needs consistent with local conditions and expectations.

2. LEGISLATIVELY MANDATED MEASURES OF ACHIEVEMENT

[Referenced to pages 26 through 30 in the main report.]

It is recommended that the legislature require by statute that each school district and REAA in Alaska shall submit to parents and other interested members of the local community, the State Board of Education, the Governor, and the Legislature a "school report card" assessing the performance of its schools and students. The report card shall be an index of school performance measured against statewide and local standards and will provide information to make prior year comparisons and set future year targets. The report card shall be developed by the State Board of Education in consultation with appropriate representatives from the education profession, local school boards, and local citizens at large and be

available for use in time for reporting on school performance at the close of the 1991 school year.

3. SCHOOL PERFORMANCE IMPROVEMENT INCENTIVES

[Referenced to pages 30 through 32 in the main report.]

It is recommended that legislation be enacted that will empower the Commissioner of Education to initiate an incentive grants program with a fund separate from the foundation program. The State Board of Education shall establish the particulars of the program in regulation that will enable advisory boards, teachers, and principals to apply for funds under the program so as to acquire the financial resources necessary to carry out school improvement initiatives. Such initiatives shall be designed to remediate or prevent shortcomings in schooling among that portion of the school population that fits the State Board's definition of "at risk" students.

The Commissioner shall not award more than two grants in each five year period to the same applicant. Furthermore, the Commissioner shall provide for the evaluation and dissemination of findings of each project funded in such a way that all districts will have the opportunity to profit from the program. The Joint Committee recommends that no less than $3,000,000 be appropriated annually to this fund over the next five years. (Prorated, this amount is equivalent to approximately $100.00 per year.)

4. HEALTH AND FAMILY SERVICE PROGRAMS RELATED TO SCHOOL PERFORMANCE

[Reference to pages 33 through 35 in the main report.]

It is recommended that the legislature establish a special interagency coordinating committee headed by a commissioner and consisting of representatives of the Departments of Education, Health and Social Services, Law, Community and Regional Affairs, and others who may have appropriate roles in addressing the problems of overcoming physical and social environmental responsible for inadequate school performance. This group shall be required to identify the most critical social and health barriers to learning, establish plans to overcome them, be responsible for their implementation, and issue annual reports on activities and programs.

5. LONG TERM AND IMMEDIATE NEEDS FOR STATE SUPPORTED AND COORDINATED EARLY CHILDHOOD AND PARENTING EDUCATION

[Referenced to pages 36 through 39 in the main report.]

Two recommendations, one short term and one long term, are necessary under this heading:

1. It is recommended that the legislature augment existing funds for Head Start by making up the difference between the amount now provided by the federal government and the amount necessary to fully fund programs consistent with existing standards and qualifying conditions as now administered by the Department of Community and Regional Affairs. Estimates place this cost at $10,000,000.

2. It is recommended that the legislature, by resolution, establish a Commission to address the issues and questions on early childhood and parenting education that pertain to the education of Alaska's young children, with particular attention given to those children with environmental handicaps. Included among the Commission's responsibilities shall be the development of plans for statewide programs of early childhood education and parenting education and preparation of a report on its findings with recommendations to the legislature no later than May, 1991.

Summary

The recommendations itemized above are only some of the topics for priority legislative consideration identified by the Joint Committee. They are, however, the subjects believed to be the ones most urgently in need of attention if the decline in student academic performance is to be reversed and social dysfunction due to insufficient schooling is to be decreased. It may be argued that other subjects identified for legislative action are of equal or near equal importance. All together, including the topics discussed above, the Joint Committee has identified eight broad categories for priority legislative attention. They are:

1. Mandated school district accountability set against state goals of education.
2. State-supported and coordinated early childhood and parenting education.
3. Coordinated education, health, and family service programs.
4. Improved school personnel professional development and competency.
5. Improved school governance and administrative organization.
6. Mandated programs of instruction, especially expanded and enhanced programs of Alaska studies that include Alaska history, government, geography, cultures, and economics.
7. Improved distance education including educational television by satellite.
8. Improved and expanded educational research, evaluation, and dissemination.

The first three of these categories have been covered in the first report and have given rise to six recommendations covering five subjects. Only the constraints of time have prevented the remaining topics from being advanced to the recommendation stage in this report. All subjects must eventually be addressed in full.

NOTES AND REFERENCES CITED

[1] Office of the Governor, *Public Education Costs in Alaska*, Juneau, 1989. pp 1 - 2

[2] National Commission of Excellence in Education, *A Nation at Risk: The Imperative for Educational Reform* (Washington, D.C.: U.S. Government Printing Office, April 1983).

[3] Terrel Bell, "Leadership for Reform and Renewal of American Education, paper presented at the National Forum on Excellence, Indianapolis", December 6, 1983. Cited in Jack Frymier, "Legislating Centralization", *Phi Delta Kappan*, May, 1986

[4] Ibid.

[5] Denis P. Doyle and Terry W. Hartle, *Excellence in Education: The States Take Charge* (Washington, D. C. American Enterprise Institute for Public Policy Research) 1985.

[6] Jack Frymier, "Legislating Centralizatiion", *Phi Delta Kappan*, May, 1986.

[7] R. Freeman Butts, *Assumption Underlying Australian Education*, Teachers College, Columbia University, New York, 1955

[8] Patrick O'Rourke, Unpublished Convocation Address, University of Alaska Fairbanks, 1989

[9] Ibid.

[10] Ernest L. Boyer, *High School*, The Carnegie Foundation for the Advancement of Teaching, Harper and Row, New York, 1983.

[11] Alaska State Board of Education, Task Force on Educational Outcomes, Forthcoming

[12] Michael W. Kirst, Sustaining the Momentum of State Education Reform: The link Between Assessment and Financial Support", in *Phi Delta Kappan*, January 1986. p. 342.

[13] Ibid.

[14] Gregory R. Anrig, "Educational Standards, Testing, and Equity," *Phi Delta Kappan*, May, 1985.

[15] Charles V. Willie, "The Problems of Standardized Testing in a Free and Pluralistic Society," *Phi Delta Kappan*, May, 1985.

[16] Gregory R. Anrig, op cit.

[17] Lisbeth B. Schorr, *Within Our Reach*, Anchor Press, Doubleday, New York, 1988.

[18] Alaska State Board of Education, Task Force on Education and Social Service, Forthcoming.

[19] Lisbeth B. Schorr, op cit.

[20] Ibid.

[21] Michael Petit, "Issues Surrounding State-Level Collaboration on Services to At-Risk, Preschool Age Children", Presented to the Summer Institute of the Council of Chief State School Officers, August, 1988, quoted in Mr. Petit's Keynote Speech at the Annual Conference of the Alaska Association of School Boards, Anchorage, November, 1989.

[22] Ibid.

[23] Ibid.

[24] Alaska State Board of Education, Task Force on Early Childhood and Parenting Education, Forthcoming.

[25] *Right from the Start*, (National Association of State Boards of Education, 1988, cited by Anne Mitchell in "Old Baggage, New Visions: Shaping Policy for Early Childhood Programs", *Phi delta Kappan*, May, 1989.

[26] W. Norton Grubb, *Young Children Face The States: Issues* and *Options for Early Childhood Programs*, Center for Policy Research in Education, Center for Policy Research in Education, Rutgers University, The Rand Corporation and University of Wisconsin - Madison, 1987.

[27] Ibid.

[28] Louis Harris and Associates, *American Attitudes Toward Children*, "Children's Needs and Public Responsibilities: A Survey of American Attitudes About the Problems and Prospects of American Children," survey conducted for Group W — Westinghouse Broadcasting Company, 1986; and Louis Harris, remarks: Made at the Citizens Committee for Children Annual Meeting, New York, 26 May, 1987. Cited in Lisbeth Schorr, Op. Cit.

[29] Denis Doyle and Terry Hartle, Op. Cit.

APPENDIX B

STATE OUTCOMES FOR PUBLIC EDUCATION
THE STATE BOARD OF EDUCATION'S STATE STANDARDS FOR
STUDENT PERFORMANCE

State Board okays statewide educational outcomes

The State Board of Education on October 12, 1990, adopted eight major outcomes for public education in Alaska. The adoption of the outcomes is a major stepping stone towards developing an education system that shares its responsibilities among schools, parents, businesses and the local community, and makes sure that everyone is working to provide students the skills, knowledge and attitudes they will need for a successful life.

The unanimous board action on the outcomes follows several years of development and the involvement of numerous groups and individuals. The board has held meetings with many education groups, state and local parent organizations, employers and others. Last spring the board mailed a brochure to 15,000 leaders of school businesses, parent and other organizations throughout the state. Five months later, return mailers are still trickling into the Department of Education.

In adopting the outcomes, the board called on local school boards and district officials to join in partnership with parents and others in their communities to develop local outcomes based on the statewide outcomes and to devise ways of measuring whether the outcomes are being met.

The board calls the outcomes "state standards for student performance."

Adopted October 12, 1990

State Outcomes for Public Education

The State Board of Education believes that public education is the responsibility of everyone — students, parents, schools, and communities. The Outcomes for Public Education are the state standards for student performance.

The State Board of Education believes **all students can learn; that a student's public education should provide a working knowledge of science, language arts, social studies, mathematics, physical education/health, and the fine arts;** and that each student graduating from a public school will:

❒ Have positive self-esteem

1. Know how to set and achieve personal goals.
2. Be confident and flexible.
3. Recognize and appreciate personal talents and strengths.
4. Form satisfying relationships with others based on respect, trust, cooperation, and compassion.

❒ Communicate effectively

1. Talk about feelings, ideas, and concepts with clarity.
2. Be a good listener.
3. Read, understand and respond to written information faced in daily life.
4. Appreciate the value of reading as a lifelong activity.
5. Write well for a variety of purposes and audiences.

❒ Think logically and critically

1. Think clearly about new information and ideas.
2. Solve problems through different ways of questioning and analysis.
3. Be open to new ideas and be curious about the world and self.
4. Have the skills needed to make good decisions.
5. Understand and use mathematical and scientific ideas.
6. Have good study skills and habits.
7. Process and integrate information.
8. Evaluate and improve ideas through discussions with other people.

(continued on back)

❒ Discover and nurture creative talents

1. Appreciate the world around us.
2. Take part in activities that cut across fields of study.
3. Understand our world and its past, present, and future. Be able to express this understanding in a variety of ways and with different media.
4. Respect and encourage the creative talents of individuals and groups.
5. Demonstrate the knowledge and skills needed to express ideas in literature, visual arts, music, dance, and drama.

❒ Master technological skills

1. Communicate in the global society with computers, video, audio, and other technologies.
2. Use technology to gather, analyze, and evaluate information and opinions.
3. Critically evaluate information presented in the mass media.
4. Use computers to process and organize information.
5. Evaluate the uses of technology and its impact on society and the environment.

❒ Be a responsible citizen

1. Understand and participate in the democratic process.
2. Possess the values, knowledge, and ethical behaviors needed to participate in a democratic society.
3. Have the knowledge, skills, and attitudes to be a citizen of the world who accepts and respects differences in peoples and cultures.

❒ Be a responsible citizen

(continued)

4. Be aware of and appreciate languages other than English.
5. Possess skills in le ,dership, cooperation, communication, and social responsibility.
6. Understand one's relationship to the environment and be committed to the wise use of resources.
7. Know parenting skills.
8. Understand the past.

❒ Be committed to health and fitness

1. Understand the skills and apply the knowledge needed to promote physical and mental health.
2. Respond positively to life's social, environmental, and physical changes.

❒ Accept personal responsibility for sustaining oneself economically

1. Be prepared for opportunities in the local, national, and international work place.
2. Understand the value of, and necessity for, life-long learning.
3. Possess the skills, values, and work habits necessary for employment.
4. Be a critical consumer with skills for making informed choices.
5. Recognize how doing well in school relates to one's future.

APPENDIX C

CS HOUSE BILL 470 (FINANCE)

AN ACT ESTABLISHING AN EARLY CHILDHOOD AND PARENTING EDUCATION COORDINATING COMMITTEE, 1990

174

Offered: 4/28/90
Referred: Rules

6-2027E

Original sponsor(s): Joint Committee on School Performance

IN THE HOUSE BY THE FINANCE COMMITTEE

CS FOR HOUSE BILL NO. 470 (Finance)

IN THE LEGISLATURE OF THE STATE OF ALASKA

SIXTEENTH LEGISLATURE - SECOND SESSION

A BILL

For an Act entitled: "An Act establishing an early childhood and parenting education coordinating committee within the Department of Community and Regional Affairs."

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

* Section 1. FINDINGS. The legislature finds that an adequate and coordinated system for early childhood and parenting education is essential to the welfare of the children of the state and to the state as a whole. The legislature also finds that there is a need for coordination and communication between agencies charged with early childhood and parenting education programs and that those agencies need to work together to establish long-term policies and a coordinated direction.

* Sec. 2. (a) The early childhood and parenting education coordinating committee is established in the Department of Community and Regional Affairs. The committee is composed of a representative of the State Board of Education, the commissioner of health and social services, the commissioner of community and regional affairs, the commissioner of labor, the commissioner of education, one member of a local parent/teacher association, one local head start or early childhood program parent community member, and two practitioners in the fields of early childhood and parenting education, selected by the governor, who are not employees of the state. The commissioner of education shall serve as the chair of the committee.

(b) Members of the committee serve without compensation but are entitled to per diem and travel expenses authorized for boards and com-

missions under AS 39.20.180.

(c) The committee shall meet as often as necessary to carry out duties required by law.

(d) The committee shall

(1) develop a plan for a statewide program of early childhood education, including the education of children with developmental disabilities, and parenting education;

(2) address the following three issues concerning the development of long-term, effective policies regarding early childhood education:

(A) the historical rift between the educational and custodial models of early childhood education;

(B) the historical conflicts between elementary school and early childhood education over purposes, methods, and control;

(C) the tradeoffs necessary between the costs and quality of early childhood education programs;

(3) answer the following eight questions relating to the formation of a statewide program of early childhood education:

(A) which children shall be served;

(B) how long should early childhood education programs operate;

(C) what level of funding should be provided and how should state and local revenue and parent fees be used;

(D) what types of funding mechanisms should be used;

(E) which state agency or agencies should be responsible for administering early childhood education programs;

(F) what types of program controls should be instituted;

(G) what types of teacher preparation and certification should be required;

(H) what type of curriculum is necessary to meet the needs

of an early childhood education program, especially as they relate to the linguistic, developmental, and cultural needs of children.

(e) The committee shall prepare a report of its findings and submit the report to the governor and the legislature by May 31, 1991.

* Sec. 3. This Act is repealed June 1, 1991.

APPENDIX D

ALASKA STATUTES, CHAPTER 17

PUBLIC SCHOOL FOUNDATION PROGRAM

Chapter 15. School Districts and City Schools.

[Repealed, § 59 ch 98 SLA 1966.]

Chapter 17. Public School Foundation Program.

Article
1. State Aid to Local School Districts (§§ 14.17.010 — 14.17.061)
2. Preparation of Public School Foundation Budget (§§ 14.17.080 — 14.17.150)
3. Procedure for Payment of Public School Foundation Funds to Districts (§§ 14.17.160 — 14.17.190)
4. General Provisions (§§ 14.17.200 — 14.17.250)

Cross references. — For applicability of this chapter to state aid for regional educational attendance areas formed under § 2, ch. 66, SLA 1985, see § 3, ch. 66, SLA 1985 in the Temporary and Special Acts.

Article 1. State Aid to Local School Districts.

Section
10. Public school foundation account
21. State foundation aid
22. Money for centralized correspondence study
25. Local contributions
31. Allowable instructional units
41. Elementary and secondary instructional units
43. Vocational education instructional units
45. Special education instructional units
47. Bilingual education instructional units
51. Area cost differential
56. Instructional unit value

Collateral references. — 68 Am. Jur. 2d Schools, §§ 85-98.

79 C.J.S. Schools and School Districts, §§ 331-353, 376-413.

Right of school district to maintain action based on misapportionment of school money. 105 ALR 1273.

Determination of school attendance, enrollment, or pupil population for purpose of apportionment of funds. 80 ALR2d 953.

Sec. 14.17.010. Public school foundation account. (a) The public school foundation account is established. The account consists of appropriations for distribution to districts and for centralized correspondence study programs under this chapter.

(b) The money of the account may be used only in aid of public schools, including community school programs, and for centralized correspondence study programs as provided by this chapter. (§ 1.08 ch 164 SLA 1962; am § 11 ch 95 SLA 1969; am § 2 ch 190 SLA 1975; am § 1 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment substituted "and" for "or" following "districts" in the second sentence of subsection (a) and substituted "including community school programs, and" for "or" in subsection (b).

NOTES TO DECISIONS

Legislature decides what types of education are to be publicly supported. — In Alaska the power of deciding what types of education are to be publicly supported, either under the School Foundation Act or by tax exemption, is vested with the legislature. McKee v. Evans, Sup. Ct. Op. No. 740 (File No. 1382), 490 P.2d 1226 (1971).

Sec. 14.17.020. State aid. [Repealed, § 1 ch 238 SLA 1970.]

Sec. 14.17.021. State foundation aid. (a) The amount of state foundation aid for which a school district may qualify in a fiscal year is calculated by subtracting from the basic need defined in (b) of this section the required local contributions under AS 14.17.025(a) and 90 percent of eligible federal impact aid for that fiscal year.

(b) The basic need of a school district is determined by multiplying the area cost differential of the district under AS 14.17.051 by the number of instructional units in the district under AS 14.17.031 and then multiplying that product by the instructional unit value in AS 14.17.056. (§ 4 ch 238 SLA 1970; am §§ 1, 2 ch 81 SLA 1975; am §§ 1, 2 ch 173 SLA 1976; am §§ 2, 3 ch 90 SLA 1977; am §§ 3, 4 ch 26 SLA 1980; am § 2 ch 75 SLA 1986; am § 2 ch 91 SLA 1987)

Cross references. — For additional state foundation aid applicable to fiscal years 1988 — 1990, see § 24, ch. 91, SLA 1987 in the Temporary and Special Acts.

Effect of amendments. — The 1986 amendment rewrote this section.

The 1987 amendment rewrote this section.

NOTES TO DECISIONS

That the legislature has seen fit to delegate certain educational functions to local boards in order that Alaska schools might be adapted to meet the varying conditions of different localities does not diminish constitutionally mandated state control over education under Alaska Const., art. VII, § 1. Macauley v. Hildebrand, Sup. Ct. Op. No. 741 (File No. 1550), 491 P.2d 120 (1971).

Sec. 14.17.022. Money for centralized correspondence study. Money for providing centralized correspondence study programs for students not enrolled in an approved school district correspondence study program includes an allocation from the public school foundation account in an amount calculated by multiplying the instructional unit value in AS 14.17.056 by the total number of instructional units, as determined by applying the number of correspondence students to the formula for elementary schools in AS 14.17.041(b)(1), then multiplying that product by 65 percent. (§ 3 ch 190 SLA 1975; am § 3 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment substituted "Money" for "Funds" in the catchline and in the first sentence, "includes" for "shall include," "allocation" for "appropriation" and "the formula for elementary schools in AS 14.17.041(b)(1), then multiplying that product by 65 percent" for "AS 14.17.041(a)," deleted "base" preceding "instructional units," and inserted "value in AS 14.17.056."

Sec. 14.17.023. Secondary formula account. [Repealed, § 25 ch 91 SLA 1987.]

Sec. 14.17.025. Local contributions. (a) Local contributions to a city or borough school district shall include at least the lesser of

(1) the equivalent of a four mill tax levy on the full and true value of the taxable real and personal property in the district as of January 1 of the second preceding fiscal year, as determined by the Department of Community and Regional Affairs under AS 14.17.140 and AS 29.45.110; or

(2) 35 percent of the district's basic need for the preceding fiscal year, as determined under AS 14.17.021(b).

(b) In addition to the local contributions required under (a) of this section, local contributions to a city or borough school district in a fiscal year may include no more than the greater of

(1) the equivalent of a two mill tax levy on the full and true value of the taxable real and personal property in the district as of January 1 of the second preceding fiscal year, as determined by the Department of Community and Regional Affairs under AS 14.17.140 and AS 29.45.110; or

(2) the product obtained by multiplying

(A) 21 percent of the instructional unit value in AS 14.17.056;

(B) the number of instructional units approved for the district for the fiscal year; and

(C) the area cost differential of the district under AS 14.17.051.

(c) The department may by regulation reduce the maximum local contribution specified in (b) of this section if necessary to keep revenue or expenditure disparities among school districts in the state in compliance with federal equalization requirements under sec. 5(d) — (2) of P.L. 81-874 (20 U.S.C. 240(d)(2)), as amended, and regulations adopted under it.

(d) Local contributions are not required in a regional educational attendance area. Interest earnings and other local revenue in a regional educational attendance area are not considered local revenue for current operating expenditures, and are subject to regulation and disposition by the department.

(e) A state foundation aid payment may not be made to a city or borough school district in which the requirements of (a) of this section have not been met.

(f) For the first two fiscal years in which a district is subject to this section, local contributions may be less than the amount that would

otherwise be required under (a) of this section. However, local contributions must be at least the greater of

(1) the local contributions, excluding any federal impact aid, for the previous fiscal year; or

(2) the sum of 10 percent of the district's eligible federal impact aid for that year and, for the first year, the equivalent of a two mill tax levy and for the second year, the equivalent of a three mill tax levy, on the full and true value of the taxable real and personal property in the district as of January 1 of the second preceding fiscal year, as determined by the Department of Community and Regional Affairs under AS 14.17.140 and AS 29.45.110.

(g) A school district is eligible for additional state aid in the amount by which the local contributions that would otherwise have been required under (a) of this section exceed the district's actual local contributions under (f) of this section. (§ 4 ch 91 SLA 1987)

Cross references. — For provisions applicable to the calculation of required local contributions for fiscal year 1988, see § 24(a), ch. 91, SLA 1987 in the Temporary and Special Acts.

Sec. 14.17.027. Revenue adjustment. [Repealed, § 25 ch 91 SLA 1987.]

Sec. 14.17.030. Required local effort. [Repealed, § 11 ch 95 SLA 1969.]

Sec. 14.17.031. Allowable instructional units. (a) The department shall adopt regulations defining funding communities within each district which reflect geographic and attendance area factors. For the purpose of determining instructional units, students are counted in the district and the funding community from which they receive educational services. The total number of instructional units in a school district is the sum of the following units for each funding community within the district, as determined by the department

(1) the number of units for elementary and secondary students determined under AS 14.17.041(a) or (b);

(2) the number of units for vocational education determined under AS 14.17.043;

(3) the number of units for special education determined under AS 14.17.045; and

(4) the number of units for bilingual education determined under AS 14.17.047.

(b) For purposes of (a)(1) of this section, in fiscal years beginning after July 1, 1987, 90 percent of the district's total elementary and secondary instructional units for the preceding fiscal year is used if that number is greater than the district's total under (a)(1) of this section for the current fiscal year. (§ 4 ch 238 SLA 1970; am § 3 ch 81

SLA 1975; am § 4 ch 190 SLA 1975; am §§ 4 — 6 ch 90 SLA 1977; am § 1 ch 115 SLA 1978; am §§ 6 — 8 ch 26 SLA 1980; am § 5 ch 75 SLA 1986; am § 5 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.040. Basic need. [Repealed, § 1 ch 238 1970.]

Sec. 14.17.041. Elementary and secondary instructional units. (a) For funding communities that have an average daily membership of less than 200 in grades K-6 or less than 200 in grades 7-12, combined elementary and secondary instructional units are determined under the following table:

ADM	No. Instructional Units
1 — 10	2
11 — 20	2 + ((ADM-10)/5)
21 — 60	4 + ((ADM-20)/8)
61 — 120	9 + ((ADM-60)/12)
121 — 525	14 + ((ADM-120)/15)

(b) For funding communities that are not included under (a) of this section,

(1) instructional units for elementary students are determined by the formula:

units = 15 + ((ADM-200)/17), where ADM is the number of students in average daily membership in grades kindergarten through 6;

(2) instructional units for secondary students are determined by the formula:

units = 18 + ((ADM-200)/13), where ADM is the number of students in average daily membership in grades 7 through 12.

(c) Kindergarten students who attend school less than four hours a day are counted as 0.5 ADM under (a) and (b) of this section.

(d) District correspondence or other students who do not regularly attend school on a daily basis are counted in the appropriate grade level of the funding community with the highest ADM in the district. (§ 4 ch 238 SLA 1970; am § 1 ch 137 SLA 1972; am § 4 ch 81 SLA 1975; am § 7 ch 90 SLA 1977; am § 2 ch 115 SLA 1978; am §§ 9 — 11, 20 ch 26 SLA 1980; am § 1 ch 119 SLA 1981; § 26 ch 59 SLA 1982; am § 6 ch 75 SLA 1986; am § 6 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.043. Vocational education instructional units. Vocational education instructional units for vocational education courses approved by the department are calculated as the sum, for all of those courses in the funding community, of the products obtained by multiplying 0.05 by the ADM full-time equivalent of the course, and then by the cost weighting factor for the course determined under department regulations. A funding community in which a vocational education course approved by the department is operated receives a minimum of 0.10 instructional units for vocational education, or each district in which a vocational education course is operated receives a minimum of 1.00 instruction units, whichever is greater. (§ 7 ch 91 SLA 1987)

Sec. 14.17.045. Special education instructional units. (a) An exceptional child, as defined in AS 14.30.350, who is enrolled in a special education program, approved by the department, on the last day of the county period for which a determination is being made, generates 0.025 instructional units if the child receives gifted services, 0.056 instructional units if the child receives resource services, 0.1 instructional units if the child receives self-contained services, or 0.333 instructional units if the child receives intensive or hospital/homebound services, as those categories of service are defined by the department by regulation, in the funding community in which the child is served. A child may be counted in one special education category only.

(b) Notwithstanding (a) of this section, in a district that offers a special education program each funding community receives a minimum of 0.25 instructional units for special education for each funding community in which a child is served or the district receives a minimum of 1.00 instructional units for special education, whichever is greater. (§ 7 ch 91 SLA 1987)

Sec. 14.17.047. Bilingual education instructional units. A student for whom an appropriate bilingual program must be provided under regulations adopted by the department, and who is enrolled in a bilingual program, approved by the department, as of the last day of the counting period for which a determination is being made, generates, in the funding community in which the student is served, the number of bilingual education instructional units that is the product obtained by multiplying 0.042 by the student's language dominance category weight under department regulations. A funding community in which a bilingual program approved by the department is operated receives a minimum of 0.10 instructional units for bilingual education, or a district in which a bilingual program is operated receives a minimum of 1.00 instructional units, whichever is greater. (§ 7 ch 91 SLA 1987)

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

02-576(2/77)

Sec. 14.17.043. Vocational education instructional units. Vocational education instructional units for vocational education courses approved by the department are calculated as the sum, for all of those courses in the funding community, of the products obtained by multiplying 0.05 by the ADM full-time equivalent of the course, and then by the cost weighting factor for the course determined under department regulations. A funding community in which a vocational education course approved by the department is operated receives a minimum of 0.10 instructional units for vocational education, or each district in which a vocational education course is operated receives a minimum of 1.00 instruction units, whichever is greater. (§ 7 ch 91 SLA 1987)

Sec. 14.17.045. Special education instructional units. (a) An exceptional child, as defined in AS 14.30.350, who is enrolled in a special education program, approved by the department, on the last day of the county period for which a determination is being made, generates 0.025 instructional units if the child receives gifted services, 0.056 instructional units if the child receives resource services, 0.1 instructional units if the child receives self-contained services, or 0.333 instructional units if the child receives intensive or hospital/homebound services, as those categories of service are defined by the department by regulation, in the funding community in which the child is served. A child may be counted in one special education category only.

(b) Notwithstanding (a) of this section, in a district that offers a special education program each funding community receives a minimum of 0.25 instructional units for special education for each funding community in which a child is served or the district receives a minimum of 1.00 instructional units for special education, whichever is greater. (§ 7 ch 91 SLA 1987)

Sec. 14.17.047. Bilingual education instructional units. A student for whom an appropriate bilingual program must be provided under regulations adopted by the department, and who is enrolled in a bilingual program, approved by the department, as of the last day of the counting period for which a determination is being made, generates, in the funding community in which the student is served, the number of bilingual education instructional units that is the product obtained by multiplying 0.042 by the student's language dominance category weight under department regulations. A funding community in which a bilingual program approved by the department is operated receives a minimum of 0.10 instructional units for bilingual education, or a district in which a bilingual program is operated receives a minimum of 1.00 instructional units, whichever is greater. (§ 7 ch 91 SLA 1987)

Sec. 14.17.050. Teachers' salary allotment. [Repealed, § 1 ch 238 SLA 1970.]

Sec. 14.17.051. Area cost differential. The area cost differential for a school district is as follows:

School District	Area Cost Differential
Adak	1.27
Alaska Gateway	1.19
Aleutian Region	1.31
Anchorage	1.00
Annette Island	1.03
Bering Strait	1.39
Bristol Bay	1.27
Chatham	1.03
Chugach	1.14
Copper River	1.14
Cordova	1.11
Craig	1.03
Delta/Greely	1.16
Dillingham	1.27
Fairbanks	1.04
Galena	1.30
Haines	1.05
Hoonah	1.08
Hydaburg	1.03
Iditarod	1.33
Juneau	1.00
Kake	1.03
Kashunamiut	1.33
Kenai	1.00
Ketchikan	1.00
King Cove	1.27
Klawock	1.03
Kodiak	1.09
Kuspuk	1.33
Lake & Peninsula	1.31
Lower Kuskokwim	1.42
Lower Yukon	1.35
Matanuska-Susitna	1.00
Nenana	1.20
Nome	1.34
North Slope	1.45
Northwest Arctic	1.45
Pelican	1.08
Petersburg	1.00

Pribilof	1.30
Railbelt	1.23
Sand Point	1.27
Sitka	1.00
Skagway	1.05
Southeast Island	1.04
Southwest Region	1.31
St. Mary's	1.30
Tanana	1.30
Unalaska	1.27
Valdez	1.11
Wrangell	1.00
Yakutat	1.08
Yukon Flats	1.46
Yukon-Koyukuk	1.34
Yupiit	1.41

(§ 4 ch 238 SLA 1970; am § 1 ch 40 SLA 1971; am § 5 ch 81 SLA 1975; am § 12 ch 124 SLA 1975; am § 8 ch 90 SLA 1977; am §§ 3 — 6 ch 115 SLA 1978; am § 12 ch 26 SLA 1980; am § 6 ch 119 SLA 1981; am § 7 ch 75 SLA 1986; am § 8 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.056. Instructional unit value. The instructional unit value is $60,000. (§ 4 ch 238 SLA 1970; am § 1 ch 88 SLA 1973; am § 1 ch 140 SLA 1974; am § 6 ch 81 SLA 1975; am § 3 ch 173 SLA 1976; am § 10 ch 90 SLA 1977; am § 7 ch 115 SLA 1978; am §§ 13, 14 ch 26 SLA 1980; am § 5 ch 119 SLA 1981; am § 28 ch 59 SLA 1982; am § 8 ch 75 SLA 1986; am § 9 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment deleted "Base" at the beginning of the catchline, deleted "base" preceding "instructional" and substituted "value is $60,000" for "for fiscal years beginning on or after July 1, 1986, is $42,184."

Sec. 14.17.060. Average daily membership allotment. [Repealed, § 1 ch 238 SLA 1970.]

Sec. 14.17.061. Supplemental programs. [Repealed, § 25 ch 91 SLA 1987.]

BI-32-03-8209-AK 87RT 14

Sec. 14.17.070. Attendance center allotment. [Repealed, § 1 ch 238 SLA 1970.]

Sec. 14.17.071. Required local effort. [Repealed, § 21 ch 26 SLA 1980.]

Sec. 14.17.075. Supplemental allocation. [Repealed, § 1 ch 238 SLA 1970.]

Article 2. Preparation of Public School Foundation Budget.

Section
80. Student count estimates
82. Fund balance in school operating fund
139. New school districts
140. Determination of full and true value by Department of Community and Regional Affairs

---

Collateral references. — 68 Am. Jur. 2d Schools, §§ 91-108.
78 C.J.S. Schools and School Districts, §§ 83, 90; 79 C.J.S. Schools and School Districts, §§ 325-331.

Sec. 14.17.080. Student count estimates. Each district shall prepare and submit to the department, by October 15 of each fiscal year, in the manner and on forms prescribed by the department, an estimate of its average daily membership and other student count data for the succeeding fiscal year, upon which computations can be made of the amount of estimated state foundation aid for which the district will be eligible under AS 14.17.021 in that fiscal year. In making this estimate, the district shall consider its average daily membership, other student count data, the pattern of growth or decline in preceding years, and other pertinent information available to the district. The preliminary reports required by this section are the basis for estimating the need for state foundation aid for the next fiscal year. (§ 2.01 ch 164 SLA 1962; am § 5 ch 238 SLA 1970; am § 49 ch 6 SLA 1984; am § 9 ch 75 SLA 1986; am § 10 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.081. Minimum expenditures for instruction. [Repealed, § 15 ch 75 SLA 1986.]

Sec. 14.17.082. Fund balance in school operating fund. (a) A district may not accumulate in a fiscal year an unreserved portion of its year-end fund balance in its school operating fund, as defined by department regulations, that is greater than 10 percent of its expenditures for that fiscal year.

(b) The department shall review the annual audit of each district for the preceding fiscal year to ascertain its year-end operating fund balance. The amount by which the unreserved portion of that balance exceeds the amount permitted in (a) of this section shall be deducted from the state foundation aid that would otherwise be paid to the district in the current fiscal year. (§ 15 ch 26 SLA 1980; am § 11 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment rewrote this section.

Sec. 14.17.090. Estimated average daily membership. [Repealed, § 25 ch 91 SLA 1987.]

Secs. 14.17.100 — 14.17.120. Computation of teachers' salary allotment, average daily membership allotment, and attendance center allotment. [Repealed, § 2 ch 238 SLA 1970.]

Sec. 14.17.130. Computation of required local effort. [Repealed, § 11 ch 95 SLA 1969.]

Sec. 14.17.139. New school districts. Notwithstanding any other provision of law, a new school district may not be formed if the total number of pupils for the proposed school district is less than 250 unless the commissioner of education determines that formation of a new school district with less than 250 pupils would be in the best interest of the state and the proposed school district. (§ 10 ch 75 SLA 1986)

Sec. 14.17.140. Determination of full and true value by Department of Community and Regional Affairs. (a) To determine the amount of local effort under AS 14.17.025 and to aid the department and the legislature in planning, the Department of Community and Regional Affairs, in consultation with the assessor for each district, shall determine the full value of the taxable real and personal property in each city or borough district. If there is no local assessor or current local assessment for a district, then the Department of Community and Regional Affairs shall make the determination of full value from information available. In making the determination, the Department of Community and Regional Affairs shall be guided by AS 29.45.110. The determination of full value shall be made by October 1 and sent by certified mail, return receipt requested, on or before

TI-32-03-8209-AK 87RT 14

that date to the president of the school board in each district. Duplicate copies shall be sent to the commissioner. The governing body of a borough or city that is a school district may obtain judicial review of the determination. The superior court may modify the determination of the Department of Community and Regional Affairs only upon a finding of abuse of discretion or upon a finding that there is no substantial evidence to support the determination.

(b) Motor vehicles subject to the motor vehicle registration tax under AS 28.10.431 shall be treated as taxable property under this section. (§ 2.07 ch 164 SLA 1962; am § 2 ch 95 SLA 1969; am § 6 ch 238 SLA 1970; am § 9 ch 200 SLA 1972; am § 1 ch 218 SLA 1976; am § 2 ch 256 SLA 1976; am § 14 ch 147 SLA 1978; am § 12 ch 94 SLA 1980; am § 50 ch 6 SLA 1984; am § 31 ch 74 SLA 1985; am § 11 ch 75 SLA 1986; am § 22 ch 14 SLA 1987; am § 12 ch 91 SLA 1987)

Effect of amendments. — The 1984 amendment, in subsection (a), deleted "To determine the equalized percentage to be applied to basic need under AS 14.17.021, and the matching ratio for required local effort under AS 14.17.071" at the beginning of the first sentence and changed the internal reference in the second sentence.

The 1985 amendment in subsection (a) substituted "AS 29.45.110" for "AS 29.53.060" at the end of the third sentence and "municipality that" for "borough or city which" in the next-to-last sentence.

The 1986 amendment rewrote this section.

The 1987 amendment, in subsection (a), in the first sentence substituted "amount of local effort under AS 14.17.025 and to aid the department and the legislature in planning" for "equalized percentage to be applied to basic need under AS 14.17.021" and inserted "city or borough," deleted the former second sentence, which read: "Exemptions granted under ch. 129, SLA 1957, known as the Alaska Industrial Incentive Act (AS 43.25), shall be honored," in the fourth sentence substituted "by" for "before" and inserted "on or," in the sixth sentence substituted "a borough or city that is a school" for "the borough or city which is the," and in the last sentence substituted "of" for "or" following "abuse"; and in subsection (b) substituted "AS 28.10.431" for "AS 28.10.255" and "under" for "for purposes of (a) of."

Sec. 14.17.150. Duty of commissioner to examine and tabulate computations. [Repealed, § 25 ch 91 SLA 1987.]

Article 3. Procedure for Payment of Public School Foundation Funds to Districts.

Section

160. Student counting periods
170. Distribution of state foundation aid
190. Restrictions governing receipt and expenditure of money from public school foundation account

---

Collateral references. — 79 C.J.S. Schools and School Districts, §§ 423-427.

Right of school district to maintain action based on misapportionment of school money. 105 ALR 1273.

Determination of school attendance, enrollment, or pupil population for purpose of apportionment of funds. 80 ALR2d 953.

Sec. 14.17.160. Student counting periods. (a) Within two weeks after the end of the 20-school-day period ending the fourth Friday in October, each district shall transmit a report to the department that, under regulations adopted by the department, reports its average daily membership for that counting period, and other student count information that will aid the department in making a determination of its state foundation aid. If it makes the district eligible for more state foundation aid, a district may transmit, within two weeks after the 20-school-day period ending the second Friday in February, a similar report for that counting period. For centralized correspondence study, the October report shall be based on the period from July 1 through the fourth Friday in October, except that summer school students shall be counted as a proportionate fraction as determined by the department. The department may make necessary corrections in the report submitted, and shall notify the district of changes made. The commissioner shall notify the governor of additional appropriations the commissioner estimates to be necessary to fully fund the public school foundation program for the current fiscal year.

(b) Upon written request and for good cause shown, the commissioner may permit a district to use a 20-school-day county period other than the periods set out in (a) of this section. However, the counting period must be 20 consecutive school days. (§ 3.01 ch 164 SLA 1962; am § 3 ch 95 SLA 1969; am § 8 ch 238 SLA 1970; am § 13 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment rewrote this section.

Sec. 14.17.170. Distribution of state foundation aid. (a) The department shall determine the state foundation aid for each school district in a fiscal year on the basis of the district's data reported under AS 14.17.160 for the counting period that makes the district eligible for the greatest number of instructional units. On or before the 15th day of each of the first nine months of each fiscal year, $1/12$ of each district's state foundation aid shall be distributed on the basis of the data reported for the preceding fiscal year. On or before the 15th day of each of the last three months of each fiscal year, $1/3$ of the balance of each district's state foundation aid shall be distributed, after the balance has been recomputed on the basis of student count and other data reported for the current fiscal year.

(b) If a district receives more state aid money than it is entitled to receive under this chapter, it shall immediately remit the amount of overpayment to the commissioner, to be returned to the public school foundation account. Upon an adequate showing of a cash flow shortfall, and in the discretion of the commissioner, the department may

make advance payments to a school district. The total of advance payments may not exceed the amount of state foundation aid for which the district is eligible for the fiscal year. (§ 3.02 ch 164 SLA 1962; am § 1 ch 169 SLA 1968; am § 4 ch 95 SLA 1969; am § 9 ch 238 SLA 1970; am § 1 ch 135 SLA 1975; am § 12 ch 75 SLA 1986; am § 14 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.180. Payment under final computation. [Repealed, § 25 ch 91 SLA 1987.]

Sec. 14.17.190. Restrictions governing receipt and expenditure of money from public school foundation account. (a) The public school foundation money distributed to a district during a year shall be received, held, and expended by the district subject to the provisions of law and regulations adopted by the department.

(b) Each district shall maintain complete financial records of the receipt and disbursement of public school foundation money, money acquired from local effort, and other money received by the district. The records must be in the form required by the department and are subject to audit by the department at any time. (§ 3.04 ch 164 SLA 1962; am § 5 ch 98 SLA 1966; am § 6 ch 95 SLA 1969; am § 15 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment, in subsection (b), in the first sentence inserted "complete," substituted a comma for "and" preceding "money acquired," and added "and other money received by the district," and in the last sentence substituted "department" for "commissioner" in the first instance and "department" for "commissioner or the board" in the second instance.

NOTES TO DECISIONS

Administrative hearing deadline. — The Department of Education's regulation providing for a 30-day deadline for an administrative hearing on a final action of the department, 4 AAC 40.040, is merely directory; the department's substantial compliance with the regulation is sufficient absent significant prejudice to the other party. Cooper River School Dist. v. State, Dep't of Educ., Sup. Ct. Op. No. 2945 (File No. S-488), 702 P.2d 625 (1985).

Article 4. General Provisions.

Section
200. Regulations
210. State aid to newly established district schools
220. Purpose
225. Construction and implementation of chapter
250. Definitions

Collateral references. — Validity of legislative delegation of taxing power to school districts in absence of express constitutional provision authorizing such delegation. 113 ALR 1416.

Extent of area within tax exemption extended to property used for educational, religious, or charitable purposes. 134 ALR 1176.

Tax exemption of educational institutions as extending to athletic fields or property used for social or recreation purposes. 143 ALR 274.

Tax exemption of property of religious, educational, or charitable body as extending to property or income thereof used in publication or sale of literature. 154 ALR 895.

Rescission of vote authorizing school district expenditure or tax. 68 ALR2d 1041.

Exemption of public school property from assessments for local improvements. 15 ALR3d 847.

Garage or parking lot as within tax exemption extended to property of educational, charitable or hospital organizations. 33 ALR3d 938.

Validity of basing public school financing system on local property taxes. 41 ALR3d 1220.

Charitable or educational organization from sales or use taxes. 53 ALR3d 748.

Property of educational body tax exempted extending to property used by personnel as living quarters. 55 ALR3d 485.

Validity, under state constitution and laws, of issuance by state or state agency of revenue bonds to finance or refinance construction projects at private religious-affiliated colleges or universities. 93 ALR3d 1000.

What are educational institutions or schools within state property tax exemption provisions. 34 ALR4th 698.

Sec. 14.17.200. Regulations. The department shall adopt regulations to implement this chapter. (§ 4.01 ch 164 SLA 1962; am § 6 ch 98 SLA 1966)

Sec. 14.17.205. State aid to districts operating approved school food service programs. [Repealed, § 25 ch 91 SLA 1987.]

Sec. 14.17.210. State aid to newly established district schools. (a) A regional educational attendance area school which becomes a city or borough district school is considered a regional educational attendance area school for purposes of financial support until the expiration of a complete fiscal year after the date on which the school becomes a city or borough district school. This subsection does not prevent a local government from spending money to contribute to the financial support of a regional educational attendance area school which becomes a city or borough district school.

(b) For each subsequent fiscal year, the state shall disburse to the city or borough school district only the money to which the district is entitled under the public school foundation program. (§ 5.02 ch 164 SLA 1962; am § 25 ch 53 SLA 1973; am § 13 ch 124 SLA 1975)

Sec. 14.17.215. State aid to districts affected by state activities. [Repealed, § 20 ch 26 SLA 1980.]

Sec. 14.17.220. Purpose. It is the intention of the legislature, in enacting this public school foundation program, to assure an equitable level of educational opportunities for those in attendance in the public schools of the state. Except for the limitations of AS 14.17.025, this chapter may not be interpreted as preventing a public school district from providing educational services and facilities beyond those assured by the foundation program. (§ 1.01 ch 164 SLA 1962; am § 16 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment substituted "equitable" for "adequate" in the first sentence and "Except for the limitations of AS 14.17.025, this chapter may" for "This chapter shall" at the beginning of the last sentence.

Sec. 14.17.225. Construction and implementation of chapter. (a) This chapter does not create a debt of the state. Each district shall establish, maintain, and operate under a balanced budget. The state is not responsible for the debts of a school district.

(b) Money to carry out the provisions of AS 14.17.010 — 14.17.190 may be appropriated annually by the legislature into the public school foundation account. If amounts in the account are insufficient to meet the allocations authorized under AS 14.17.010 — 14.17.190 for a fiscal year, each district's basic need shall be reduced pro rata as necessary to make the funds available sufficient to meet the allocations for that fiscal year. (§ 8 ch 95 SLA 1969; am § 1 ch 79 SLA 1971; am § 12 ch 90 SLA 1977; am § 51 ch 6 SLA 1984; am § 17 ch 91 SLA 1987)

Effect of amendments. — The 1984 amendment repealed former subsection (d), relating to the average daily membership allotment supplemental account. The 1987 amendment rewrote this section.

Secs. 14.17.230 — 14.17.240. Transition; repealer. [Repealed, § 2 ch 71 SLA 1972.]

Sec. 14.17.250. Definitions. In this chapter, unless the context otherwise requires

(1) "ADM full-time equivalent" means the aggregate class periods of pupil membership in specified classes for the student counting period for which a determination is being made, divided by the total number of all class periods in the student counting period;

(2) "average daily membership" or "ADM" means the aggregate days of membership of pupils divided by the actual number of days in session for the counting period for which a determination is being made;

(3) "commissioner" means the commissioner of the Department of Education;

(4) "district" means any city or borough school district or regional educational attendance area;

(5) "eligible federal impact aid" for a fiscal year means the amount of federal aid received by the district as of March 1 of the fiscal year as payment for its entitlement for the application submitted during the preceding fiscal year, including advance payments, and adjustments received since March 1 of the preceding fiscal year from prior year applications, under secs. 2, 3, and 4 of P.L. 81 — 874 (20 U.S.C. 237 — 239), as amended, except payments received under sec. 3(d)(3)(B)(ii) of that Act (20 U.S.C. 238(d)(3)(B)(ii)), to the extent the state may consider that aid as local resources under that Act and the regulations adopted under it;

(6) "fiscal year" means the year beginning July 1 and ending June 30 for which allotments and entitlements are computed or distributed;

(7) "local contributions" means appropriations to the school operating fund by the city or borough, interest earnings that a district is allowed to keep and spend on school operations, state tuition payments, the value of in-kind services performed by the city or borough, and 10 percent of the district's eligible federal impact aid.

(8) "pre-fiscal year" means the year immediately before the fiscal year;

(9) "public school foundation account" means the account created by AS 14.17.010 for use in financing education in public elementary and secondary schools;

(10) "taxable real and personal property" means all real and personal property taxable under the laws of the state. (§ 4.02 ch 164 SLA 1962; am §§ 7, 8 ch 98 SLA 1966; am § 3 ch 153 SLA 1966; am § 18 ch 69 SLA 1970; am §§ 3, 11 ch 238 SLA 1970; am § 2 ch 40 SLA 1971; am § 14 ch 124 SLA 1975; am § 8 ch 115 SLA 1978; am §§ 17, 18 ch 26 SLA 1980; am §§ 13, 14 ch 75 SLA 1986; am §§ 18 — 21, 25 ch 91 SLA 1987)

Revisor's notes. — Reorganized in 1986 and 1987 to alphabetize the defined terms.

Effect of amendments. — The 1986 amendment rewrote former paragraphs (5) and (10), which defined "elementary school" and "secondary school".

The 1987 amendment rewrote paragraph (1); in paragraph (2), inserted "or ADM" and substituted "counting period for which a determination is being made" for "school term"; deleted "but does not include household goods and personal effects" at the end of paragraph (10), added paragraphs (5) and (7), and repealed the paragraphs defining "elementary school," "instructional unit," "secondary school," and "weighted ADM."

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774 SCOMM 71: JOINT COMMITTEE ON SCHOOL PERFORMANCE, 1989-90 1342

APPENDIX E

ALASKA TAXABLE

CHAPTER 1

THE ALASKA PROPERTY TAX, 1989

CHAPTER 1

THE ALASKA PROPERTY TAX

The Power to Tax

The power to tax is an essential power of state sovereignty, not depending on a grant of authority from its constitution. However, constitutional provisions define and restrict a state's power to tax. Three important restrictions set out in the Alaska State Constitution are:

- "No tax shall be levied .... except for a public purpose."
  (Article IX, Section 6)

- "Standards for appraisal of all property assessed by the State or its political subdivisions shall be prescribed by law."
  (Article IX, Section 3)

- "The State may delegate taxing powers to organized boroughs and cities only."
  (Article X, Section 2)

Unlike the state, boroughs and cities don't have inherent powers of taxation, though some power was granted by the State Constitution and statutes. The power of taxation is extraordinary; administration can't be left to implication or inference. For that reason, Alaska Statutes and some Attorney General's opinions and court decisions, define the authority of municipalities in assessing, levying, and collecting property taxes.

Uniform Measures

"Taxes are said to be 'equal and uniform' when no person or class of persons in the taxing district, whether it be state, county, or city, is taxed at a different rate than are other persons in the same thing, and where the objects of taxation are the same, by whomsoever owned or whatsoever they may be." (Weatherly Independent School Dist. V. Hughes, Tex Civ. App. 41 S.W. 2nd 445, 447.)

The first step in establishing uniform assessment procedures in Alaska was taken in 1961-62 when the Legislature passed House Concurrent Resolution No. 14 (HCR 14). This resolution required the Local Affairs Agency (now the Division of Municipal & Regional Assistance in the Department of Community & Regional Affairs) to prepare:

- a study of assessment problems and procedures in Alaska,
- a manual for assessors, and
- a report recommending legislation "to assure a uniform, equalized, and realistic assessment of property throughout the state."

The resolution also authorized the Agency to inspect records of equalization, hire an assessor, and hold hearings to prepare the study, manual, and report.

The Local Affairs Agency and the Alaska Association of Assessing Officers published the manual for assessors in 1963 and updated it in 1967. It's no longer used except as historical reference. There are no plans to update the manual as there is no need for it anymore.

Several reports and studies have since been done by the local government agency; the most recent was "An Examination of Property Tax Exemptions," in 1980.

In 1962, the Legislature also adopted AS 14.17.140 stating the Department of Community and Regional Affairs, in consultation with the assessor for each district, shall determine the full and true value of the taxable real and personal property in each district."

Table 4 shows the full and true value estimate of taxable property and is used as the standard measure of community wealth for many state programs.

Definition of Full and True Value

Full and true value is "...the estimated price which the property would bring in an open market and under the then prevailing market conditions in a sale between a willing seller and a willing buyer, both conversant with the property and with prevailing general price levels." (AS 29.45.110) Full and true value determinations are made annually according to standards in Attorney General Opinion No.18, 1962.

The Full Value Determination

Local control is a basic assumption in Alaska's local government structure. As a result, municipalities have a unique amount of flexibility in property tax administration. Numerous optional exemptions may be adopted (AS 29.45.050). In addition, municipalities reassess property values at different times, ranging from every year to every four or five years.

Because local systems vary widely, a common unit to measure local values is needed. The full value determination prepared by the Department of Community and Regional Affairs is that measure.

Sales studies, described in Chapter 2, and local assessors help the State assessor adjust locally generated values to offset for optional exemptions and varying reassessment cycles.

Program Uses

The major uses of full and true value estimates are:

- The State revenue sharing program's formula to compute a municipality's State revenue sharing entitlement is based on relative wealth and locally generated revenues,
- The public school foundation's funding formula uses full value determination as one component,
- The local match portion of cultural facilities grants partially uses the full value determination,
- Some grants for senior citizen programs use the full value determination, and
- The bonding ability for local public facilities is affected by full value determination.

Property Tax Limitations

There are four statutory tax limitations in Alaska applying in varying degrees and circumstances. The limitations apply only to taxes for operating costs of local government; there's no limit on taxation to pay bonded indebtedness.

1. Second Class Cities can't levy property taxes exceeding one hali of one percent (.5%) of the assessed value of property in the municipality in any one year. (AS 29.45.590)

2. No municipality can levy taxes exceeding three percent (3%) of the assessed value of property in the municipality in any one year. (AS 29.45.090)

3. No municipality, or combination of municipalities occupying the same geographic area, may levy taxes exceeding $1500 per resident in a year. * (AS 29.45.090)

4. No municipality, or combination of municipalities occupying the same geographic area, may levy taxes on the value of property exceeding the product of 225% of the average per capita full and true value of property in the state multiplied by the number of residents of the taxing municipality. (AS 29.45.090)

Errors In Municipal Assessment, Valuation, or Taxation Records

Alaska Statutes, 29.45.103-105, were amended to provide review of municipal assessments, valuation, or taxation records and provide notice of major errors. The State assessor's office, using AS 29.45.103-105 and 19 AAC 39, investigates errors and notifies the municipality. The municipality corrects the error or appeals the assessor's determination.

APPENDIX F

ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS
EDUCATION FOUNDATION FUNDING FORMULA PROPOSAL



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS
326 Fourth Street • Suite 408 • Juneau, Alaska 99801-1101 • (907) 586-9702 • FAX (907) 586-5879

LEADERSHIP
FOR LEARNING

AASA FUNDING PROPOSAL

The Alaska Association of School Administrators' strongly supports the following changes in the Education Foundation Formula to address the needs of all Alaskan School Districts.

1) We recommend increasing the instructional unit value from $60,000 to $63,000.

2) We recommend the following formula change to address small school site funding.

Change the schedule in AS 14. 17. 041 to:

a)

ADM	Units
1 - 10	2
11 - 20	2 + (ADM - 10) /5
21 - 60	4 + (ADM - 20) /8
61 - 240	9 + (ADM - 60) /12
241 - 525	24 + (ADM - 240) /14

b) Elementary: units = 16 + (ADM - 200) /17
Secondary: units = 19 + (ADM - 200) /13

The changes above affect all school districts with over 120 in ADM in a given funding community.

3. We recommend House Bill 185 (attached) to resolve the single dual site issue.

Introduced: 2/17/89
Referred: Health, Education & Social Services and Finance

6-0789A

IN THE HOUSE BY WALLIS AND JACKO

HOUSE BILL NO. 185

IN THE LEGISLATURE OF THE STATE OF ALASKA

SIXTEENTH LEGISLATURE - FIRST SESSION

A BILL

For an Act entitled: "An Act relating to state aid for education; and providing for an effective date."

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

* Section 1. AS 14.17.041 is amended by adding new subsections to read:

(e) A district with an ADM of 3,000 or less that consists of one funding community shall increase the elementary and secondary instructional units received under (a) or (b) of this section by multiplying the instructional units by a percentage determined under the following table:

District ADM	Percentage
1 - 250	1.12
251 - 525	1.08
526 - 1000	1.06
1001 - 2000	1.04
2001 - 3000	1.03

(f) A district with an ADM of 1,000 or less that consists of two funding communities shall increase the elementary and secondary instructional units received under (a) or (b) of this section by multiplying the instructional units by a percentage determined under the following table:

District ADM	Percentage
1 - 250	1.08
251 - 525	1.04
526 - 1000	1.02

4. We recommend the following formula change to assist those districts who will be adversely impacted by rising property values.

HOLD HARMLESS

1) Amend Sec. 14.17. 025(a) (1) to read:

(1) The equivalent of a four (six) mill tax levy on the full and true value of the taxable real and personal property in the district as of January 1, 1990 or as of January 1 of the second preceding fiscal year if lower than January 1, 1990, as determined by the Department of community and Regional Affairs under AS 29 45. 110 and AS 14. 17. 140; or

5. We recommend a supplemental appropriation for full entitlement of foundation funds due to increased FY-91 enrollment, and the reinstatement of all funds vetoed by Governor Cowper in the FY-91 budget.

GENERAL RATIONALE

* Unified effort
* Enhances equity
* Benefits all districts
* Benefits all students
* Addresses immediate needs
* First step toward improved formula
* Addresses increased costs of:

  Employee benefit programs
  State & federal compliance requirements
  Maintenance and operation
  Mandated programs

APPENDIX G

EDUCATION LEGISLATION

(A REVIEW FROM THE STATES) "REFORM AND ACCOUNTABILITY and EDUCATION FINANCE AND GOVERNANCE"

Education Legislation (Note)

Education reform and finance have been among the most prominent issues facing states in recent years. A variety of factors—declining student academic performance; increasing competition in the international economy, as well as the American job market; the quest for economic development; and decreasing federal activity in education — have spurred officials to take significant strides toward improving their states' primary and secondary public education systems. In doing so, they have not merely sought to enhance conventional modes of education and funding sources; they have attempted to restructure school systems and employ innovative teaching and administrative techniques.

During the past year, the Committee on Suggested State Legislation reviewed several pieces of state legislation dealing with education reform and funding. In lieu of offering a single item, however, the Committee chose to give policymakers an overview of some of the actions states have taken in response to these issues.

The following review of state legislative action in education is divided into two sections: **Education Reform and Accountability** and **Education Finance and Governance.** The reader will note, however, that several states have undertaken comprehensive reform initiatives that will be discussed in both sections. **Kentucky, Mississippi, Ohio, Oklahoma** and **South Carolina,** for example, enacted particularly extensive and detailed education reform measures during the past two years and will be prominently featured throughout.

Education Reform and Accountability

Curriculum

Several states have changed their public school curricula, including what children are taught and how they are taught. The **Kentucky** Education Reform Act of 1990 (HB 940), for example, establishes seven areas of knowledge that public education will help students develop, including communication skills, understanding of governmental processes, understanding of mental and physical wellness, and skills to help students become competitive in the job market. It also creates a council for education technology which will develop a five-year plan for putting advanced technology, including computers, into the classroom.

However, the act's most striking innovation is the elimination of kindergarten and the first, second and third grades, and the merger of these classes into a single grade level called the primary school program (to be in place by the 1992-93 school year). Children will remain in this program until they are determined to be ready for the fourth grade. The change is designed to help remove the stigma of failure for children who do not advance in early grades, as well as prevent promotion for students who are not ready to move to higher grades. Currently, about 10 percent of the state's school children fail in the first grade.

Ohio's Education Accountability and School Reform Act of 1989 (SB

140) authorizes the state's board of education to formulate and prescribe minimum standards requiring the use of phonics in reading classes for kindergarten, as well as grades one, two and three. In addition, the state board is to provide in-service training for teachers concerning the use of phonics as a technique in the teaching of reading at these levels. The act also authorizes the board to adopt an approved list of standardized tests for district boards of education to use in assessing students in four grade levels — grades four, six, eight and 10.

Each local board of education in **Ohio** is required to implement a competency-based education program for composition, mathematics and reading in grades one through 12. Such programs will feature pupil performance objectives for each grade level, curricula and instruction methods designed to achieve these objectives, assessment of student performance through written standardized tests, and services for students who are not making satisfactory progress. The state board is required to develop a model competency-based program for local school districts to emulate. Also, the state board must prepare a plan accelerating the modernization of the vocational education curriculum to give students a better background in science, English, mathematics and technological skills to help them compete in the workforce of the future. Finally, the act establishes a mandatory kindergarten program.

South Carolina's 1989 school reform act, known as "Target 2000" (R 295, S 321), is unique in that it emphasizes "higher order thinking skills." Higher order thinking and problem solving skills involve pupil synthesis, analysis, evaluation and utilization of information, instead of sole reliance on more traditional modes of education consisting of memorization and recitation with little emphasis on reading and writing. Higher order thinking and problem solving skills can make the application and importance of basic skills clearer to students. Techniques for teaching these skills might include pupil discussions and essay writing about problems or issues.

The **South Carolina** act requires the state's board of education to establish a committee made up of personnel from the state department of education, school districts and institutions of higher education to assist the board in identifying the characteristics of higher order thinking and problem solving. By 1991-92, students pursuing teacher preparation or education administration degrees at the state's colleges and universities will be required to complete training for teacher higher order thinking skills. By the 1993-94 school year, the state board of education must develop an observational instrument to be used by local school districts in evaluating new teachers. Colleges and universities also are required to develop evaluation instruments to be used by the institutions in evaluating all student teachers.

The state's board of education also will select textbooks and standardized tests promoting higher order thinking and problem solving skills, and design in-service training programs for teachers and school staff to help them learn about instruction in these skills as part of the existing curriculum.

Indiana's Education Reform Act of 1990 (HB 1290) provides for a

pilot program to examine innovative testing methods (including techniques for measuring higher order thinking skills), as well as expanded use of writing samples. The act establishes the Education Technology Program to provide and extend educational technologies to elementary and secondary schools. This may include computers in the homes of students; technology laboratories for instruction in reading, writing and mathematics; and use of laboratories for remedial work. It also establishes the Twenty-first Century Schools Pilot Program, which will create pilot programs in several areas, including school-based management models, parent involvement strategies, innovative curricula, nonstandard courses or textbook selections, and teacher and school administrator training.

Oklahoma's 1990 Common Education Reform Act (HB 1017) establishes a 22-member Curriculum Committee, which will remain in existence until July 1, 1992. The committee is required to determine and prescribe desired levels of competencies of public school students, as well as the core curriculum needed to support effective instruction of these competencies. The committee also must provide for a career exploration program for students in grades six through 10.

The **Oklahoma** state board of education must adopt a new core curriculum by February 1, 1991 for implementation by the 1993-94 school year. The curriculum will be designed to attain desired levels of competency in a variety of areas, including language, social sciences and communication, as well as math, science, literature and the arts. All students must attain literacy through the core curriculum. The state board is required to provide an option for graduation based on attainment of specified levels of competency in each core curriculum area. The act also gives school districts the option of establishing an extended school year consisting of 11 or 12 months in which school is offered in excess of 200 days with at least six hours of instruction per day.

A number of states are experimenting with innovative testing methods, often called "performance-based testing," as alternatives to standardized tests. **California** has begun using open-ended problems as part of its mathematics test for 12th graders. **Connecticut** is introducing new testing methods for science and mathematics problems. **New York** requires all fourth graders to conduct science experiments and write reports on the results. Under **Kentucky**'s reform act, performance-based testing will be implemented in all grades by 1995. Approximately 30 states now include essay writing in their testing programs.

Dropout Prevention and At-Risk Students

South Carolina's Target 2000 program requires all school districts to write and implement plans for dropout prevention and retrieval over the next three years. State funds will be allocated to dropout prevention programs which target students below the 10th grade.

In 1990, as part of its education reform act (HB 1523), **Mississippi** enacted a program to reduce the state's high school dropout rate. The plan includes a data collection system to determine why students drop

out of school and assess the dropout rate for each school district; a public awareness program to publicize dropout data, consisting of public service announcements and a media campaign; and the development of programs such as teacher support teams for at-risk students, family involvement plans, and coordinated efforts to prevent drug abuse and teen pregnancy.

Indiana legislation enacted in 1990 (HR 1290) authorizes mentoring programs for at-risk students. The act also requires schools to conduct orientation sessions for parents of students participating in at-risk programs, and requires the state department of education to establish at least 10 measures to be used by schools to determine the effectiveness of their at-risk programs. **Kentucky, Mississippi** and **West Virginia** also joined the growing list of states denying drivers' licenses to students who drop out of school.

Early Childhood Education

Early intervention through early childhood education and child care programs has become a vital part of the effort in many states to improve education. **Kentucky**'s education reform act initiates half-day preschool programs for under-privileged four-year-olds in each school district beginning in 1990-91, while districts with facilities deemed inadequate will be permitted to delay the initiation of the program until the 1992-93 school year.

Arkansas has established an Early Childhood Commission (SB 71, Act 202), a 17-member body to administer a loan trust fund for child care facilities and the promotion of early childhood programs throughout the state. **Indiana** legislation (HB 1290) requires schools to develop child care programs for children attending kindergarten through grade six, as well as establishes a pilot program encouraging schools and communities to develop early childhood, preschool and latch-key children's programs. **Mississippi** has authorized school districts to use school facilities to provide child care services for pre-kindergarten-aged children, and to use school facilities to provide before and after school child care services for school-age children.

Oklahoma's new education reform act includes revising the compulsory school age-range requirement from seven to under 18 to five to 18, and beginning in 1990-91, it requires all four-year-old children to attend an early childhood program if they have not attended a public school kindergarten. The act also establishes full-day (six hour) kindergarten classes to be implemented by the 1993-94 school year. **New Mexico** has created an office of child development (HB 32, Chapter 290) to promulgate licensing requirements for people working with children under eight years of age in schools and other child care settings. **South Carolina**'s 1989 school reform act requires school districts to provide at least one half-day of early childhood development programs for four-year-old children who demonstrate educational readiness deficiencies.

Open Enrollment

Open enrollment or "school choice" plans have become a much-discussed proposal for improving public schools in many states. Such plans allow students to attend high school outside of the district in which they reside. Most include restrictions concerning class space and desegregation laws, as well as funding student travel. At least four states enacted school choice plans during 1989, and at least 20 states have some type of school choice program.

In 1987, **Minnesota** became one of the first states to enact an open enrollment program. The act (Minn. Stat. 123.3515) allows students to enroll in schools in participating districts other than the one in which the students live. Nonresident districts must adopt criteria for admission and may refuse admission because of a lack of space. A school with a desegregation plan may restrict the number of students who transfer in or out of the district.

Nebraska is permitting a one-time choice of schools with the enactment of its open enrollment legislation in 1989 (LB 183, Chapter 79). After the plan is implemented, students will have one school year to determine whether they should return to their district of residence or remain in another district until graduation. The plan has a four-year implementation schedule: in 1990-91, open enrollment implementation will be optional for all districts; in 1991-92, resident districts must allow 5 percent of students to opt out; in 1992-93, resident districts must allow 10 percent of students to opt out; in 1993-94, there must be full open enrollment with receiving and resident districts participating.

Ohio's 1989 Education Accountability and School Reform Act requires each school district to develop an open enrollment policy by July 1993. Districts choosing to implement their policy at an earlier date will have their implementation plan evaluated by the state board of education. The legislation includes guidelines for district plans, including preventing districts from granting admittance on a student's abilities, such as athletic talent, or denying admittance because of a handicap.

At least 20 states, including **Arkansas, Hawaii, Iowa** and **New Jersey**, have adopted limited school choice programs. Illinois has established a choice plan for Chicago and **Washington** state has a program designed specifically for dropouts.

Post-Secondary Enrollment Options

In some states, 11th and 12th grade students may enroll in colleges on a full- or part-time basis to do nonsectarian work. Two of those states, **Minnesota** (Minn. Stat. 123.3514) and **Ohio** (SB 140), allow students to apply to any public or private university in the state to gain credit for nonsectarian courses. Students may choose to earn secondary or post-secondary credit. If the student chooses to take a course for post-secondary credit, the institution will require tuition payment from the student. States are to reimburse colleges for tuition fees and materials for courses taken for high school credit.

Social Services and Parental Involvement

Many educational experts believe that if pupils are ill or distracted, their capacity to learn is greatly reduced. Consequently, two states are striving to provide services to youngsters to help make them more receptive in the classroom, even though such services are not part of the traditional role of education.

By 1991, under **Kentucky**'s education reform act (HB 940), social service centers located in or near schools must be established in schools where at least one-fifth of the students qualify for the federal school lunch program. Elementary schools will have "family resource centers" serving parents as well as children, including those not yet in kindergarten. Services will include year-round care for needy children between the ages of two and 12, and health care and literacy programs for the entire family. Expectant parents will receive advice on child care development, and day care providers can receive training at the centers.

Middle schools and high schools will establish "youth service centers" to offer teen-age students a wide range of counseling services concerning drugs, alcohol, family crises, mental health, and job training and placement.

Districts with eligible schools will apply for grant funding from the state's cabinet for human resources, which will oversee the program. School districts may contract with local agencies for the provision of services. Approximately 40 percent of the state's schools are expected to be eligible.

In 1989, under authorization from a 1987 appropriations bill, **New Jersey**'s department of human services established a network of 29 youth centers to counsel teen-agers about drugs, mental health and employment issues. The centers, located in or near secondary schools, also offer recreational activities to help lure dropouts back to school. The state plans to expand the program to some elementary schools. **New Jersey**'s program served as a model for the Kentucky effort.

Some state reform acts include provisions encouraging parental involvement in education. **Ohio**'s education reform act (SB 140) requires the state department of education to promote innovative school-parent relationships which actively involve parents in school decisions, as well as encourage school-business relationships to provide students with work experiences. **South Carolina**'s Target 2000 program features parent education programs for parents with young children. **Indiana**'s new act (HB 1290) features a Twenty-first Century Schools Pilot Program which includes parent involvement strategies.

Teacher Qualifications

Several states face teacher shortages, especially in the areas of science and mathematics. Teachers usually are required to have an education college diploma before teaching, but some states have waived these requirements, allowing professionals from other fields to undertake some teacher training and then enter the classroom. **New Jersey**'s program,

which was established by regulation rather than by statute in the mid-1980s, has helped relieve a shortage of science and mathematics instructors by allowing experienced mathematicians, physicists and experts in other disciplines to teach. State officials reportedly have been pleased with the performance of the 1,500 new teachers hired to date.

In **Kentucky**, candidates for teacher certification may complete a state-approved local district training program as an alternative to college teacher preparation programs (HB 940). Such programs must consist of 250 hours of formal instruction, including a full-time seminar, and a period of classroom supervision with evaluations by members of a professional support team.

In **Mississippi** (HB 1523), after July 1, 1993, preparation to teach grades seven through 12 will require a college degree in a major other than education. The required program of study in preparation for teaching in kindergarten through grade six must involve one, two or three minors, including language arts, reading, social studies, mathematics, foreign language and science. The act also amends teacher recertification requirements to require that teachers successfully complete prescribed in-service training programs, coursework for credit or programs developed to instruct teachers in dropout prevention and nontraditional instructional techniques. Finally, the act allows business or professional persons in each school district to teach a maximum of three periods each day with the approval of the local school district and the submission of a transcript or other record of educational qualification for teaching a particular subject.

In **South Carolina**, the state's commission on higher education, in consultation with the state board of education, must establish a center for the advancement of teaching and school leadership at a selected public college or university (R 295, S 321). The center is to provide a program for school improvement consisting of intensive short-term institutes for teams of teachers and administrators who are committed to creating innovative programs in their schools. The act also makes available training for school administrators with an emphasis on effective instructional leadership at the state department of education's leadership academy, which is provided in cooperation with state universities.

In **Ohio**, the new education reform act requires the state board of education to adopt standards and procedures for granting teaching internship certificates, valid for one year and renewable for one additional year (SB 140). An individual may apply for an initial internship or renewal only if the superintendent of the local school district has offered the applicant a one-year limited contract contingent upon the applicant's successful completion of certain requirements. Applicant requirements include: a bachelor's degree in the subject area for which the certification is being sought; three years' experience deemed essential to effective teaching; passing an examination measuring the applicant's knowledge of reading, writing and mathematics; and a test measuring the applicant's knowledge of the subject for which certification is sought. Applicants also must complete six hours of pre-service coursework in education.

Oklahoma legislation (HB 1017) establishes a procedure for the state board of education to grant alternative program teaching certificates to persons with a baccalaureate degree who wish to teach foreign languages, math or science. It requires the person to indicate an intention to seek full certification for the specialization he or she will teach. Such teachers must have five years of work experience outside of education and file a plan with a director of teacher education to meet all certification requirements for a standard certificate within five years, except for student teaching.

Teacher testing has become an increasingly common method for states to ensure that their teachers have a basic knowledge of the subject areas they teach. Since 1980, the number of states requiring teacher competency testing has increased from 10 to 44.

Accountability

As new educational programs are created, state legislators are developing means to monitor those programs and to hold accountable professionals at the district and school levels. **Kentucky**'s massive education reform bill, which considerably alters the state's educational system, establishes a comprehensive accountability system. The act creates a state monitoring agency, the office of educational accountability, under the direction of the legislative research commission. The office is to investigate allegations of wrongdoing, waste or mismanagement in local school districts, as well as monitor implementation of the new school system.

A council on school performance standards will frame goals in measurable terms and define what is expected of students and schools. By July 1, 1993, the state board for elementary and secondary education must disseminate a model curriculum framework based on the goals, outcomes and assessment strategies developed by the council.

By the 1995-96 school year, the state board will implement a performance-based assessment program to ensure school accountability. Beginning in 1991-92, the board will administer an interim student testing program to assess student skills in reading, mathematics, science and social studies in grades four, eight, and 12. Local school boards are required to publish annual performance reports. The state board must develop a system to determine which schools demonstrate improved student performance and to distribute rewards to them. School staff will determine the general areas in which reward funds will be spent. Schools showing improvement will be required to develop a school improvement plan. A school determined to be a "school in crisis" will have certified staff placed on probation, with students permitted to transfer to a successful school. The act also creates a commonwealth school improvement fund to provide grants to schools in educationally deficient districts to improve instruction or management.

By January 1, 1991, the state board will establish standards for school district performance. Failure of an educationally deficient school district to meet the goals in its improvement plan is grounds for the removal

of its superintendent and local school board members. The state board may select replacements, and elections may resume after the school has met performance standards. Educationally deficient districts must work with the state department of education to develop improvement plans.

The state board will provide professional development programs for certified personnel and establish criteria for designating distinguished educators. The act lists several responsibilities and benefits of distinguished educators, including accepting assignments in schools which need improvements and receiving salary supplements while serving as a distinguished educator.

Other states have undertaken significant efforts in the area of accountability. For example, **North Carolina** enacted legislation in 1989 (SB 2, Ch. 778) which authorizes the state board of education to develop and implement a performance-based educational accountability program. Local school districts which elect to participate must submit a school improvement plan to the state superintendent of public instruction. Such plans must outline student performance goals and the strategy for attaining them. Participating districts will be exempt from certain state requirements.

The act further authorizes the state board of education to adopt procedures and guidelines through which local school administrative units may participate in the program, beginning in the 1990-91 fiscal year. These measures include guidelines for the development of local school improvement plans with three-to-five year student performance goals and a set of student performance indicators for measuring and assessing student performance in participating local school administrative districts. Indicators may include attendance and dropout rates, standardized test scores, parental involvement and post-secondary outcomes.

Oklahoma's school reform act denies state accreditation to schools which do not meet the state's standards for minimum salary, curriculum and class size standards. The state board of education must adopt accreditation standards for public schools by February 1, 1991. The standards will be implemented with the 1993-94 school year, but school districts will not lose or be denied accreditation solely for failure to meet the standards prior to the 1997-98 school year. Also, all schools must reduce their class sizes to no more than 20 for grades one through six by 1993-94 or risk loss of accreditation. Teachers in grades seven through 12 must not be responsible for the instruction of more than 140 pupils per day by 1993-94 or 120 pupils per day by 1997-98, or their schools will risk loss of accreditation. Finally, the act creates an educational oversight board and an office of accountability.

Arkansas' School Report Cards Act of 1989 (SB 293, Act 668) establishes an office of accountability in the department of education. The office of accountability will publish an annual assessment of schools, grouping them according to socio-economic factors. The **Massachusetts** School Takeover Plan (1989 SB 5639, Chapter 133) permitted Boston University to negotiate a takeover agreement with the school committee of the district of Chelsea which suffered from a high dropout rate,

low achievement test scores and the highest teen pregnancy rate in the commonwealth. Under the agreement, the university will assume the district management powers of the school board and oversee the school district for 10 years. The university will be charged with improving curriculum and test scores, decreasing the dropout rate, increasing parental involvement, and other improvements.

Nevada's Accountability Initiative of 1989 (SB 74, Ch. 868) requires county school boards to adopt accountability programs for each district in cooperation with teachers' unions. County school boards must have a method in place for informing residents about school quality and student achievement. **New Mexico**'s District Reports Act of 1989 (Chapter 308) requires school districts to publish annual accountability reports, including information such as budget data, dropout rates and student achievement test scores. The legislation is designed to encourage community involvement.

Ohio's Education Accountability and School Reform Act requires the state board of education to establish indicators of schools and school district performance based on such factors as graduation rates, dropout rates and student academic achievement levels. The state board is required to take action if a school district is not making satisfactory progress toward the elimination of educational deficiencies, such as the assignment of educational experts to such districts to assist in the development of corrective action plans.

Education Finance and Governance

While education reform has been a major concern for state governments over the past decade, the problem of financing those reforms has been particularly troublesome. At the time of publication, for example, there was uncertainty as to how **Mississippi**'s reform package (described in this note) would be financed. In several states, school finance systems have been challenged in court by poor districts claiming that the systems are inequitable. In four states, **Kentucky, Montana, New Jersey** and **Texas**, courts struck down public school financing programs as inequitable, and at the time of publication, education finance lawsuits were pending in 12 states and under consideration in nine others.

Revenue

Kentucky enacted comprehensive education reform legislation to help alleviate some of the problems that plagued the state's public school system for generations. This act, more than 900 pages in length, is a response to a **Kentucky** Supreme Court ruling which declared the public school system to be unconstitutional in the case of *Rose vs. Council for Better Education, Inc.* The court ruled that the public school system was inequitable because of the disparity in per pupil expenditures among school districts, which ranged from $4,200 to $1,800 per year, thus violating the state constitution's requirement that **Kentucky** establish an efficient system of common schools. The education reform act

guarantees each district a base amount of $2,305 per pupil the first year.

The reform act increases the state's revenue by $1.3 billion per year by increasing the sales tax from 5 to 6 percent; conforming the state income tax code to the federal code; eliminating the deductability of federal income tax from state income tax; and increasing by 1 percent the corporate income tax. Most of the new revenue will be allocated for education reform.

The **Texas** General Assembly passed legislation calling for a 10 percent increase in education expenditures (approximately $500 million), along with various reforms aimed at improving the quality of education in the state. Separate legislation will increase the sales tax by a quarter-cent and raise taxes on tobacco and alcohol.

Less than a month after its school funding system was ruled unconstitutional, **New Jersey** adopted a $2.8 billion tax package, increasing the state sales tax by 1 percent, placing new taxes on alcohol and tobacco, and doubling personal income tax rates for the higher income brackets.

Other states are seeking to empower localities to raise revenues for education. For example, **Ohio** enacted a school district income tax measure in 1989 (SB 28) which will authorize school districts to impose income taxes on residents and on estates of decedents of each school district, provided they are approved by voters in a referendum. The proceeds for such a tax may be used for any one of a number of purposes, including current school expenses, the support of a public library and recreational expenses. Under SB 140, enacted in 1989, **Ohio** permitted local boards of education to submit a tax levy to the voters, provided that the purpose of the levy is for current school expenses and permanent improvements for special education and other specified education programs.

Another approach was adopted by **Tennessee** in its Volunteer Public Education Trust Fund Act of 1985 (Chapter 351). This measure authorizes the state treasurer to accept donations from any person, organization or corporation willing to contribute voluntarily to the trust fund. Interest income from the trust fund will be appropriated by the legislature for primary and secondary education as well as vocational education.

In **Oklahoma**, a statewide shutdown of the public school system led to a $230 million revenue package which increased some taxes and redistributed property tax receipts to reduce funding inequities among school districts (the wealthiest district spends four times as much per pupil as the poorest). Effective May 1, 1990, the sales tax was increased from 4 to 4.5 percent. Increases in personal income and corporate income taxes retroactive to January 1, 1990 also were enacted.

Financial Incentives

Some states have set up systems providing financial rewards to schools showing improvement in their students' performance. Under **Kentucky's** school reform act, by the 1994-95 school year, the state board of education must establish a rewards program based on student per-

formance goals. An interim testing program will be in place until that time. Communications and mathematical skills, comprehension of science, social studies, arts and humanities, and problem-solving skills will be measured and taken into consideration. Schools are expected to increase attendance rates and reduce dropout rates.

The state's department of education will establish a method for determining cash rewards, which will go directly to the schools. School staff members will determine how the reward money will be spent. Schools failing to improve for two consecutive years will be declared "schools in crisis." In such cases, the state will assume control of the school through a "distinguished educator." Such schools also will be eligible for special state grants.

South Carolina's "Target 2000" act includes a competitive schoolwide innovation grants program. The act enables the state board of education to establish a competitive grants program with cash awards to schools wishing to implement exemplary programs designed to improve instruction. A separate competitive grants program to encourage public schools to implement innovative and comprehensive approaches for improving student development, performance and attendance also is mandated under the act. Reduction of student dropout rates or retention of low dropout rates, as well as exceptional or improved performance in higher order thinking and problem solving skills, are required to qualify for school incentive grants. Grant awards are funded under the annual state appropriation act and schools may receive a maximum award of $90,000 over a three-year period.

The **South Carolina** act also authorizes compensatory or remedial funding to school districts for students who score below the 25th percentile on standardized tests. This portion of the act pertains to all elementary and secondary students.

In **Kansas**, the 1989 legislature established the Education Excellence Program (Ch. 213), which will provide matching incentive grants for districts desiring to create at-risk pupil assistance plans. The program will enable schools to provide such services as remedial instruction, parental and work skills education, and guidance and counseling services. Proposals must include a description of the methods a district will employ to identify at-risk students, and an outline of the plan and evaluation process.

Financial incentives also may be given directly to teachers. **Oklahoma** increased minimum salary schedules for teachers, and allows school districts to develop teacher incentive pay plans. Districts will be *required* to establish such plans if 25 percent of the districts' teachers petition for it (HB 1017).

Governance

The **Kentucky** Education Reform Act makes a number of dramatic changes in the way the state's school system is governed. The act replaces the elected state superintendent of public instruction with an appointed

commissioner of education. At first, the new commissioner will be selected by a committee appointed by the governor and legislative leaders in 1991. The state board for elementary and secondary education will choose the commissioner thereafter. Commissioners will serve at the discretion of the board.

Perhaps the most significant changes will come in the area of local school politics. Teachers will be prohibited from working in school board election campaigns in order to protect them from political pressure. The measure also makes it illegal for any school board member to solicit contributions or campaign work from school employees. It will be illegal for school boards to influence hiring and firing of school employees, with the exception of the superintendent and school board attorney. School boards also will set general educational policy for their districts, but superintendents will hire school employees after consulting with local school councils (which will consist of two parents of pupils, three teachers and the principal). No one who has a relative working for the school district may serve on a local school board. This does not apply to current members whose relatives were hired before they were elected, but such members will not be able to run for re-election. Superintendents also will not be able to promote the relatives of school board members.

Many other state education acts do not restructure the educational governance structure as much as they enhance the powers of existing structures. For example, Ohio's Education Accountability and Reform Act gives new powers to the state board of education to prescribe new curriculum standards, promote an open enrollment program, and develop a teaching internship certificate program. Mississippi's school reform measure requires that local school board members and principals receive a minimum orientation and training exposure to strengthen their professional skills and to familiarize them with new ideas concerning school restructuring (HB 1523). The provision mandates a minimum of 12 hours of education and training through the education and training institute, as well as continuing education of eight hours per year.

APPENDIX H

AN ESSAY BY BOB ARNOLD, DIRECTOR OF THE SENATE'S SPECIAL COMMITTEE ON SCHOOL PERFORMANCE: "PROSPECTIVE IMPORTANCE OF A DECLARED PURPOSE OF EDUCATION" (REFLECTIONS ON THE STATEMENT OF PURPOSES OF EDUCATION ENACTED BY THE SIXTEENTH LEGISLATURE)

PROSPECTIVE IMPORTANCE OF A DECLARED PURPOSE OF EDUCATION

by

Bob Arnold*

One of the little heralded provisions of the school improvement legislation enacted by the Alaska Legislature in 1990 is -- or can be -- one of the most important. It is important because in declaring what purpose lies behind the requirement that all children and youth attend school, it can be an exceedingly valuable stimulus to improving schools and student performance.

The legislated statement of purpose, which the Special Senate Committee developed on the basis of its hearings in 1987, was the Committee's attempt to describe what they believed parents aspire their children to increasingly become as they progress through school. The purpose of education in Alaska, in the words of the statute, "is to help ensure that all students will succeed in their education and work, shape worthwhile and satisfying lives for themselves, exemplify the best values of society, and be effective in improving the character and quality of the world about them."

If the foregoing words are seen simply as a preface to the other prescriptive provisions of the school improvement legislation, they will have but little effect on what schools do and how they do it, and certainly but little effect upon students. They will have consequences only as parents and students affirm such a purpose (or an adaptation of it) to be a reflection of their aspirations for their children, and require that their schools take steps to help them realize that purpose.

Whatever purpose adopted by a community must be a community's own. In my community, I think I would urge that the first element of the purpose be revised to read "become accomplished in ways important to themselves and their communities," because I think it says the same thing and more. If I were in northwest Alaska, I think I would urge that the third element be revised to read, "exemplify the best values and traditions of the Inupiaq and of humankind." And in any community, I think I would urge changing the fourth element to read "be effective in improving the character and quality of the world they share."

There is also a broader and more consequential revision that I would propose. As framed, the purpose describes attributes as though they

---

* Bob Arnold is former staff director of the Sixteenth Legislature's Special Senate Committee on School Performance and was instrumental in formulating the statement of purposes of education in Alaska, now part of Chapter 73 of Alaska Statutes.

might be judged at a single fixed moment in time. Since education is a continuing, lifelong process, and doesn't end when one leaves school, I think the statement of purpose might be recast to reflect that process, and thereby read as follows:

> The purpose of education in Alaska is to help ensure that all are:
>
> becoming accomplished in ways important to themselves and their communities,
>
> shaping worthwhile and satisfying lives themselves,
>
> exemplifying the best values of humankind, and
>
> becoming increasingly effective in improving the character and quality of the world they share.

Once a community has agreed upon its statement of purpose consonant with the legislation, there are two sets of tasks it should undertake.

The first of these is to inaugurate a process of reviewing whatever list of goals it has adopted to determine whether the goals need to be modified to more nearly reflect the community's declared purpose. And it would mean, among other things, rethinking, the whole process of schooling as it is conducted. Although these are important tasks, they require little elaboration here.

The task -- which is my principal concern in this paper -- is for a community to use its statement of purpose to further motivate students to care about learning. Specifically, the community should require that each teacher begin each school year with an exploration with students of what each element of the purpose means to them, and, as a occasioned by what is being studied in a given class, to show connections with that purpose.

In this exploration, the students - whatever their grade level -- will be asked, for instance, to describe what they believe to be the "best values" of their society. The chalkboard will soon be filled with values ranging from "punctuality" to "integrity." Being schoolchildren, whey will have learned repeatedly about the importance of punctuality (an important, but not profound value), but some will have never learned about the importance of integrity in a persons's life; they may not have ever even encountered the word.

Following the same pattern, the class would be summoned to reflect upon and amplify each of the elements of the community's declared purpose. Consideration of what kind of life is "worthwhile and satisfying" can be counted upon to be one of the most profitable and memorable discussions of the year. Consideration of the element, "becoming increasingly effective in improving the character and quality of the world they share," will likely lead some to conclude that it is a better formulation of the often-cited goal of being a "good

citizen" because, at the very least, it implies that one would study candidates and issues before voting and it implies that one would take newspapers, bottles, and cans to a recycling center: beyond that, however, it also encourages the citizen to participate actively in organizations, join in political campaigns, or run for office.

Incidentally, I hope it goes without saying that these discussions should not result in a list that students would agree to subscribe to in some formalized way. If I were the teacher, I would encourage students to write down only those values, attributes, or behaviors they individually seek for themselves.

Perhaps as important as the classroom discussions will be what takes place the night before: conversations between students and their parents. The homework assigned will have been to ask their parents for their views on the four-part purpose to be discussed on the following day.

The burden on the teacher is principally one of question-askers (and perhaps chalkboard recorder) in these explorations. Once they are done, there is another burden: to show the connections between what he or she is teaching and the community's declared purpose. This should be done not just at the beginning of the course, but with whatever frequency is required to make connections between that purpose and what is being taken up in the course.

These kinds of explorations and connections can do much to motivate students to care about learning by providing them a framework that gives meaning to a wide range of learning. They will continue to care about some courses more than others, but the whole enterprise of going to school will take on a kind of meaning it never had before. If schools are only preparation for jobs, well, one can always get some kind of job, even without much of a record of achievement in school. But if the purpose is larger and grandeur -- becoming more fully human day by day -- let us be explicit that it is, and not keep to ourselves our dreams for kinds of lives we want our children to lead.

Isn't it time we told our children and youth what we think schools are for and to make sure our schools are animated by that purpose? We'll perhaps learn that our perspectives are not all that different. And we just might be witness to the powerful, motivating role of ideas in young lives.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.1 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE 1988-90

Questionnaire for superintendents

Pelican.

Special Senate Committee on School Performance: QUESTIONNAIRE

1. Do you consider the Department of Education's explanation of standardized achievement tests, their value, and their limitations to be reasonably complete? If not, what would you add to it? yes

2. Do any of the schools in your district show sharply different achievement levels from the percentile averages for the district? If so, to what factors do you attribute this difference? Only one school

3. If you have presented a written interpretation of student achievement in your district for your board or parents, may we have a copy? If you did not, please summarize whatever explanation you have delivered orally. yes - attached

4. As a matter of policy and practice, what use is made of standardized test results in defining or shaping your instructional program? Board + staff retreat to discuss concerns.

5. In addition to standardized achievement tests, what measures does your district use to track student performance? What do they disclose? Class grades - only test results

6. If you implemented effective schooling practices urged upon districts six years ago by the Governor's Task Force on Effective Schooling, which have you found to have had the most positive benefits in your district? N/A

7. Have the senior surveys conducted by the Postsecondary Commission influenced your instructional program? If so, how? Have only had one senior graduated in last 4 years.

8. How has the use of paid in-service days contributed to improving performance of your schools? Well, allowed for retreat, curriculum review, and adding new programs.

9. If your district is taking new steps to raise achievement levels in reading and math or other areas you consider basic skills, please briefly describe what they are. Board has set aside a budgeted amount for academic mini grants. Additional emphasis is placed on these areas through all facets of school.

10. What two or three books, research articles, or studies would be of most benefit to this committee as it considers what recommendations to make toward improving school performance? Go to schools that are successful and model their programs.

11. Are there state laws or regulations which handicap your efforts at obtaining the levels of student achievement your district seeks to realize? Please explain. No

12. What do you think are the three or four most important steps the State Board of Education or the legislature should take to help schools improve their performance in basic skill areas?

over.

6/21/88

Petersburg Public Schools
P.O. Box 289 • Petersburg, Alaska 99833
(907) 772-4271

July 21, 1988

Mr. Bob Arnold
Project Director
P.O. Box V
Juneau, Alaska 99811

Dear Mr. Arnold:

This is in response to your questionnaire regarding standardized achievement test scores. The scores for our students here in Petersburg are high and we are justifiably proud of our faculty and student achievement.

The responses to your questions are as follows:

1. Yes.
2. No.
3. We presented a verbal presentation at a public board meeting and the presentations were made by the High School Counselor and the Elementary Principal to parent groups, faculty, and students.

   If there appear to be individual needs of students at any particular grade level these are addressed by Principal to teacher contacts and by curriculum review and study.

4. Test scores are used as one of the key indicators in the strengths and weaknesses of our curriculum through continual curriculum review and revision.

5. Student grades administered by teachers along with some subjective evaluation is used to track student performance.

6. Not implemented.
7. Yes. The High School Counselor reviews the Senior surveys with the faculty.

8. Teacher morale and curriculum study have both benifited by paid in-service days.

9. At Elementary level in language arts we have introduced a 'write to read' program and are emphasizing more written work from all students.

10. a. A "Place Called School" by John Goodlad.
    b. "Schools of the Future" by Marvin Getron.
    c. "Home/School/Community Involvement" by Larry Decker and Virginia Decker.

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

02-576(2/77)

Questionnaire for superintendents

Pelican.

Special Senate Committee on School Performance: QUESTIONNAIRE

1. Do you consider the Department of Education's explanation of standardized achievement tests, their value, and their limitations to be reasonably complete? If not, what would you add to it? yes

2. Do any of the schools in your district show sharply different achievement levels from the percentile averages for the district? If so, to what factors do you attribute this difference? Only one school

3. If you have presented a written interpretation of student achievement in your district for your board or parents, may we have a copy? If you did not, please summarize whatever explanation you have delivered orally. yes - attached

4. As a matter of policy and practice, what use is made of standardized test results in defining or shaping your instructional program? Board + staff retreat to discuss concerns.

5. In addition to standardized achievement tests, what measures does your district use to track student performance? What do they disclose? Class grades - only test results

6. If you implemented effective schooling practices urged upon districts six years ago by the Governor's Task Force on Effective Schooling, which have you found to have had the most positive benefits in your district? N/A

7. Have the senior surveys conducted by the Postsecondary Commission influenced your instructional program? If so, how? Have only had one senior graduated in last 4 years.

8. How has the use of paid in-service days contributed to improving performance of your schools? Well, allowed for retreat, curriculum review, and adding new programs.

9. If your district is taking new steps to raise achievement levels in reading and math or other areas you consider basic skills, please briefly describe what they are. Board has set aside a budgeted amount for academic mini grant. Additional emphasis is placed on these areas through all levels of school.

10. What two or three books, research articles, or studies would be of most benefit to this committee as it considers what recommendations to make toward improving school performance? Go to schools that are successful and model their programs.

11. Are there state laws or regulations which handicap your efforts at obtaining the levels of student achievement your district seeks to realize? Please explain. No

12. What do you think are the three or four most important steps the State Board of Education or the legislature should take to help schools improve their performance in basic skill areas?

over.

6/21/88

12. a. Ways must be developed to have continuity in teaching staff. Turnover on a short time basis is not good for developing effective programs.

b. Present programs that do not work in some schools must be discarded and new ways of educating developed.

c. Long term contracts that are both rewarding financially and educationally must be developed with master teachers to develop a long range program for unsuccessful schools.

Petersburg Public Schools
P.O. Box 289 • Petersburg, Alaska 99833
(907) 772-4271

July 21, 1988

Mr. Bob Arnold
Project Director
P.O. Box V
Juneau, Alaska 99811

Dear Mr. Arnold:

This is in response to your questionnaire regarding standardized achievement test scores. The scores for our students here in Petersburg are high and we are justifiably proud of our faculty and student achievement.

The responses to your questions are as follows:

1. Yes.
2. No.
3. We presented a verbal presentation at a public board meeting and the presentations were made by the High School Counselor and the Elementary Principal to parent groups, faculty, and students.

   If there appear to be individual needs of students at any particular grade level these are addressed by Principal to teacher contacts and by curriculum review and study.

4. Test scores are used as one of the key indicators in the strengths and weaknesses of our curriculum through continual curriculum review and revision.

5. Student grades administered by teachers along with some subjective evaluation is used to track student performance.

6. Not implemented.
7. Yes. The High School Counselor reviews the Senior surveys with the faculty.

8. Teacher morale and curriculum study have both benifited by paid in-service days.

9. At Elementary level in language arts we have introduced a 'write to read' program and are emphasizing more written work from all students.

10. a. A "Place Called School" by John Goodlad.
    b. "Schools of the Future" by Marvin Getron.
    c. "Home/School/Community Involvement" by Larry Decker and Virginia Decker.

11. No.

12. a. Commissioner Demmert and the State Board of Education are preparing guidelines for implementation of a standard procedure for statewide testing during the 1989-90 school year.

    b. The concern and interest of the State Board of Education; the Department of Education; and the Legislature will lead to higher achievement.

    c. Stable reliable funding with at least a cost of living increase each year would be highly beneficial to the maintenance and improvement of student achievement.

Sincerely,

William Creger

William Creger
Superintendent

WC/pk



Pribilof School District

District Office Building
St. George School • St. Paul School
St. Paul, Alaska 99660 • Telephone (907) 546-2221

Jenner G. Bowen, Superintendent
Gary D. Norris, Principal

Board of Education
John K. Merculief, President
Alexis Prokopief, Vice President
Mike Zacharof, Secretary Treasurer
Andronik Kashevarof, Jr., Member
Carol A. Melovidov, Member

November 22, 1988

Senator William L. Hensley
P. O. Box V
Juneau, Alaska 99811

Dear Senator Hensley:

The following are my responses to a questionnaire received by me on November 21, 1988. A memorandum from Bob Arnold indicated that the questionnaire was sent some time previously; however, I do not remember seeing it. I apologize for the lateness of these responses. The responses are numbered in the same order as the questionnaire and due to time constraints are very brief.

1. No in one glaring area. A comparison of scores of local district and individual school scores over a period of several years would show the improvement or lack of improvement. I think that this would be more apt to show the real job that schools are doing.

2. Yes. Our schools have high levels of both gifted and learning disabled students at particular grade levels. As these students move, graduate or leave to go "outside" to high school, our scores on standardized tests vary to the extremes of percentile ranks.

3. We have not presented an official written interpretation of student scores on the Iowa Tests of Basic Skills. Basically my oral interpretation has been that we are generally below the fiftieth percentile, but look at the improvement the students have shown since 1980. It takes several years of improving instruction to bring individual students up a significant number in percentile rank.

4. The standardized test information is used to determine where the weak and strong areas of instruction for the district occur so that our instructional processes may be improved. Individual students who need concentrated help in specific academic areas are identified and provided with additional help.

5. Our teachers give teacher made and textbook publishing company tests to indicate what the student has and has not learned. A review of

the material or additional instruction is required for students who are not successful in specific areas.

6. The district has concentrated instruction and time on task in the academic areas of reading, writing, and computation.

7. The influence of the Postsecondary Commission surveys has been only minimal because we are in a basic instructional mode.

8. The effect of paid inservice days is a positive one. The problem is the paperwork associated with setting up these days. Districts should be allowed to set up five of the ten days allowed for inservice so that teachers, paraprofessionals, administrators and others could plan or simply meet with parents and students by local board action when setting up the school calendar for each new school year.

9. In order to raise achievement levels of students, we have an extended school day program, additional paraprofessional help for students with special needs, and teaching students how to take standardized tests.

10. I do not have any research articles or books to recommend to support the following statement but I believe that fostering a spirit of cooperation and support between students, teachers, parents, administrators, board members and community members for all the local school programs, including standardized testing, will do more to increase student performance than anything else that could be recommended.

11. According to the present teacher tenure laws, tenured teachers are almost impossible to remove, particularly when they are weak but not incompetent teachers. The number of reports and requirements for submitting these reports is overwhelming. Surely, some of these reports could be consolidated.

12. Indirectly I believe that a change in teacher tenure laws to allow teachers to become tenured after five full years of successful teaching experience in a district. I have observed that many average teachers who gain tenure after only two years in a district tend to become stagnant and weak quickly after they become tenured (presently the first teaching day of their third year with a district). Another indirect method would be to decrease and consolidate the number of reports, surveys, questionnaires and general paperwork required of districts. In

a small district like ours, we are required to do all the reports that larger districts are required to do and there is no one to do it other than the superintendent. I realize that reports must be done, but even a five percent reduction in the time that I spend in this area would allow me to spend five percent more of my time being the educational leader for my district.

One final general comment is that I do not think that student achievement levels can be raised by legislating it directly nor can they be raised very quickly by any means. I do think that scores and student achievement levels can in fact be raised over a period of years and maintained at a level that is acceptable in each local community. I believe that the most powerful control the legislature has on education and the most stalwart support the legislature can give to education are to provide stable funding, to maintain the present educational districts across the state of Alaska, and to allow local school boards to control education at the local level.

Thank you for your consideration in allowing me to respond to your questionnaire.

Sincerely,

Denver G. Bowen

Denver G. Bowen
Superintendent

dgb



RAILBELT SCHOOL DISTRICT

Drawer 129, Healy Alaska 99743 • (907) 683-2278
James W. Paul, Superintendent

RESPONSE TO THE SPECIAL SENATE COMMITTEE QUESTIONNAIRE
on SCHOOL PERFORMANCE

1. Yes

2. On occasion Cantwell and Browns will deviate up or down from the average. We attribute this occasional change to the size of the population in these schools. (Browns approximately 8; Cantwell approximately 35.) They are too small to be making meaningful statistical comparisons. One very bright (or opposite) student can swing the average significantly in these small schools.

3. Our average is significantly above the national - so generally our Board has been pleased with the results. We did show a dramatic drop when we went from the older ITBS to the newer normed version - but we anticipated that drop and kept the Board and public informed.

4. Our curriculum review process is tightly tied to test results!! That is not to say that a low score generates a change in all cases because in the primary, for example, we don't teach "time" in the same sequence that the ITBS tests for that particular skill - so a low score there doesn't cause much concern. However, a low score in any of the basics usually causes some intense scrutiny of the curriculum and potential causal factors, with an eye towards change if appropriate.

5. Really - other than teacher grades and of course any anecdotal records, the ITBS is the major instrument, and is given K-12.

6. Eight years ago we instituted a curriculum policy that provides for that which the current law now requires - i.e., a written curriculum and regular review. It must be noted, however, that there is a real commitment from the Board, administration and teaching staff to utilize the curriculum and to therefore keep it current. It has become the significant document districtwide.

We have also regularly polled the public as to their perception of the schools performance, likes and dislikes and direction for the future.

Lastly, we operate on a fairly decentralized school governance model, with a minimum central office staff and significant authority delegated to the local community school committies and principals.

7. No.

8. Absolutely!! - This is where we do the curriculum review and update, utilizing the whole staff. This is where we establish a sense of the district philosophy. This is where we keep current on sound educational practices - "Math Their Way," Computers, Writing Consortium, etc.

9. Note #8 above.

10.
11. } I want to combine these three in the following
12. collective response.

Many books could be (and have been) written on these - especially numbers 11 and 12. For some rather simplistic answers to some very complex problems - I think there first needs to be a recognition that there are different levels when looking at the problem.

At the uppermost level - concern about low test scores is only warranted if the test measures that which is considered to be important. I'm not sure the ITBS and other standardized achievement tests actually test that which is going to be important for the young people entering the 21st century. Please note the attached AASB article.

At a lower level - possible causes for low test scores. Bilingualism is blamed for low scores in some of the state's school districts - but recent Asian immigrants have this problem along with the low income and environments culturally different from that of most Alaskans - and they still beat the national average by considerable margins. The diffference, I suspect, is the expectations of the family/village/society/culture in regard to their young people. If, in fact, students come to school without feeling that English language literacy and computational skills are important, then I think we must recognize the hurdles that even a super teaching staff faces in teaching these skills.

We are fortunate in the Railbelt School District that the communities' cultural/educational expectations match up pretty well with the items tested on the ITBS, the test we

use. I suspect this isn't so in some areas. A corollary to the aforementioned concept would be that trying to fix the perceived problem by applying more regulations to the school end of the the problem will probably simply generate more frustration from all concerned.

As I say this, however, I don't mean to imply that all is well in this district - or across the nation for that matter.

At a more down-to-earth level, and looking from the school end of the problem, the more ownership/commitment/pride of authorship, etc. that the teaching staff has, from both a community and professional perspective - the more efficient, I believe, they will be professionally.

In some communities in the state land ownership for teachers is a problem, and there is an expectation by community and staff alike that teachers are only there temporarily (a few years at best). Under these conditions - the staff has trouble conveying the needed sense of commitment to the students/communities, and vice versa.

As regards current regulations, laws, etc. that impact our system negatively - I have also enclosed a copy of a letter I wrote to the State Board of Education awhile back that I believe is still very valid.

I wish all of you good fortune in your consideration of this issue - it's obviously a tough one.

Sincerely,

James W. Paul
Superintendent

JWP:ca

AASB REPORT
ON THE 1988 NSBA ANNUAL CONVENTION

FUTURIST ALVIN TOFFLER URGES RECONCEPTUALIZATION OF SCHOOLS TO PREPARE FOR "DEMASSIFICATION"

"The new slogan for education should not be back to the basics, but forward to the new basics of the 21st century," warned futurist Alvin Toffler, addressing a packed house at the Second Educational Assembly .

Education needs a reconceptualization from the ground up, according to Toffler, who described what he calls the "demassification" of society in the midst of an information and technological revolution.

"What future are we trying to simulate for our kids?" Toffler asked, explaining that the current "smokestack" schools were designed to prepare children for the industrialized world in which they were destined to live and work. "We're living through a revolution. We're at the beginning of the end of the smokestack school," which he said helped prepare students for an enormously organized and uniform society.

The renowned author of the best sellers "Future Shock" and "The Third Wave" answered his own questions and warned the audience that the kids know that what's going on in school has no real bearing on the futures they will live in.

According to Toffler, we will need people who know how to cope with high diversity, people who can relate to a diversity of organizational structures. We're not preparing children for a demassified world.

He described the ways in which demassification permeates our society in a world which is becoming increasingly more diverse. Demassification is the process through which everything from factories to families are becoming more diversified, he explained. "The industrial system is breaking up," he said. These changes represent one of the massive changing points in history.

Toffler provided several examples of demassification, beginning with the demise of the nuclear family and the establishment of a plethora of socially acceptable family models.

"When I was writing Future Shock 25 years ago, there wasn't a reputable sociologist in the country who would say the nuclear family was in trouble," he said. Today, less than 5 to 7 percent of the American population lives in a nuclear family, which Toffler defined as a family with a father who works out of the home, a mother who works in the home and two children under 18. "That was the mass model for the mass system," he said. "That model has since exploded."

The demassification of the media can be seen through the diversity of television programming and the explosion of special interest magazines and newsletters. Since 1977, according to Toffler, the networks have been losing prime-time audience shares, while the numbers of miniature audiences have been increasing. Demassification is occuring in the economy as well. Toffler said that when he and his wife worked on an assemble line in a factory, it was a big deal to change the products because of the expense of retooling and reorganizing away from the mass production model. He said that in new factories, they can change the product by just pushing a button or doing some minor reprogramming. "The cost of variety is going down," he noted.

Toffler predicted that fewer than 5 percent of the population will be working in manufacturing or manual labor in the future, just as less than 5 percent of today's society is engaged in agriculture.

He cautioned that today's children will be faced with an explosion of moral dilemmas and our definition of literacy will have to change if tomorrow's adults are going to successfully cope with these dilemmas. "Are they literate if they can't tell a lie in a TV commerical?" he asked.

Students need value awareness, he emphasized, because every human action reflects some human value. He said the children need thinking skills and schools must recognize and deal with the fact that loneliness is of epidemic proportions in our world.

Instead of continuing to prepare students for failure in smokestack schools, Toffler challenged his audience to understand that the crisis in education is part of the crisis of change in the world and board members and educators must undertake a complete reconceptualization.



RAILBELT SCHOOL DISTRICT

Drawer 129, Healy Alaska 99743 • (907) 683-2278
James W. Paul, Superintendent

June 15, 1987

Dr. William Demmert, Commissioner
Department of Education
P. O. Box F
Juneau, Alaska 99811

Dear Bill:

The purpose of this letter is to request a vocational education waiver as detailed below. However - before that, I would like to take this opportunity to once again express my concern about the direction vocational education is taking in Alaska, especially as reflected by the recently passed vocational education regulations.

I believe strongly that the concept of teaching a vocation to students in high school such that they have entry level skills upon graduation from high school is a dinosaur whose time has come and gone. Interestingly - all educational research in this area (outside the highly biased vocational education community) along with the business community - supports my contention. The basis of this perspective is two fold:

1) The United States is moving rapidly to a service based economy along with the fact that technology is advancing at such a rapid rate. Employers are asking the schools to give them students with a sound background in communication skills (reading, writing and speaking), math, broad generalist type classes, and, maybe most important, to give them students with a good work ethic. Almost universally, employers are asking that schools not waste the time with "entry level skills" in any particular area - because by the time the student is through school the skills are either no longer current - or the student hasn't been trained the way the company wants. Employers have repeatedly indicated they want students with a sound basic education - and they will take care of specific entry level skills training.

2) Secondly, I think we are doing a serious moral disservice to any student that we encourage to specialize in one vocation at such an early age. To illustrate this, let's take carpentry for example. To teach entry level carpentry skills to a student today requires significantly more training than it did say 20 years ago. Today we have new and complex building codes, new materials fastening systems, glues, etc, and it is simply going to take longer to impart this new information. To do this, we



RAILBELT SCHOOL DISTRICT

need to use more of the school day focusing on carpentry, and like everything else in life - there is no free lunch - something must give. What gives is the opportunity to take some of the elective classes, other vocational classes, and some continuations of the required classes (i.e. additional math, computer, foreign language, drama, etc.)

So under the current philosophy what we end up producing is a very specialized student with entry level skills that may well be already outdated. But - worst of all - we have specialized a student during his/her important formative years - and then are sending him/her out in a world where statistically he/she is going to change major occupations five to nine times in the course of his/her life. In addition, the best experts can't predict what life will be like in the next generation other than to say it will change significantly from what we have today. And into this unpredictable changing world - we have sent - not generalists with a solid basic education and a broad exposure to a number of different disciplines and vocations - who can and would be flexible and have the ability to adapt easily to a changing environment. Instead, we have sent out a specialist without the important broad general background, whose skills may or may not be current and who can't and won't be as flexible in the changing marketplace as a fellow generalist graduate. There are a lot of unemployed and ex-heavy industry employees that have learned this lesson the hard way.

I believe vocational skills today are reading, writing, speaking, computer familiarity, math, a good work ethic - and a broad exposure (not entry level skill preparation) to a number of disciplines and vocations. I believe that the entry level skills needed for a specific vocation should be learned in a post graduate experience - either a vocational/technical center or training connected with a company.

I further believe the intent of these regulations (along with categorical funding of "vocational education") tend to support the old concept of vocational education that I again repeat is a dinosaur whose time has come and gone. With that off my chest, the following is a formal request for a waiver (4 AAC 51.360) from the following regulations:



RAILBELT SCHOOL DISTRICT

1) 4 AAC 51.220 Local Vocational Education Plan We have developed a curriculum including "vocational education" that has a five year review cycle built into it. In the review of this curriculum, we work with the staff, the students, community school commitees, School Board members, and regularly formally survey the communities (Note attachment 1 - Railbelt School District Community Survey - sent out in October, 1986.) We feel we have a sound educational plan based on input from essentially all the various constituencies that make up our district. We feel a separate vocational education plan with a three year review is unnecessarily redundant and burdensome.

2) 4 AAC 51.230 Advisory Committee I don't ever see the need for this requirement in our district. Our communities are small, the business people and concerned citizens outside the school make up our policy making school board (total of seven) and advisory community school committees (total of twelve). The staff is involved directly (see our curriculum plan as submitted to the Department of Education) with the curriculum and the students both formally (student council) and informally are listened to. In addition, as indicated above, we regularly survey the community. This requirement will simply be another meeting for the same people and will burden them further without providing anything they didn't already provide through the already established process.

3) 4 AAC 51.240 Needs Assessment It is generally the feeling of the school board and community that the schools should not prepare the students for employment in the local area. Most of the jobs locally involve either essentially unskilled labor intensive jobs at the Usibelli Coal Mine, Golden Valley Power Plant, Clear Air Force Station and the various services provided tourists in the summertime, or highly technical positions at the above agencies requiring intensive training and/or college degrees.

So - our vocational program tends to look at state and national needs for direction and that direction of late, has been to produce students that can reasonably communicate, understand and be familiar with math, be familiar with computers, and generally be well rounded students - rather than the specifically trained student of past decades. Employers are repeatedly indicating they will provide the specific technical training with the various apprentice programs offered by the unions. At this point we don't feel a formal assessment would be appropriate or productive.



RAILBELT SCHOOL DISTRICT

4) 4 AAC 51.250 Personnel Qualifications With the reduction in staffing required as a result of decreased revenue the last couple of years, this particular regulation is simply unrealistic in schools the size of Anderson, Tri-Valley and Cantwell. Tri-Valley is the only school that may have more than 50 ADM in the high school next year, and even there, to find a vocational education certified home economics teacher, to teach one class in home economics and five classes in language arts and math, just doesn't make sense.

5) 4 AAC 51.300 Vocational Facilities and Equipment Part (b) We are in the process of developing a written maintenance plan for the whole district and hope to have some of it in place by the summer of 1988 with the remainder in by the summer of 1989.

6) 4 AAC 51.320 Vocational Student Leadership Organizations This may not apply to any of our schools, but Tri-Valley may come in slightly over the 50 student mark. If students are interested in a vocational student organization - we provide it, for example - OEA flourished for a few years in Anderson - until student interest dropped off. But it is very hard for the students to find the time and therefore have these type organizations be successful when students are so interested in basketball, wrestling, volleyball, cross-country skiing, music (band and choir) student government, academic decathlon, etc.. It must be noted that in small schools such as ours, most students are in all of the above, not just one or two.

Sincerely,

James W. Paul
Superintendent

xc: Alaska State Board of Education Members
Alaska School Superintendents
Steve McPheters, ACSA
Bob Greene, AASB

ST. MARY'S SCHOOL DISTRICT

P.O. Box 171 St. Mary's, Alaska 99658
(907) 438-2311 OR (907) 438-2834

September 23, 1988

Mr. Bob Arnold
Special Senate Committee on School Performance
Alaska State Senate
P.O. Box V
Juneau, Alaska 99811

Dear Bob:

I wish I had more time to devote to replying to your June 22nd letter. However, it is a constant struggle for school administrators in small schools and districts to be able to cope with both local matters and those more external to day -to-day operations. So far, I have been giving top priority to getting the current school year off to as good a start as possible. We made some key changes this year and started some new programs that have required my full attention except for two weeks I took off in July. The focus has paid off so far in that we have been able to attract some of our at-risk students back to school, morale has improved on the staff, and the school board members seem pleased. One of our seniors even seems to have a good chance to be admitted to a school like Harvard or Stanford next year.

While I don't think the student achievement issue has been handled very well, I am glad the School Performance Committee was created. Alaska spends a great deal of money on public schools and the university system and yet really hasn't made education a tip-top priority. In some states, you can get yourself elected governor if you really know your stuff about schools and how to make them better. It's a mistake the Japanese don't make---probably not because they are so much smarter than us but because they are forced to because they aren't as blessed with natural resources. I have felt for some time that the Alaska Federation of Natives, for example, should have made schooling and/or human development their top-most priority. Since 1976, only sporadic attention has been given to issues like student achievement by the AFN. Local or regional school boards were created but no systematic, continuing efforts were made to follow this up so political power could be combined with a working knowledge of schooling in order to develop schools that were not just copies of those already proven to be ineffective with most minority groups in the lower 48 and elsewhere. Perhaps the School Performance Committee and the efforts of people like Willie Hensley and Johnne Binkley can start to get the situation turned around.

I know that schools can range from having a very positive influence upon kids to neutral to perpetuating old, debilitating injustices. In my own exerience, the public schools made it possible for me to help overcome a severe stuttering problem and learn how to enjoy a better life than that of my parents despite the fact that I was brought up to feel like a member of a minority group. One reason I have enjoyed working in schools for so long is that it is very pleasing to see some students come to profit from public schooling as much or even more than I did. However, after working 23 years in Alaskan schools, I'm planning on going on to other things.

It was enjoyable to be able to talk with you by phone the other day . I'm sorry I did not give your June request top priority, but hope you will understand. Naturally, it was easy for me to do this because I have confidence in your own very good judgement and that of the Committee members.

Please call me at home (438-2211) or work (438-2311 or 2834) if you have any questions or concerns about the response.

Sincerely yours,

Jim Zuelow

cc: Flora Paukan, School Board President

enc.

JZ/pa

Special Senate Committee on School Performance.
Questionaire Response from St. Mary's School District.

1. Do you consider the Department of Education's explanation of standardized achievement tests, their value, and their limitations to be reasonably complete? If not, what would you add to it?

I would have preferred to learn that the State and Department of Education were going to exercise a real leadership role and for the first time have standardized achievement tests developed specifically for use in Alaskan schools. In the 1930's, Stanford University conducted a major educational study in Alaska and gave I.Q. tests to students across the state. They concluded that most Alaskan Native students were mentally retarded and needed more vocational education. Then as now, the cultural relativity of schooling practices such as achievement testing was not adequately recognized. If and when public school issues become important enough, Alaskan solutions to Alaskan schooling problems will eventually be developed.

2. Do any of the schools in your district show sharply different achievement levels from the percentile averages for the district? If so, to what factors do you attribute this difference?

Yes, the high school students in St. Mary's showed a much lower achievement level than the elementary students in 1984-85 and 1985-86 (see page 161 of the Department's 1988 Basic Skills report). The single most important reason for this is that while nearly all St. Mary's students attended the public school system for grades K-8 in those years, nearly all academically talented students transferred to St. Mary's Catholic High School, a local private school, that closed in May, 1987. High school students who attended public school until then were those who had been expelled from the private school or from Mt. Edgecumbe or were not otherwise interested in a vigorous high school education. St. Mary's high school achievement test scores can be expected to increase starting with the 1987-88 school year. The K-8 scores may also increase as a result of having more positive role models at the secondary level. Mt. Edgecumbe, however, continues to take some of St. Mary's best students: a situation that is destructive to the rurual schools and to the long-term interests, of Alaska.

3. If you have presented a written interpretation of student achievement in your district for your board or parents, may we have a copy? If you did not, please summarize whatever explanation you have delivered orally.

Nearly all standardized tests producers make written explanations available for parent and student use. We make use of such explanations but prefer to have such "explanations" interpreted personally by a member of the school staff to an interested student, parent or interested person. I usually try to explain that such tests are best when used as a predictor of future school success in competitive or highly selective situations. For example, the standardized tests have a great deal of relevance for a student who is considering attending Stanford or Harvard (as one of our current seniors is now planning), but less for students who are more interested in pursuing a modern subsistance life style (or a myriad of other choices including one day becoming a successful business person or legislator).

4. As a matter of policy and practice, what use is made of standardized test results in defining or shaping your instructional program?

At the present time this district is focusing on trying to meet some very basic school accreditation requirements. Provisional accreditation was awarded for the first time to any St. Mary's School in early 1988. Standardized test results must be utilized to modify school programs in order to earn and maintain school certification.

5. In addition to standardized achievement tests, what measures does your district use to track student performance? What do they disclose?

Like all other districts, we use student attendance data as a basic way of tracking student performance. Students need to be in school in order to become academically successful if they are not being taught at home. Federal funds are used to employ a two-hour per day home-school liason person to investigate unexcused absenses and/or continued unexcused tardy students. Also, the district uses JTPA funds to conduct a work study program this year to help keep at-risk students and others in school on either a full or part-time basis. Our efforts have resulted in fewer drop-outs. School wide average achievement scores may actually decrease, however, since we are keeping the less academically talented students in school longer. Concerned legislators need to find out why some Alaskan schools apparently have higher drop out rates for Alaskan Natives and certain other "minority" students instead of just considering standardized test results that may serve to help mask more basic deficiencies.

6. If you implemented effective schooling practices urged upon districts six years ago by the Governor's Task Force on Effective Schooling, which have you found to have had the most positive benefits in your district?

This is the only my third year as a school Superintendent in St. Mary's. However, my previous ten years as an Alaskan school superintendent lead me to believe that all of the recommednations would have positive results upon student achievement if they were adapted to each school and implemented. School accreditation also encourages schools to implement effective schooling practices.

7. Have the senior surveys conducted by the Postsecondary Commission influenced your instructional program? If so, how?

The surveys were not really used in St. Mary's until this fall because most high school students attended the local private school until it closed in 1987. School accreditation also encourages schools to do follow-up studies of its former students.

8. How has the use of paid in-service days contributed to improving performance of your schools?

There are literally millions of variables directly or potentially involved with nearly any schooling practice. As such, adequate research efforts tend to be both complex and time-consuming. Less rigorous and more personal evaluation techniques indicate to me that paid in-service days are vitally needed in most Alaskan schools especially since the vast majority of teachers are not prepared or up-dated in Alaskan colleges. Teacher training and schooling research have unfortunatley not been high priorities with the University of Alaska. The problems are compounded because of a tendency to employ university officials and teachers who are new to Alaska. Dr. Marshall Lind of UAS is one of the exceptions to this debilitating practice. In brief, paid in-service days help make it possible for some schools to address professional needs typically met by postsecondary institutions in other states.

9. If your district is taking new steps to raise achievement levels in reading and math or other such areas you consider basic skills, please briefly describe what they are.

Yes, like other Alaskan school districts, St. Mary's is attempting to increase student achievement levels despite decreasing funding and erratic,illogical changes in the Alaskan Public School Foundation Progam that demand an inordinate amount of school administrator time and effort that make it more difficult to address achievement issues. In 1987-88, for example, St. Mary's purchased IBM's Writing to Read program, a computerized instructional progam to teach 1st graders how to read and write better than more traditional methods alone. The program was purchased with funds the school board had saved over a ten-year period. A competitive grant program, Title VII was written several years ago to specifically address reading and math achievement issues. This grant was recently extended for two more years by the federal government; the program pays for an additional elementary teacher and for classroom instructional aides. Additional recent local efforts include adopting new math and reading/language arts

textbooks and developing a new math scope and sequence. Current efforts to meet accreditation requirments help to guide these and other efforts to improve basic skill instruction in the schools.

10. What two or three books, research articles, or studies would be of most benefit to this committee as it considers what recommendations to make toward improving school performance?

Since I work for a district where 90% of the student body is Alaskan Native, I recommend the following two works:

A . **Cummins, James,** "The Role of Primary Language Development in Promoting Educational Success for Language Minority Students." In schooling and Language Minority Students: A theoretical Framework., Office of Bilingual Bicultural Education, California State Department of Education, pub. by Evaluation, Dissemination and Assessment Center, California State University ,L.A. Los Angeles, California, 1981.

B. **Krashen, Stephen D.,** "Bilingual Education and Second Language Acquisition Theory." In Schooling and Language Minority Students: A theoretical Framework, Office of Bilingual Bicultural Education, California State Department of Education, pub. by Evaluation, Dissemination and Assessment Center, California State University, L.A. Los Angeles, California, 1981.

11. Are there state laws or regulations which handicap your efforts at obtaining the levels of student achievement your district seeks to realize? Please explain.

There are many, many laws and regulations that adversely impact improving student achievement levels in St. Mary's and elsewhere in Alaska. While the relative importance of particular laws and regulations may vary depending upon local conditions, some adversely impact large numbers of schools and districts. The current school finance law, for example,will result in a gradual lowering of achievement levels in single-site and small school districts unless changes are implemented very soon that put such districts on a more equal footing with larger, multiple-site districts. St. Mary's is currently using money purposely saved by the school board during the past ten years in an effort to develop a basic, accredited program. The present school finance plan is only vaguely related to student achievement and educational equity. School funding needs to be treated as an on-going issue instead of as a search for a quick-fix every year or so. Continued failure to tackle the basic problem of equality of educational opportunity in Alaska will only result in increased litigation with additional money going to law firms and lobby efforts that could be better used helping improve student achievement levels. Other districts will be forced to seek legal remedies similar to efforts now being made by the Matanuska-Susitna Borough Schools and others.

Apart from improving school finance laws and regulations, Alaska would also profit from creating laboratory schools where innovative and/or alternative approaches could be tested and observed. If the Alaska Legislature would be willing to create the schooling equivalent of free-trade zones by allowing laboratory schools to be exempt from specific laws and regulations for specific periods of time, genuinely different schooling practices would be tried and evaluated. All such efforts should be subject to the approval of locally-elected school boards and monitored by the Department of Education. The Alaska Legislature should also directly monitor such laboratory schools because the involvement of other state agencies, The University of Alaska, and other private businesses would likely be required in more innovative approaches.

The continuing tendency to adopt more laws and regulations is not the only approach that can be taken to improve student achievement. The new special education regulations, for example, like the vocational education regulations adopted earlier, may be beneficial to some students in some schools but they will mainly result in an increase in administrative costs in St.Mary's and to a diversion of dollars away from more fundamental, locally-recognized needs. Instead of piling more regulations upon even more laws that don't quite fit local needs, St. Mary's and other schools would like to be given opportunities to test alternatives to specific vocational education, teacher certification and a myriad of other regulations for specific periods of time in order to better evaluate real alternatives to the status quo in schooling.

12. What do you think are the three or four most important steps the State Board of Education or the legislature should take to help schools improve their performance in basic skill areas?

1. The State Board of Education seldom meets in smaller Alaskan communities, yet most schools are located in just such places. If it is impossible for the Board to meet in smaller communities, individual board members need to be encouraged to visit such schools and communities and meet with individual school members. teachers, students and administrators. The great majority of school board members and teachers from rural Alaska visit Alaska's larger towns and cities and are able to become at least vaguely familiar with urban Alaskan schools but very few State Board of Education and "urban" board members are familiar with contemporary rural communities and schools.

2. The Alaska Legislature and State Board of Education could encourage local school community problem solving as an alternative to increasing state regulation as a general approach and in particular, closely monitored laboratory school situations.

3. The Alaska Legislature and State Board of Education could encourage the development of a school finance plan that is increasingly related to the equality of educational opportunities in Alaska and in particular to student needs and outcomes.

4. The Alaska State Senate should continue the Special Senate Committee on School Performance in order to encourage the development of excellent educational opportunities for all Alaskan youth and to monitor such plans as the QEM Project.

James F. Zuelow
Superintendent

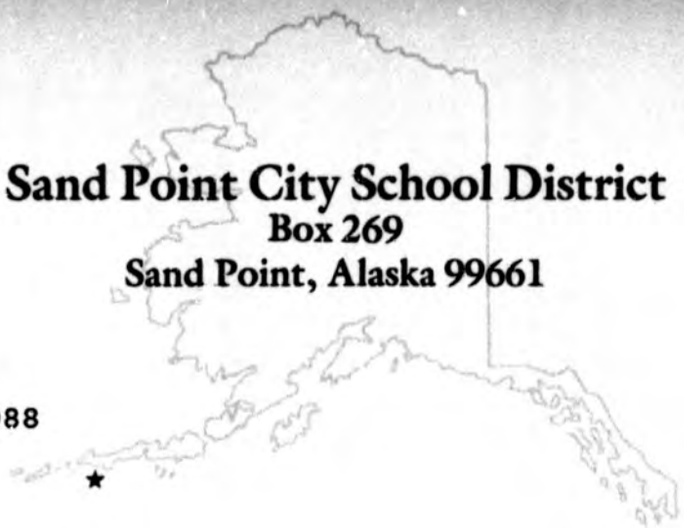
✓ C

Sand Point City School District

John A. Davis
Superintendent

Box 269
Sand Point, Alaska 99661

(907) 383-2393



September 1, 1988

Bob Arnold
Box V
Juneau, Alaska 99811

Dear Bob,

Please find the answers to your survey attached. You might note that I am currently serving as the Supt. of Sand Point as well as the new Aleutian East Borough primary consultant in helping them with the development of this new district. I will answer for both as best I can.

Sincerely,

John A. Davis

Special Senate Committee of School Performance
Questionnaire Responses
Sand Point City School District
Aleutian East Borough School District

1. No. I do not believe we have adequately addressed the ultimate use of the data and the significant differences found throughout Alaskan education. We have established local control over education and we appear to want to evaluate centrally.

2. At this time yes. However, three different districts have been responsible for the schools. In Sand Point we have one site.

3. Student achievement is average to above average at the elementary levels. As students advance test scores slip to average and below average when reviewed by grade. We are finding students moving in one of two directions when they approach 6th grade.

4. Information is used to look for trends and indicators. Used as one source of information, we have changed out staffing patterns at the junior high level as a result of information gathered in part from testing scores.

5. Grades, parent and teacher comments and observations, student participation, and standardized testing scores.

6. Raising expectations of all involved; teachers, parents, board members, administrators, and mostly students.

7. No.

8. Not enough information to answer.

9. Reviewing curriculum and textbooks, increasing funding, increasing staff, and established goals school wide to deal with raising scores.

11. No. But at the department there seems to be a difficulty in defining its role. If it's going to be a regulatory agency, a supportive agency, or both. The lack of direction on early childhood education is seen as a major problem by the Sand Point community.

12. Improve early childhood education and beef up its technical support for school districts. Office of Improvement should be more adequately funded.



SKAGWAY CITY SCHOOL

P.O. Box 497 • Skagway, Alaska 99840 • (907) 983-2960

November 22, 1988

Bob Arnold, Project Director
Senate Special Committee on School Performance
Alaska State Senate
P.O. Box V
Juneau, Alaska 99811

Dear Mr. Arnold:

As the only administrator in the Skagway City School District, who also teaches two classes, I find it very difficult to repond to questionnaires.

Hope this information is helpful to your committee.

Sincerely,

Gordon C. Tope
Superintendent

Skagway City School's responses to the Special Senate Committee on School Performance questionnaire.

1) Yes.

2) N/A, one school district.

3) See enclosed board minutes under superintendent's report.

4) Curriculum is developed and materials selected to strengthen those areas deficient by standardized tests.

5) I place greater value on college entrance exams as our curriculum goals are aimed at preparing students for admission to colleges, trade schools, etc.

6) N/A

7) No.

8) Curriculum review and textbook adoption.

9) Student numbers and lack of state funding dictates our curricular offerings.

10) N/A

11) Please refer to the Small District Financial Consortium's report which clearly states that single site school districts, 'Skagway', are being treated disparagingly.

12) a. Require teachers to teach in their area of expertise. Research clearly shows quality instruction takes place when a teacher is teaching in their subject area.
    b. Abolish tenure!

SKAGWAY CITY SCHOOL BOARD
REGULAR MEETING
July 27, 1988

1) CALL TO ORDER: President Tronrud called this regular meeting to order at 8:01 p.m. in room 219.

2) ROLL CALL: Knorr - Present
Tronrud - Present
Ibbotson - Present
Selmer - Present
Lawson - Present

3) ESTABLISHMENT OF A QUORUM: With all five members present a quorum was established.

4) APPROVAL OF MINUTES: Lawson moved to accept the minutes of the regular meeting of June 29, 1988. The motion was seconded by Knorr and carried 5/0.

5) PUBLIC HEARINGS, PRESENTATIONS & COMMENTS: None

6) COMMUNICATIONS: Received a bulletin dated June/July 1988 from Alaska Schools Insurance Company.

7) UNFINISHED BUSINESS:

7.1 Revision of Policy #4211, 2nd Reading: Lawson moved to accept the second reading of the revision of policy #4211. The motion was seconded by Ibbotson and carried 5/0.

8) SUPERINTENDENT'S REPORT: Superintendent Tope reported that:

-the SAT results showed that most Skagway students scored higher than the national average.
-the class schedules he was presenting were tentative because of the continually changing enrollment. Enrollment is increasing in the elementary and decreasing in the high school. This trend will probably continue for the next three or four years.
-we received $3500 AKCIS grant which was recommended by the Vocational Ed program audit and the $10,400 legislative appropriation for satellite dish.
-we need to decide the direction we'd like to take in regards to preschool program this year.
-he'd be attending the Superintendent Conference in Juneau next week on Monday and Tuesday.

Alaska State Senate

P.O. Box V
Juneau, AK 99811
Phone: (907) 465-2444
465-3862/465-4923

P.O. Box 1069
Kotzebue, Alaska 99752
(907) 442-2494

Senate Finance Committee
State Affairs Committee
Vice-Chair, Rules Committee
Chair, Administrative Regulation Review

William L. Hensley

RECEIVED
NOV 21 1988

November 15, 1988

To: Superintendents not responding to this committee's questionnaire

From: Bob Arnold, project director
Senate Special Committee on School Performance

Subj: Request for completion of questionnaire

In a presentation to members of the Association of Alaska School Boards, Senator Willie Hensley expressed his disappointment and dismay that nearly half of the superintendents of the state had not replied to the questionnaire sent them four months ago. Following his presentation, he asked that I send copies of the questionnaire to superintendents who had not responded.

Accordingly, a copy of the questionnaire is enclosed. You will find it to be self-explanatory. Since it is so late in this committee's life, you may omit questions which would impose a burden of research, for we need early responses. In your answers, you are free, of course, to make brief or detailed responses as you think appropriate.

I would appreciate having your responses reach me in Juneau by December 1.

Thank you.

Bob Arnold

Mr. Arnold—
We have previously responded, and so notified a caller from the Committee when asked. She verified our response had been received
Sincerely, Robert Weinstein

Southwest Region Schools

P.O. Box 3196
Dillingham, Alaska 99576
Phone (907) 842-5287



July 13, 1988

Bob Arnold
P.O. Box V
Juneau, AK 99811

Dear Bob:

I am going to respond to your questionnaire by giving you my opinions as to what would increase basic skills performance of rural children. And then I will try to answer some of the individual questions.

In my experience there are a number of problems inhibiting basic skills performance of rural children. The first is a lack of emphasis and priority on basic skills. If we are to improve basic skills there must be a deliberate focus in the curriculum on reading, writing, math and language arts. Each district must establish competency standards which define the academic progress expected of each child. And there must be regular feedback provided to students and parents. Teachers must expect that all children can achieve the competencies established and clearly focus on that expected achievement.

Second, Alaskan educators must clearly define the link between language and learning. Rural students are less proficient in English language, i.e., the language used in school and will have difficulty in deriving academic benefit from their educational experience. The inability to understand the language of instruction is interfering with comprehension of the content of that instruction.

Language comprehension is the basis of reading comprehension. If students do not understand something that is presented orally, it is unlikely they will understand the same information presented in written language. A language foundation must be in place for basic skill achievement to occur.

To that end, districts need to take the following steps:

a. Begin the teaching of language in pre-school and emphasize laguage instruction all through the pre-school and elementary program.
b. English should be taught as a second language and teachers should be trained in English as a second language teaching techniques.

Districts should make a sustained effort to cope with social problems presently inhibiting learning. All districts should consider elementary and secondary counselors at a ratio of approximately one per every 50 students. Direct instruction should take place in drug and alcohol education and efforts should be made to include village members in the solving of social problems inhibiting learning.
Rural teacher training, both pre and post inservice, should be focused on the following topics:

1. Clinical Teaching or Instructional Theory Into Practice.
2. Language and learning and teaching English as a second language.
3. Peer coaching and collegial relationships which focus on peer feedback.

I will now try to answer some of the questions presented to us.

1. Southwest Region Schools' achievement tests reflect a consistent pattern of problems in language and learning. We can teach children to decode, but they are not making that crucial link to language/reading comprehension. I would add a requirement of competency in basic skill/language areas and each district could report not on norm referenced standards, but on achievement of pre-determined language competencies.

2. Schools in our district that have substantially greater numbers of level A bilingual students, those students whose first language is other than English, i.e. Yup'ik, scored significantly lower than villages where English is the first language.

5. The district is presently using the California Achievement Test (CAT). It is somewhat diagnostic of our instructional problems. Next year we will be defining competencies for each grade in language and math. It will be the responsibility of teachers to determine if children are meeting the competencies at each grade level. We further intend to establish competency based standards which will be listed at four benchmark grades, 3rd, 6th, 8th and 10th. If children do not achieve a standard of pre-determined performance at those grade levels, there will be either more time on task, i.e. retention, or further curriculum emphasis in basic skills areas.

8. Our inservice plan includes three areas of emphasis: Teacher skill development through clinical teaching and peer coaching. We are using the Madeleine Hunter Professional Teaching Into Practice model and focusing on the development of specific instructional skills.

Secondly, the District has purchased Here's Looking At You 2000, a drug and alcohol curriculum and through a trainer of trainers process we are educating or inservicing all of our staff on implementation of this curriculum.

Next year we will be concentrating on the link between language and learning. Our inservice will focus on the theory of whole language learning and the relationship of whole language to language acquisition. All teachers will be trained to teach English as a second language.

9. The competency assessment discussed in question 5 will be tested in a draft form this coming school year. The next school year each grade will have in place competency statements defining expected basic skills achievement. By the year after next I anticipate the district will have competency based test standards at the three grade levels mentioned in question 5.

12. In my opinion the most important task for the State Board of Education and the Department of Education to undertake is assistance to the districts in development of language teaching skills and language curriculum development. Further, we need to determine if our current bilingual program offerings are really teaching and preserving the native languages of Alaska. The State is spending approximately $10 million per year on our bilingual/bicultural programs with very little research as to their effectiveness or how native language teaching may affect the teaching of English. In other words, I believe we should do substantial research on language development and language programs for rural school children.

I hope this has been of some help. I look forward to meeting with you in November.

Sincerely,

John Anttonen
Superintendent

11+12 Summarized this group 15

205 Bentley Drive
Fairbanks, Alaska 99701
July 5, 1988

Bob Arnold
%Senator William Hensley
P.O. Box V
Juneau, Alaska 99811

Dear Mr. Arnold

I am no longer serving as superintendent of schools in Tanana so I will be responding to your letter of June 22nd as an interested party. Following are my opinions concerning the questions you outlined in your letter.

1. Yes. I believe every school district should be following the same curriculum in basic skill areas and every district should use the same standardize test. Until this occurs, any data used for the purpose of judging the worth of a school or program will have limited validity.

2. There is only one school in the Tanana district.

3. I do not have a copy of my summary with me and I am writing this while I am on vacation in Indiana. Basically I said:

* Our test scores are a reflection of the achievement level of their parents.
* Our test scores are low because we have ineffective programs, teachers, and administrators.
* Our test scores are low because expectation levels from parents and teachers and far too low.
* Our test scores are low because we sacrifice quality for a low dropout rate and higher attendance records.
* Our test scores are low because a significant number of teachers reject their importance and do not adequately prepare their students for taking tests.

4. My response may appear to be flippant or sarcastic but it is meant to be serious. The primary use of the test results is for staff members to discredit their value and worth. We are able to come up with many reasons why the scores are not valid but no one seems willing to re-evaluate program priorities based on test results. I believe standardize test results should be used to evaluate the effectiveness of the teaching and administrative staff. The worth of teachers and administrators should be based on student achievement.

5. Performance outcomes as outline in the district curriculum. They have helped us relocated students who have been scheduled into a class they do not have the skills to handle. We have also identified students in need of remedial help more quickly.

6. No comment.

7. No.

8. Good question. I really don't know. My gut reaction is that very little improvement has been made because of our "shotgun" approach to in-service. Needs were determined more on interest than on actual needs as determined by tests or evaluation results.

9. Improvement of reading test scores was identified as one of the districts major goals. Special programs were implemented to service all students scoring in the lower 50th percentile. A special program was implemented in problem solving and character development. The cause of most problems with youth and adults stems from low self concepts and poor thinking skills. More emphasis must be given to improving the self esteem of young people.

10. State of Alaska curriculum guides

11. All state laws are based around time and not performance. As long as lawmakers only required time, that's all they will get. I believe there must be minimum performance standards set for all students. Certification requirements only protect the jobs of education majors while restricting local districts from hiring many competent individuals. The state should be telling local district what to teach in the basic skills and then evaluating their success and rewarding and punishing them accordingly. It makes no sense to let district teacher what ever they want when receiving 80 to 90 percent of their money from the state. The state is getting exactly what they deserve for the expectation they have for local school districts.

12. A. Identify basic skills in performance terms.
    B. Establish a computerized curriculum management system that all districts must use and follow.
    C. Require school boards, administrators, and all teachers on probation be evaluated by a disinterested third party.
    D. Adopt the New Jersey model for dealing with ineffective school districts based on student achievement.

I am very pleased to see the Senate looking critically at the school performance issue. Much needs to be done and some drastic action needs to be taken. I hope you will place me on your mailing list even though I am no longer serving as a school administrator. I wish you and the members of the Senate committee the best of luck in your efforts to improve services to Alaskan school children.

Sincerely

Stanley L. Bippus, Ph.D.



Unalaska City School District

July 26, 1988

Bob Arnold
c/o Senator William Hensley
PO Box V
Juneau, Alaska 99811

Dear Mr. Arnold:

The following information is provided in response to your letter of June 22, 1988 regarding standardized achievement testing. I have kept my answers as brief as possible. It seems that much of the content of your letter is not applicable to our situation.

1. I am not aware of what the Department of Education's explanation is. To what are you referring?

2. No.

3. I have attached the document sent out to parents and students with their scores this summer.

4. Teachers are expected to be familiar with the test scores for students and groups that they teach, and structure instruction accordingly. Test scores are also used extensively in determining eligibility for some academic classes, etc.

5. We informally monitor students' interaction with students from other schools, particularly large, city high schools when they are in such settings.

6. I was in another district six years ago, but I believe that the greatest benefit accrues to students from insuring that schools are lead by positive, knowledgeable principals, and that high expectations for students and staff results in the greatest improvement in achievement levels. This also applies to standardized testing. If a teacher introduces a standardized test by saying to the students that "the test isn't used for anything", or that "the results won't be very accurate because it was designed a different type of student", then the students are not likely to do well. If students are told that they are capable, well

taught, and told they are expected to do well on the test, they likely will.

7. No.

8. Especially in rural areas, where teachers are not able to attend graduate school at night, and where they have so little time to meet together to discuss teaching and learning, inservice time becomes crucial to insuring quality instruction.

9. We are placing special emphasis on language arts skills in FY 89 because our lowest scores tended to be in those areas.

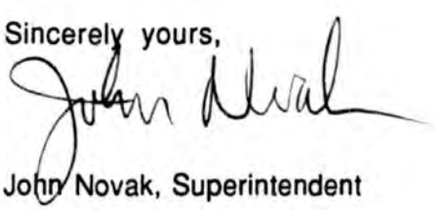
10. "Excellence" by John Gardener; Anything by Judith Kleinfeld.

11. The foundation formula is not yet been adjusted to treat small rural single site schools districts fairly. I could have a greater impact on achievement if I could avoid having to spend time in Juneau fighting a a few dollars of adverse consequence money to mitigate the discrepancy. I have, in the past, had problems with the tenure law, which allows tired, boring teachers to hold down jobs that might otherwise go to enthusiastic, energetic, competent teachers.

12. Hire more people to provide direct training and assistance to school districts and fewer people to invent paperwork for compliance purposes. Everytime a new regulation is issued, time has to be spent in trying to understand why it is needed that could otherwise be spent on activities toward instructional improvement.

I hope this is helpful.

Sincerely yours,



John Novak, Superintendent



Unalaska City School District

July 11, 1988

Dear Parents:

Enclosed are achievement test score reports for your child or children. The students in grade 1 through 12 took these nationally standardized tests in early May this year.

Standardized tests may be useful to use as a tool by teachers to identify specific areas of weakness in each child's progress, as well as to identify areas where the school wide or classroom programs need to be adjusted. The State of Alaska also publishes a report annually of each district's average scores.

I have found that the national percentile (NP) scores are the easiest to use. An "average" score is generally in the 40th to 60th percentile. Students are generally doing exceptionally well if their scores are between the 75th and 99th percentiles. Students whose score falls in the 1st-25th percentiles should probably be receiving special tutoring or help at school.

The School wide average for Unalaska is 56, indicating that, on the average, the students at Unalaska are doing slightly better than the National average, which is 50. grade level averages for Unalaska range from the 45th to the 80th percentiles.

Overall, Unalaska students appear to do best in the areas of math and science, and score lowest in reference skills and spelling.

If you would like more information, or a further explanation of your child's score report, please feel free to see me at the school.

Sincerely yours,

John Novak

John Novak, Superintendent

Pouch 260, Unalaska, Alaska 99685 • (907) 581-1222 • John Novak, Superintendent

Valdez City Schools
Office of the Superintendent

Box 398
Valdez, Alaska 99686
Phone: (907) 835-4357

C

September 14, 1988

Bob Arnold
Alaska State Senate
P.O. Box V
Juneau, AK 99811

Dear Mr. Arnold:

Listed below is the information responding to the questions posed in your letter of June 22, 1988 regarding school performance:

1. Yes

2. No

3. Yes, presently doing that. *(See Enclosure).*

4. In the past, when a curriculum area was diagnosed as being weak based upon standardized test scores, we have placed emphasis on that specific area. For example, approximately six years ago language arts was a weak curricular area based upon test scores. Since then we have initiated a district-wide written language assessment, implemented the daily use of written language expression in grades 2-6, and generally improved and updated the entire language arts curriculum. Presently, our district-wide language arts test scores are quite strong, ranging from the 63rd%ile to the 80th%ile on a nationally normed standardized test.

5. Prognostic tests for placement.

6. I do not know if any of the practices were put in place.

7. No

8. Absolutely - Each year specific areas are targeted for staff improvement. This year, gifted and talented is being targeted along with a specific curriculum area.

9. Each year a subject area is targeted. This year, language arts, K-12 will be reviewed.

   Two major changes were made in the H.S. schedules this year that will effect the "basics." First study halls were eliminated and all students will take seven classes. Second, a number of electives were eliminated forcing students into a "more basic" schedule.

10. No

11. Any State Statute that forces the local district to spend extra and more time in areas outside the basic curriculum. Any Statute that forces the local district to make staff changes as they have become available rather than as need dictates.

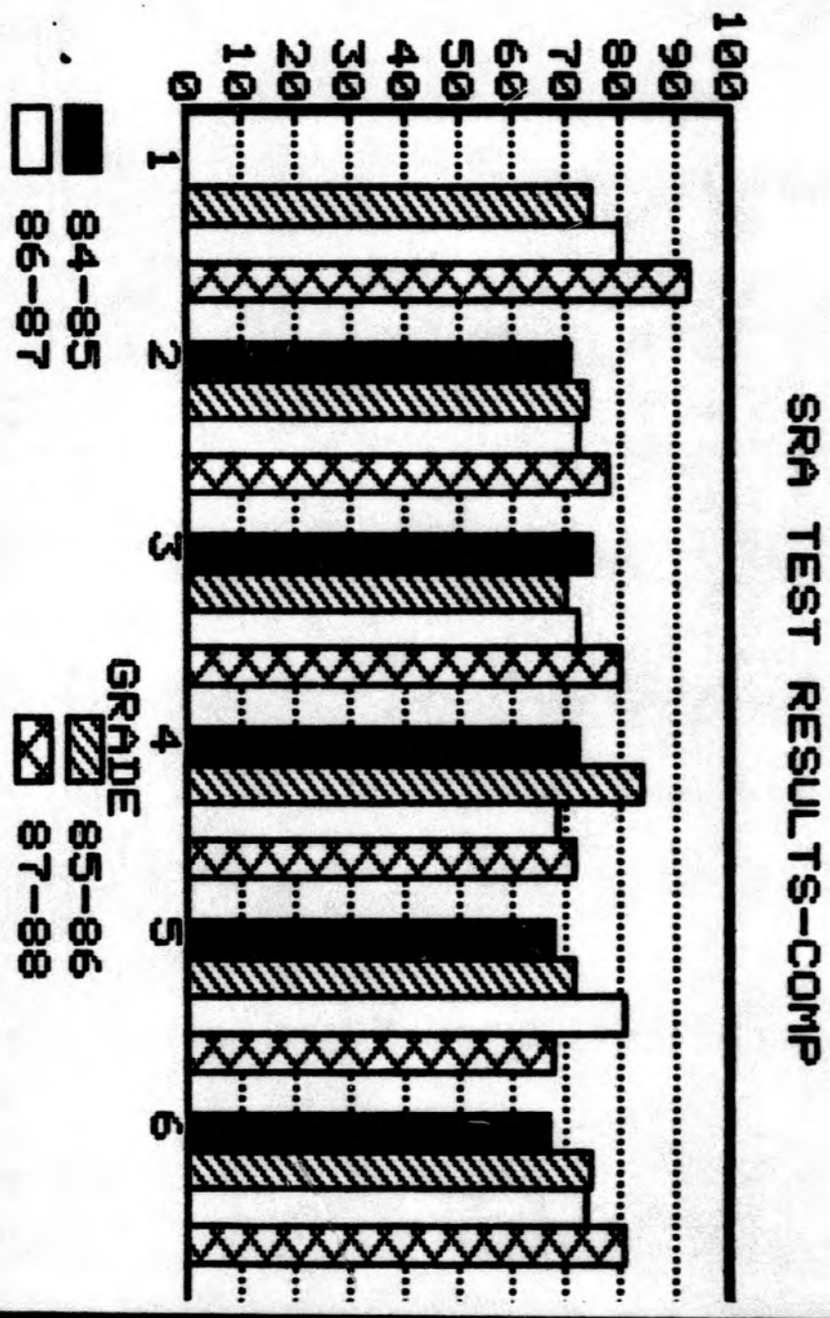
12. Spend their (Legislature and State Board) energies in the areas of basic education and not with special-interest programs and groups.

Sincerely,

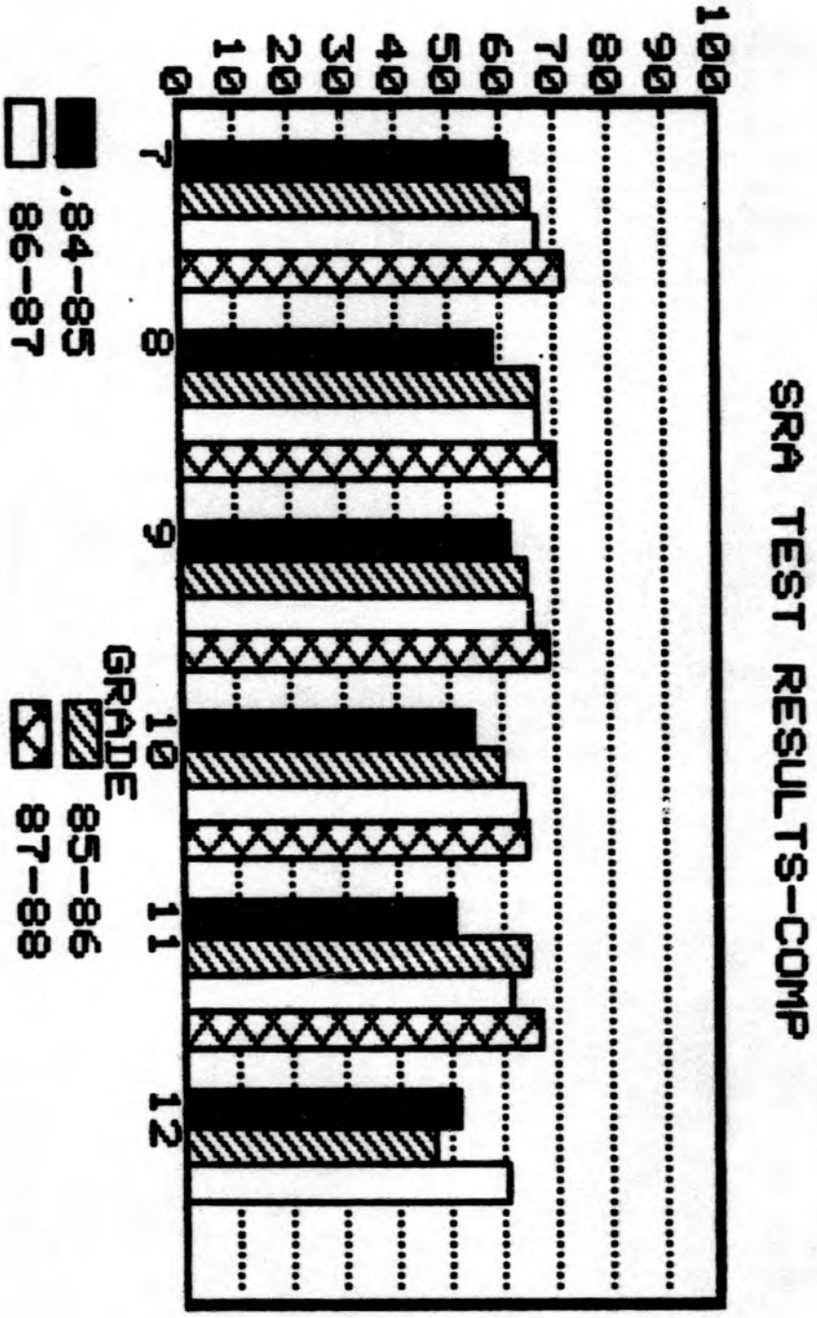
Harry Rogers

HARRY ROGERS
Superintendent

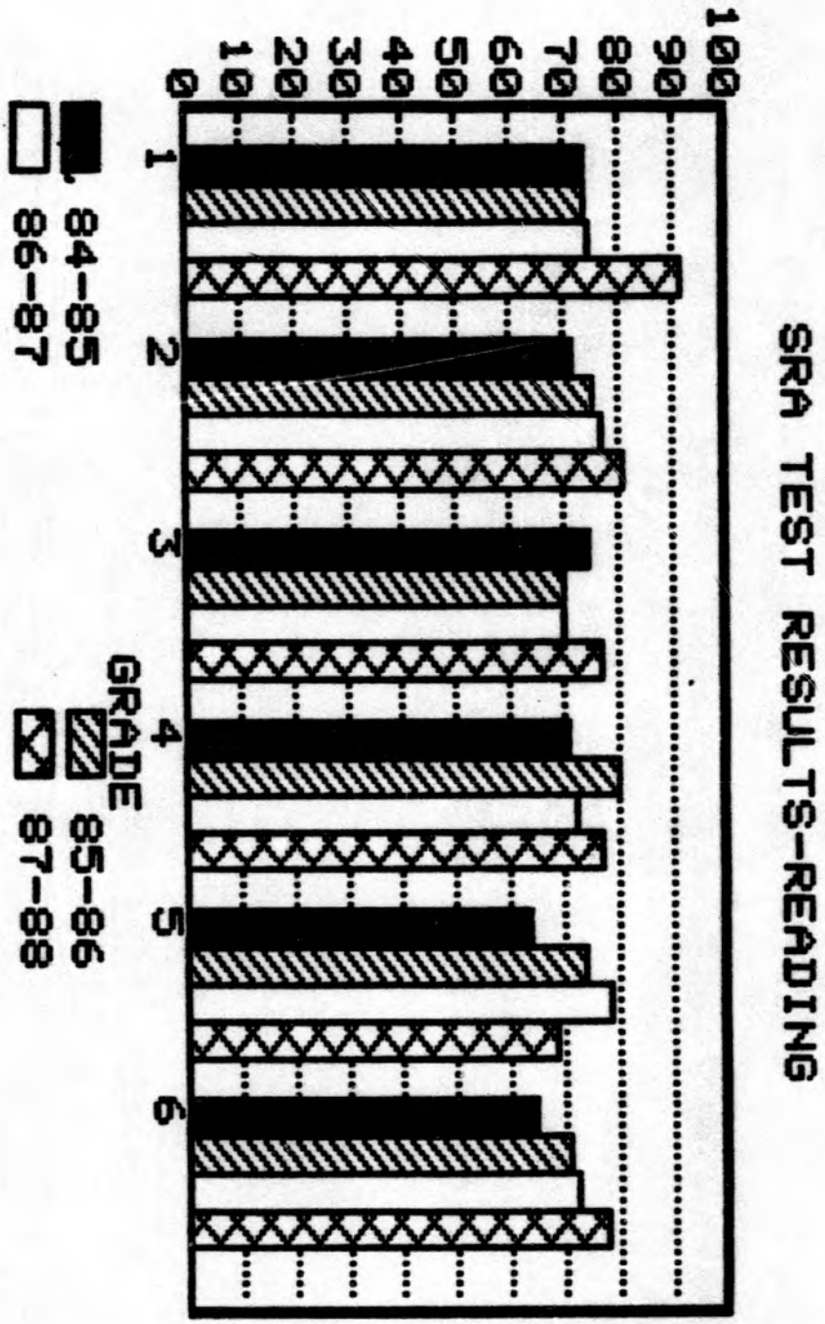
	84-85	85-86	86-87	87-88
1		75	80	93
2	71	74	73	78
3	75	70	73	80
4	73	84	69	72
5	68	72	81	68
6	67	75	74	81



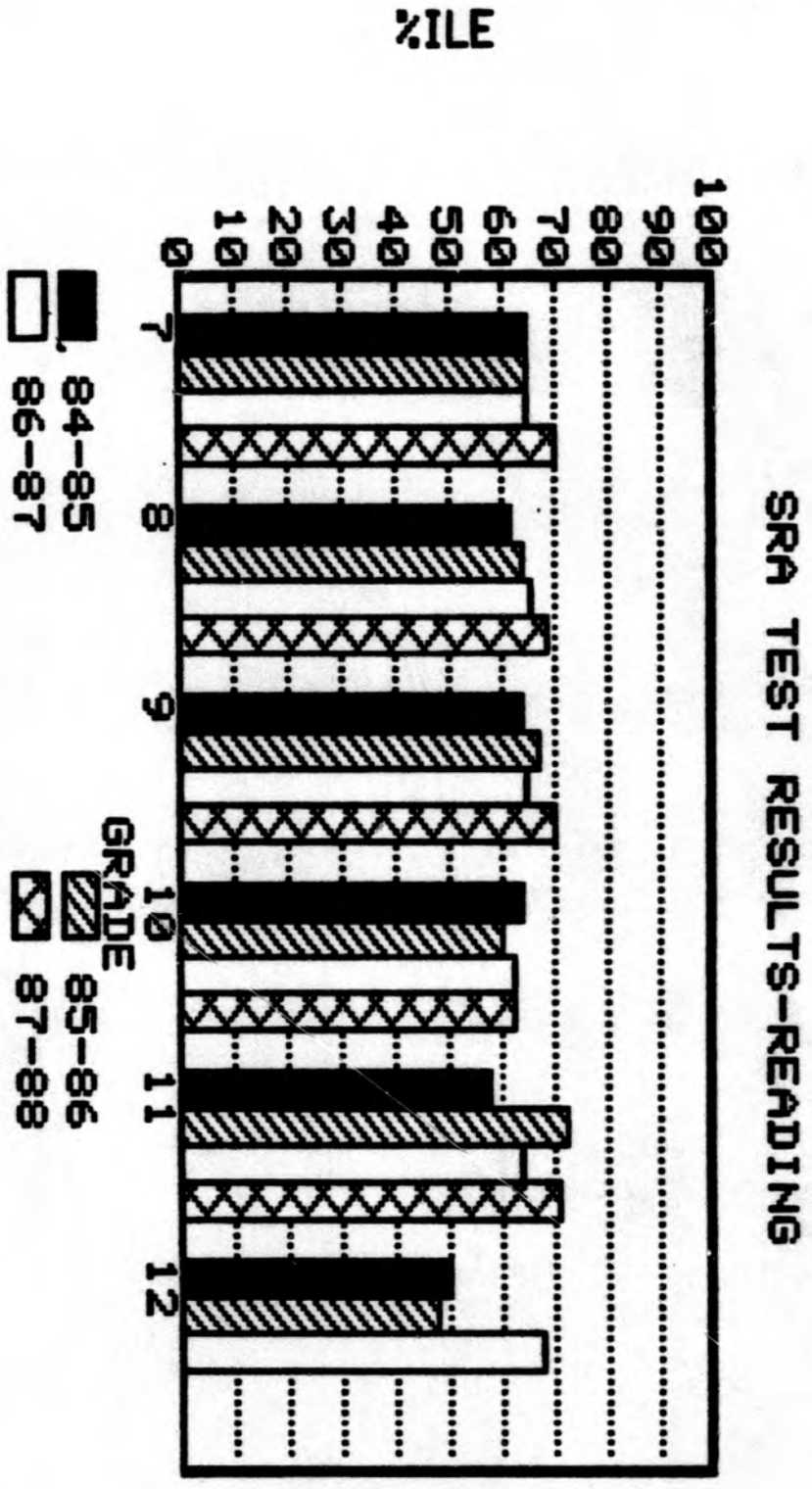
	84-85	85-86	86-87	87-88
7	62	66	67	72
8	59	67	67	70
9	62	65	66	69
10	55	60	64	65
11	51	65	62	67
12	52	47	61	



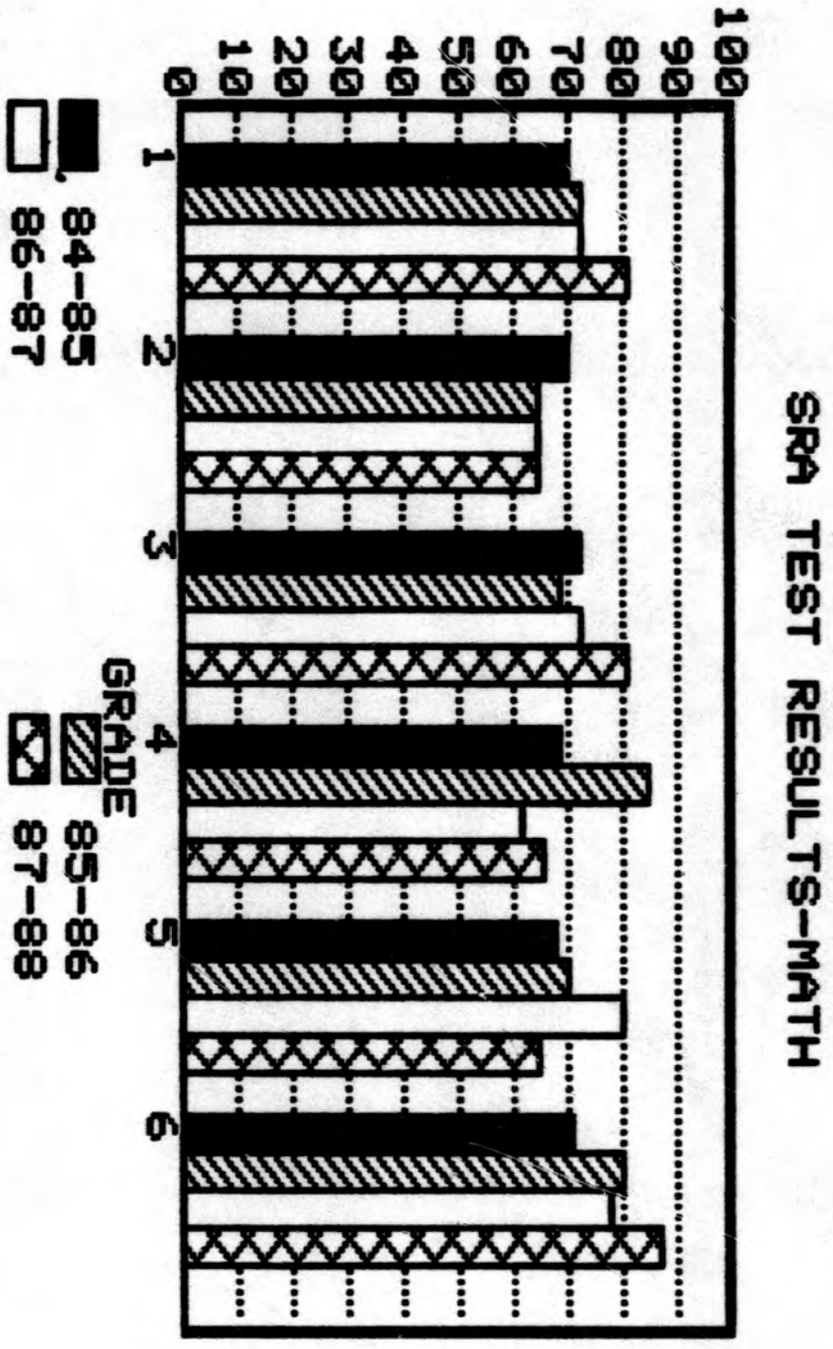
	84-85	85-86	86-87	87-88
1	74	74	75	92
2	72	76	77	81
3	75	70	70	77
4	71	80	73	77
5	64	74	79	69
6	65	71	73	78



	84-85	85-86	86-87	87-88
7	65	65	65	70
8	62	64	66	69
9	64	67	65	70
10	64	60	63	63
11	58	73	64	71
12	50	48	68	

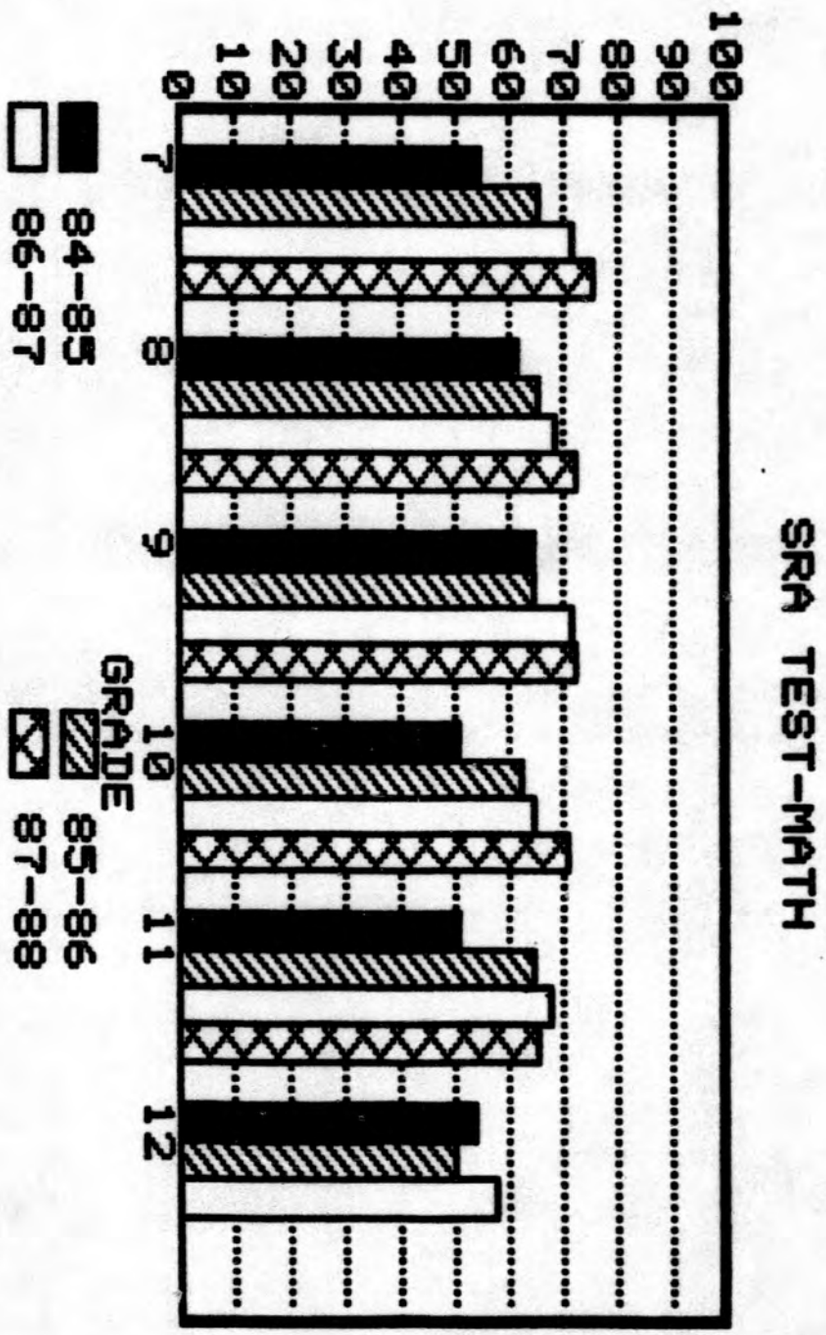


	84-85	85-86	86-87	87-88
1	70	73	73	81
2	70	65	65	65
3	73	69	73	81
4	69	85	62	66
5	68	70	80	65
6	71	80	78	87



SRA TEST RESULTS-MATH

	84-85	85-86	86-87	87-88
7	55	66	72	76
8	62	66	69	73
9	65	65	72	73
10	51	63	65	71
11	51	65	68	66
12	54	50	58	

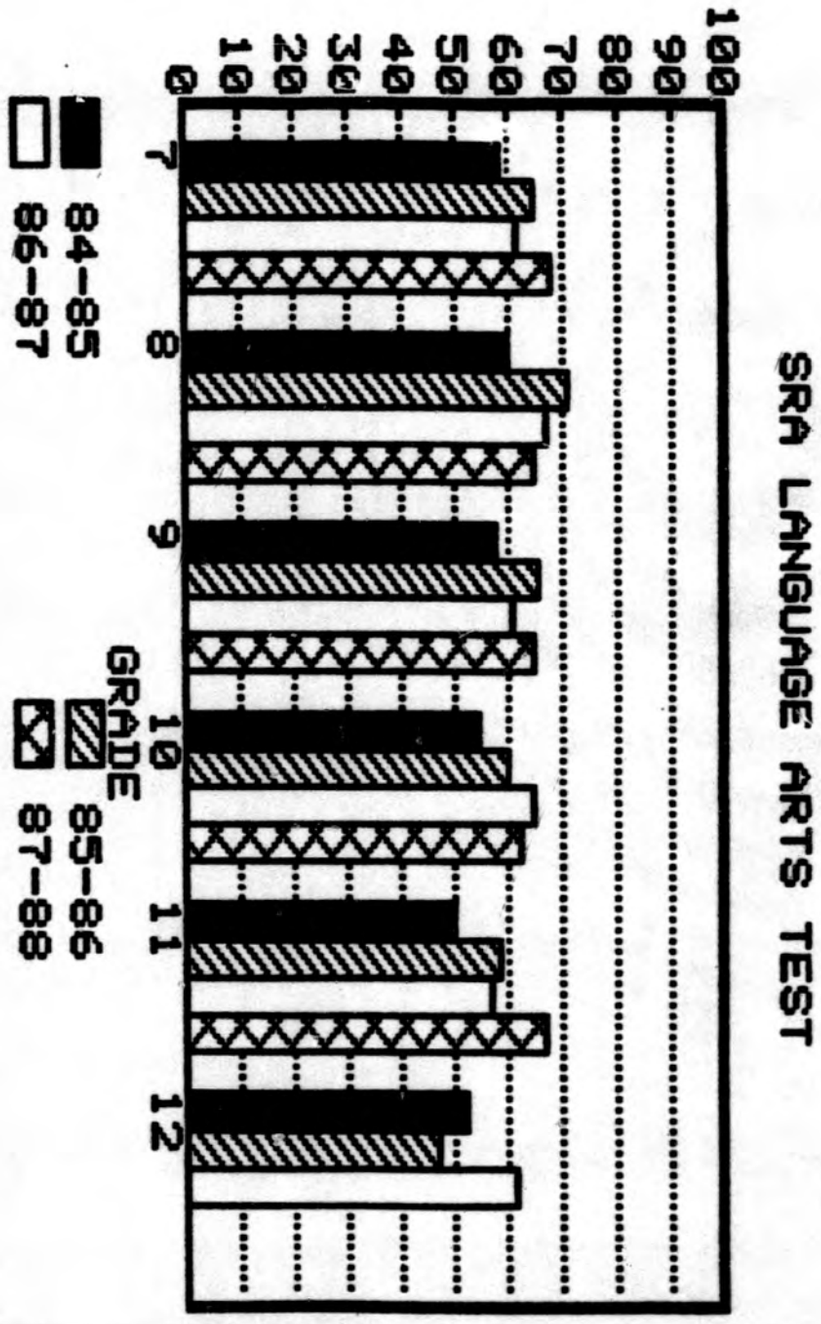


	84-85	85-86	86-87	87-88
2	64	72	70	80
3	69	60	64	70
4	74	79	67	67
5	67	67	77	64
6	63	71	69	74

%ILE

SRA LANGUAGE ARTS TEST

	84-85	85-86	86-87	87-88
7	59	65	62	68
8	60	71	67	65
9	58	66	61	65
10	55	60	65	63
11	50	59	57	67
12	53	47	62	



WRANGELL
PUBLIC SCHOOLS
DISTRICT OFFICE
P.O. BOX 2319
WRANGELL, ALASKA 99929
Telephone (907) 874-2347
GATEWAY TO THE STIKINE

November 28, 1988

Bob Arnold
Project Director
Senate Special Committee on School Performance
P.O. Box V
Juneau, Alaska 99811

Dear Bob:

Thanks for your letter of 15 November 1988. As you know, I have been Superintendent here for just about three and a half months and would like Senator Hensley and the committee members to be made aware of that fact. Also, what I have to respond to the committee's questions does not reflect how I believe the world ought to be. With those disclaimers made, following are my responses.

1. *Do you consider the Department of Education's explanation of standardized achievement tests, their value, and their limitations to be reasonably complete? If not, what would you add to it?*

A: Yes.

2. *Do any of the schools in your district show sharply different achievement levels from the percentile averages for the district? If so, to what factors do you attribute this difference?*

A: Not applicable; we only have one school at each level so district averages are school averages.

3. *If you have presented a written interpretation of student achievement in your district for your board or parents, may we have a copy? If you did not, please summarize whatever explanation you have delivered orally.*

A. Test scores have never been reported to the school board.

4. *As a matter of policy and practice, what use is made of standardized test results in defining or shaping your instructional program?*

A. Scores have not been used effectively here, however I intend to report this fall's data to the board, and also see that principals and teachers analyze the individual and collective results and modify instructional focus accordingly. The results will likewise help us guide new textbook adoption for next year and help determine staff development needs.

5. *In addition to standardized achievement tests, what measures does your district use to track student performance? What do they disclose?*

A. Basal criterion-referenced tests, teacher made tests. I don't know at this point.

6. *If you implemented effective schooling practices urged upon districts six years ago by the Governor's Task Force on Effective Schooling, which have you found to have had the most positive benefits in your district?*

A. To my knowledge effective schooling practices were not systematically adopted here, but principals have implemented positive discipline programs, function somewhat as instructional leaders, and focus on high expectations for students.

7. *Have the senior surveys conducted by the Postsecondary Commission influenced your instructional program? If so, how?*

A. I am not aware of this having been done.

8. *How has the use of paid in-service days contributed to improving performance of your schools?*

A. This district did not have any in-service days last year. However, I believe that in-service days are the best opportunity to train teachers in school improvement practices and have allocated five (5) days for this school year.

9. *If your district is taking new steps to raise achievement levels in reading and math or other areas you consider basic skills, please briefly describe what they are.*

A. We are about to adopt new textbooks, we had people trained and involved in Alaska Math Consortium, and I sent nine people to the State Reading Conference. All these activities are aimed at elevating teachers' awareness of new research and improving their skills in teaching of reading and math.

10. What two or three books, research articles, or studies would be of most benefit to this committee as it considers what recommendations to make toward improving school performance?

A. Two articles are enclosed that I think are important. Neither is pure research but useful nonetheless. Ernest Boyer's book on the American High School is also significant reading.

11. Are there state laws or regulations which handicap your efforts at obtaining the levels of student achievement your district seeks to realize? Please explain.

A. Collective bargaining with teachers ties administrators' hands by making it difficult to assign the best teachers where needed. It is also very time-consuming to fire incompetent tenured teachers.

12. What do you think are the three or four most important steps the State Board of Education or the legislature should take to help schools improve their performance in basic skill areas?

A: a. Provide for full forward funding of education so that assignment of teachers can be done carefully and without last minute panic;

b. Extend period for attainment of tenure to five (5) years;

c. Provide incentives to districts to reward master teachers.

This was rather hurriedly done. I am working hard to identify and address our district's student performance, but I can see that to rectify problems will take a long time. All I can hope to do is to leave in place a process that mitigates against achievement decline and aims toward improvement.

Please call if I can provide you and the committee with additional information.

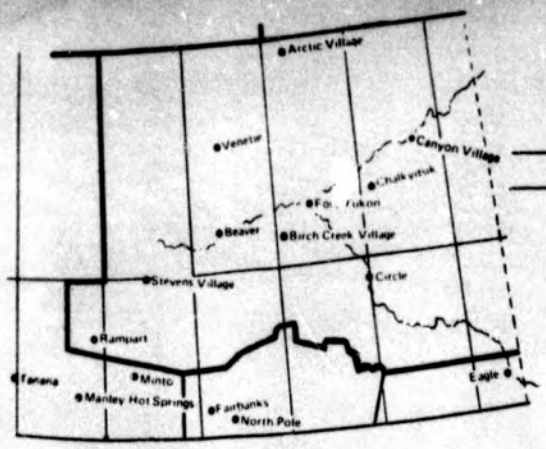
Sincerely,

Mary

Mary Annexstad Francis, Ph.D.
Superintendent

MF:lh

Encl.



YUKON FLATS SCHOOL DISTRICT

P.O. Box 359
Fort Yukon, Alaska 99740
Phone: (907) 662-2515

November 2, 1988

ARCTIC VILLAGE
99722
BEAVER
99724
BIRCH CREEK VILLAGE
99740
CENTRAL
99730
CHALKYITSIK
99788
CIRCLE
99733
FORT YUKON
99740
NORTHERN LIGHTS
99701
RAMPART
99767
STEVENS VILLAGE
99774
VENETIE
99781

Mr. Bob Arnold
P.O. Box V
Juneau, Alaska 99811

Dear Bob,

I hope that this information will be of assistance to you and the Special Senate Committee on School Performance. We are all anxious to hear the results of the committee's hearings when you've finished.

Thank you very much for the opportunity to take part in these important efforts.

Sincerely,

Juana

Juana Sanchez, Ph.D
Administrative Assistant

cc: To the file

JS/abp

Special Senate Committee on School Performance: QUESTIONNAIRE

1. Do you consider the Department of Education's explanation of standardized achievement tests, their value, and their limitations to be reasonably complete? If not, what would you add to it?

If this is in reference to the Department of Education's explanation found in the grey book, Basic Skills Performance of Alaska's Students issued last year, then my answer is that yes, it is "reasonably complete", especially for schools in Alaska that more closely fit descriptions of the norming group. However, it is not complete in reference to native students. Many villages such as those in our district are totally different from the norming group on which the tests were standardized. These differences must account for some of the differences in scores.

Commissioner Demmert and his task force are to be commended not only for their awareness of this problem, but also for their effort in making test publishers address these issues. Because of the State's interest in the problem of achievement testing throughout the state and especially in rural, non-English speaking communities, I hope that we can expect a future definition of standardized tests which addresses our awareness of the cultural differences between our populations and those of the norming group.

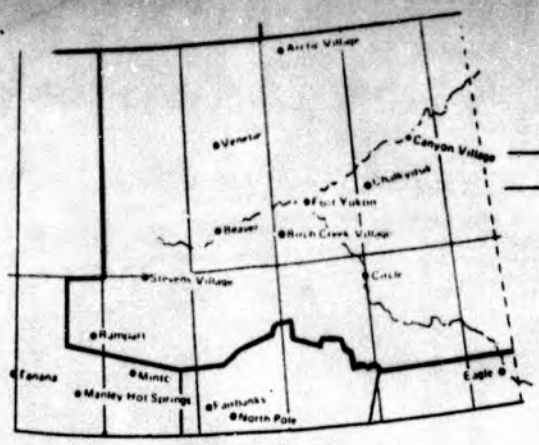
2. Do any of the schools in your district show sharply different achievement levels from the percentile averages for the distirct? If so, to what factors do you attribute this difference?

Three of our villages consistently score higher than the other eight that make up our district. Two of the villages are on the road and are non-native. Both of these sites had at least two gifted/talented students, one as many as five last year. Whenever there is a small number of children tested, very high scores or very low scores tend to give a distorted picture of the group as a whole. Parents who are very involved in shaping their children's learning experiences also contribute greatly to higher test performance. The other village with high test averages is native and again, parents are active as volunteers and as designers of the student's program. When parents, teachers, and administrators work together as partners, children have a better chance of succeeding in school.

This is not to say that our other villages are doing badly. Our data indicate that there are increases in learning, however slight, over the three year period, this is especially true at the high school level.

3. If you have presented a written interpretation of student achievement in your district for your board or parents, may we have a copy? If you did not, please summarize whatever explanation you have delivered orally.

I am including the memo that was sent to members of the Board.



YUKON FLATS SCHOOL DISTRICT

P.O. Box 359
Fort Yukon, Alaska 99740
Phone: (907) 662-2515

MEMORANDUM

ARCTIC VILLAGE 99722
BEAVER 99724
BIRCH CREEK VILLAGE 99740
CENTRAL 99730
CHALKYITSIK 99788
CIRCLE 99733
FORT YUKON 99740
NORTHERN LIGHTS 99701
RAMPART 99767
STEVENS VILLAGE 99774
VENETIE 99781

TO: Regional Board Members

FROM: Juana Sanchez, Administrative Assistant Juana

RE: Statewide Assessment Report

DATE: February 29, 1988

Commissioner Demmert will be presenting the results of the Statewide Assessment Report to the State Board of Education and to the Legislature today. We are one of 11 Districts with low achievement scores. Last Thursday the Commissioner held an audio conference to hear the concerns of the 11 "low profile" districts.

We were all concerned that the scores did not tell the whole story about what was happening in our districts and we wanted to make sure that Commissioner Demmert would discuss this in his presentation. He assured us that he would stress the following:

- The results should not be used to compare the academic achievement of different districts.
- Emphasis will be given on how districts are using achievement scores for program planning (others, like us, are stressing oral language development).
- Socio-economic and cultural differences play an important role. Specifically, districts score low if the students lack English language proficiency and/or if they qualify for free or reduced lunch.
- Tests used have not been standardized on our populations.

There were many other issues discussed, but the bottom line was that the results from this Statewide Assessment Survey were a "simplistic look at a complex matter." We all hoped that newspaper reporters would be given this same information so that the reporting of the study would not be completely negative.

They did not say when we would be getting the final report, but we should be reading about it in the papers soon.

If you have any questions, please call me at 662-2520.

JS:abp

The following points were made orally during the Board meeting:

We are looking at our entire system to find answers to the questions about why our students are not scoring higher on achievement tests.

1) Curriculum Alignment: An effort to better match what we teach with what we test was instigated by Estelle Tafoya, our former Assistant Superintendent. At this time, we should have a good match. However, as we re-evaluate our curriculum we will be re-designing some subject areas such as reading and language arts. These areas will need special attention because our emphasis will be on learning to write and writing to read.

2) Needs Assessment: Part of our three year bilingual plan is to gather information on the students actual oral language development levels. The data we have collected so far, especially in Venetie, suggests that our students shouldn't be doing as well as they are on the CATs because their oral language development, at least, is well below the national average. The test we are using is called Test of Oral Language Development (TOLD). Interestingly, but not surprisingly, students do better on this test when teachers teach vocabulary development and thinking skills as a regular part of the day.

3) Chapter I: An effort is being made to introduce more language experience into the classroom. The emphasis this year has been on inservicing teachers whose students qualified for the program. The emphasis next year will be on inservicing aides who will have more student contact in the regular classroom. (Not a pullout).

4) Bilingual Education: Gwitchin is taught or used to tutor students only in Venetie, Arctic Village and to a lesser extent, Chalkyitsik. These aides are inserviced in Whitehorse, Canada. They also teach ESL however. Our emphasis at the rest of our sites is on skill development and next year the aides will receive several training sessions on developing oral language skills. This is a tricky area. We are not advocating that students not learn or practice Gwitchin. We are advocating use of ESL techniques. Again, we have assessed the needs and know what has to be done, but we need a staff to carry it out.

5) As far as the CATs are concerned, we stressed the use of locator tests this year and are using form D. We had been using C. This change might cause our scores to change for this year. We will also begin stressing the importance of the tests to our teachers in case there is a self-fulfilling prophecy in effect. We want to know if achievement scores will improve if teachers themselves believe that we can get valuable information from the tests even though they feel that they shouldn't be given to our population.

4. As a matter of policy and practice, what use is made of standardized test results in defining or shaping your instructional program?

Standardized test results are used in our district for placement of students into categorical programs. For example, the test results are one indicator of whether or not a child qualifies for special education. They are the sole indicator for Chapter One Reading and Indian Ed tutoring.

The results also help us to determine whether a child who comes from a home where a language other than English is spoken will qualify for additional bilingual programming. In addition, the results from each subtest provide information necessary for teachers to use in planning individualized lessons.

5. In addition to standardized achievement tests, what measures does your district use to track student performance? What do they disclose?

Both our adopted series in reading and math have built in criterion referenced tests. These tests are used to determine if students have mastered the concepts in each chapter. These are used by all teachers through 8th grade. In addition, many of our schools use formal subject area specific tests which go into the subject in greater depth in order to show what the student's strengths and weaknesses are. Examples of these are Brigance and Key Math. We have made an effort to test all of our students using the Test of Oral Language Development (TOLD) in order to get a better idea of whether children in our district had enough command of English to be able to learn in the language or whether they were more able to converse in English, but were not able to grasp concepts. The results of the TOLD supported the language results of the standardized tests. The results indicated that the students in our district were well below average in oral language development and therefore would benefit from vocabulary development and a whole language approach to the teaching of reading and writing. We are using these results to move our district into the Whole language methodology.

We are presently revising our curriculum. One of our goals is to have curriculum referenced tests at each grade level for each subject area.

6. If you implemented effective schooling practices urged upon districts six years ago by the Governor's Task Force on Effective Schooling, which have you found to have had the most positive benefits in your district?

Teachers who have high expectations and principals and principal/teachers who are instructional leaders seem to have made the greatest impact. When you have these two together, you have a staff committed to bringing out the best in youngsters. This in turn contributes to a positive school climate and if you have that, you have parental and community support.

7. Have the senior surveys conducted by the Postsecondary Commission influenced your instructional program? If so, how?

The senior surveys have given us guidance for planning for our Jr. High students. To date we do not have significant numbers of students graduating. We are, therefore, looking at ways of making the offerings in Jr. High more meaningful and interesting. We need to address student's emotional, social, and cultural needs more at this grade level. Life skills need to be addressed. Some of the results of the surveys do not affect us since we have so few, if any extra-curricular activities. It would be more helpful if the informatioon from the surveys were from small school districts such as ours.

8. How has the use of paid in-service days contributed to improving performance of your schools?

Paid inservice days are very valuable because they can be counted on. We don't have to worry about local budget cuts doing away with them. They afford us the opportunity of bringing instructional aides and teachers together for shared learning and planning. However, they can pose a public relations problem in districts such as ours where the costs to bring people in to a central location for inservicing can be over $3,000. Some community members feel that money would be better spent to send students to conferences and other activities. Community members are invited to every inservice in our schools.

9. If your district is taking new steps to raise achievement levels in reading and math or other areas you consider basic skills, please briefly describe what they are.

Our district is emphasizing the writing to read project and the Whole language approach to reading. Most of our inservice to date on the use of Whole language has been through Chapter I. We are currently discussing the possibility of inservicing our staff together with Fairbanks whenever possible. One of the methods of teaching writing will be the use of APEL software developed in Yukon Koyukuk.

We are re-designing our curriculum and including curriculum referenced testing as an integral part of instruction. Last but not least, we are actively supporting our professional development plan (PDP) which pays for aides to take University level courses towards a degree in education. The more courses they take the greater the benefit to our students. We are very proud of our success rate in helping people complete their education.

10. What two or three books, research articles, or studies would be of most benefit to this committee as it considers what recommendations to make toward improving school performance?

Both "Teaching Exceptional Children" and "Exceptional Children" published by the Council for Exceptional Children contain articles about assessing minority children and the need to be aware of cultural differences. Bilingual Education and Bilingual Special Education, edited by Fradd and Tikunoff is an excellent resource for understanding the pitfalls of the usual assessment measures used with bilingual students.

11. Are there state laws or regulations which handicap your efforts at obtaining the levels of student achievement your district seeks to realize? Please explain.

Yes, there are regulations which handicap us. No one will argue with the intent of these regulations, but we are tremendously frustrated in trying to carry them out. These are some examples in our district:

- We are charged with providing special education for children as young as three years of age, yet pre-schools are not funded by the State. If quality care is to be given to youngsters and if you truly believe that early childhood education is important, then you would see to it that these programs are funded and in place before requiring educators to meet the more complicated needs of handicapped youngsters. Our pre-schools are funded by JOM funds for only 60 days. That leaves our special ed teachers in a real bind trying to fulfill the IEP goals of young children in their already too full classrooms.

- Children are to attend school until they are 16 years old. This is difficult to enforce with some families who are habitually truant. High absenteeism is common for some families. Reporting this negligent behavior to social workers hasn't had any effect. Solutions to solving the truancy problem would be very much appreciated.

- Substance abuse is a way of life and it very much affects our students ability to learn. They're tired, they're frightened, they're hungry, and they're frustrated. They need a way to let off steam. They need recreational facilities, after school safe-houses, counselors, and social workers. We can teach them to "Just say no" just so long, but it is in the area of social services that you can be of most help to these youngsters.

- Finally, regulations requiring educators to report suspected child abuse are particularily difficult for us in the bush. In the past we have had one social worker for the entire district. Now we don't have anyone. Beefing up social services would do much to help educators help students.

12. What do you think are the three or four most important steps the State Board of Education or the legislature should take to help schools improve their performance in basic skill areas?

Teacher preparation at the University level needs to be addressed. We need higher standards, especially now that we are facing a teacher shortage. Teachers should be expected to know the subject matter they will be teaching and they should know how to teach basic skills. In addition, they need to know about different learning and teaching styles so that they can adjust their lessons accordingly. Therefore, the State Board of Education could take steps to evaluate our teacher certification system to help insure that teachers are indeed certified in the area they are to teach. Present certification standards are too broad.

Secondly, (but not in importance) the legislature should put more money into funding social programs as many of our academic failures stem from substance abuse, neglect, and other factors over which educators have no control.

The legislature could help rural districts such as ours by insuring that programming such as Learn Alaska would be available to our students. Presently children in our villages watch only what's on one channel or they rent or buy videos, few if any are educational in nature. A large part of our offerings were eliminated when Learn Alaska became unavailable to us.

10/25/88

Administrative
& Support Offices
P.O. Box 00309
Nenana, Alaska 99760



Fred L. Lau
Superintendent

(907) 832-5594

July 7, 1988

Mr. Bob Arnold
P.O. Box V
Juneau, Alaska 99811

Dear Mr. Arnold:

As per your request the Yukon Koyukuk School District is pleased to offer comment on the questionnaire sent out from Senator Hensley's office.

There are a couple of overall comments that need to be said prior to responding to the questions. The Senate resolution briefly touches on some of the overriding issues, the socio-economic difference of students in the village schools and the level of parent involvement in the readiness activities prior to schooling. These are definite research based indicators of students success in school.

1. By just looking at the test data as complied by the Department of Education, the growth achieved over a long period of time can not be seen. For example, the Yukon Koyukuk students enter Kindergarten at the 15th percentile and exit in grade 12 at the 45th to 60th percentile in Math and Language and at the 35th percentile in reading. By any researchers standard that's significant growth. Looking at the longitudinal growth within each district is a truer picture than comparing students district to district.

2. The communities of Manley and Bettles in the Yukon Koyukuk School District show students entering 1st grade at the 40th to 60th percentile. The communities are not bi-cultural and have a majority of parents who have college or professional training. This lends some support to the socio-economic theory.

In answer to question #3, the attached pages were presented to the Board of Education. The statements reflected in the pages indicates the value and the success of the testing program. The testing statistics for the district are complied by Dr. Niki McCurry. Dr. McCurry is a 7 year employee who has followed the district tests scores. The Board also received a total district profile of each class at all school sites, from the graduating class 1984 through the class of 1999.

4. The curriculum development in the Yukon Koyukuk School District is on-going and reviewed in a set cycle. The Iowa Test of Basic Skills and the objectives for each area within the curriculum have been analyzed by

the staff and the curriculum is aligned with the test.

The other questions through 9 are addressed in the attached pages. A comment on #8. The in-service in the district is most helpful in introducing or reinforcing new research based programs to improve student performance. Math consortium, writing consortium, holistic language, drug and alcohol training and self image enhancement workshops have kept the teachers current, recharged, and informed about ways to help students do better in school.

10. The study that was done on effective schooling is informational and based on research and is a good place to start to improve performance. The Educational Testing Service does a booklet on National Assessment of Educational Progress which might be helpful for specific content area improvement. Any of the ITIP or Instructional Theory into Practice research can improve student's progress and performance by helping teachers understand what factors are proven to help each student perform to their utmost.

11. The constant debate over levels of funding which can affect what programs can or cannot continue or be implemented. When districts have to "catch" children up before beginning, levels of achievement expected take time to reach. Many outside influences have to be dealt with including parenting training, quality early childhood programs with degree trained specialists, language programs for bi-lingual students etc. The district also wants to offer it's children all the extra special programs such as close-up, sports programs, academic and talent programs etc. This all competes for the same dollar as the basic instructional program.

12. Continue to support monetarily quality educational programs. Support parenting programs. Think "kids" <u>all</u> kids in this vast state. Stop promulgating regulations that categorize teachers and children under certain labels in order for the funding to be forwarded to the districts. Insist on well trained, qualified administrators and qualified teachers who are graduates of first rate programs. Insist the University of Alaska set standards for entering, prospective teachers and then fund the University sufficiently to hire the <u>best</u> professors to teach our future generation of student teachers. (The best and the brightest in this state are going elsewhere! Check your post-secondary studies.)

Thank you for the opportunity to comment. The Yukon Koyukuk District is proud of its students, staff and programs and take any opportunity to share with others what it's doing. The district does agree that scores here are still low and must keep coming up, that's our goal, but don't compare us to anyone but us. Look at our kids and see where they have been and where they are heading.

Sincerely,

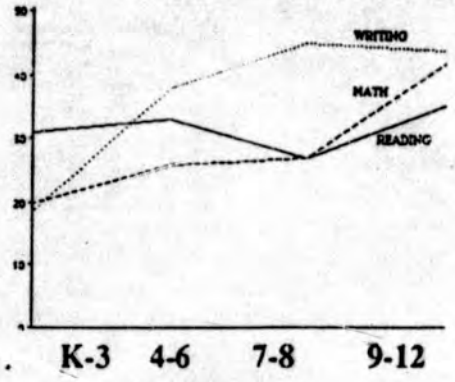
Liz Boario

Liz Boario
Assistant Superintendent

LB/dc
Enclosures

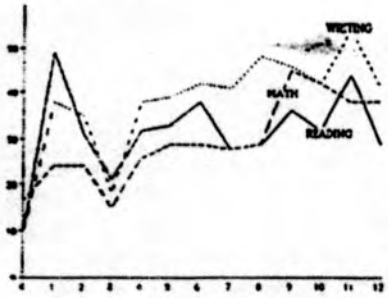
YK STUDENTS: GAINING OR LOSING GROUND?

At first glance, the Alaska DOE report, *Basic Skills Performance of Alaska's Students*, seems to imply that YKSD is not doing a very good job at serving its population. A closer scrutiny reveals however that YKSD is doing a significantly better job than the urban districts.First, let's look at the 1987 data using an equal interval scale (the graph in the DOE report was not accurate) . Notice that in every subject, the senior high scores are much higher than the primary grade scores.



GRADE LEVEL	READING%	WRITING%	MATH%
PRIM	31	19	20
INTER	33	38	26
JRHS	27	45	27
SRHS	35	44	42

However, the DOE report combined the scores for several grades. This method of presentation does not reflect the real growth achieved by YKSD students. Let's look at the same data presented grade by grade.



GRADE	READING	WRITING	MATH
K	10	10	12
1	49	38	24
2	31	35	24
3	21	18	15
4	32	38	26
5	33	39	29
6	38	42	29
7	28	41	28
8	25	48	29
9	35	46	45
10	32	42	42
11	44	54	38
12	25	41	38

This second more accurate graph reflects the low scores of the entering kindergarten class. It is true that YK high schoolers are about 5 to 10 percentile points lower than their urban peers,. but they entered school more than 40 points behind. While students in urban districts enter school above the national average, about 55% in kindergarten and are at the 49th% when they exit in the twelfth grade, having lost about 6 points, YK students generally enter school about the 20th% and exit around the 45-50th%, thereby gaining between 20 and 25 percentile points. Which district is doing the better job, one where students gain or one where students lose?

YKSD ACHIEVEMENT PROFILE

1. STATEWIDE ASSESSMENT REPORT

1.1 Data is not comparable

Comparison of The YK data and the Alaskan Total data is not reliable for two reasons: first, testing policies differ from district to district; and second, the Alaskan Total data aggregates scores from 8 different tests, a procedure considered invalid by testing experts. The YKSD data is based on one standardized norm referenced test, the Iowa Test of Basic Skills, form G. The tests were administered in the spring on the same week for both years within the approved norming dates. All YKSD students were tested, no group was excluded, including special education, Chapter 1, and bilingual students. In the case of the Alaska Total data we have no information about whether the data are based on fall or spring scores and whether all districts have the same testing policy in regard to Special Education, or bilingual education students. More significantly, what we have here are averages based on eight different tests including ITBS, SRA, CTBS, Metropolitan, etc. These scores have been aggregated with no statistical account taken for the differing reliability and validity of the different tests.

1.2 Data shows that YKSD is doing a good job

Although rural schools generally show achievement dropping from primary grade relative highes to secondary school lows. YKSD has reversed that trend. YK students are entering primary school very poorly prepared for school success (YKSD Kindergartners, 1987 Fall scores: 17% vocabulary, 18% math, 7% composite) and are exiting from our high schools very close to the national average, within 3 points. Whereas, Alaska students in general start out above the national average in the primary grades and slip about 5-10 points by the time they are in high school. To review the data, we used two well validated assessment evaluation models: The Gap Reduction Technique and classic group comparison.

Gap Reduction Technique

The so-called "gap reduction" technique which is recommended by the U.S. Department of Education looks at the improvement over time based on reducing the gap between the target population (YKSD) and the target norm (Alaska). In K-3, the primary grades which basically illustrate the learning readiness with which our population enters schools, YK kids are about 30 points behind Alaska in Reading, 35 points in Language, and 40 points in Math. However, by high school, YK kids are only 20 points behind in reading, 11 points behind in math, and 11 points behind in language. So, if we look at the data longitudinally, YK high schoolers have reduced the gap between themselves and their Alaskan peers by 10 points in reading, 24 points in Language, and 29 points in Math.

Classic Comparison Group Technique

Another way of looking at the data is to compare the percentile improvement over time between two groups. In this type of analysis we do not ask which group has better scores but which group showed greater improvement. Using this technique we compare the percentile change from K-3 to high school of YK students to the percentile change of Alaskan students as a whole. YK students gained 5 points in reading comprehension whereas their Alaskan peers lost 7 points from primary to high school; YK kids gained 25 points in language whereas Alaskans lost 3 points; YK kids gained 20 points in math whereas Alaskans lost 4 points. This shows pretty conclusively that YK is doing a significantly better job than Alaskan schools as a whole in reducing the gap or educational disadvantage with which our student population enters school.

2. YKSD ACHIEVEMENT & PROGRAMS

When we go beyond the data dealt with in the statewide profile, the achievement picture at YKSD is even more positive. First, it should be made clear that YK regards the test scores as reliable and valid. The test that we use, the *Iowa Test of Basic Skills*, has been carefully analyzed

by district instructional staff, and our curriculum has been aligned with it. It is fruitless and defensive to argue that the test is invalid. The test is very valid. Yes, there are cultural differences which our students exhibit which will lower their test scores. But by looking at patterns of growth, we can determine how good a job we as a district are doing. Over the past three years we have analyzed test scores using a variety of approaches. In every instance, we can see a solid pattern of growth. Here are a few examples.

2.1 Three Examples of Achievement Growth

We compared the districtwide scores for selected grades in 1981 and 1986. The first grade class of 1981 scored in the 24% (national percentile rank) in reading and 27% in language; in 1986 the first graders scored in the 55% in both reading and language. In 1981 the twelfth graders scored at the 12% in reading and the 6% in writing; in 1986 their scores in both tests were at the 47%. Although these were different groups of students in 1981 and 1986, they came from the identical population, the same income levels, family and language backgrounds. Since we do have a relatively stable population, this type of comparison is considered valid.

Another way of charting progress is to view the exact same population over time. The graduating classes of 1986, 87, 88 and 89 were tracked on their writing subtest scores from 1979-86. The Class of '86 improved a dramatic 29 percentile points; the class of '87 improved 14 points; the class of '88 12 points; and the class of '89 14 points. Their most recent scores reflected achievement at the 47%, 32%, 48%, and 52%.

As a final example, let us look at the reading scores for the entire Nulato School comparing 1981 and 1987. In this sample we compared 79 scores for the same student population. This includes grades K-12. Theoretically, although students appear to improve as they continue in the system and move up the grades, the scores in 1981 for all grades and 1987 should be similar because each includes an equal proportion of low scoring primary graders and relatively higher scoring secondary schoolers. In fact, when we compared the aggregated data, we found a 10.3 NCE growth from 1981-1987. Using the t-test as a statistical measure, it was determined that the 10.3 NCE gain had a 99.999% validity. In fact, a gain of 3-5 NCEs is usually considered highly significant.

In summary, it is clear that YKSD in the 11 short years of its existence has dramatically improved the student academic achievement in the region. It is important to stress that not only is the student population living in very rural, very isolated communities, but that 52% of the population is considered low income, 96% of the population is Native American, and well over 90% of the students are considered either bilingual underachievers or formerly bilingual underachievers using U.S. Department of Education guidelines. YKSD is serving a population which by any measure should be considered educationally/academically disadvantaged. Most similar populations in the lower forty-eight have high drop out rates and a pattern of declining achievement as student progress up through the grades. As the examples above illustrate, YKSD has definitively reversed that downward trend. Our students gain from 12 to 40 points as they progress toward graduation. For the past five years, the average YKSD graduate has been within 5 points of the national average. Our dropout rate for communities with K-12 school is virtually non-existent.

2.2 Programs Which Have Affected Achievement

To what factors can YKSD attribute its positive academic achievement? First, we have had an almost unprecedentedly consistent administration: one superintendent for ten years succeeded by the assistant superintendent who had served in the district for nine years. In 1988, every site administrator had been a staff member in the district for not less than five years. Second, the district has implemented a number of supplemental programs using funds from Chapter 1, Chapter II, Title IV, Title VII, Special Education, and JOM intended to focus on academic achievement. There are preschools in 8 of the ten sites. District funded programs like Academic Decathalon,

Spring Festival, and Battle of the Books challenge students, raising their sights and giving new definition to academic excellence within the district. The vocational and urban skills program provided in short courses at the District Office serves all students grades 9-12 annually and has won numerous state vocational awards. The post-secondary counseling program has helped over 120 young adults within the region to enroll and successfully participate in college and advance vocational training. Twelve community members from the region have completed their bachelor's degrees in education and returned to teach in classrooms in their home community, with two earning masters' degrees; thus providing students with local successful role models.

Project APEL, a nationally recognized program of Academic Excellence, has provided innovative high tech instructional materials and training in the teaching of writing to all ten sites. In the last five years, the Office of Instruction has systematically revised the curriculum guides for all major academic areas and completed a detailed alignment with the selected textbooks and achievement tests. The district has been a leader in supporting and participating in state supported curriculum and staff development programs, such as being a charter member of the Alaska Writing Project (since 1981) and the Alaska Math Consortium (since 1987). YKSD principals have participated in the Rural School Leadership Academy for the last four years. An annual needs assessment of the academic achievement of the district is conducted by the Office of Instruction and the results are used to prioritize programs and plans for the next academic year.

All of these activities and programs have been planned, implemented, and evaluated with a consistent goal, the improvement of student achievement. The results, as measured on standardized test score gains, two State Battle of the Books Team championships, awards such as Alaska State Promising Practices, Alaska Vocational Education Association Recognition, and national recognition from The Secretary of Education and the National Center for Educational Computing, all suggest that these programs have, over the long term, had an positive impact.

Yupiit School District
P.O. Box 100
Akiachak, Alaska 99551
(907) 825-4428 or 825-4127

TO: Bob Arnold, Project Director
Senate Special Committee on School Performance

FROM: Steven L. Levine, Director of Federal Program and Supplementary Funding

DATE: November 23, 1988

SUBJECT: Questionnaire

The following are brief answers to the questionnaire you sent us.

1) No, because the audience they have presented to was limited, and many times inappropriate. The information need to be presented to the individuals that will be using it first hand.

2) Yes, the village of Akiak tends to have higher achievement scores due to its English language dominance. Akiak was the economic, and transportation "hub" of the region at one time, much like Bethel is today.

3) This information has been enclosed for your reference.

4) Most of our supplemental, federal assistance programs use standardized test results to identify students' academic deficits. For example Chapter I - Disadvantaged focuses on Reading Comprehension.

5) attendance records for home-school coordination services, high school transcripts for credit accumulation and career guidance counseling, teachers criterion assessments (grades), parent conferences and survey to inform and identify community needs and wants

6) critical thinking skills and block scheduling

7) We have hired two guidance counselors in response to a need for academic/career and personal counseling as demonstrated on the survey.

8) Teachers are now better prepared to effectively use the many instructional programs being implemented throughout the District. Without this extensive inservice training our teachers, and the programs and materials they use, would not yield the positive gain they do.

9) Yupiit Reading Project
Success in Reading and Writing
Hoffman Reading
Educational Systems Incorporated
Mortensen Math

10) No three or four or even several books and articles will provide you with a complete and accurate background for developing sound education reform. I recommend that you listen to your State of Alaska Department of Education, they have the expertise derived from experience which you will not find in a book.

11) No.

12) Refer to the State of Alaska Department of Education.

Professionally Yours,

Steven L. Levine

Steven L. Levine, Director of Federal Programs & Supplementary Funding

YUPIIT SCHOOL DISTRICT

PRE-POST TEST NCE GAINS
FALL 1987-SPRING 1988

AKIACHAK:

	NCE GAIN	TOTAL RAW SCORE	STUDENT COUNT
MATH	+ 9.8	1,051	107
READING	+ 6.5	694	106

AKIAK:

	NCE GAIN	TOTAL RAW SCORE	STUDENT COUNT
MATH	+ 5.85	322	55
READING	+ 6.2	341	55

TULUKSAK:

	NCE GAIN	TOTAL RAW SCORE	STUDENT COUNT
MATH	+12.1	786	65
READING	+ 6.6	315	48

YUPIIT SCHOOL DISTRICT:

	NCE GAIN	TOTAL RAW SCORE	STUDENT COUNT
MATH	+ 9.5	2,159	227
READING	+ 6.4	1,350	209

MIGRANT
ACHIEVEMENT INFORMATION

SUBJECT: Reading

TESTING PERIOD: Fall 1987 - Spring 1988

	TEST	TEST EDITION	DATE ADMINISTERED (Month/Day)
PRE TEST	CTBS	Form U Copyright 1984	Sept. / 02
POST TEST	CTBS	Form U Copyright 1984	April / 12

Project description

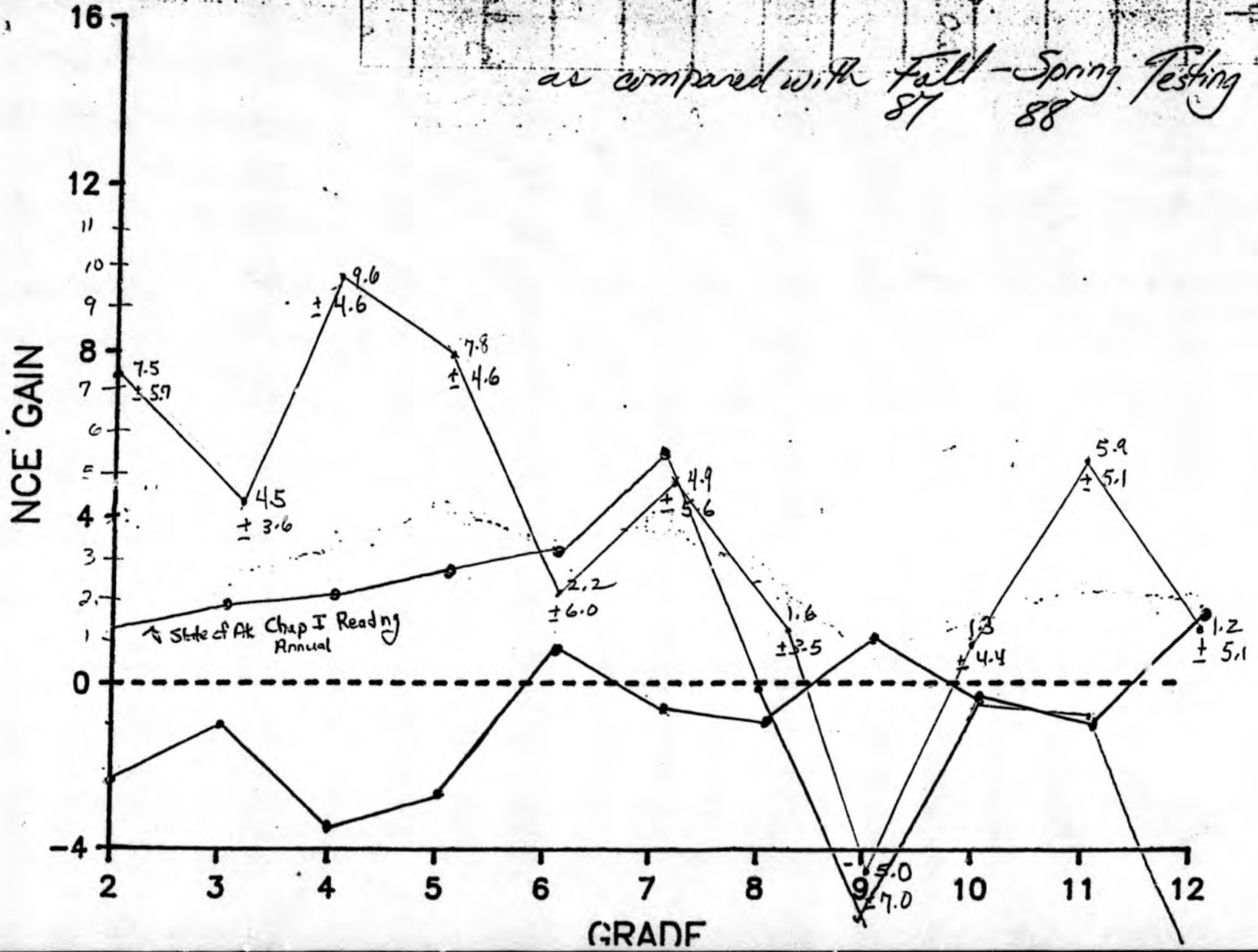
Normal Curve Equivalents (NCE's)

Grade	Hrs/Week Instruction	Project Length in Weeks	Student To Instructor Ratio(S:I)	Member-ship	N	Pretest	Posttest	Gain
2	5	36		18	18	3.9	13.1	+ 9.2
3	5	36		19	24	11.6	14.7	+ 3.1
4	5	36		19	15	6.8	21.7	+ 14.9
5	5	36		14	10	8.4	14.9	+ 6.5
6	5	36		20	14	17.8	14.1	- 3.7
7	2	18		15	12	13.0	15.4	+ 2.4
8	2	18		31	31	13.3	16.3	+ 3.0
9	2	18		17	10	23.0	17.1	- 5.9
10	2	18		17	18	17.2	20.2	+ 3.0
11	2	18		17	15	13.0	17.5	+ 4.5
12	2	18		21	13	24.8	23.8	- 1.0

CHAPTER I MIGRANT ACHIEVEMENT

Reading, Annual Testing

as compared with Fall - Spring Testing
87 88



MIGRANT
ACHIEVEMENT INFORMATION

SUBJECT: Math

TESTING PERIOD: Fall 1987 - Spring 1988

	TEST	TEST EDITION	DATE ADMINISTERED (Month/Day)
PRE TEST	CTBS	Form U Copyright 1984	Sept. / 02
POST TEST	CTBS	Form U Copyright 1984	April / 12

Project description

Normal Curve Equivalents (NCE's)

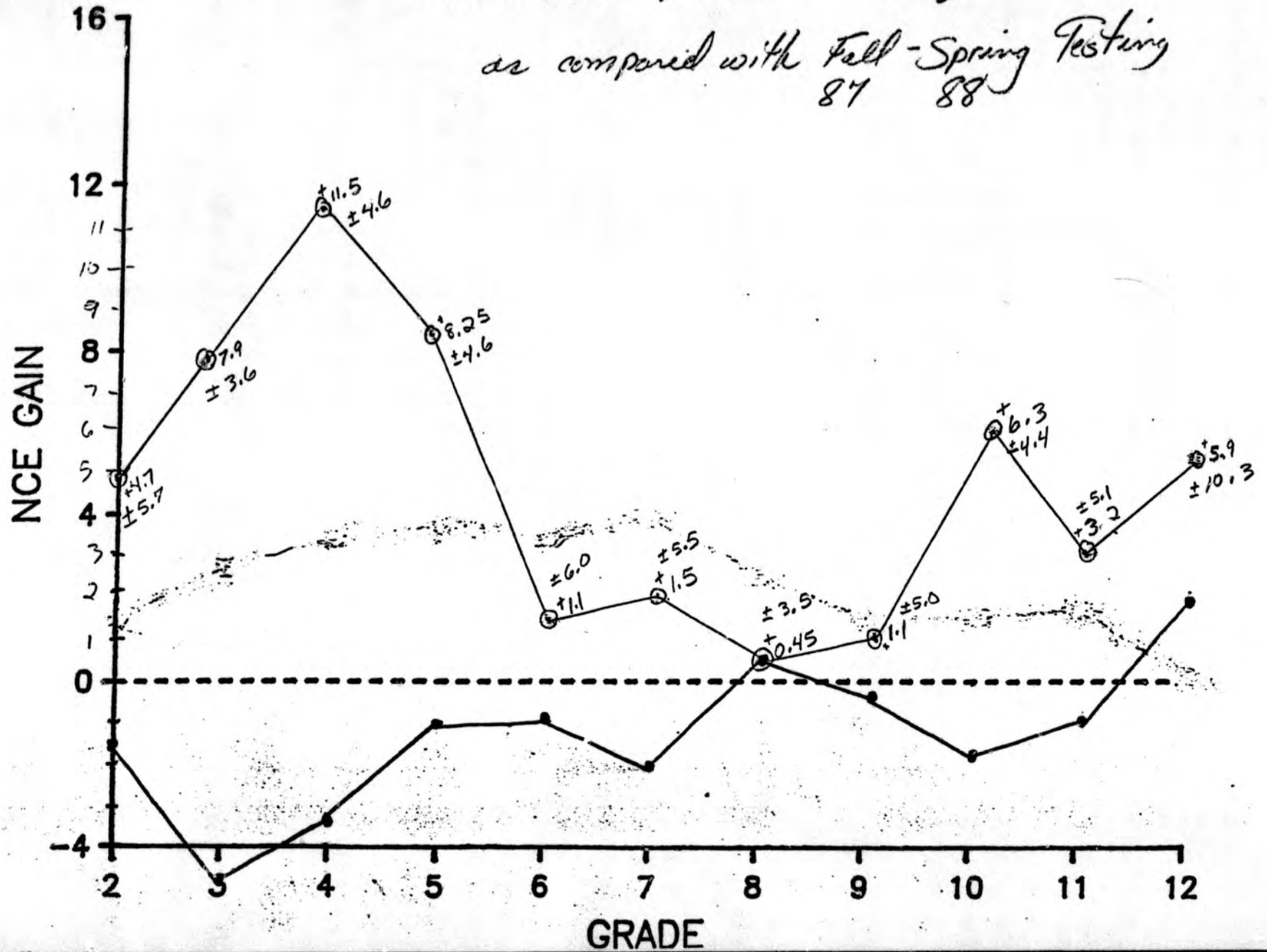
Grade	Hrs/Week Instruction	Project Length in Weeks	Student To Instructor Ratio(S:I)	Member-ship	N	Pretest	Posttest	Gain
2	5	36		18	18	8.4	17.7	+ 9.3
3	5	36		19	24	9.2	16.0	+ 6.8
4	5	36		19	15	9.3	16.9	+ 7.6
5	5	36		14	10	3.7	11.6	+ 7.9
6	5	36		20	14	13.1	15.7	+ 2.6
7	2	18		15	12	9.7	12.9	+ 3.2
8	2	18		31	31	16.7	18.2	+ 1.5
9	2	18		17	9	19.6	19.6	0.0
10	2	18		17	18	22.2	24.3	+ 2.1
11	2	18		17	14	14.4	19.9	+ 5.5
12	2	18		21	13	28.4	32.9	+ 4.5

K= +29.0
±4.3

CHAPTER I MIGRANT ACHIEVEMENT

Mathematics, Annual Testing

as compared with Fall-Spring Testing
87 88



YUPIIT SCHOOL DISTRICT

MIGRANT SUMMER READING PROGRAM
TEST DATA SUMMARY
SPRING 1988 - FALL 1988

KINDERGARTEN - ELEVENTH GRADE

AKIACHAK READING:	NCE GAIN	GIVE OR TAKE	TOT RAW SCORE	STUD COUNT
Mig. Sum. Participant	-5.67	1.5	-255.0	45
Non-Participant	-6.72	1.3	-390.0	58

AKIAK READING:	NCE GAIN	GIVE OR TAKE	TOT RAW SCORE	STUD COUNT
Mig. Sum. Participant	-7.06	2.5	-113.0	16
Non-Participant	-5.62	1.8	-163.0	29

TULUKSAK READING:	NCE GAIN	GIVE OR TAKE	TOT RAW SCORE	STUD COUNT
Mig. Sum. Participant	-9.32	2.3	-177.0	19
Non-Participant	-9.21	1.6	-387.0	42

DISTRICT TOTALS:	NCE GAIN	GIVE OR TAKE	TOT RAW SCORE	STUD COUNT
Mig. Sum. Participants	-6.81	1.2	-545.0	80
Non-Participant	-7.29	.9	-940.0	129

Total Net Effect: The degree of regression in scores for total reading, as measured on the CTBS test, was .48 NCEs less for those students tnat participated in the summer reading program, than those students that did not.

YUPIIT SCHOOL DISTRICT

MIGRANT SUMMER READING PROGRAM
TEST DATA SUMMARY
SPRING 1988 - FALL 1988

KINDERGARTEN - EIGHTH GRADE

AKIACHAK READING:	NCE GAIN	GIVE OR TAKE	TOT RAW SCORE	STUD COUNT
Mig. Sum. Participant	-5.64	1.6	-237.0	42
Non-Participant	-9.62	1.65	-356.0	37

AKIAK READING:	NCE GAIN	GIVE OR TAKE	TOT RAW SCORE	STUD COUNT
Mig. Sum. Participant	-9.71	2.7	-136.0	14
Non-Participant	-7.04	2.1	-162.0	23

TULUKSAK READING:	NCE GAIN	GIVE OR TAKE	TOT RAW SCORE	STUD COUNT
Mig. Sum. Participant	-9.50	2.4	-171.0	18
Non-Participant	-11.22	1.8	-359.0	32

DISTRICT TOTALS:	NCE GAIN	GIVE OR TAKE	TOT RAW SCORE	STUD COUNT
Mig. Sum. Participants	-7.35	1.2	-544.0	74
Non-Participant	-9.53	.9	-877.0	92

Total Net Effect: The degree of regression in scores for total reading, as measured on the CTBS test, was 2.18 NCEs less for those students that participated in the summer reading program, than those students that did not.

SCOMM
71:3

HOW TO IMPROVE THE EDUCATIONAL PATHWAY FOR MINORITIES IN ALASKA

Agenda

Alaska Public Hearing
for
Quality Education for Minorities Project
together with
Alaska Senate Special Committee on School Performance
******

Chairpersons
Senator William L. Hensley, Chairman
Alaska Senate Special Committee on School Performance
and
Dr. Shirley M. McBay, Project Director
Quality Education for Minorities Project
Massachusetts Institute of Technology
****

University of Alaska Anchorage
Arts Building, Room 117
Anchorage, Alaska

August 26-27, 1988

Friday, August 26, 1988

8:30-8:45 a.m.	Welcome and Introductions Commissioner William G. Demmert
8:45-9:00 a.m.	Statement of Goals for Quality Education for Minorities Project Dr. Richard Hope, MIT
9:00-9:15 a.m.	Statement of Goals for Alaska Senate Special Committee on School Performance Senator William L. Hensley
9:15-9:45 a.m.	Demographic Overview of Alaska Edna Ahgeak MacLean Toni Kahklen-Jones Alaska Department of Education
9:45-10:00 a.m.	Overview of Education for Minorities in U.S. Dr. Robert Rath, Director Northwest Regional Educational Laboratory
	BREAK
10:15-10:30	Lynn Johnson, Director Chukchi College Kotzebue

10:30-11:30 a.m	Panel of Alaska School Administrators Steve McPhetres, Executive Director Alaska Council of School Administrators Sam Towarak, Educational Specialist Bering Straits School District Dorothy Jordan, Principal Yukon-Koyukuk School District Frank Hill, Superintendent Lake and Peninsula Schools Carl Lamarr, Assistant Superintendent Anchorage Schools Dr. Shirley Halloway, Superintendent North Slope Borough School District Jerry Covey, Superintendent Northwest Arctic School District
11:30-11:45 a.m.	Dr. Gerald Mohatt, Dean College of Rural and Human Development University of Alaska Fairbanks
11:45-12:00 noon	Tsuguo Arai, Director Bilingual Programs Anchorage School District LUNCH
1:30-2:30 p.m.	Alaska Federation of Natives Panel Janie Leask, President Alaska Federation of Natives Edward Thomas, President Tlinget-Haida Central Council Dorothy Larson Dillingham Sam Kito Anchorage
2:30-3:30 p.m.	Black Panel Sophia D. Dawson, Assistant Principal Bartlett High School Anchorage Lance S. Bowie, Principal Wendler Jr. High Anchorage Charlie Mae Moore, Certification Administrator Department of Education Juneau

Anna M. Seabrook, Principal
Ursa Major Elementary
Anchorage

Lewis J. Sears, Assistant Principal
Chugiak High School
Anchorage

3:30-4:30 p.m. Tanana Chiefs Conference Panel

Mitch Demientieff, President
Tanana Chiefs Conference

Ernest Holmberg, Sub-Regional Director
McGrath Area

plus others

4:30-5:30 p.m. Association of Alaska School Boards Panel

Carl Rose, Executive Director
Association of Alaska School Boards

Carole C. Huntington, President
Galena City School Board

Robert Nick, President
Lower Kuskowim School Board

Bettye Davis, Member
Anchorage School Board

Leona Okakok, Member
North Slope Borough School Board

Sophie Ferguson, President
Northwest Arctic School Board

5:30--5:45 p.m. Dennis Demmert, Associate Professor
School of Education
University of Alaska Fairbanks

5:45-6:00 p.m. Patsy Aamodt, Chairperson
North Slope Higher Education Learning Center Board

Dr. Gary Smith, Director
North Slope Education Higher Learning Center
Barrow

DINNER

7:30-7:45 p.m. Jeanine Kennedy, Executive Director
Rural CAP

7:45-8:00 p.m. Mary Wolcoff, Executive Director
Association of Stranded Rural Alaskans in Anchorage

Saturday, August 27, 1988

9:00-10:00 a.m. NEA-Alaska Panel
Judy Salo, President
NEA-Alaska

Margaret Bellamy - member of multi cultural
Anchorage Shish, Anak

~~Darlene Heckler~~ Connie Gates - Rural concerns Committee
~~Selawik~~

Pam McCarl
Anchorage

10:00-11:00 a.m. The Alaska Native Education Council Panel
Bobby Andrews, President
Dillingham

Charmaine Ramos
Anchorage

Luann Pelagio
Anchorage

Kathy Itta
Fairbanks

Virginia Thomas
Anchorage

Linda Green
Fairbanks

11:00-12:00 noon Alaska Congress of Parents and Teachers Panel
~~Ann McCoy, President~~
Anchorage

Carol Evertt
Anchorage

Lottie Sparks

Carol Comeau
Anchorage

~~Abby Hensley~~ Mary Komakuk
Kotzebue

Joe Upicksoun, President
Barrow PTA

Lottie Sparks
Galena

LUNCH

1:30-1:45 p.m. — Brenda Itta, NSBSD
Barrow

1:45-2:15 p.m. — Mt. Edgecumbe High School Students

2:15-2:30 p.m — Dr. Paul Goodwin
Anchorage

2:30-3:15 p.m. — Alaska Pacific University Panel
Dr. F. Thomas Trotter, President

Mr. David Ochóa, Vice President
University Relations

Dr. Ramona Suetopka-Duerre, Director
Alaska Native Institute

3:15-4:15 p.m. — Alaska Association for Bilingual Education Panel
Molli Sipe, President

Alice Taff
Anchor Point

Marianne Inman
Anchorage

Sandra Hendricks, Fairbanks

Vera Metcalf
Nome

4:15-5:15 p.m. — Alaska Native Education Association Panel
Reva Wulf-Shircel, President
Fairbanks

Dr. Ramona Suetopka-Duerre
Anchorage

Toni Kahklen-Jones
Juneau

Joanne Eckels
Anchorage

Edna A. MacLean
Juneau

5:15 p.m. — Open Microphone

Closing Remarks
Dr. Shirley M. McBay
Senator William L. Hensley

Agenda

Alaska Public Hearing
for
Quality Education for Minorities Project
together with
Alaska Senate Special Committee on School Performance
******

Chairpersons
Senator William L. Hensley, Chairman
Alaska Senate Special Committee on School Performance
and
Dr. Shirley M. McBay, Project Director
Quality Education for Minorities Project
Massachusetts Institute of Technology
****

University of Alaska Anchorage
Arts Building, Room 117
Anchorage, Alaska

August 26-27, 1988

Friday, August 26, 1988

8:30-8:45 a.m.	Welcome and Introductions Commissioner William G. Demmert
8:45-9:00 a.m.	Statement of Goals for Quality Education for Minorities Project Dr. Richard Hope, MIT
9:00-9:15 a.m.	Statement of Goals for Alaska Senate Special Committee on School Performance Senator William L. Hensley
9:15-9:45 a.m.	Demographic Overview of Alaska Edna Ahgeak MacLean Toni Kahklen-Jones Alaska Department of Education
9:45-10:00 a.m.	Overview of Education for Minorities in U.S. Dr. Robert Rath, Director Northwest Regional Educational Laboratory
10:15-10:30	Lynn Johnson, Director Chukchi College Kotzebue
10:30-11:30 a.m	Panel of Alaska School Administrators Sam Towarak Bering Straits School District Dorothy Jordan, Principal Yukon-Koyukuk School District

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.2 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE 1988-90

Frank Hill, Superintendent
Lake and Peninsula Schools

Carl Lamarr, Assistant Superintendent
Anchorage Schools

Dr. Shirley Holloway, Superintendent
North Slope Borough School District

Steve McPhetres, Executive Director
Alaska Council of School Administrators

11:30-11:45 a.m. Dennis Demmert
School of Education
University of Alaska Fairbanks

11:45-12:00 noon Tsuguo Arai, Director
Bilingual Programs
Anchorage School District

LUNCH

1:30-2:30 p.m. Alaska Federation of Natives Panel
Janie Leask, President
Alaska Federation of Natives

Edward Thomas, President
Tlinget-Haida Central Council

Dorothy Larson
Dillingham

Sam Kito
Anchorage

2:30-3:30 p.m. Black Panel
Sophia Dawson
Anchorage

Lance S. Bowie
Anchorage

Charlie Mae Moore
Department of Education
Juneau

Anna Seebrook
Anchorage

Louis Sears
Anchorage

3:30-4:30 p.m.	Tanana Chiefs Conference-Interior Education Council Mitch Demientieff, President Tanana Chiefs Conference Ernest Holmberg, Sub-Regional Director McGrath Area plus others
4:30-5:30 p.m.	Association of Alaska School Boards Panel Carl Rose, Executive Director Association of Alaska School Boards Carole C. Huntington Galena Robert Nick Nunapitchuk Bettye Davis Anchorage Cora Sakeagak Barrow
5:30--5:45 p.m.	Dr. Gerald Mohatt, Dean College of Rural and Human Development University of Alaska Fairbanks
5:45-6:00 p.m.	Patsy Aamodt, Chairperson North Slope Higher Education Learning Center Board Dr. Gary Smith, Director North Slope Education Higher Learning Center Barrow
	DINNER
7:30-7:45 p.m.	Jeanine Kennedy, Executive Director Rural CAP
7:45-8:00 p.m.	Mary Wolcoff, Executive Director Association of Stranded Rural Alaskans in Anchorage

Saturday, August 27, 1988

9:00-10:00 a.m. NEA-Alaska Panel
Judy Salo, President
NEA-Alaska

Margaret Bellamy
Anchorage

Darlene Heckler
Selawik

Pam McCarl
Anchorage

10:00-11:00 a.m. The Alaska Native Education Council Panel
Bobby Andrews, President
Dillingham

Charmaine Ramos
Anchorage

Luann Pelagio
Anchorage

Kathy Itta
Fairbanks

Virginia Thomas
Anchorage

Linda Green
Fairbanks

11:00-12:00 noon Alaska Congress of Parents and Teachers Panel
Ann McCoy, President
Anchorage

Carol Evertt
Anchorage

Carol Comeau
Anchorage

Abby Hensley
Kotzebue

Joe Upicksoun
Barrow

Lottie Sparks
Galena

	LUNCH
1:30-1:45 p.m.	Brenda Itta, NSBSD Barrow
1:45-2:15 p.m.	Mt. Edgecumbe High School Students
2:15-2:30 p.m	Vera Metcalf Nome
2:30-3:15 p.m.	Alaska Pacific University Panel Dr. F. Thomas Trotter, President Mr. David Ochoa, Vice President University Relations Dr. Ramona Suetopka-Duerre, Director Alaska Native Institute
3:15-4:15 p.m.	Alaska Association for Bilingual Education Panel Molli Sipe, President plus others
4:15-5:15 p.m.	Alaska Native Education Association Panel Reva Wulf-Shircel, President Fairbanks Dr. Ramona Suetopka-Duerre Anchorage Toni Kahklen-Jones Juneau Joanne Eckels Anchorage Edna A. MacLean Juneau
5:15 p.m.	Open Microphone Closing Remarks Dr. Shirley M. McBay Senator William L. Hensley

MEMORANDUM (Brief Communications) State of Alaska

	Name	Dept./Div./Sect.	Mail Stop
TO:	Bob Arnold	Senator Hensley's Office	
FROM:	Toni Kahklen-Jones	Educational Program Support	Telephone 5-2830
SUBJ.:	QEM Hearings	Date 9/2/88	

Bob:

Toni has asked me to send you this copy of her summary information for the QEM Hearings which took place in Anchorage August 26 & 27. Item number 2 has not been included in this packet as yet. Toni has the information on paper; however, it is not yet in acceptable format. I will send it on to you at a later date.

Toni will be out of the office (except for 9/7 to attend a special meeting) until Sept. 15. If you have any questions or would like to make some comments, please feel free to call me, or write them on a copy of the Summary and buck them over to me and I'll see that Toni sees them.

Hope this is timely and that it's information you can use.

Lillian Brock
Director's Secretary
Educational Program Support
465-2830

02-001C (12/80)

SUMMARY INFORMATION
for
QEM HEARINGS
in
ANCHORAGE, ALASKA

August 26-27, 1988

TOPICS

1. Summary Governor's Interim Commission on Children and Youth (GICCY) final report.
2. Achievement Profile of Alaska's School Children.
3. Summary - Data and trend analysis on Alaska's suicide rates.

The Governor's Interim Commission on Children and Youth Report

In July 1987, Governor Steve Cowper established the Governor's Interim Commission on Children and Youth. The Commission membership included representatives from the public (11); state departments (Health and Social Services, Education, Community and Regional Affairs, Public Safety and Law(s); and the State Legislature (Senators Binkley, Halford and Josephson; Representatives Collins, Koponen and Ulmer). Full-time staff were also assigned to support the Commission activities which included regular Commission meetings, dissemination of information to the public, public hearings around the state and compilation of the final report "Our Greatest Natural Resource - Investing in the Future of Alaska's Children".

The Commission was assigned two tasks: "To suggest a plan for a first class, quality, affordable child care system for working parents throughout the state and to suggest how we can help Alaska's children and youth overcome barriers to their economic self-sufficiency."

Peter Scales, Chair of the Commission and Niesje Steinkruger, in their joint letter to the Governor summarized the need for increased commitment and funding to prevent problems early in life as well as doing better in treating problems children have as they get older.

They felt that the report should be the "beginning step in putting together a multi-year plan for investing in our children's future." The report points out that one-third of the state's population is under 18; therefore, two-thirds of the population are making determinations on laws, budgets, services and personnel who may care for and teach them. I suppose this has been the basic model, but it is still discomforting to imagine being in such a powerless state - especially when you are frightened, confused and in emotional and/or physical pain. Where can you turn - who do you trust?

The Commission's report offers 85 recommendations. There are 19 primary recommendations, 32 child care recommendations and 34 youth recommendations. (NOTE: See attachment for details.)

This Commission believes prevention pays economically, socially and spiritually. "Testimony this Commission received from young Alaskans sounded this steady theme: If we are to truly help young people help themselves, we have to follow through on what we start. Our young people have already seen too many well-intentioned new initiatives that are not sustained, too many broken promises. They need a generation of commitment."

The Commission reached consensus on a number of basic premises that emerged in discussions, guided them during spirited debates and formed a core of values for their report. They are embodied in their philosophy.

We believe that:

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

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

Suicide is a dismal topic and one of unacceptably high proportions in this state; therefore of grave concern to all. It is especially grim among Alaska Native communities. The statistical evidence of crises in rural communities is portrayed in those alarmingly high rates of suicide particularly among Alaska Native males aged 20 to 24 years.

- The Alaskan suicide rate is twice the national average.
- The rate for Alaska Natives is twice the overall Alaskan rate.
- The rate for Alaska Native males aged 20 to 24 years is 13 times the Alaskan average.
- Two-thirds to three-quarters of Alaska Native suicides are alcohol related and most involve the use of a firearm.

There are a number of studies that provide some information on this topic which seems to be a symptom of a collection of many problems leading up to this final decision, e.g. dysfunctional families, many of whom have a common experience in having gone away from home to boarding schools - some at a very early age. This is akin to being placed in an orphanage. The disruption to families have gone virtually unrecognized. Other problems contributing to family dysfunction poor social adjustment, alcohol and drug abuse, incarceration, racism, under achievement or dropping out of school, ill prepared for gainful employment, conflict between cultural subsistence choice and laws regulating those activities. All the possible contributing factors have not been gathered or addressed in a single study. Researchers have found incomplete or inadequate information on actual suicide cases. Little is known about the extent of the morbidity factor where family and friends are concerned but it is thought to be a very serious problem. It is estimated that for every suicide there is a resultant 10 - 20 related attempts.

The interim report of the Senate Special Committee on Suicide Prevention provides a concise "Review of Current Knowledge of Suicide in Alaska." In that review, the 1985 Alaska Native Health Board Study suggests "a link between suicidal behavior and community stress, citing specifically the stress caused by rapid social change."

It is certainly true that rural Alaskan communities have experienced tremendous external pressures which have fueled rapid and frequently alien changes in these communities. Again, these pressures have gone unrecognized and therefore ignored. More money has been spent on studying environmental impact on caribou migration patterns, snail darters in Tennessee and litigation about a variety of other environmental concerns and only a fraction, by comparison, on these communities of beleaguered individuals. It is indeed a sad commentary to note that we accept hostile social conditions for people and will go to court for trees and snail darters more readily and more often. Minorities need a Sierra Club to champion their causes to make this a better place for us all and not just those who survive to enjoy the trees and animals of the land (people caring for people). Who are we saving Alaska for?



EXECUTIVE SUMMARY

PRIMARY RECOMMENDATIONS

Invest in Parenting and Family Strengths: 1
The State of Alaska should help parents learn the skills they need to create a nurturing and safe life for all children. *Page 15*

Life Skills Education: 2
The State Board of Education should require all school districts to offer skills for living integrated into the curriculum for grades K-12, and require at least a semester-long parenting and child development course in senior high school. *Page 16*

Problem Prevention: 3
State children and youth grant programs should ensure that a minimum of between 5% and 15% of available funding is used to prevent problems. *Page 17*

Training: 4
Additional training is essential for adults who make decisions about or interact with children or youth in a licensed or professional capacity. *Page 18*

Increase Literacy: 5
Efforts to increase literacy and effectiveness of communication should be expanded, including additional support for adult basic literacy programs and statewide programs to increase youth literacy. *Page 19*

Coordination: 6
State, local and multidisciplinary coordinating groups should be created and/or continued to assess problems and needs, identify priorities, develop solutions and encourage use of community members in problem solving. *Page 19*

Community Activities: 7
Communities should enlist their youth to help develop social, recreational and community service programs to serve as alternatives to boredom and substance abuse. *Page 20*

Youth Leadership and Participation: 8
School districts should significantly expand elective credit opportunities for student community service. *Page 20*

School Nursing and Public Health Nursing Services: 9
School districts and the departments of Education, and Health and Social Services should support and provide funds to maintain and expand basic school and public health nursing programs in rural and urban areas. Incentives should be offered to encourage school districts that do not have health services to institute them. *Page 21*

School Counseling: 10
Initiate and expand school counseling programs in grades K-12, especially at the elementary school level. *Page 22*

Natural Helpers/Peer Counseling: 11
Programs that use students as natural helpers to teach and help other students should be expanded and funded in grades K-12. *Page 22*

Mental Health Minimum Funding: 12
The Mental Health Board and the Department of Health and Social Services should ensure that at least 33 percent of funds expected from the Mental Health Lands Act settlement are allocated to services for children and youth. *Page 23*

Children and Family Research: 13
The state should provide funds to conduct, analyze and disseminate research relevant to Alaska's children and families. *Page 23*

Adolescent Survey: 14
State agencies should be funded to survey jointly a representative sample of Alaska's youth to provide baseline data on a wide range of health, education and social issues for purposes of comprehensive planning, specific program design and evaluation of resource allocation effectiveness. *Page 24*

Hire Qualified Natives: 15
Schools and human services agencies serving Native children, youth and families should hire qualified Natives as service providers to children. *Page 24*

Rural Services: 16
Rural areas should receive state assistance to develop a rural services task force to explore and establish community development programs that jointly address social, spiritual and economic needs. *Page 25*

Juvenile Diversion: 17
The Division of Family and Youth Services together with the judicial system should again fund and expand a juvenile diversion program as an alternative to the traditional, punitive juvenile justice system. *Page 26*

Background Checks: 18
A statewide system that provides employers with the criminal history of all personnel working directly with or supervising children should be developed. To assure that all sexual assault convictions remain on the record, criminal sentencing laws should be amended to prohibit suspended imposition of sentences for individuals convicted of sexual assault. *Page 26*

Law Enforcement: 19
More law enforcement personnel are needed in many areas of the state to enforce existing laws against violence and substance use. Law enforcement personnel should be trained in substance abuse, family violence and cultural awareness. *Page 27*

CHILD CARE RECOMMENDATIONS

1. QUALITY

Salaries/Child Care Grant Program: 20
Child Care Grant Program funds should be increased to the statutory maximum of $50 per full-time child per month to provide additional resources for such purposes as increased staff salaries and professional training. *Page 32*

High Quality Standards: 21
The state should provide grant funds to enable early childhood programs to become accredited through the National Academy of Early Childhood Programs and should financially assist programs that continue to meet academy standards. *Page 33*

Specialized Training: 22
Specialized training at local, regional and state levels is needed for early childhood educators and family home care providers. *Page 34*

Quality infant care: 23
The state should pay up to one-half the program's cost of care for infants when programs meet high standards. The departments of Community and Regional Affairs, Health and Social Services, and Education should develop a Criteria for Excellence for infant and toddler care to define those quality standards. *Page 34*

Primary Grade Ratios: **24**
The State Board of Education should adopt a policy urging a maximum of 20 children per teacher in kindergarten through grade 3. The state should help fund local district efforts to meet that ratio. *Page 35*

1. QUALITY: *Well-Trained Staff*

Education and Training: **25**
Education and Training Grant funds from the Department of Community and Regional Affairs should be increased so eligible programs, organizations and communities can offer developmentally appropriate early childhood education/training and scholarships for courses and other professional development. *Page 36*

Career Ladder: **26**
The University of Alaska and the Department of Education should develop an early childhood career ladder. *Page 37*

1. QUALITY: *Culture*

Local Hire: **27**
More early childhood educators and family child care providers from Alaska's diverse cultures must be recruited, trained and hired in local communities. *Page 39*

Awareness Training: **28**
Child care providers, educators and administrators, should be trained to heighten their awareness of cultural differences and improve their ability to resolve issues in a culturally appropriate manner. *Page 40*

Assess in Primary Language: **29**
Screening and assessment of young children to determine developmental readiness for learning should be done in the child's primary language. *Page 40*

Culturally Appropriate Materials: **30**
Curriculum and materials culturally appropriate for Alaska should be available to all early childhood programs through the state library and other services. *Page 41*

1. QUALITY: *Health*

Child Care Revolving Loan Fund: **31**
Alaska should reinstate the low interest Child Care Revolving Loan Fund, increase its previous level of funding and simplify the required paperwork. *Page 42*

Comprehensive Health Screening: **32**
Comprehensive health screenings should be guaranteed to all Alaska's infants, toddlers, preschoolers and students to identify problems as soon as possible to prevent more expensive treatment later. *Page 42*

Respite Care and Therapeutic Services: **33**
The state and local communities should fund low-cost respite care for families who need child care relief for brief periods of time. Therapeutic services for young children with special needs and their families should also be supported by the state and local communities. *Page 43*

1. QUALITY: *Regulations*

Basic Regulations: **34**

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

Licensing/Technical Assistance: **35**

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

Interagency Coordination: **36**

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

Anchorage Licensing: **37**

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

2. AFFORDABILITY

Day Care Assistance Program: **38**

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

Facilities: **39**

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

Flexible Personnel Policies: **40**

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

State as a Model Employer: **41**

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

Optional Child Care Benefits: **42**

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

Employer-Sponsored Child Care: **43**

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

Municipal Child Care: **44**

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

3. ACCESSIBILITY

Resource and Referral Agencies: **45**

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

Family Child Care Providers: 46
Resource and referral agencies should receive incentive grants to recruit, initially train and help develop a continuing training program for family child care providers. *Page 58*

Range of Care: 47
A full range of child care services must be made available for parents needing out-of-home care for their children. *Page 59*

School-age Child Care: 48
A network of affordable care programs for school-age children should be developed throughout the state. Community Schools funding should be reinstated to coordinate school-age care. *Page 60*

Head Start: 49
The state should make Head Start services available to all of Alaska's eligible children and their families. *Page 61*

4. PARENT SUPPORT AND TRAINING

Parent Support: 50
Alaska should adopt and fund a comprehensive parent support and training program. *Page 62*

Media Campaign: 51
Audio, video and print media should be encouraged to deliver more parenting advice and skills to their audiences. *Page 64*

YOUTH RECOMMENDATIONS

FAMILY VIOLENCE

Victims of Family Violence: 52
Increased resources should be made available to protect, support and treat children who are victims of physical or sexual abuse, or neglect. *Page 68*

Witnesses to Family Violence: 53
Increased crisis intervention and aftercare services of greater variety should be made available for children and youth who live in violent homes. Judges should thoroughly consider the impact of violence in the home on children and youth when deciding custody disputes. *Page 69*

Children's Trust Fund: 54
A children's trust fund should be established and administered by a board that seeks new funding for child abuse and neglect prevention programs. *Page 70*

Juvenile Sex Offender Task Force: 55
A statewide Juvenile Sex Offender Task Force should be established to design a plan to provide services for youth identified as sex offenders or at risk of becoming offenders. *Page 70*

Corporal Punishment: 56
The Alaska State Board of Education should ban corporal punishment in the schools and early childhood programs and offer training in positive, non-physical methods of discipline. *Page 71*

Child Protection System: 57
The Governor should charge this or a new Commission with an in-depth analysis of how the existing child protection system can be improved. *Page 72*

TEEN SUICIDE

Community Plan: 58
Every community should create a plan to address problems that lead its young people to despair. *Page 73*

Prevention Education: **59**
Adults who work with children and youth must be taught to recognize the early warning signs of depression and youth at risk for suicide and to act to obtain help. *Page 74*

Suicide Prevention Counseling: **60**
Basic counseling services need to be available in all Alaska communities to help prevent suicide. *Page 75*

Suicide Research: **61**
The state should support research to determine what factors account for the dramatic variation in village alcohol-related accident and suicide rates. *Page 76*

Emotional Disaster Response Team: **62**
The Department of Health and Social Services should be funded to stimulate the development of state and regional crisis teams that will be mobilized to assist communities to provide emergency and follow-up counseling services when one or more suicides constitute a catastrophic event. *Page 76*

Families and Friends: **63**
Community mental health centers and rural crisis response teams should develop plans for assisting families and friends of suicide victims and distribute information about self-help groups to them. *Page 77*

Care for Suicidal Youth: **64**
Communities should actively take a role in caring for their suicidal youth, including use of appropriate secure placements and holding commitment hearings in the community where possible. *Page 77*

Mental Health and Alcoholism: **65**
The Department of Health and Social Services should make it a priority to design its services to reflect the fact that alcohol-related and other substance abuse accidental deaths and suicides share many common causes. *Page 78*

SUBSTANCE ABUSE

Substance Abuse Prevention: **66**
The State Board of Education and local school districts should cooperate with other agencies to expand funding for programs in grades K-12 to prevent substance abuse. *Page 80*

Substance Abuse Treatment Range: **67**
More funds are needed to expand support groups, outpatient treatment, and a variety of residential treatment options for young substance abusers. *Page 80*

Treatment for Children of Abusers: **68**
More grant money is needed to educate and treat children of alcoholics and other substance abusers and dysfunctional families through schools, expanded outpatient treatment centers, support groups and camps for children of alcoholics. *Page 81*

Substance Law Enforcement: **69**
Greater state and local resources and greater emphasis need to be directed to enforcing laws that prohibit selling and providing alcohol, drugs and tobacco to minors. *Page 81*

Withholding Privileges: **70**
Alaska should enact legislation that more effectively discourages substance use by withholding or delaying youth privileges such as driver's licenses. *Page 82*

Fetal Alcohol Syndrome: 71

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

TEEN PREGNANCY

Adolescent Health Clinics: 72

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

Teenage Prenatal Care: 73

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

Child Care for Teenage Parents: 74

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

Sex Education and Family Planning Services: 75

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

RUNAWAY YOUTH

Comprehensive Runaway Program: 76

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

Family Counseling: 77

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

Shelter, Emancipation and Independent Living Programs: 78

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

Reunited Families: 79

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

DROPOUTS

Defining Children at Risk of Dropping Out: 80

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

Alternative Education Programs: 81

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

Uniform Dropout Definition: **82**

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

Truancy and Suspension: **83**

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

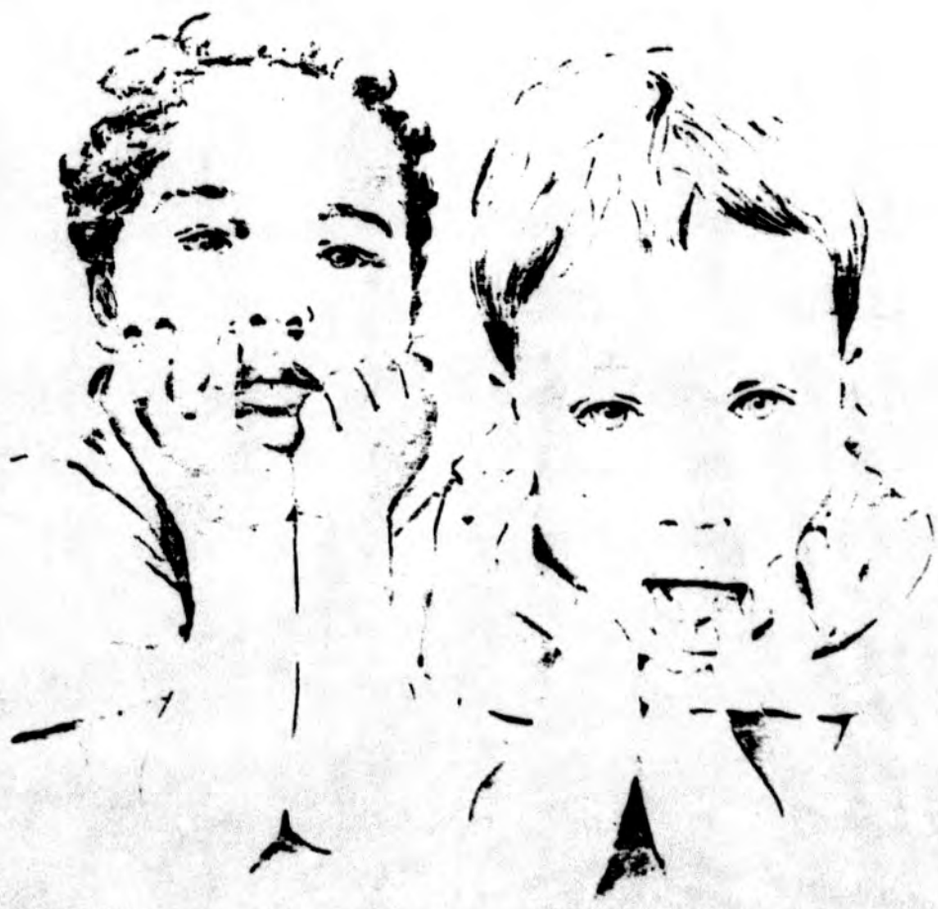
Multicultural Experiences: **84**

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

BRIDGE TO THE FUTURE

Permanent Commission: **85**

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



PLEASE SIGN UPON TESTIFYING

THANK YOU

QUALITY EDUCATION FOR MINORITIES PROJECT
REGIONAL HEARING
UNIVERSITY OF ALASKA, ANCHORAGE
AUGUST 26-27, 1988

NAME	ADDRESS	AFFILIATION
1. Samuel Towarak	Box 225, Unalakleet AK 99684	Bering Strait School District
2. Dorothy E Jordan	Box 548 Nenana AK 99760	Yukon Koyukuk School District
3. Jerry Covey	Box 51 Kotzebue, Alaska	Northwest Arctic Borough Schl Dist.
4. CARL L. LAMARR	1524 Hidden Lake Anchorage	Anchorage Sch. Dist
5. Shirley J. Holloway	Box 317 Barrow, AK	North Slope Borough School District
6. Frank W. Hill	Box 92 Naknek, Ak.	Lake & Peninsula School District
7. EDNA AHGEAK MACLEAN,	ALASKA DEPT of EDUC	
8. TONI KAHLEN-JONES	" " "	
9. MR LYNN JOHNSON		CHUKCHI COLLEGE
10. Tony VASKA	Box 848, Bethel, AK	ASSN. VILLAGE COUNCIL PRESIDENTS
11. ERNEST Holmberg	Box 51, McGRATH	Interior Ed. Council, Yukon Koyukuk Sch Dist
12. PATRICK J MADROS	POB 63035 NULATO AK 99765	
13. Marie Katcheak	Box 74 Holy Cross AK 99602	
14. Reva Shircel	c/o Tanana Chiefs Conference, Inc 201 First Avenue, Fairbanks, AK 99701	
15. Will Mayo	"	"
16. Carole C. Huntington	Box 26 Galena, Ak 99741	Galena City School District Bd. Mem.
17. Betty Davis	2240 Foxhall Dr. Anch AK 99504	
18. CARL F.N. ROSE	316 W 11th ST	Juneau Alaska
19. ROBERT NICK	NUNAPUTCHUK, ALASKA	ASSOC OF ALASKA SCH [illegible] LOWER [illegible]
20. Leona Okakok	P.O. Box 957 Barrow, AK 99723	North Slope Borough Sch. Dist.
21. Mary [illegible]	2701 Denali Ste [illegible]	
22. jeanine kennedy	Box 200908 Anchorage AK 99520	RURAL CAP
23. Patsy Aamodt	Box 68 Barrow, Alaska 99723	North Slope Higher Ed. Cent.

QUALITY EDUCATION FOR MINORITIES PROJECT
REGIONAL HEARING
UNIVERSITY OF ALASKA, ANCHORAGE
AUGUST 26-27, 1988

	NAME	ADDRESS	AFFILIATION
1.	[illegible]	[illegible]	[illegible]
2.			
3.			
4.	HENRY Oyoumick	Box 32089 Mt. Village Ak	Lower Yukon School District
5.	Delice Calcote	9599 Brayton #465	native
6.	Ruth Henderson	419 S. [illegible]	Retired teacher
7.			
8.	[illegible]	[illegible]	[illegible]
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			
19.			
20.			
21.			
22.			
23.			

Please Sign Upon Testifying. Thank You

QUALITY EDUCATION FOR MINORITIES PROJECT
REGIONAL HEARING
UNIVERSITY OF ALASKA, ANCHORAGE
AUGUST 26-27, 1988

NAME	ADDRESS	AFFILIATION
1. Dennis Demmert	Dept of Education, Univ. of Alaska, Fairbanks Alaska 99775	Univ. of Alaska
2. Judy Sale	[illegible]	NEA [illegible]
3. [illegible]	"	Anch Ed. Ass[illegible]
4. Connie Gates	44954 [illegible] Dr. Kenai	NEA - AC
5. Marco [illegible]		Anch Ed. Ass[illegible]
6. Charmaine Francis	[illegible]	Anch
7. Luanne Pelago	P.O. Box 202243 Anch. ah 99520	Alaska Native
8. Katherine Itta	FNSBSD P.O. Box 1250 Fairbanks, AK 99701	Educ. Comm. "
9. Virginia Thomas	670 W. Fireweed Anchorage 99503	ANEC
10. Bobby Andrew	Box 98, Dillingham, Alaska 99576	Alaska Native Ed. Council
11. Linda Green	P.O. Box 1250, Fairbanks, Alaska	FNSBSD
12. Carol Everett	381 Oceanview Drive Anchorage 99515	AK [illegible]
13. Lottie Sparks	PO Box [illegible] Glennallen [illegible]	[illegible]
14. Joseph Upicksoun	Box 734 Barrow, Alaska 99723	
15. May Kenworthy	Box 332 Kotzebue, AK 99752	PTA President
16. [illegible]	[illegible] Koppet St [illegible]	[illegible]
17. Ura Metcalf	NWC Pouch 400 Nome 99762	Bilingual [illegible]
18. Molli Sipe	PO Box 81550 Fairbanks 99708	AKABE
19.		
20. Joanne Eckels	3209 Doil Anc. Alaska 99507	Single Mother Native teacher [illegible]
21. Toni Kahklen-Jones	State of Alaska Dept. of Education Pouch F Juneau, Alaska 99811-0500	ANEC
22. Reva Shircel	201 First Ave Fairbanks, AK 99701	ANEA
23.		

24 Linda Ronan DRAM-edy 1013 DIMOND #439 ANCH, 99515

Please sign upon Testifying Thank you.

QUALITY EDUCATION FOR MINORITIES PROJECT
REGIONAL HEARING
UNIVERSITY OF ALASKA, ANCHORAGE
AUGUST 26-27, 1988

NAME	ADDRESS	AFFILIATION
1. Brenda [illegible]	[illegible]	AK [illegible]
2. Marilyn Knapp	Sitka AK	Mt Edge HS
3. [illegible]	P.O. Box 1GH2 [illegible]	AKC
4. David Ochoa	Alaska Pacific University	4101 University Drive Anch 99508
5. [illegible]	APU	
6. [illegible]	APU	
7. Marianne [illegible]		APU
8. Thomas Trotter	APU	
9. Alice Bosshard	APU	
10. Edna A. Mackean	DDE	2501 David St Juneau
11.		
12.		
13.		
14.		
15.		
16.		
17.		
18.		
19.		
20.		
21.		
22.		
23.		

SAVE

first hearing

Shirley
Bernie
Ruth
Richard Hope
Luis

(1) 2 should look at GICCU ed issues again, summarize

(2) Furnish Bill D's papers to members

reviewing ~~what other states~~ research literature
looking at what other states
questionnaire.

~~[illegible]~~ hearings, but not yet school
deters what steps ought
to be taken that would
result in higher levels
of achievement

P performance
R remedy

2 Aleut
5 Indian } 16
9 Eskimo

37% blacks 29% other

20% students were below the national average
" students below poverty level
11% bilingual
12% special education students

Toni Jones
racism still in schools

Lynn Johnson, Campus Director, Chuckchi, Katzebue

- important factors in failure of Native students to attend or succeed in college — only 100 years of education
- subtle ethnocentricism of teachers from the beginning
- over the years students urged to pursue domestic, technical skills.

H.S. grad do not have skills needed to go to college

P "people don't see themselves even today as having professional capabilities" they were never taught that they can be whatever they want to be "

- workshops, ill-planned technical training offered (but this is what they were asked
- get homesick, pressured too much — but problems: the ability to read and write sufficiently well to succeed

P real jobs are professional positions — degrees but they are not prepared

Rural college — direction now will help

R

"the only way it can be turned around" — coop rel with REAM

Effective and local coll

Telecommunications allows this.

to provide prep school (at college) would require scholarships given support, too

Sam Tovarak

don't ignore the 70-80 percent who want technical

- want prof. in sci, math, prof feed but others are needed
- student preparations should allow choice prof or technical
- organize a postsec voc. edu program
- lifetime on district is short
- 10 accredited — 5 in progress

Dorothy Jordan, now director of instruction

T

expectation
self-image
lack of opportunity
student commitment to career
conflicting values — sch say grads will be rewarded but that doesn't always happen

enter in lowest quartile, they know they must catch.

system does not appropriate as incentive

system must believe in children — abilities, skills

children need to.

districts must foster idea that children can succeed

T — Univ needs to look at tchr prep programs, needs to be as good as best.
needs for research
what are goals of students / parents
they believe we need to do better

F — homeinv, not. / schools need parenting skills
schools can involve parents in assemblies, as tutors, chaperons, teach cult. units

Frank Hill

T — we need a more complete counseling program incl. for adults
maybe we need to follow mentoring idea of Japan

Carl Lamarr

- effective schooling being implemented
- parent involvement plan.
- tchr expectation — we're working at this
- we need to employ more minority, esp. Native tchrs

T

Shirley Halloway

A — little eff. schooling follow through
T — all children can learn
— use preservice to orient staff
C C — have developed competences K-8 in all basic skills (rdg, l. arts, math and computer literacy
— have copy of

improving perf. begins in the school
imp. student perf.
we can by implementing principles of effective school.
not using cultural diversity as an excuse
" " lack of parental involvement "

our business is tching children.

total school culture must be addressed

? equity, equal access issue must be resolved ?

constant remainder that all children can learn

knowledge of what is to be learned

professional staff development

correction at intervals for those not learning

rec:

R DOE to play leadership role in tching effective schooling.

rural mentors

technical assistance to those who want to be eff.

strengthen certification

U of X needs to work collect. north distrib / it beginning continue

legis fund early childhood

funding for staff dev. eff schooling

and for

ach from 1st percentile to 30th in 14 years

Jerry Corey

now conducting 5 yr plan

succeeds

cares

good staffing all the way

cooperative spirit in the school.

students must know they're there to learn

tchrs must motivate

must have positive atmosphere

tchrs must be relieved of non-instructional

Gerald Mohatt

present w/ some humility. (no single panacea, but road

- importance of close school-family relationships

reviewed three schools - 2 ak, 1 Canada

high expectations

kids enjoy school, parents welcome

strong Native leadership

culture throughout curric, not separ

accountable to community

* American Indian Accreditation Team

performance of N. kids in university

probably lose 60% between freshman + sophomore year

poor academic preparation — reading, partic in class writing

stress over acad. prep seems higher than social issues etc

good role models: ~~only old days~~.

- shame from stereotypes or from report ~~of~~ problems
- few N. role models at Univ
- sense of no home
- Have made strides: NANA house, rural studies.

rural College with rural studies as its reference, / not the subjects

nat'l rec: each state should desig one college as having mission of cross-cult research etc.

Alaska. focus attention in urban areas

must be magnet school

rural. ~~coll~~. community-school partnerships

Tsuguo Arai

process of bilingual in Anch

over 2100 students in 87-88 sch yr

88 - plan to serve over 2,500 students

over 100 diff. lang spoken / 2/3 are served

Hisp, Korean, ~~Amer Ind~~ AK Natives, Filipinos, SE Asians, Japanese, Pacific Islanders, Temporary, Immigrants, Migrants (Hispanics and AK Natives)

Factors.

lack of basic skills in English

low level of literacy in native language

holding job

parents with 2 full time jobs

Bi-ling - Learning Center 7 elem schools

intensive

Ach

Pilot ESL center at East High School - primarily non Engl.,

effort to have kids learn English as early as possible

prog. has been successful

pride in self.

Janie Leask AFN

- best of both worlds · academically strong, relevant to Natives

- the need to integrate Native history in schools

· culturally sensitive

early childhood educ.

involvement of parents in

[see list on desk]

March retreat

AK history for both N and non-N

higher academic standards

counselors

"demand major efforts"

urgent

1. increased expectations

2. accountability

3 family involvement needed

Ex Thomas

problems begin very early in life, early childhood
need to learn parenting skills.

O

home-based programs ~~for~~ engage parent with child's education
- not waiting until some neg. dev. in junior high

need to modify policies so that educ. begins earlier
standards for certification for ECE

better opp. for

Dorothy Larson

Xceed

F

schools need to be aggressive in getting parents involved

P O

reporting to community
"as parents become comfortable with schools their
children will do better"

F

Sam Kito - issue of academic achievement

P

Fed govt puts money aside to help minorities, but
requires that you be a minority / then you get categorized
as dumb Natives

E

peer tutoring and peer counseling generally solved problems / learn
professionals out ~~[illegible]~~ except as a last resort

T

hope, vision of what they want to be

parenting needed

Sophia Dawson -

- we're taught that educ is pathway — schools [illegible] | hope
- the lack of caring, high expectations for blacks has led to this problem
- need educators committed to empowering students
- G.W. in Los Angeles - principal can transfer tchrs not committed to goals
- very little program tracking.
- tchrs make frequent contacts with person
- [illegible] blacks as role-models
- cannot really make progress w/o blk tchrs, counselors
  its also important that whites see blacks in important roles
- tracking a problem, acceptance a problem

+ rec. make prin + tchrs accountably for educ. of black students
invite parents into the classroom
demand the event from tchrs
rid curric of tracks
schedule blacks into demanding coursework
more interaction between

Lance Bonie

of all programs the ones blacks go to is special educ
standardized tests - what is the standard
most important for block positive self-esteem, self-concept

- needs of all minorities are not the same
- good, strong black role models
  that most important good thing
- too many kids sent to special educ
- strong outreach program for parents
- evening program: how to help your youngster in school

Anna Seabrook

- goal of improving school climate
- cooperative learning
- increased parental involvement

Lewis Sears

- promotion of scholarship and achievement
- standards that have to be met
- have to emphasize achievement
- homework and homework completion
- testing only as diagnosis

Keva Wulf Shrial

Will Mayo Mami Katchak Holy Cross Pat Madsen Ernie Holmberg

Tony Vaska OVCP

TCC engagement with issues — despite existence of groups to address issues, doesn't seem to work.

distance delivery needed to be incorporated into
Rural College system — for specialized courses
relevant curriculum through distance delivery, on-campus
occupational training
traditional skill-building

Will Krayo — "epic walkers"
education a "bittersweet experience" helpful, to deal with new times, but
driving a wedge between old cultural
we're not condemning western culture
We want survival of cultures
parenting skills as part of curriculum
hig. hopes for that committee — learn from villagers, Native teachers
take into account the demographics ?

Patrick Madros — Yukon Flats Board member
16 out of 54 tchrs are Natives
areas important:
— higher program standards for those entering tching
— teach tchrs resp. of building self confidence in learners
— more emphasis on parenting skills
— programs to be funded to help districts get parents involved
— early childhood education coordination, funding.
— students need to develop positive self-image.
— post-secondary counseling for follow-up after graduation
— need equal opportunity for Natives ?

Marie Katchak — Holy Cross
eff.
- subsistence model is important

Ernest Holmberg - member of Interior Council

at Copper River our teacher didn't teach Natives, they taught human beings

boarding home program needs to be looked at again

or TV courses in small villages

Seward Skill Center — very effective

partnerships with industry

vocational education system needs to be looked at

more graduates could work on North Slope

tchr aide training to be modeled on health aide trng with opp to go on to obtain degree

language should be preserved.

Tony Vaska — JTPA admin. for AVCP

look to St Mary's as a kind of model

- bigger class load is needed

in our area

people graduating from schools, but AC store say they are not prepared to work as clerks

Native corporations say the same

N. students are placed in boneheard course at college

P

want to move away from pic of Native ~~[illegible]~~ as failure

APR 88 THE Journal on distance delivery.

can p.

T school needs to become active place of learning

F parent control should mean control over curriculum, hiring of teachers

* biggest criticism of advisory committees is their lack of control

but you don't have to be on board to have control

✓ Encouraging scores of bi-ling students in LKSD / I am a firm believer

Carole Huntington statement exp [get statement]

Mrs Nick - LKSD

* dist. estab scholarship prog initially for careers in educ have added others

of 219 tchg - 15% are Native / will help overcome cultural barriers in classrooms

2,675 students

[get statement]

Bethyl Davis – Anchorage Sch District

many programs implemented; not all have been as successful as they ought to be

"All children can learn, but too many are not..."

what is to be done?

– maintain local control | almost all elementary, at grade level

– would like parents to have place in school, work in resource center, be paid

– accountability

– monitoring of specif. program by sch bd, community, or group

– evaluate schools on basis of minority student performance

– reward schools that decrease drop out, increase attendance

– awards for superior teacher

– all Alaskans need to know All Stories, cultures

– need to keep hope alive for students

– staff development terribly important

Leona Okakok – N. Slope Bd [Get statement]

assumption is made that no education existed before western system; untrue

Dennis Demmert –

need for a data base to understand what is going on for Native students

cont'd (O) don't have shared perception of what the causes are / or perhaps the problems

& need definition of drop out, for instance criteria for building data base

- should build upon what districts are doing
- must speak to fundamental concerns
- minimize distortion by data gatherers

(F) - perhaps make a condition of the Foundation program
- if parental involvement cannot be obtained, the school's obligation persists -

- if achievement of minorities obtained it will be at the cost of our culture or our identity - ?

Patsy Aamodt · No Slope Higher Educat Center

Restructuring ~~Voice~~ Tchr Educ for Diversity
Lisa Delpit

Dr Gary Smith.

gen ended pathways to post
sec learning - AA, BA etc
going beyond technology

Jeanine Kennedy - Rural Cap

31 villages - Headstart

concerns over education

- villagers get the worst tchrs
- advisory bds, but no power
- we can't fire a teacher; Tenure is problem
- need ~~[illegible]~~ speech in curric
- no excuse to grad if can't read
- home ec/p.e. shld incl alcohol
- no

revam Title 14

~~most dec made by~~ DO

local control, not regional control

differences between urban and rural

look at rules/regs to produce the results we want?

Judy Salo

1500 are in rural Alaska (total of 5,000 tchrs)

tchrs accept or reject the scores based on what we know about student

know that child w/ diff lang background will do less well

Other fear of testing ~~that only~~ "fuzzy and inaccurate" picture will emerge

ma. SB 436

tch certification change would be very complex

but raising standards for entrance should be acc by higher pay etc

new rules could reduce # of minorities entering

Myron Jones told that even with all Native tchrs, ~~perf. [illegible]~~ prob of perf still

education is a relocation program / too rarely return to village

Connie Gates

P ~~F~~ children enter school eager to learn, but lack support system

P by 3rd-4th grade, when school becomes more workplace than social, they drop

people need to decide their goal – ach on tests or village future

some cultural activities tchrs were not prepared to do task

x ~~activities~~ cones be scheduled Saturday, evenings

~~T~~ attendance problems – need to demand, impose penalties

one of most relevant – Alaskan Readers – lower elementary

Helen ~~T~~ O use of microphone, amplification can help all, not just the hearing impaired (research sez)

~~P~~ O perhaps a 13th year in village w/short travel away may be helpful

Pam McCarl . Anchorage

~~P~~ ~~disprop rate of failure~~ – why? can't be answered w/o considering value conflict or consonance

parents who have exper discr. may infl children

kids may see a need to pit parents against system

Asian parents see educ as hyp value, schools, tchrs highly valued

kids feel equal to others

~~T~~ Urban Natives — homework, attendance → family values ~~[illegible]~~ v. sch. values

less verbal, more difficult for tchrs

tchrs may lack understanding of N. culture

rec

assessment of students: culturally fair tests for placement in advanced classes

assist parents to know about alternative programs (dependent upon counselors, agressive parents)

counseling programs for parents

break patterns

Margaret Bellamy

feelings of alienation

special programs for classrooms

for students interested in tchg as career

National Teachers of America

Bobby Andrews

Oct 7-- Nat'l Ind Educ Assn in Anchorage

want

dev., eval, monitoring of programs by AFEC, if funds are available

Charmaine Ramos

t.l.c and choices — tradition, language, and culture

math and science, but not at cost of self

alcohol & drug abuse — "cycle of destruction is upon my people"

suicide

my rec: choices

systems should offer N. languages

elders and youth shld work together — not after school activity

nearly half no educ except w AFCSA, nearly a third

no except w/ AK history

Luann Pelagio · Dillingham

supplemental program funding – J.O.M. funding

alternative programs, tutorial.

Indian Ed – supp. counselors, tutor

Indian Ed 47 grantees – 21,000 students

acad skills, self-esteem, local culture

JOM 50 contracts – 23,000 students

DOE needs to make Native educ a priority

Kathy Itta – Native studies teacher

F strong parental support, cooperative effort by

motivation · Mothers' club and tchrs

we have culturally sensitive tchrs in Barrow

F Native studies as shapers of improved self image

improvement through curric development

integrate Nat studies into other programs

R C all materials on N-S – be looked

rec to St Bd that task force be formed

to review all materials

And AK Native writers consortium to write books

R F Can space be set aside for parents in school

magnet schools

– good ideas w NEA

Teaching Native Americans – Pat Gullen ?

Virginia Thomas - mgr of J.O.M in Anchorage

nat pop 7% of district, but less than 3% are Natives

R need coll. prep, cult - relevant to

professionals are out there, but they're aren't being hired

Linda Green - Ak Nat tchr ZHKS

improvements needed:

R — training for administrators of school district on low achievers / need to get positive attitude.

— also for tchrs

— cultural aspects

— textbooks - 1492 - they trivialize fact that Indians here belittle or demean minority people

R Ruth Task Force on Nation Education by State Board:

R Virginia Thomas strongly favored SB436 was very positive first step

Joe Upicksoon - PTA pres. Barrow

community control is very important

57% local share in Barrow

"We have been here forever"

NEA

guarded

interest

Carol Everett

R approach

different needs at every point of the pipeline
and rec. should.

O most effective — preschool / home based
developmental

F it will begin to empower parents (they need to know they are the most imp. advoc

parents and kids need to know what and why
kids are individuals but we have lock step
need to look at IEP

T secondary success stories — Gambell problem solving winners
paidies project

developmental studies, transitional courses
"the right to learn at their own pace"
there are not just minority students

some go on to degrees

R O optional 13th year — state funded,

Lottie Sparks, :)

F we need a PTA in every village, and we can
solve all the problems

we have many in Native areas

culture should

T counselors needed, but not only univ. type/need aides

May Kenworthy – Pres. Kotzebue PTA

line up, be quiet

is the tchr qualified, how is material been presented

~~P~~ does the tchr have enough time

drug. tests not used approp.

~~P~~ O tutoring, summer programs needed

student feels lost if moved ahead w/o progress

~~P~~ are counselors knowledgeable about our area?

Joe Lupic:

ach P We want our children to sit down with children from anywhere in the world and to pass whatever test they take

Brenda

concerned with maintaining cherished culture

contemps western slaskin

~~F~~ we think ~~parental involvement is key~~

~~in obtaining attendance and timeliness~~

(banned parents from bingo if their children were used as babysitters during day

workshops with advisory councils

F We conference with villages each month for SB mtng

bd solicits advice

T

cross-cultural workshops for teachers, elders can be good mentors
(central office studied Inupiaq at night last year)

affirm

we can blend the new with the ancient traditions of our elders.... these young people are so bright...

curriculum for migrant education

Marilyn Knapp – Mt Edgecumbe

85% Native

rural alternative

7 classes of 50 min

computer labs open until 10 pm.

only 30 freshmen

B

will be working with Blands Community

do survey parents + students about school program

priorities: rural / absence of adeq. program
social referral

Paul Goodwin

asked Native people what they wanted: 1) schools change the kids, they don't come back); it doesn't work anyway

if it changes them, how and why?

conclusions of report

1) yes they are different

2) school imprints (child uses same words, but new meanings)

3) Can anything be done?

— Cognitive skills can be taught without having this gulf

↕ [leap]

But ~~will~~ can educ system be made to change

? P

" abstract thought is char. of Jewish more than N, A

Dr Thomas Trotter, Pres. APU

83% Alaskan / 16% of student body are A.N.

substantial number of students are admitted provisionally

English Lang Institute, Learning Support Center

private company coned support student in return for summer work

Le Mc

returning adult learner

P

no student loans for part-time students / home ownership also denies

Marianne Inman

English Lang Instit → foreign, native students

peer tutoring

Ramona Alaska Native Institute

academic

non-acad - trans. / fin. aid / homesickness / culture shock

institute tries

data base needed
each univ provide center for support
faculty + staff need better knowledge of their students

Alice Bosshard.

Molly Sipe, pres.
maj prob bil. educ in urban setting (26 ks) - conflict with spec ed.
programs → most label learning disabled
none in gifted and talented.
emotionally disturbed → mostly
spec. ed. and classroom say they recognize not really l.d.,
but its a way to obtain special services -
most may not have trng needed to work
with cross-cult, linguistic

suddenly thrust into strange situations → no
funding for transitional programs
summer volunteer tutors
kids in classrooms need cross-cult communications

rec more $ for bi- to save kids from l.d./spec ed
" " adult literacy
" " legal waiting period before test
Miranda rights - parent can refuse spec ed
but not clearly explained to them
for all program
kids retained in kindergarten

Vera Metcalfe. - Nome Comm Coll - admin asst

Title VII for western Eskimos scholarships

critical need for more bi-l trained tchrs

and administrators

need for more innovative techniques, materials

educ about cult. rel. studies for board members

certific. in bi-l.

Mariane Inman — from higher educ. standpoint

rec - mission incl. inter-cult multi-ethnic

help students get from where they are to where they want to be

* give credit for prior experience by dev. of ind. educ prog

multi-ethnic campus year round, not just annual event

Sandra Hendricks - JHKS

tchrs need to become sensitive, have high expectations

insufficient role models

ANEA — need for funding

Neva Shircel — 200 N, and snd., advocate for students

Ramona S-D — bilingual ed at elem level

most N. children experience handicaps

curric should be language based

culturally relevant

they need a solid foundation in IL

cooperative learning

research seg 5-7 yrs to catch up to grade level

(we should quit terminating w/ 3 years

pre school needed

parent involvement — everb. in sch help obtain

pyrgless vocal development

Toni Jones

mentoring parents

Parenting - first step

community - partnerships among social agencies, with business

FAS — can choose to avoid by not drinking

counseling - 84-85.

Joanne Eckels - Shakloolik (translated), Unalkleet, Koyuk

Anc

culture in transition - my perspective

we still see things differently from others

need to educate parents more

hope

& wasn't special, not catered to by tchrs, fatheradying.

but & am healed

Check

Edna MacLean

C should not seek to raise acad level at expense of N - lang and cultures with sound ties, there will be achievement

immigrant, autonomous, dominated
↳ regarded as inferior by dom group

Eben: 87 yrs ago when

P the attempt was to assim. into mainstream

schools most persuasive force for

deculturization has produced these problems

n. will emerge victorious

P the persistence of racism, prejudice
students reported ~~problems~~ factors in lack of progress

domin groups must show mutual respect

C? DOE must develop curric on each major group for one semester course in middle school

still need to sensitize teachers

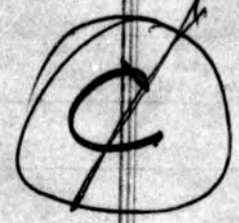
O learning centers that would be establ in communities
a cultural center / perhaps could be used for ECE with parenting like Kaskazi

T need to develop mechanism
the situations will only worse
unless humans can share and be compassionate

Linda ~~Rollin~~ Roman – Teaching through Theater – Dramedy

teaches life skills, self-esteem through participation and involvement

Nor Lapham.



one program: basic comm skills.
self paced, racially balanced.
Akiachak –

Henry

Susan Murphy LKSD

~~regret~~ quality education

vocational ?
cultural ?
traditional western ?

expectations too low
adv bds – power
parenting
billing is the solution

} she hears these things

member of Native tchrs
cultur, lang in sch
local sch control

what is quality education

agreement needs to be reached

cycle school year around village life to allow tching of subsistence for instance

much disagreement among presenters
need to share problems, successes
need to estab goals for Native educ, be held accountable
LKSD - student social workers.
need to explore new ways
longer sch days, CAI, summer school, reg wind centers
13 or 14th yr.

Henry Oyumak - L. Yukon Sch District
a number of programs are successful - bilg / spec ed
math + science - need more field trips
if we had more parents involved, we could
do more

Ewel

De Lisa Calcoutch
prejudice in Anch Sch districts
was hurt upon learning she was Native at age 16
Charles Osgood

Mr. Bettye Davis
people aren't here

please don't
gifted + talented program for every student
(Travis - Texas?

Be sure to interview students

R ~~F~~ strong affirmative action plan needed in every district.

0 exit interview when min. people leave

Roy Henderson

support systems for successful students

Emma Widmark – Tlingit Haida

worked out program on "youth at risk" with VAS

call alg, pers dev.

need continued funding.

we're creating generations of debtors

Charles Moore – Ibka No Star EEO

78

Writes VAA

get names

Le Anna Devaney

Paul Anthony

sometimes we are own worst enemy

peanut butter story

BARRIERS THAT NATIVE CHILDREN ENCOUNTER IN EDUCATION
(As identified by group attending workshop November 10, 1987)

1. Lack of self-esteem
2. Lack of cultural understanding by the educator
3. Lack of appropriate curriculum
4. Lack of parental understanding and involvement
5. Lack of opportunity to develop language skills early in life
6. Lack of certified bilingual teachers
7. Schools not reflecting the cultures of the community
8. Low expectations for achievement from teachers
9. System does not allow for the development of Native professionals
10. Lack of Native role models
11. Lack of career awareness
12. Lack of motivation by students
13. Lack of mutual understanding of each other's differences
14. Students not understanding the competitive nature of today's world
15. Effects of a welfare society (cycle)
16. Alcohol and drug abuse
17. Lack of understanding a bout changing world and what that means to us as adults
18. Lack of communication between parents and teachers and ability to communicate
19. Barriers to entry and retention into teaching profession
20. Conflict between administrators and teachers (lack of trust)

21. [illegible] and the impact it has on students' ability to adjust
22. Inability to remove poor teachers out of the system
23. Lack of socialization between teachers and community
24. Village politics
25. Competition for funds that allow for comprehensive programs
26. Lack of home support for students
27. Lack of spirituality
28. Lack of community priority for education
29. Lack of promoting the teaching profession
30. Lack of acceptance of curriculum that focuses on local culture
31. Lack of formalization (standardization) of bilingual curriculum
32. Lack of alternative programs for students at risk
33. More need for teaching methods and content that are appropriate
34. Economic factors of family and students
35. Conflict of changing values
36. Lack of understanding about barriers within the profession, community and among students
37. Lack of long range goals in community, family, and student
38. Lack [illegible] of ownership
39. Overt [illegible] covert racism

THE ROLE OF SCHOOL BOARDS IN IMPROVING EDUCATIONAL PATHWAYS FOR MINORITIES IN ALASKA

GOOD AFTERNOON. MY NAME IS CAROEL HUNTINGTON, PRESIDENT OF THE GALENA CITY SCHOOL BOARD. I HAVE SERVED ON THE BOARD FOR 9 YEARS, CHAIRING FOR 7 OF THEM. I AM ACTIVE ON THE ALASKA ASSN OF SCHOOL BOARDS AND THE GALENA UNIVERSITY OF ALASKA CENTER. THANK YOU FOR THE OPPORTUNITY TO ADDRESS VITAL RURAL EDUCATION CONCERNS.

WE HAVE A~~N~~ tremendous RESPONSIBILITY, WE WHO ARE CHARGED WITH POLICY, DECISION MAKING FOR OUR RURAL SCHOOL DISTRICTS. MANY OF THE ISSUES HAVE BEEN DISCUSSED OVER AND OVER BUT NEVER HAS THE POLITICAL CLIMATE BEEN SO FAVORABLE FOR ACTION ON NATIVE ISSUES. 20 YEARS AGO WE WOULDN'T HAVE THOUGHT IT POSSIBLE TO HAVE A NATIVE COMMISSIONER WITH A NATIVE STAFF, POWERFUL NATIVE LEGISLATURES, NATIVES ON STATEWIDE POLICY MAKING BOARDS. THE ANCHORAGE DAILY NEWS FEATURED THE PRIMARY ELECTION CANDIDATES A COUPLE OF WEEKS AGO AND OUT OF SIX QUESTIONS ASKED URBAN LEGISLATURES TWO WERE RURAL NATIVE ISSUES. I HAVE TO SMILE WHEN ONE CANDIDATES RESPONSE TO ALCOHOL ABUSE IN NATIVE VILLAGES WAS TO BAN THE IMPORTATION OF 50 LB. BAGS OF SUGAR. THAT CANDIDATE DID NOT MAKE IT PAST THE PRIMARY. WE ARE IMPACTING IN POSITIVE AND NEGATIVE WAYS.

THE PROBLEMS WE FACE ARE (1) DEATH (22 PEOPLE DIED WITH IN OUR AREA IN A 12 MONTH PERIOD. SUICIDE, ALCOHOL RELATED ACCIDENTS, AIRPLANE ACCIDENTS, ELDERS.) OUT OF 150 STUDENTS 11 CHILDREN WERE LEFT WITHOUT PARENTS AND 5 CHILDREN LOST BOTH PARENTS. NUMEROUS OTHER CHILDREN LOST AUNTS, UNCLES, SISTERS, BROTHERS, GRANDPARENTS. NOW WHEN WE HEAR OF AN UNTIMELY DEATH IN ANOTHER RURAL AREA OUR HEARTS GO OUT TO THE PAIN THEY ARE EXPERIENCING YET THAT DOES NOT SEEM TO CHANGE ANYTHING. OUR COMMUNITY IS HEALING. THE ATHABASCAN FUNERAL PROCESS WITH THE MEMORIAL POTLATCH LATER IS A WONDERFUL WAY TO HANDLE GRIEF. I WOULD RECOMMEND IT TO ANY COMMUNITY BECAUSE IT IS A COMMUNITY FUNCTION. (2) FETAL ALCOHOL SYNDROME SHOULD BE A CRIME. WE SEE THIS ON THE INCREASE DISPITE THE EDUCATION PROGRAMS AND INFORMATION AVAILABLE. (3) DRUGS AND ALCOHOL SPEAKS FOR ITSELF. (4) PARENTS UNABLE TO OR UNWILLING TO DISCIPLINE OR BE RESPONSIBLE FOR THIER CHILDREN. ETC,ETC..

GALENA IS A PROUD INDEPENTENT RURAL K-12 SCHOOL DISTRICT PREDOMINANTLY NATIVE WITH 150 STUDENTS. WE ARE ONE OF TWO PUBLIC SCHOOLS THAT REQUIRE 25 CREDITS FOR GRADUATION. 50 TO 55 % OF OUR GRADUATES NOW GO ON SUCESSFULLY TO HIGHER EDUCATION. OUR DROP OUT RATE IS 0. WE DIDN'T GET THERE OVERNIGHT AND WE STILL HAVE A LONG WAY TO GO AS WE HAVE SET OUR GOALS AND EXPECTATIONS HIGH.

EDUCATION IS FAIRLY NEW IN INTERIOR ALASKA IN COMPARISION TO SOME OF THE OTHER AREAS OF THE STATE. BOOK LEARNING HAS BEEN APPLIES ONLY SINCE THE EARLY TWENTIES IN MOST VILLAGES. IN OTHER VILLAGES ON THE KOYUKUK AND OTHER AREAS, SOME OF THE SCHOOLS OPENED THEIR DOORS IN THE MEDDLE 50'S OR LATER. WHEN EDUCATIC WAS FIRST APPLIED THERE WAS A LANGUAGE BARRIER TO OVERCOME. FORMAL EDUCATION WAS A ABSOLUTE NEW THING TO MOST PARENTS. PARENTS KNEW IT WAS NECESSARY AND THEY DEMANDED IT BUT FOR REASONS THAT WERE NOT REALLY KNOWN BECAUSE FORMAL CLASSROOM LEARNING NEVER APPLIED TO THEM. SOMEBODY WAS TELLING THE PARENTS WHY THEY SHOULD CHANGE SOME OF THEIR LIVING HABITS AND DRESS THEIR CHILDREN. SO WHEN FORMAL EDUCATION WAS APPLIED TO THE NEW GENERATION OF THOSE EARLY DAYS OF SCHOOLS. NOTHING WAS LEFT OUT. DURING THE TRANSITION THE MOST VITAL PART OF ANY EDUCATIONAL SYSTEM WAS LEFT OUT--THE PARENTS WERE EXCLUDED.

LOOK BACK ON HISTORY AND SEE WHAT HAPPENS WHEN SOMEONE TAKES AWAY YOUR PART OF LIFE -- YOU GET LOST AND CONFUSED. THE SAME THING HAPPENED TO STUDENTS COMING OUT OF SCHOOLS IN THE PAST. THEY WERE GIVEN PART OF AN EDUCATION AND THEN TURNED BACK TO THEIR PARENTS WHO HAD NO INPUT INTO A MAJOR PART OF THAT STUDENTS LIFE. THEN IT WAS TO LATE, THE STUDENT WAS EDUCATED AND WAS SUPPOSED TO BE ON HIS OWN BY THAT AGE. WE HAVE A LOST WANDERING POPULATION OF YOUNG MEN AND SOME YOUNG WOMEN OUT THIER THAT DON'T FIT INTO THE CHANGES TAKING PLACE IN OUR VILLAGES. THE OLD WAY IS NO LONGER THERE AND THE NEW WAY DOES NOT FIT THEM EITHER. WE ARE MORE OR LESS ANIMALS IN THIS WORLD. HERE IS WHAT HAPPENS TO A PUP, FOX, BEAR OR ANY ANIMAL TAKEN FROM HIS/HER MOTHER. RAISE THAT ANIMAL UNTIL IT IS BIG ENOUGH TO GO ON ITS OWN THEN TAKE IT OUT AND TURN IT LOOSE. IN MANY CASES THAT ANIMAL DIES BECAUSE IT NEVER LEARNED TO SURVIVE.

TODAY YOU OFTEN HEAR THESE WORDS, "OUR STUDENTS LEAVING RURAL AREA SCHOOLS HAVE A SUBSTANDARD EDUCATION ENTERING COLLEGE." IT'S NO WONDER BECAUSE THE MOST CRITICAL PART OF TEACHING THOSE VERY STUDENTS WAS EXCLUDED -- THE PARENTS. SOME PARENTS WOULD LIKE TO BELIEVE IT IS NOT THEIR JOB TO TEACH THE CHILDREN, IT'S THE SCHOOL'S JOB. THE PARENTS HAVE BEEN LEFT OUT OF THE PICTURE TO LONG. DEAR PEOPLE, IN ORDER TO MEET THE CHALLENGES OF TODAY, WE HAVE TO MAKE SOME CHANGES. IF IT IS SUCCESS WE WANT FOR OUR CHILDREN, WE HAVE TO TAKE A STEP BACK IN TIME AS A PARENT. STEP BACK TO THE ROLE OF THE EARLY DAY WHEN PARENTS WERE THE ONLY EDUCATORS OF THEIR OFFSPRING. TAKE AN ACTIVE PART. TO HAVE OUR CHILDREN BE COMPETITIVE YOU HAVE TO PLAY THE SAME BALLGAME, ONLY BETTER.

HOW HAVE WE AT GALENA BEEN ADDRESSING THE ABOVE? KNOWING WHAT WE NOW KNOW THRU EXPERIENCE WHAT ARE WE DOING OR WHAT CAN WE DO TO BRING ABOUT SUCESS?

WE BELIEVE CHANGES HAVE TO HAPPEN STARTING AT THE KINDERGARDEN LEVEL AND FLOW THRU THE UPPER GRADES. WE DID NOT LIKE THE HIGH TEACHER TURN OVER THAT WAS TAKING PLACE. NINE YEARS AGO ,TEACHERS HAD BEEN HIRED BY PHONE BY OUR PRINCIPAL AND CULTURE SHOCK FREQUENTLY HAD THEM EXIT OUR COMMUNITY BEFORE THE YEAR WAS OUT. OUR BOARD SAT DOWN AND DEVELOPED A SCREENING AND HIRING PROCESS THAT WE ARE PHYSICALLY INVOLVED WITH. TODAY WE HAVE QUALITY TEACHERS, LOW TURN OVER, AND CONSISTENCY IN OUR CIRRICULUM. YOU CAN MAKE PROGRESS WITH CIRRICULUM WHEN YOUR STAFF IS STABLE. AS A GENERAL RULE, WE HAVE LEARNED NOT TO HIRE FORMER BIA TEACHER AS THEY GENERALLY HAVE LOW EXPECTATIONS FOR NATIVE STUDENTS AND VERY PATERNALISTIC ATTITUDESWHICH TELLS US SOMETHING ABOUT WHY OUR SUCESS RATE WAS LOW. THERE ARE TEACHERS OUT THERE WHO ENJOY WORKING IN RURAL COMMUNITIES. WE ALSO LOOK FOR TEACHERS WITH STRONG LANGUAGE DEVELOPMENT IN ALL CLASSES BUT ESPECIALLY IN THE KINDERGARDEN THRU THIRD GRADES. WE HAVE HIGH LANGUAGE EXPECTAIONS FOR ALL STUDENTS AND SPEECH IS A MANDATORY CLASS FOR HIGH SCHOOL GRADUATION.

WE HAD A LOW RATE OF STUDENTS CONTINUING THERE EDUCATION ONCE THEY GRADUATED FROM OUR SCHOOL. WE STUDIED THE PROBLEM AND MADDE THE COMMITMENT TO A FULL TIME GUIDANCE COUNSELOR. WE TOOK A LOOK AT WHY OUR STUDENTS WERE NOT SUCEEDING AND APPLIED THOSE PROBLEMS TO CHANGES WITHIN OUR CIRRICULUM AND ATTITUDE. MATH, SCIENCE, WRITING, ENGLISH AND SURVIVAL SKILLS CLASSES WERE STEPPED UP. OUR STUDENTS DID NOT KNOW HOW TO RESEARCH THEME PAPERS OR UTILIZE THE LIBRARY. THESE SKILLS WERE BEEFED UP ESPECIALLY WRITING SKILLS. CLASS TRIPS WERE TAKEN TO ANCHORAGE AND FAIRBANKS ANNUALLY BY OUR JUNIOR CLASS TO VISIT UNIVERSITIES AND VOC ED SCHOOLS TO INCREASE THEIR COMFORT LEVEL IN URBAN SETTINGS. OUR STAFF EVALUATION PLAN WAS COMMENDED BY THE D.O.E. THIS WAS DEVELOPED BY THE BOARD WITH TEACHER INPUT. WE WILL BE UPDATING THIS PLAN THIS YEAR. WE AWARD SCHOLASTIC ACHIEVEMENT BY RECOGNITION AND THROUGH SEVERAL SCHOLARSHIP PROGRAMS. WE HAVE SET OUR STANDARDS HIGH AND WE CHALLENGE OUR STUDENTS. WE EXPECT A GREAT DEAL FROM OUR STUDENTS AND WE GET ALOT IN RETURN. THE POINT IS QUALITY EDUCATION CAN BE PROVIDED IN A SMALL RURAL SCHOOL!!! BOARDS HAVE THERE WORK CUT OUR FOR THEM AND NEED TO TAKE ADVANTAGE OF THE TRAINING PROVIDED BY THEIR ASSOCIATION.

INTENSIVE INDIVIDUAL CAREER GUIDANCE IS IMPORTANT. WE ADOPTED A CAREER CIRRICULUM K-12. OUR COMMITTMENT TO A FULL TIME GUIDANCE COUNSELOR EVEN THO OUR DISTRICT IS SMALL IS PAYING OFF FOR US. STAFF DEVELOPEMENT IS IMPORTANT. TEACHERS DON'T COME OUT OF COLLEGE KNOWING EVERYTHING. THEY ALSO NEED TO BE ENCOURAGED AND GIVEN INSENTIVES TO CONTINUE THEIR TRAINING DURING THE SUMMER. WE HAVE ADOPTED THE LEE CANTOR ASSERTIVE DISIPLINE PROGRAM WHICH REQUIRED INTENSIVE TRAINING FOR [redacted] PARENTS AS WELL AS TEACHERS. CHANGES OR IMPROVEMENTS DON'T COME CHEAP HOWEVER . I THINK IT IS TIME

TO IMPROVE THE ROLE BETWEEN THE D.O.E. AND SCHOOL DISTRICTS. INSTEAD OF PLAYING THE DEFINSIVE WATCHDOG ROLE I FEEL THE D.O.E. COULD PROVIDE EXPERTS IN DIFFERENT FIELDS TO COME OUT TO SMALL SCHOOLS THAT CANNOT AFFORD TO PAY FOR FULL TIME EXPERTS. THE CLIMATE IS NOW TO START A MORE POSITIVE RELATIONSHIP.

SCHOOL BOARDS MUST BE WILLING TO TAKE THE PRESSURE FROM THEIR COMMUNITIES WHEN A HARD DECISION HAS TO BE MADE. ITS VERY HARD FOR SOME BOARD MEMBERS TO DO THIS IN A SMALL COMMUNITY. BOARDS MUST HAVE A STRONG PHILOSOPHY AND KNOW WHAT THEY WANT FOR THEIR CHILDREN. WE CANNOT EXPECT CHANGES ALL AT ONCE -- CHANGE IS GRADUAL BUT WE ARE IMPATIENT. WE WANT IT ALL NOW. ITS SLOW AND HARD WORK. WE DON'T HAVE THE ESTABLISHED TRADITIONS OF OLDER URBAN COMMUNITIES.

PARENTS. THIS IS AN AREA WE ARE STRUGGLING WITH. WE HAVE CHILDREN EXCELLING BECAUSE THE PARENTS EXPECTATIONS OF THEIR CHILD IS HIGH. WE WISH MORE PARENTS WOULD GET INVOLVED IN THE EDUCATION OF THEIR CHILDREN. EVERY SINGLE ONE OF OUR CHILDREN THAT EXCEEDS HAS A STRONG PARENT ENCOURAG ING THEM. WE RACK OUR BRAINS TRYING TO COME UP WITH METHODS TO INVOLVE PARENTS. THE PRESCHOOL PROGRAM IN OUR COMMUNITY AND THE LOWER GRADES HAS QUITE A BIT OF INVOLVEMENT BUT WE SEEM TO LOOSE IT SOMEWHERE IN THE JUNIOR HIGH LEVEL. WE HAVE OFFERED ASSERTIVE DISIPLINE TRAINING AND WERE PLEASED WHEN SEVERAL PARENTS WHO DID NOT SHOW PREVIOUS INTEREST SHOWED.

COMMUNITY, PARENTS, SCHOOL BOARD, AND TEACHERS MUST ALL HAVE HIGH EXPECTATIONS FOR THEIR CHILDREN . HUGH LANGUAGE AND WRITING EXPECTIONS IN ALL CLASSES MUST BE SET. YOUR TEACHERS MUST KNOW THAT YOU HAVE THEM. NO MORE " POOR NATIVE CHILDREN.WE CAN'T REALLY EXPECT TO MUCH ~~OUR~~ OF THEM" ATTITUDE SHOULD BE PERMITTED. AND WE NEED TO CONTINUE TO DRAW PARENTS BACK INTO THE EDUCATIONBUSINESS THEN WE CAN SUCEED. OUR CHILDREN WILL BE ABLE TO SUCEED WITH CHOICES. THEY CAN CONTINUE THE SUBSISTENCE LIFESTYLE , GO ON TO HIGHER EDUCATION OR DO ANYTHING THEY CHOOSE AND DO IT WITH EASE AND NOT THE TORMENTED WANDERING THAT HAS BEEN THE EXPERIENCE OF THEIR PREDISESORS.

State put together an Alaska History for all Alaska Students. To help alleviate prejudice thru information. The text should recognize all Alaska groups with dignity.

Board,
I had more but they are only scribbled notes. I typed this up on the computer at 5 am so forgive the T.ypo's.

NOTES FOR ROBERT'S PRESENTATION

Good Afternoon, My name is Robert Nick.I am the Chair of the Lower Kuskokwim School District Board of Education.The Lower Kuskokwim School District is headquartered in Bethel, Alaska and encompasses 44,000 square miles and serves 21 villages and Bethel with a student population of 2675.

The student population of the District is approximately 87% Alaska Native (primarily Yup'ik Eskimo) with the largest numbers of non-Natives located in Bethel. Our village schools are composed almost entirely of Native students.

There are a number of areas which may be considered barriers to providing quality education to Yup'ik children, many of which have been touched on already and will be addressed again, I am certain, during the next day and a half. We are all familiar with them: students whose first language is other than English, the lack of Native teachers in our schools , the isolation of the small villages, low expectations for achievement from teachers, lack of parental support, lack of motoviation.

I, would, however, like to offer the following comments concerning the provision of a quality education to Yup'ik students:

1. How does one define "quality education? We, as an educational community need to listen to the populations we serve, and, together attempt develop a definition upon which we all agree; or we must agree to disagree. For instance, has one received a quality education if one reads and writes at a college graduate level? Or does one need to be familiar with, and quote at length, the great literature of the world, identify art masterpieces by artist and the year in which they were created and name obscure pieces of classical music to have received a quality education.

Perhaps one who has received a quality education is one who can live successfully in any environment in which he or she chooses or has acquired the tools to make intelligent choices and live with the consequences of those choices.

2. Lack of relevance or the perceived lack of relevance of, not only specific classes or courses of study, but often the perception among students and parents that a formal education is not necessary. is a barrier to providing a quality education to our students. For example, it is difficult to persuade a student who earns $30,000.00 or more commercial fishing during the summer and who still has the winters free to pursue a subsistence lifestyle that education is necessary. Students studying Greek mythologyfind it ironic that to be unable to find any mention of our culture's traditions or legends except as examples of superstitions of "uncivilized people." courses in health and safety without any mention of our traditional methods of treating injuries or illnesses , lclasses in making lasagna and tacos but not in preserving and cooking salmon and seal are other examples of the lack of relevance in the formal education provided our students.

We, as school board members,need to look closely at our curriculum to ensure that it meets the needs of those students who are attending the schools. Funding must be provided to develop the appropriate curriculum and to hire personnel to implement it.

3. The recent statement of a state Department of Education official that the decrease in State revenues may result in the closure of the small village high schools certainly is cause for alarm; as the implication is that the provision of a high school education in the home village of the student is not a right of Native students but is dependent upon the whim of the state. Certainly, attending school in the village is not in the best interests of all students, but provisions can and must be made for those students who require advanced classes or whose social and/or emotional needs cannot be met at home, to acquire that education elsewhere. However, those of us who lived through the "boarding Home" era, still have vivid memories of that time, most of which still are akin to nightmares. A whole generation of our people are still struggling with the ramifications of being separated from their parents and grandparents, communities and culture.

4. The idea that a particular format is the only acceptable method of providing education must be overcome. The idea that school be held in the winter with vacation in the summer is a result of the fact that children were needed to help with chores on the farm during the summer. There is no hard and fast rule that says that school is successful only when it is held 6 hours a day, 5 days a week, 180 days a year. Perhaps, in some areas, trimesters with shorter but more frequent vacations is a viable option. Alternative programs for those students who do not suceed in the "normal" school setting should be developed. Another idea is to provide a 5th year of high school at public expense for those students who wish additional schooling or vocational training. Under this plan, students could attend regional centers for college prep classes or to gain specific marketable skills.

Lastly, until we meet the social and emotional needs of our students, we will not be able to provide them with a meaningful education. The rate of suicide among Alaska's young Native population is among the highest in the nation; alcohol and drug abuse are serious problems, child abuse and neglect, and the number of children suffering from fetal alcohol syndrome are problems that not only schools, but families and communities must address. It is imperative that programs be developed to assist our young people to cope with the ever increasing pressures placed upon them. Of what good is an education if in the process of acquiring it one loses ones's identity, one's heritage, one's life, or one's very soul?

TO: Robert Nick **FROM: Bev Williams**

August 25, 1988

One of the major issues facing educators, parents, and students in the Eskimo communities is the continuing education of its members. The educational system has worked hard at being responsive to the needs of the Eskimo students, but has repeatedly failed, not due to a lack of good intentions, but to a lack of understanding the cultural and linguistic characteristics specific to the Yup'ik speaking child.

1. Language and Programs

Primary programs have been outstanding, with Yup'ik used initially as the language of instruction and a gradual introduction of English so that English and concepts can be taught simultaneously. The system, however, begins to deteriorate at grade 4, and the students begin to fall further and further behind their peers academically with each progressive year. Because language and language acquisition are somewhat ambiguous in nature and occur at different rates and degrees for each individual, it would be difficult to pinpoint specific concrete reasons for poor academic achievement. However, according to current language acquisition theories, several probable suggestions could be made. First, when Yup'ik language dominant children reach grade 4, they have acquired good conversational skills in English (Basic Interpersonal Communication Skills). They can let their needs be known, can visit in a conversational fashion, and basically appear to have mastered English. Teachers, most of whom have had little experience as second language learners often mistake this apparent skill in English with the ability to learn academically in English, without realizing that many of the students have not acquired Cognitive Academic Language Profiency Skills.

Due to this misunderstanding, the teachers present their lessons and reading materials as if the children had acquired the academic language equivalent to their English speaking peers. The children, on the other hand, are functionally operating at a much more limited level of English comprehension and oral expression. Traditionally most bilingual programs have stopped making a concerted and identifiable effort at addressing limited English proficient students from grades 4 through 12, even though it is unrealistic to consider the students as fluent speakers until they are

nearly through high school. The result is that the teacher continues to teach using a mode that has always worked, i.e., lots of lecturing, reading assignments, worksheets, written answers to chapter questions, library reports.

LKSD is attempting to address the problem by providing training for all teachers so they can be equipped with strategies for teaching English as a Second Language within the concent areas. With such an approach students should be able to learn content and English simultaneously. More effort, options and research need to be available regarding this issue.

2. Effects of Linguistic and Geographic Isolation

The Delta area is unique, in that the language spoken here, is spoken no where else in the world. Due to the relative geographic isolation as well as strong cultural ties, the Yup'ik language has prevailed, and in most instances is the dominant language in the villages. Prior to schooling, it is the language of instruction, of commerce, of the home and of religion. However, the Yup'ik language and its use is unlike that of most immigrant children in that it has not been regarded as the language of instruction in the schools after grade 3. There are no academic textbooks available for reference within the native language after grade 3. All content instruction is conducted in English with the assistance of a Yup'ik speaking classroom aide. All classroom materials are in English.

Even though the area is geographically large, the population in each village is small compared to communities in other rural areas. As a result, secondary teachers are required to teach several subjects, with or without training. Often, secondary teachers receive elementary assignments and vice versa, even though adequate training has not been received.

Because this situation is unique, a concerted effort should be made to train new teacher and continue training experienced treachers and administrators in dealing with the linguistic and cultural needs.

Rural Alaskan Educational programs need a three pronged approach. First of all, teachers, aides and adminstrators need to receive advanced training in areas outside their original academic content area.

New teachers and experienced teachers need training that will allow them to deal effectively with students who are learning in a second language. Teaching methods and strategies need to be learned in the areas of reading, writing, content area reading and writing, and oral language communication.

More importantly, aides and associate teachers need training that leads to an academic degree, especially in education. It is extremely important that majority of teachers in the Delta be from the Delta with the language skills and the cultural knowledge, BUT the University system in Alaska needs to upgrade their educational program so that native persons seeking degrees can receive the best education possible. Yup'ik aides and associate teachers want and need to learn classroom management techniques, content area instructional strategies, and the development of course and lesson plans so they can be successful in the daily operation of the classroom.

In addition, teacher training programs have failed the needs of the second language child in rural Alaska. Certified teachers from Outside Alaska and from Alaskan teacher training programs have not received adequate training in instructional strategies for teaching linguistically different students, K-12. Most often, the teachers come with knowledge and interest in the area, with cultural sensitivity and a willingness to learn, but are not prepared to teach the child who doesn't understand them, and whom they do not understand. The child winds up being the person labeled as "learning disabled" or "lazy" when, in reality, the problem may be the teacher unintentionally misdiagnosed the child's linguistic skills due to a lack of knowledge and training.

3. Family and community attitudes

This is a two fold problem. There is a need on the part of the teachers/administrators to understand the cultural attitudes toward education while living and working in a village. There is also a need on the part of the parents/family to understand the role of education in the lives of their children. A conflict exists between parents and teachers, since often their purpose for the children differs. Teachers want the students involved in academically, approaching school in a serious mode, studying, doing homework, taking interest and pride in work. Parental needs may be in immediate conflict, especially if the family is very

traditional in nature. Priorty for the family might be packing water, hauling wood, bird or moose hunting, berry gathering, and fishing--subsistance activities basic to the very life of the family, community and life style. Teachers know that for children to succeed in school they must be home at night, and sleep a designated number of hours so that they are awake and alert in class during the day. Teachers know that children must be in school on a daily basis to learn and progress. Teachers know that students must complete assignments, both in class and at home. But, parents know that their children need to hunt, pick berries, and fish to insure the survival of a family and a culture. Parents know that children must help with chores so that the family may live safely throughout the winter months. Both groups are right--but for the benefit of the child, the conflict must be discussed and some agreement must be reached. The child often finds himself with no direction and purpose, since the pull comes from two distinct directions.

TESTIMONY ON NATIVE EDUCATION IN ALASKA

I am Mary Wolcoff. I come from a rich cultural heritage. Proudly, I am the grand daughter of two full- blood Aleut grandmothers. Of my two grandfathers - one was full blood Japanese and the other a Danish fisherman. I am the single parent of three adult children, two will be in college this year. I am the Executive Director of the Association for Stranded Rural Alaskans in Anchorage. The agency counsels with medically stranded families. Some of them must relocate to Anchorage from rural Alaska due to serious medical conditions. Some of the clients or their families have quit high school or college, finding it too difficult to cope with the changes and decide not to continue their education in an urban setting.

I also serve on the Alaska Native Education Council as Secretary Treasurer, on the Johnson O'Malley Native Education Council and on the Minority Education Concerns committee with the Anchorage School District. I own my own business called Across Cultures which offers cross cultural communications seminars throughout the state.

I am very concerned about Native education in Alaska. My greatest concern is for the high drop out rate of Alaska Native students in high school, college and vocational schools.

I have witnessed the following in high school students from rural areas quitting school.

1. A lack of sense of "community". Back home everyone knows everyone else. Most schools are considerably smaller than those in urban areas. In contrast, Anchorage's high schools are well over a thousand students.

Young people have a hard time fitting into the existing cliques and may be "outcasts" because they don't know what is the "norm". They may not know how to dress to be accepted and can be percieved as a rebel because they dress in jeans and t-shirts (comfortable village dress). They do not want to be noticed because they feel uncomfortable, so they rarely talk in class. Rural students are often shy. They never had to blend into new social groups. Few students make an effort to befriend them, compounding the problem of feeling left out.

2. Because the quality of education may not be the same as they are recieving in the urban school, the student may be far behind his peers in reading and math levels. This is not to say the village schools are not as good as urban schools. But reality is schools differ. Special education needs may not be addressed as adequately as in the larger urban schools. Teachers may pass the student because the teacher feels he/she is doing their best. There may or may not be funds to provide the student with appropriate Special Education support such as language or speech therapy or special equipment for the blind or mentally retarded.

The student may not be diagnosed as Special Education because of the lack of attention given them. In fact, this happened to my oldest son who was finally diagnosed learning disabled in the Fourth grade, but only after two teachers told me he was lazy and unmotivated. In Anchorage, some teachers may not take the time to get to know the student. The student may never talk in class, so the teacher may feel the homework is not done because the student is too lazy to do it and the student begins to feel stupid. Being culturally non-verbal, they do not assertive themselves, resulting in poor attendence and dropping-out.

3. There are teachers who lack cultural sensitivity. They do not understand or hear what the rural family is saying. They do not "read" the non-verbal and or indirect communication coming from the student or from the home.

Teachers send lists of things for the student to bring to class and then grade the student down when the student does not have the things in class by a certain day. It may be all the student and the family can do to keep food on the table. If by chance the teacher does call home, the family has to admit they do not have enough money to provide for the kids. This results in even more loss of self esteem for the family provider, who feels the pressure from the teacher when he can not provide for his children's school needs. If the providers dignity will not let him or her admit they can not afford the items, the family may go without basic needs to provide them or the child may go without the items anyway and the teacher views the family as uncooperative.

4. Absenteeism policy is another reason young people are dropping out. In one school, in the last couple of weeks, three students left because of the policy. They had been tardy which after a certain point are counted as absences even though they do come to school later. This policy is one of the most foolish I have ever heard of. It actually has kids who miss school nine days to serve a three day suspension OUT OF SCHOOL! It doesn't even make sense to have a young person who already has a problem with getting to school, to have the school district tell the same young person to remain at home for three days - almost seems like a reward!

5. Fear of the "system" keeps some parents from reporting problems with the children. If a family has not had a lot of exposure to non-native people, they are more reluctant to come forward. They do not know what to expect, therefore they will procastinate rather than getting help because of fear of "what might happen".

In talking with rural students who have dropped out of college, I have noticed they have experienced all of the above with additional problems.

Sometimes, the students came to college because it was a decision someone else made for them, not one of their own choosing. Another reason was it got them out of the village where they thought life would be exciting. They had unrealistic expectations of what life would be like in the city. They thought they could adjust, but only felt alienated. Because they lived in a village most of their lives, they never dealt with lonliness and now in the city, it was hard for

them to know what to do about it. Some did not know what their major would be and did not know what they wanted to do with the education they were or had recieved. Most of the young people recieved little information about tips about meeting new people and building friendships, urban survival, college survival or counseling about depression and alienation.

1. Romantic interests come into focus. It may be the first time the Native young person has had a choice of someone from a different world than themselves. They do not realize the danger. Trust is built quickly in the village. When a person trusts quickly in the urban setting, it can result in victimization by rape or other forms of assault because certain people prey on the unsuspecting. If a woman has not been taught how to make decisions about the people she spends time with or how to deal with the lonliness she may experience, she may get into a bad relationship where abuse is the norm. Once into the relationship, she does not have the assertiveness to get away from the situation.

2. Rural students can think college will be just like high school. They may not totally understand about registration, credits, fees that are involved with various classes and expectations of teachers. They expect that teachers will continue to remind them of assignments that are due. Several students every year come to our office because they "thought" housing was included in college or vocational fees, not realizing they had to sign different papers for that.

Often they have unrealistic expectations of college life, thinking they can party and have a good time and still maintain grades. They do not realize the teachers will not be asking them for their homework, but expect it to be done and in on time.

3. Many times, this is the first time these students havcee had money of thier own. Students from rural areas may not know how to budget money. Students will run out of money before the end of semester and will not be able to care for their basic needs, resulting in dropping out of school.

I now have two children in college. There is a lack of communication between the student and the schools counselors, especially when they are going to an out-of-state college. Alhough, I had informed the college my son went to that he was a learning disabled student with good grades, but he would need tutoring, it took two entire semesters where he almost failed before they got him any help! I had his former school counselors write letters, his school records sent and his funding counselor here in Anchorage get involved and still there was a lack of response. I think it is important to note which schools are more responsive to Alaska Native students and inform school counselors.

I found a lack of direction for my daughter in her last year of high school. Though an average student, she is not assertive. Too often in the high school setting, the counselors are over worked, dealing with more critical problems and so the students who don't make waves get little attention.

POSSIBLE SOLUTIONS

NATIVE EDUCATION ADVISORY BOARD: A Board, comprised of Native parents and leaders, in conjunction with the Anchorage School Board in an advisory council capacity. It would work better because Native persons are more apt to report a problem with the school system to someone who is native and with whom they feel comfortable. It would advise them of problem areas in the school system that have to deal with discrimination, problems with individual teachers, tardiness and absenteeism policies and cultural sensitivity training issues.

HIGH RISK STUDENTS: School system should have some way of identifying "high risk" young adults and get them help before they decide to drop out a failure.

CRISIS INTERVENTION TEAMS: For those students who are in crisis, there needs to be trained counselors to deal with the problems. For example, childen who are living in alcohol or drug addicted homes, children who are abused, involved in domestic violence or abuse, children having problems with police, children who are suicidal or depressed or culturally alienated need a team of professionals they can trust to go to "INSIDE" the school walls.
This would be especially helpful for alternative school programs dealing with "high risk" students.

School should have a home school coordinator. I believe they would be helpful to see how and where the student lives. Some of our medically relocated clients live in the barest of apartments with mattresses on the floor.

LIFE SKILLS CURRICULUM: Needs to be implemented in all rural areas as a credited subject. This will better prepare the students for actual life situations and teach them
decision-making/assertiveness skills. The Association for Stranded Rural ALaskans has curriculum that uses a "You are there" approach which students like. It allows them to make mistakes in situations where they will not be hurt so that if they are ever confronted, they will know how to react.

Also included in the curriculum is how to make friends and develop casual conversation skills. Rural students have little opportunity to develop social skills. They never experience the urban alienation, until they get to the large urban schools, but then it is almost too late! A popular rural student may well fade into the woodwork and leadership skills never get a chance to take hold.

POSITIVE ROLE MODELS: Role models in various positions throughout the school district in positions of teaching and leadership are needed rather than just in food service or janitorial. This needs to be carried out when teachers put up their displays. Too often, all that is displayed is white faces.

TEACHER'S COMMENTS CAN BE DEVASTATING: Teachers need to try to understand Native people. Too often, teachers start in on all the bad things the child has done. This causes the Native parent to believe the teacher does not like the child. I always recommend teachers

start with all the positive things about the child. It will set the stage for a better communication between teacher and parent.

Teachers and school administration are not always right and Native parents need to know that they can assert themselves to get the best education for their child. Native parenting and assertiveness workshops need to be set up facilitated by Native people to help Native parents deal with the bureacratic systems.

NATIVE IMAGE IMPROVEMENT: It is important we, as Native people, take responsiblity to generate good news about our culture and its people. We must learn to share the "good news" about unity and cohesiveness with the media and encourage them to write positive stories about our heritage and our cultures.

CULTURAL SENSITIVITY/CROSS CULTURAL COMMUNICATIONS TRAINING FOR TEACHERS WHO ARE NOT FAMILIAR WITH THE MANY ALASKA NATIVE CULTURES:

If teachers could better communicate and better understand the students, things would be more conducive to the students staying in school. The problems are compounded with large classes and teachers with no time to notice the Native student, let alone learn his/her name.

For the college student who may be living in a dorm situation, this training should be mandatory for the dorm caretakers. I have known of several students who have had misunderstandings because of the students reluctance to report something broken, in need of repair or stopped up toilet. The student may be too embarrassed to report or may assume that someone will "notice" the problem and fix it, which is what happens in the village.

CONTINUATION OF THE INDIAN EDUCATION PROGRAM (JOM): This has been one of the best things that have happened to the Native student. This program has built self esteem and helped the young people to build and maintain a pride in their heritage. The tutoring aspect has helped my own children and as a Native parent, I feel it kept my oldest son from quitting school when he was frustrated.

ORIENTATION OF COLLEGE STUDENTS AS A BENEFIT: Making the college student orientation for rural students a very practical urban survival skills "hands on" experience. It should be mandatory for all rural students. An emphasis should be put on Native student support groups where the young people can get to know one another and have a place to vent their loneliness, fears, and problems.

On the East High Native Culture Club Diploma that is given to all Alaska Native young graduates, is a quote. "We honor a man for what he has done for the people, rather than for what he has done himself." It is hard to "live in two worlds with one spirit" and students of all ages need people who can appreciate the conflict that arises and can help the students to be successful.

I would like to see "Career Counselors" be separate from "Crisis Counselors" at the high school level. This would ensure more focused attention to career planning, thus most students would get a chance at eye-to-eye contact with a counselor dealing with the issue of future education.

ALASKA NATIVE CULTURAL SENSITIVITY FOR EDUCATORS

Alaska Native people are more concerned about the content of what a person says than in the grammatically correct way in which it is stated. Non-Native teachers may not give the student time to trust him or her before marking the student's papers with big red marks, thus stifling any creativity that student may have had. I suggest that teachers give students at least two months assignments in which the teacher "hears" and "experiences" what the student is saying. This allows the child to learn to trust his or her own creativity and helps the child to build a relationship of trust with the teacher BEFORE correcting grammatical errors. Children need to learn to be creative and explore language and cultures. All too often, assignments have only one way to be done. There is no room for error.

Alaska Native students are non-verbal, thus read body language. They learn by emulation, non-verbally by tradition. Because Alaska Native children are non-verbal in the classroom, they are marked down for non-participation. It is important for educators to understand this and teach children verbal skills for classroom purposes. help the children to understand what is expected on them, they may not know. Educators need to learn non-verbal cues (Body language) and realize that this is a valid form of communication. Some Non-Native teachers have expressed being uncomfortable around Native students because they are always watching them. One teacher said she felt the boy was watching "to see if she would make a mistake or do something wrong." How much easier it would have been for her native students if she had realized earlier that "watching" is a method of "traditional education". Educators must be more sensitive to Native chidlren's unstated needs. In our hurry to "educate' the child, we lose sight of the child who needs to hold on to the traditional culture as strongly as the "new" ways. Be open to allowing Native parents in the classroom to share their knowledge of traditional ways. Validate for all concerned that traditional ways are valuable to remember and pass on. The students, with culturally different teachers and peers, can be made to feel embarrassed or ashamed of their culture.

Teachers need to incorporate cultural awareness and sensitivity exercises in their classrooms to help children identify and be proud of their heritage. It will aid in bridging the gap between the different cultures. Do exercises on stereotyping which are generally false images and help people understand how culturally aware they are.

Teachers in large urban schools have little understanding of the difficulties of families in transition. One teacher sent a note home and asked parents to send some new tennis shoes to school for the child to wear to gym. The mother was very ill with diabetes and the familiy had all it could do to get their basic needs met. It was too humiliating for the family porovider to call and tell the teacher they could not afford to do it. The family had been sleeping on mattresses on the floor and barely had enough to eat. The family did not want to leave their seriously ill loved one so they stayed in Anchorage rather than returning to their nice home in the village where they had lived all of their life. They ignored the note, which caused the teacher to believe the parents were irresponsible. She felt they didn't care if the child got a bad grade. the child suffered the embarrassment every day of his teacher asking in front of class, "Do you have your shoes today?" The child would answer, "I forgot them." In reality, these parents children their children, who if circumstances were different would have given anything to get the shoes. Teachers must be careful they know the full story. Sometimes. life has dealt a

Copyright: Mary Wolcoff
Do not use without permission of the author.

A Survey:
Attitudes Toward the Education of American Indians

John W. Tippeconnic III, Ph.D.

Center for Indian Education
Arizona State University
Tempe, Arizona 85287-1311

September 1988

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

02-576(2/77)

ALASKA NATIVE CULTURAL SENSITIVITY FOR EDUCATORS

Alaska Native people are more concerned about the content of what a person says than in the grammatically correct way in which it is stated. Non-Native teachers may not give the student time to trust him or her before marking the student's papers with big red marks, thus stifling any creativity that student may have had. I suggest that teachers give students at least two months assignments in which the teacher "hears" and "experiences" what the student is saying. This allows the child to learn to trust his or her own creativity and helps the child to build a relationship of trust with the teacher BEFORE correcting grammatical errors. Children need to learn to be creative and explore language and cultures. All too often, assignments have only one way to be done. There is no room for error.

Alaska Native students are non-verbal, thus read body language. They learn by emulation, non-verbally by tradition. Because Alaska Native children are non-verbal in the classroom, they are marked down for non-participation. It is important for educators to understand this and teach children verbal skills for classroom purposes. help the children to understand what is expected on them, they may not know. Educators need to learn non-verbal cues (Body language) and realize that this is a valid form of communication. Some Non-Native teachers have expressed being uncomfortable around Native students because they are always watching them. One teacher said she felt the boy was watching "to see if she would make a mistake or do something wrong." How much easier it would have been for her native students if she had realized earlier that "watching" is a method of "traditional education". Educators must be more sensitive to Native chidlren's unstated needs. In our hurry to "educate' the child, we lose sight of the child who needs to hold on to the traditional culture as strongly as the "new" ways. Be open to allowing Native parents in the classroom to share their knowledge of traditional ways. Validate for all concerned that traditional ways are valuable to remember and pass on. The students, with culturally different teachers and peers, can be made to feel embarrassed or ashamed of their culture.

Teachers need to incorporate cultural awareness and sensitivity exercises in their classrooms to help children identify and be proud of their heritage. It will aid in bridging the gap between the different cultures. Do exercises on stereotyping which are generally false images and help people understand how culturally aware they are.

Teachers in large urban schools have little understanding of the difficulties of families in transition. One teacher sent a note home and asked parents to send some new tennis shoes to school for the child to wear to gym. The mother was very ill with diabetes and the familiy had all it could do to get their basic needs met. It was too humiliating for the family porovider to call and tell the teacher they could not afford to do it. The family had been sleeping on mattresses on the floor and barely had enough to eat. The family did not want to leave their seriously ill loved one so they stayed in Anchorage rather than returning to their nice home in the village where they had lived all of their life. They ignored the note, which caused the teacher to believe the parents were irresponsible. She felt they didn't care if the child got a bad grade. the child suffered the embarrassment every day of his teacher asking in front of class, "Do you have your shoes today?" The child would answer, "I forgot them." In reality, these parents children their children, who if circumstances were different would have given anything to get the shoes. Teachers must be careful they know the full story. Sometimes. life has dealt a

Copyright: Mary Wolcoff
Do not use without permission of the author.

cruel blow and the family is doing all they can to survive. Home school coordinators could be helpful in situations such as this. It is definately more comfortable for Native parents to discuss their child on the "home" ground.

When discussing a Native child with the parents, speak first of the value of that child. Let the parent see the caring concern for the child. If a teacher starts with negetive things, the parent will believe they see no good in the child and may not regard what is said by that teacher. The parent will "open his ears" to hear all of what is said id the teacher begins on a positive note and ends on a positive note.

Many of the children in the schools are children of parents who were institiutionalized in mission schools, snitariums, or boarding homes. They were not raised by traditional parents, thus, they find it hard to be parents. Some of the children are second and third generation and all have not been parented. The effect is evidenced in the high alcoholism, drug abuse, suicide and drop out rates of Alaska Natives. Forced acculturation has ripped the Native culture and now we are trying to repair the damage. Teacher who understand the "emotional poverty" that many of the parents and children were raised in, can lead to changes in family units. Good parenting classes and role models can teach us how to put our families back together. As a child of a mother who was raised in an emotionally sterile boarding school, I can attest to the need of understanding teachers and good parenting classes.

Remember Native parents are used to handing their children over to others for education. So when a teacher asks them "What can we do to make a difference?" The parent honestly may answer "I don't know." This answer doesn't mean they don't care!

When teacheing values, reinforce they traditional values of indigenous people: Sharing as a way of life, honesty, honoring a man not what he does for himself but what he does for others, reverence for Mother Earth.

It is important for educators to remember "What you say may not be what they are hearing" and "What you are hearing may not be what they are saying". Child rearing may mean "nuturing a child to you. It may mean spanking a child to someone who is not familiar with those terms. Other words may have littel meaning because they are unfamiliar. Body part names may not be known by their correct names.

A teacners standard of cleanliness may differ from the student's. Living in rural areas, stduent's may not be used to taking a bath daily. They may wear those clothes two or three days.

Priorities for everything in it's place may not be a priority for a student raised in an eclectic home where furniture is utilitarian rather than fashionable, where pictures may be taped on the wall rather than in golden frames. Priorities are set by community family members, weather and basic survival. Time constraints may not be important. Assignments are done when there is time to do them. Parents priority on education will be seen in the younger child. As a child reahces a higher level of education, the Native parent may feel intimidated by their child's higher level of education. Teachers cna reassure parents by speaking of the broader scope of education including natural and formal education. (Natural education is that education learned as a result of being a member of the human race. Formal education is the education given by the schools.)

Copyright: Mary Wolcoff
Do not use without permission of the author

A Survey:
Attitudes Toward the Education of American Indians

John W. Tippeconnic III, Ph.D.

Center for Indian Education
Arizona State University
Tempe, Arizona 85287-1311

September 1988

A Survey:
Attitudes Toward the Education of American Indians

Background Information

A national sample of American Indian educators were asked a series of questions designed to obtain general attitudes toward the education of American Indians. The sample included representatives from American Indian tribes, Indian Organizations, Title IV Resource and Evaluation Centers, Bureau of Indian Affairs, Indian Community Colleges, Indian Education Programs, State Departments of Education, Public Schools, and Colleges and Universities. A total of 110 survey questionnaires were mailed; 60 individuals responded. Of the 60, 49 or 89.1% of the sample identified themselves as American Indian. In all cases, the respondents were involved in the education of American Indian people.

The intent was not to reach absolute conclusions, but to gather and present data that would give general attitudes toward the education of American Indians. A few of the questions were patterned after the questions asked in the 19th Annual Gallup Poll of the Public's Attitudes Toward the Public Schools published in the September 1987 issue of Phi Delta Kappan. This was done so that a few general comparisons could be made between the results of this survey and the Gallup Poll.

The findings are presented in the following tables. Some of the questions also asked for open-ended comments; the responses follow the respective tables. In most cases there were numerous comments. An attempt was made to group the comments; however, many stand alone and are not presented in this document because of their small numbers.

No attempt was made to analyze or interpret the data. It is suggested that the reader study the data, make observations, and draw appropriate conclusions.

Most Important Problems Facing American Indian Education

Table 1

Question: What are the five most important issues facing the education of American Indians today? Think of the issues from a national point of view. Rank the issues from most important to fifth most important.

	Number	%
Lack of funding	29	50.9
Need for qualified Indian administrators/educators	16	28.1
Curriculum issues	16	28.1
Financial Aid for college/university students	13	22.8
Academic achievement	12	21.1
Drop-outs/Leaving school	11	19.3
Parent involvement	9	15.8
Teacher preparation/training	8	14.0
Self-determination/sovereignty/trust responsibility	8	14.0
Drugs/substance abuse	8	14.0
Non-Indians' understanding/cooperating with Indians	8	14.0
Lack of leadership	7	12.3
Quality Indian education programs	7	12.3
Student self-esteem and motivation	7	12.3
Indian education legislation	7	12.3
BIA issues	6	10.5

N = 57

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.3 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE 1988-90

Table 2

Question: What are the most important issues facing the education of American Indians in your state? Again, rank the issues from the most important to the fifth most important.

	Number	%
Lack of funding	31	54.4
Curriculum issues	13	22.8
Parent/family involvement	11	19.3
Recruitment/retention/advisement/counseling	10	17.5
Lack of Indian administrators/educators	9	15.8
Financial Aid for college/university students	8	14.0
Drugs/substance abuse	7	12.3
Quality of instruction	7	12.3
Non-Indians' understanding of Indians/cooperation	6	10.5
Academic achievement	6	10.5
Drop-outs/leaving school	5	8.8
Teacher preparation/training	5	8.8
Apathy by the Indian community	5	8.8
More Indian graduates	5	8.8
Jurisdictional/self-determination/sovereignty	4	7.0
Lack of leadership	4	7.0
Student achievement	4	7.0

N = 57

Phi Delta Kappa/Gallup Poll question: What do you think are the biggest problems with the public schools in this (your) community must deal?

	National Totals %
Use of drugs	30
Lack of discipline	22
Lack of proper financial support	14
Difficulty in getting good teachers	9
Poor curriculum/poor standards	8
Large schools/overcrowding	8
Moral standards	7
Parents' lack of interest	6
Pupils' lack of interest/truancy	6
Drinking/alcoholism	6
Teachers' lack of interest	5
Low teacher pay	5
Lack of respect for teacher/other students	4
Integration/busing	4

Perceived Improvement of American Indian Education

Table 3

Question: Would you say that the education of American Indians, from a national point of view, has improved, gotten worse, or stayed the same during the past five years?

	Total %
Improved	35.1
Gotten Worse	33.3
Stayed the Same	28.1
Don't Know	3.5
N = 57	100.0

Question: Would you say that the education of American Indians, from a state point of view, has improved, gotten worse, or stayed the same during the past five years?

Table 4

	Total %
Improved	35.1
Gotten Worse	22.8
Stayed the Same	36.8
Don't Know	5.3
N = 55	100.0

Phi Delta Kappa/Gallup Poll question: Would you say that the public schools in this community have improved from, say, five years ago, gotten worse, or stayed about the same?

	National Totals %
Improved	25
Gotten Worse	22
Stayed about the same	36
Don't Know	17

Perceptions about Education Reform and Standards

Question: Some people say that raising achievement standards will encourage American Indian students to do better in school. Others say that raising the standards will put American Indian students at such a disadvantage that they will become discouraged about school or will drop out. Do you think that raising achievement standards will encourage American Indian students to do better in school, or will it cause them to become discouraged or drop out? Comment on your response.

Table 5

	Total %
Yes, Encourage	57.1
No, Discourage	18.4
Don't Know	24.5
N = 49	100.0

Phi Delta Kappan/Gallup Poll question: Some people say that raising achievement standards will encourage students from low-income backgrounds to do better in school. Others say that raising the standards will put these students at such a disadvantage that they will become discouraged about school or will even drop out. Do you think that raising achievement standards will encourage students from poor backgrounds to do better in school or will it cause them to become discouraged or to drop out?

	National Totals %
Yes, Encourage	52
No, Discourage	30
Don't Know	18
	100

Question: During the last five years there has been a lot of concern about the condition of education in the United States. There have been numerous reform reports that have identified concerns and presented recommendations. What impact has this national reform movement had on the education of American Indians?

Table 6

	Total %
No Impact	14.3
Little Impact	30.4
Some Impact	33.9
Significant Impact	14.3
Don't Know	7.1
N = 56	100.0

Table 7

Question: How has Indian Education fared under the Reagan Administration?

	Total %
Poorly	70.2
Fair	14.0
No Change	12.3
Good	3.5
Very Good	0.0
N = 57	100.0

Table 8

Question: What should be the focus of Indian Education programs? Comment on your response.

Academic	7.0
Cultural and Language	0.0
Both Academic and Culture and Language	93.0
N = 57	100.0

Comments: There were a total of 37 comments. Eight of the comments mentioned only "academics" as a focus of Indian Education programs. The rest of the comments related indicated both academic and culture and language should be a focus. Five mentioned the curriculum as a way to integrate culture and language into the academics; five also mentioned that a culture and language focus was important in the development of self-concept, which in turn was related to academics.

BIA Education

Table 9

Question: Should the Bureau of Indian Affairs (BIA) turn over its education function to the tribes and states? Comment on your response.

No	50.0
Yes	50.0
N = 46	100.0

Comments: There were 53 separate comments to this question. In general, 28 respondents said "yes" to having the BIA turn over its education function to tribes, and 12 said "no" to states. However, tied to the "yes" answer were statements that the "tribes must decide," "if the tribes are interested," "after planning by the tribes" or if "tribes have quality staff and boards." Only four respondents indicated the "tribes were not ready" to take over. Seven respondents mentioned that education is a trust responsibility and the Federal Government/BIA must be held accountable for the education of American Indians.

Title IV - Indian Education Act

Table 10

Question: In 1972 the Indian Education Act (Title IV) was passed. What is your overall assessment of Title IV since 1972? Comment on your response.

	Total %
Very Good	22.6
Good	49.1
Fair	22.6
Poor	5.7
Very Poor	0.0
N = 53	100.0

Comments: Forty-three comments were made. Nine concerned the lack of funding for Title IV programs; six indicated Title IV provided opportunity for more parental involvement; four mentioned Title IV helped state departments, schools, and tribes to focus on the education of American Indians; four respondents stated that Title IV was poorly administered at the national level; and four mentioned Title IV provided educational opportunities for Indian students. The rest of the comments covered a wide variety of topics.

Question: What changes would you like to see in Title IV? Be specific.

Comments: Forty-nine suggestions were given. More money or increased funding for Title IV programs was mentioned more (14 times) than anything else. Eight comments dealt with Title IV eligibility requirements, including the 506 form. Six concerned strengthening parental involvement and five suggested the improvement of program accountability, including evaluation. Three comments suggested Title IV place more emphasis on research and three felt there needs to be a better national assessment of Title IV.

Perceptions about Bilingual Education

Table 11

Question: Do you support bilingual education for American Indian students?

	Total %
No	3.6
Yes	96.4
N = 56	100.0

Table 12

Question: In general, what approach to bilingual education is most effective with American Indians?

	Total %
BLE Transitional	38.9
Maintenance	33.3
ESL	11.1
Other	16.7
N = 36	100.0

Comments: Of the 17 comments offered, four indicated the bilingual approach depends on the local community or area. Four also said they did not know or understand the difference in the approaches.

Perceptions about Research in Indian Education

Table 13

Question: Is there a need to do more research in the education of American Indian students?

	Total %
No	7.3
Yes	92.7
N = 55	100.0

Comments: Respondents were asked to suggest research topics and questions. Among the 48 suggested and the number of times they were mentioned were: Drop-outs (8), relationship between cultural factors and academic achievement (7), learning styles (6), bilingual education (5), teaching styles (4), factors of successful students (4), testing (3), and career education (3).

Question: Do you know of any meaningful research being conducted right now?

Table 14

	Total %
No	78.2
Yes	21.8
N = 55	100.0

Comments: Only 12 comments were made when asked to identify meaningful research being conducted right now. Studies on successful Indian students, bilingual education, student retention, and an adult literacy assessment were specifically mentioned. Other comments were general in nature, some citing sources of research, i.e. ERIC and the Bilingual Clearinghouse.

Teaching

Question: One concern questions the preparation of teachers by colleges and universities. What do you think teachers should know to be effective teachers of American Indian students?

Comments: Fifty-seven individuals commented. The largest number of respondents (28) mentioned that teachers should be knowledgeable about the culture and values of their Indian students. Thirteen (13) mentioned that effective teachers should know about the history, including tribal histories, of their students. Eight (8) comments referred to student "learning styles" as something teachers should know. Six (6) suggested that teachers need to take courses that deal with working with and teaching culturally different people; multicultural and human relation courses were mentioned. Five (5) comments suggested that teachers need to know about the Indian community and ways to get parents involved. Other comments were mentioned, but with less frequency and are not presented here.

Rural Alaska Community Action Program, Inc.

TESTIMONY

by

the Rural Alaska Community Action Program, Inc.
August 26, 1988

Public Hearing for Quality Education for Minorities Project and the Alaska Senate Special Committee on School Performance.

Good evening, my name is Jeanine Kennedy, and I work as the Executive Director for the Rural Alaska Community Action Program, Inc. This organization is also known as RurAL CAP.

Ladies and gentlemen, we appreciate this opportunity to provide input into this process and want to thank you for that.

I will begin by identifying myself, then, the organization for which I work, next I will pass onto you information RurAL CAP has received from rural Alaskans regarding their concerns about the educational system, and I will end with a couple of recommendations.

I am Vuntut Gwich'in Athabascan and was born, raised and educated in Fairbanks. I was graduated from the University of Alaska in Fairbanks where I majored in History and Political Science.

RurAL CAP is a statewide social action agency whose central offices are located in Anchorage. Our constituents are the people who live in the villages in rural Alaska and it is from this perspective that I will speak. One-third of RurAL CAP's 21-member board is comprised of village people and it is from them that we receive guidance about the issues affecting rural Alaskans. We encourage the efforts of villagers to gain control of the changes affecting their lives. We do this my providing information, assisting with the delivery of technical skills and direct services, advocating, and by strengthening rural people's ability to advocate for themselves. RurAL CAP's philosophy is based on the belief that rural Alaskans are capable of identifying problems and executing solutions to those problems. RurAL CAP's role often is simply to provide the opportunity for people to gather and talk, to facilitate the access of rural Alaskans to accurate, timely information that they may have the essentials to make informed decisions. We do not presume to know what rural Alaskans "need to know" -- they tell us. Empowerment is knowing that people are perfectly intelligent, but have been denied the <u>opportunity to participate</u> in the solution of their own problems because of the rigidity of structures and systems or because of conditions beyond their control which limits their ability to participate.

Administration • P.O. Box 200908, Anchorage, Alaska 99520 • (907) 279-2511, FAX (907) 279-6343

RurAL CAP annually conducts a forum called the Village Participation Conference in Juneau. We provide the space and time for villagers from across the state to get together, talk about their concerns, and work on solutions. We invite legislators, governmental agency people -- I know that we have invited the Dept of Education and that this department has attended many times. The purpose of inviting policy and decision makers to this conference, is for those people to have the opportunity to listen to what the villagers deem important, to hear what villagers recognize as problems, and for decision and policy makers to let rural people know what resources are available.

From last year's VPC I wish at this time to pass on to you what rural Alaskans have said are their concerns with education for Native people in rural Alaska:

1) "Villagers get the worst teachers -- sometimes we feel like we just get the rejects from the lower 48 -- people get jobs teaching in rural Alaska who couldn't get jobs anywhere else."
2) "We have advisory boards, but no power. What we recommend doesn't make any difference. We are just told we can't do that because of this rule or that rule. We can't fire a teacher who isn't any good or has no understanding of our culture and who refuses to accommodate it. We are told tenure is most important -- not the education of our children. Maybe education could be better and cheaper if we didn't have to pay poor (or deficient) teachers so much."
3) "Kids need to learn how to give public presentations and speeches. Should learn this in the <u>school system</u>. Need a specific curriculum for this to be taught by elders."
4) "There is no excuse for kids being graduated out of school who can't read. Because the kids have to go to school, they miss out on learning hunting and trapping. They don't learn in school. So these kids miss double: they don't have the opportunity to learn how to survive in their culture or in the Western culture."
5) "Home Economics" and Physical Education curriculum needs to include information about alcoholism."
6) "Need to teach people how to write proposals."
7) "Title 29 does not allow communities to interfere."
8) "Cross-cultural training should be required for certification. We get teachers who have no idea about our culture and yet our own people can't get the teaching jobs."
9) "We do not have real local control."
10) "No tools or evaluation system for villages to use to exercise control or authority in regard to education, nothing village can do about it."

11) "Tenure law needs to be examined."
12) "Natives can't get jobs as teachers."
13) "When village tries to do something, it is accused of interfering. No way to influence/evaluate teachers or the system."
14) "Teachers are organizing into strong political groups to fight with parents. We need to unify to fight back."
15) "Idea: Put education system out to bid; give contract to best bidder."
16) "Villages need to have the authority to do performance evaluations that would be used by the State. Need legislation to authorize such a system."

This is just a sampling of the comments. Many of them repeated over and over in different ways. When one listens to what villagers have to say about education in their communities, you can hear these three themes being repeated often:

A) CURRICULUM The curriculum is not relevant to village life. There are skills and knowledge they feel would be useful, but what they deem important is not being acknowledged fully enough. Also, they seem to be saying that school needs to be more holistic in its approach -- that everyday life experiences need to be interwoven and used with the teaching of the regular academic curriculum. For instance, the issue of alcoholism is relevant and significant in the villages. They ask how can education about that be combined with education in home economics and physical education.

B) LOCAL CONTROL/PARTICIPATION - Villagers want to have more local control and say about what goes on in their schools. They appear to feel they are discounted, not listened to, ignored and just plain over-ridden. Frankly, I thought some of their ideas were fantastic. They would make the systems and structures stretch. They challenge the way things are, but if one considers that what is happening right now is not working and costs a lot, what is the harm in changing rules, laws, and structures? Certainly if rules, laws and structures are made by men and women, they can be changed by same.

C) MORE EMPHASIS ON CULTURAL KNOWLEDGE - I heard from the people that the cultures have a lot to offer, but that this information is not being incorporated into the school system and is not being acknowledged as important. There needs to be more emphasis on knowledge that supports the values of the ~~Western~~ Native cultures. Just because someone has a degree in education does not necessarily make that person a good teacher. Frankly, I know women whom I can go to in the village and talk to for hours for free and come away feeling psychically healed yet they have no master's degrees in psychotherapy. The only difference is that they don't have a piece of paper which enables them to

charge $90/hour.

The important recommendations come from the people. These are the community leaders who are concerned, are available and want to work on the problem. It is their problem and they have the greatest concern and investment -- their children. I would ask you to listen to what they recommended:

These recommendations were written and formulated by village leaders from around the state at the 1988 Village Participation Conference:

VILLAGE RECOMMENDATIONS REGARDING EDUCATION

#88-21 "Making Specific Recommendations to the Legislature on Revamping Title 14 - Alaska Statutes on Education"

Title 14 of Alaska State law still grants much of the educational authority to a statewide board and regional boards. Some local participation is encouraged, but most decisions are made regionally or in Juneau. In the cities this means added consistency in educational standards, which is needed when money is divided between many schools. In the villages, however, only one school exists - and while parents are often active in supporting education, they may have very little to say regarding curriculum, teacher hire, and how money is spent. The resolution asks the legislature to look at revamping Title 14 in the light of differences between educational institutions in the cities and the villages.

#88-22 "In Support of Increased Funding for Education"

Due to the state's economic slump, funding for education has suffered in some areas. When the state enjoyed large oil revenues, schools were built which, in some cases, cannot continue to be maintained locally, so the buildings have been shut down. This has meant that, for some small villages, the prospect of sending young children outside of the village for schooling has arisen. This resolution requests funding to reopen any schools that have had to be shut down, so that young children do not have to leave home for school.

#88-23 "In Support of Quality Education in Rural Alaska"

This resolution speaks to the differences in educational standards between urban and rural schools. Urban schools receive funding that enables them to maintain high educational standards. This is possible because of the large student population which requires, for example, specialized teaching in subject areas such as computer use, physical education and the sciences. Teachers in rural areas, however, must cope with

cultural difference and their students have to cope with teachers who may not be knowledgeable of local customs, traditions and culture. This resolution asks that traditional Native knowledge be incorporated into current school curricula to promote understanding between villagers and those who come up North to educate them.

#88-24 "In Support of HB 399"

This resolution speaks to the problem of racial discrimination in the hiring of school teachers. HB 399 would ban discrimination in the hiring of school teachers, and this resolution supports that legislation.

OBSERVATIONS AND COMMENTS

A point to consider is that we have high educational requirements for teachers. If it is remembered why we have these requirements it is to insure that people are qualified to teach. The intent was to provide better education. That system as a solution doesn't appear to have the positive results intended.

There comes a time when we have to look at the rules and the regulations we have established and make a determination about whether or not they are serving us or hindering us. Are the rules we have established, the statutes, really insuring the results we want? We all know that despite the requirements of vast credentials some real mistakes have been made. What is the harm in letting the communities choose their own teachers and to take a more active role in determining what kids need to learn. Perhaps, a focus of the Department of Education could be to find ways that they could support villages to have more control over their educational systems within the villages.

One other comment I wish to make is that this education problem is complex. If a child is living in a household where alcohol is being abused, parents are fighting all night, the child him/herself is being sexually or physically abused or neglected (has been up all night and had no breakfast for example) these emotional traumas on a daily basis make it very difficult for one to do well in school. There is too much on the young mind to concentrate. You can appoint the best teachers in the whole world, but if the child has all these extra burdens it is difficult. If the community is drowning in alcohol, it cannot save itself. A rope must be thrown out to the drowning person. We have a responsibility as human beings to attempt to assist drowning persons if we have rope or if we know how to swim, especially the children, I would imagine. There are not many communities in rural Alaska where alcohol is not a severe problem. Perhaps, a function of the school could be to focus its education on the young to help them recognize

that they (the youngster) do have within themselves the power to survive and to help them to develop some positive life-preserving coping skills and knowledge of self-worth. Failing in school only adds to the problem.

Head Start is a wonderful model and gets results because it treats the whole child: health, mental health, family, nutrition and education. Put another way it serves the mind, the emotions, the physical body, and when we add the cultural aspect because the program is run by the family, it is spiritual. In our villages the whole emphasis on education may need to be entertwined from a more holistic approach and changed drastically.

I will conclude my remarks by stating I think it is <u>important to include the people in the process.</u> For instance, it may be helpful to have among your ranks, as panelists and listeners, more people from the villages who are interested in education. It also would be helpful to go directly to the villagers and ask them. It must be recognized that these organizations, agencies, and "spokes people" for the Native community that are in the cities may have interest, jobs or whatever which could influence them to believe that they "know" or understand what the village perspective is. I believe that the most accurate information you can get is directly from the students and the parents.

This concludes my testimony. Thank you for this opportunity.

ALASKA DEPARTMENT OF EDUCATION - PUBLIC HEARING

"TOWARD MORE EFFECTIVE ALASKAN MINORITY EDUCATION"

AUGUST 26-27, 1988

By Leona Okakok

North Slope Borough Board of Education

Introduction

Members of the Senate Special Committee and visiting officials from MIT and the Carnegie Foundation, thank you for this opportunity to testify.

As a School Board Member, improving Alaska Native education is a vital concern to me. Today, too many Native young people do not complete high school, and many of those who do graduate are at the lower end of the academic scale. At the same time, the traditions of Native culture have weakened among many of our young people as they try hard to adopt Western ways.

Therefore, my concerns are two-fold:

1. Alaska Native students must be better prepared to live and work

in Western society.

2. Alaska Native traditions must be reinforced so our students will not lose their own rich cultural heritage.

In other words, our students must become successful in living and working in both cultures. In effect we are requiring all of our kids to graduate with a double major. ~~as it were~~.

From a School Board Member's perspective, I believe we have made many improvements in Alaska Native education in the North Slope Borough School District. Some of these include:

stet 1. ~~We have~~ commit~~ed~~ing the District to Competency Based Education to improve basic skills.

stet 2. ~~We have~~ pioneer~~ed~~ing an Early Childhood Education (ECE) program for three year olds.

stet 3. ~~We have~~ provid~~ed~~ing Inupiaq language instructors in the classroom.

NOTE: the bd has implement student corp - an AK corp - to teach r kids b/BP in corps we is rel prt vs he a/og v r kids //

4. We have assigned additional counselors and teacher aides to provide more individual attention to students. - including post-secondar -

5. We have implemented a more comprehensive vocational education program.

6. We are exploring the need for alternative schooling and other programs for at-risk students.

We feel these efforts offer great promise for increasing Alaska Native student achievement. My suggestions for further improvement focus on the State taking a greater leadership role in promoting such programs. Two things are needed:

1. First, the State Department of Education should help school districts develop and implement programs that improve minority student performance. This leadership should include detailed information about organization, staffing, procedures, curriculum and materials. The Department should also provide ongoing staff assistance as districts develop these programs.

2. Second, the State should take the lead in funding programs that contribute to greater minority student success. For example, it is not well known that the North Slope Borough locally provides 56% of the School District budget in order to make many of our programs possible. In view of the basic responsibility for education stated in the Alaska Constitution, I believe the State should provide at least half or more of every school district's budget as a minimum.

Conclusion

In the past few minutes, I have tried to provide a brief description of the special programs we have adopted in the North Slope Borough School District to improve Native student success. We feel we have made a good beginning and now look to the State for increased leadership and funding to make such programs a continuing certainty for us and for other school districts.

Thank you.

ALASKA FEDERATION OF NATIVES, INC. TESTIMONY
BEFORE THE QUALITY EDUCATION FOR MINORITIES PROJECT
TOGETHER WITH THE ALASKA SENATE SPECIAL COMMITTEE ON
SCHOOL PERFORMANCE

August 26, 1988

GOOD AFTERNOON, MY NAME IS JANIE LEASK AND I'M PRESIDENT OF THE ALASKA FEDERATION OF NATIVES. THE ALASKA FEDERATION OF NATIVES IS A STATEWIDE NATIVE NON-PROFIT ASSOCIATION WHICH SERVES AS AN ADVOCATE ON BEHALF OF ALASKA NATIVE PEOPLE. OUR BOARD OF DIRECTORS CONSISTS OF A MEMBER FROM EACH OF THE 13 NATIVE REGIONAL CORPORATIONS, 10 OF THE 12 REGIONAL NON-PROFIT NATIVE ASSOCIATIONS WHO DELIVER HEALTH AND HUMAN SERVICES TO THEIR RESPECTIVE REGIONS, AND 13 MEMBERS WHO REPRESENT VILLAGE CORPORATIONS AND TRIBES.

AFN HAS LONG BEEN CONCERNED WITH EDUCATION AND HAS SPONSORED A NUMBER OF EDUCATION CONFERENCES OVER THE PAST SEVERAL YEARS. THE P"IRPOSE OF MY TESTIMONY HERE TODAY IS TO PROVIDE YOU WITH AN OVERVIEW OF THOSE MEETINGS, THE ISSUES DISCUSSED, AND THE RECOMMENDATIONS AND PRIORITIES WHICH RESULTED.

A STATEWIDE NATIVE EDUCATION SUMMIT MEETING WAS HELD THIS PAST MAY TO DISCUSS WHAT KIND OF EDUCATION WE WANTED TO SEE FOR OUR CHILDREN - WHAT ARE SOME OF THE ISSUES WE'RE CURRENTLY FACING AND HOW WE FEEL EDUCATION CAN BE IMPROVED.

THE MOST DOMINANT OF THE THEMES WHICH RAN THROUGH THE RECENT EDUCATION SUMMIT MEETING WAS THE DESIRE BY NATIVE PEOPLE TO PROVIDE OUR CHILDREN WITH THE "BEST OF BOTH WORLDS" IN EDUCATION. THIS WAS DEFINED BY PARTICIPANTS AS A BASIC EDUCATION THAT IS BOTH ACADEMICALLY STRONG AND RELEVANT TO VILLAGE LIFE. AN EDUCATION WHICH ENABLES STUDENTS TO MAKE CHOICES OF WHICH PATH IN LIFE TO TAKE - SUBSISTENCE LIFESTYLE, COLLEGE, OR VOCATIONAL TRAINING.

TO A LARGE DEGREE MANY OF THE ISSUES AND RECOMMENDATIONS DISCUSSED AT OUR MAY MEETING PARALLELED THE RECOMMENDATIONS OF BOTH THE SEPTEMBER 1984 CONFERENCE AS WELL AS THE MARCH RETREAT - THE NEED TO INTEGRATE NATIVE HISTORY AND CULTURE INTO SCHOOLS, THE IMPORTANCE OF BILINGUAL EDUCATION AS A MEANS TO PROVIDE A BASE FROM WHICH TO LEARN, THE NEED FOR MORE CULTURALLY SENSITIVE TEACHERS AND ADMINISTRATORS, THE NEED FOR MORE NATIVE TEACHERS, THE CRITICAL IMPORTANCE OF EARLY CHILDHOOD EDUCATION, AND THE OVERWHELMING NEED FOR THE DIRECT INVOLVEMENT OF BOTH THE PARENTS AND THE COMMUNITY IN OUR CHILDREN'S EDUCATION.

THE RECOMMENDATIONS OF THIS SUMMIT MEETING ARE THE

FOLLOWING:

1. PROVIDE OPPORTUNITIES FOR PRE-KINDERGARTEN, HOME-BASED, EARLY CHILDHOOD EDUCATION THAT FOCUSES ON PARENTING SKILLS AND PRENATAL CARE TO STRENGTHEN ALASKA NATIVE FAMILIES.

2. THE NEED TO DEFINE "BASIC EDUCATION" - WHAT SHOULD BE INCLUDED/REQUIRED FOR GRADUATION; WHAT DO WE EXPECT OUR CHILDREN TO KNOW BEFORE THEY LEAVE OUR EDUCATIONAL SYSTEM.

3. ADVOCATE FOR THE PASSAGE OF STATE LEGISLATION WHICH WOULD PROVIDE CERTIFICATION ALTERNATIVES FOR ALASKA NATIVE LANGUAGE AND CULTURE TEACHERS WHICH WOULD PROVIDE THE RECOGNITION AND EQUITY IN THE WAY ALASKA NATIVES WHO TEACH NATIVE CULTURE AND LANGUAGES IN THE CLASSROOM ARE TREATED.

4. THE NEED TO HAVE LANGUAGE AND CULTURE TAUGHT TO BOTH CHILDREN IN THE CLASSROOM AND TO PARENTS AFTER SCHOOL - USING THE SCHOOL FACILITIES.

5. THE CRITICAL NEED TO PLACE SOCIAL COUNSELORS IN ELEMENTARY SCHOOLS. THIS RECOMMENDATION HAS BEEN MADE TIME AND TIME AGAIN AT ALL OF OUR CONFERENCES. THESE COUNSELORS ARE SORELY NEEDED TO HELP IDENTIFY THOSE STUDENTS WHO ARE "AT RISK" AS WELL AS WORKING WITH THE SCHOOLS AND THE COMMUNITY TO DEVELOP ALCOHOL AND DRUG ABUSE PROGRAMS IN THEIR PARTICULAR SCHOOLS.

6. ASK THE STATE DEPARTMENT OF EDUCATION TO REVIEW THE EXISTING BILINGUAL LITERATURE AND OUTLINE THE ADVANTAGES AND DISADVANTAGES OF TEACHING IN THE HOME LANGUAGE. THIS RECOMMENDATION COMES OUT OF THE RECOGNITION THAT HAVING A BASE LANGUAGE IS CRUCIAL TO THE OVERALL LEARNING PROCESS AND SUCCESS THE SOONER YOU CAN ESTABLISH A BASE LANGUAGE FROM WHICH TO LEARN, THE BETTER OFF THAT CHILD WILL BE. MANY OF OUR CHILDREN IN THE VILLAGES ARE STARTING SCHOOL WITHOUT THIS BASE; WITH OFTEN WHAT IS TERMED "VILLAGE ENGLISH" - CONSEQUENTLY THEY ARE HAVING DIFFICULTIES IN THEIR CRITICAL EARLY YEARS.

7. TO ENSURE THAT WHEN OUR CHILDREN GRADUATE, THEY ARE COMPETENT IN A VARIETY OF SKILLS AND INTELLIGENCES IN ORDER FOR THEM TO HAVE ALL THE ADVANTAGES POSSIBLE TO PREPARE THEM FOR THE "BEST OF BOTH WORLDS". (ACCOUNTABILITY)

8. THE ONGOING NEED TO DEVELOP LEADERSHIP SKILLS.

9. IN ORDER TO BETTER MEET THE NEEDS OF ALASKA NATIVE STUDENTS, PARTICIPANTS EMPHASIZED THE NEED FOR SCHOOLS TO BE MORE SENSITIVE TO NATIVE CULTURES. THEY FELT THIS COULD BE ACCOMPLISHED THROUGH THE DEVELOPMENT OF CURRICULUM MATERIALS, ESPECIALLY FOR ALASKA HISTORY, THAT INCLUDE THE PERSPECTIVES AND CONTRIBUTIONS OF ALASKA NATIVES.

10. THE NEED TO REQUIRE LOCAL SCHOOLS TO MEET WITH PARENTS AND THE COMMUNITY TO DEVELOP WRITTEN PLANS TO COOPERATIVELY MEET THE NEEDS OF HIGH RISK STUDENTS.

11. THE NEED TO PREPARE STUDENTS FOR ALTERNATIVE FORMS OF EDUCATION (i.e. VOCATIONAL EDUCATION) - RECOGNIZING THE FACT THAT COLLEGE MAY NOT BE APPROPRIATE FOR EVERYONE AND THAT ONLY 96% OF ALASKA NATIVES FINISH COLLEGE.

WHILE THESE ISSUES ARE DISTINCT TO ALASKA NATIVES, MUCH OF THE DISCUSSION CENTERED ON EDUCATIONAL CONCERNS THAT ARE RELEVANT TO ALL STUDENTS, NOT JUST NATIVE STUDENTS.

THE MARCH RETREAT OF THE NATIVE LEADERSHIP RESULTED IN A NUMBER OF SIMILAR RECOMMENDATIONS. THE RETREAT PARTICIPANTS STATED:

* THAT ALASKA NATIVE HISTORY BE REQUIRED FOR BOTH NATIVE AND NON-NATIVE STUDENTS ALIKE AND THAT THAT INCLUDE THE STUDY OF NATIVE CULTURE, THE ALASKA NATIVE CLAIMS SETTLEMENT ACT (ANCSA) AND THE ISSUES OF 1991.

* THAT THERE NEEDS TO BE MORE QUALIFIED TEACHERS AS WELL AS MORE NATIVE TEACHERS

* THAT THE RURAL EDUCATIONAL SYSTEM PRODUCE DEGREES THAT PREPARE STUDENTS TO WORK AND LIVE IN RURAL ALASKA.

* THAT THERE NEEDS TO BE HIGHER ACADEMIC STANDARDS

* THAT THERE NEEDS TO BE MORE SCHOLARSHIPS AVAILABLE SO THAT OUR STUDENTS WHO WANT TO GO TO COLLEGE HAVE THE OPPRTUNITY TO DO SO

* THAT COUNSELORS BE PROVIDED IN OUR SCHOOLS

THE PARTICIPANTS ALSO DISCUSSED THE STATEWIDE STUDENT ACHIEVEMENT TEST SCORES WHICH WERE PUBLISHED EARLIER THIS YEAR BY THE DEPARTMENT OF EDUCATION AND WHICH SHOWED THAT THE STUDENTS IN THE VAST MAJORITY OF RURAL SCHOOL DISTRICTS TESTED BELOW THE NATIONAL AVERAGE IN THE AREAS OF MATH, READING, READING COMPREHENSION, LANGUAGE ARTS, AND PROBLEM SOLVING. IN WANTING TO SEND A VERY STRONG MESSAGE TO THE DEPARTMENT OF EDUCATION, THE STATE BOARD OF EDUCATION AND THE LEGISLATURE, THE PARTICIPANTS STATED:

"THE ACADEMIC ACHIEVEMENT LEVEL OF NATIVE STUDENTS AS IDENTIFIED BY THE STATEWIDE ASSESSMENT REPORT RELEASED BY THE DEPARTMENT OF EDUCATION IS UNACCEPTABLE. WE DEMAND MAJOR EFFORT BY THE STATE AND THE DEPARTMENT OF EDUCATION BE UNDERTAKEN TO CORRECT THESE DEFICIENCIES. WE ALSO REQUEST

SUPPLEMENTAL FUNDING TO FIND OUT WHY OUR CURRENT EDUCATION SYSTEM IS NOT WORKING."

THE PARTICIPANTS OUTLINED THE FOLLOWING AREAS FOR FUNDING PRIORITIES IN THE LEGISLATURE:

* EARLY CHILDHOOD PROGRAMS
  0-3 YEARS AND THAT THEY BE COMMUNITY-BASED PROGRAMS
  3-5 YEARS THROUGH AN EXPANDED HEAD START TYPE PROGRAMS

* SOCIAL COUNSELORS IN K-6 GRADES

* THAT THERE BE MORE NATIVE TEACHERS

* THAT THE CURRICULUM BE IMPROVED TO INCLUDE NATIVE HISTORY AND CULTURE

* THAT NATIVE LANGUAGE AND CULTURE BE A PRIORITY IN OUR SCHOOLS

* AND THAT NATIVE STUDENTS BE GUARANTEED OPPORTUNITIES IN POST-SECONDARY, ACADEMIC, TECHNICAL AND VOCATIONAL FIELDS

I'D LIKE TO EMPHASIZE A COUPLE OF AREAS IN MY CLOSING COMMENTS: THE ISSUES OF INCREASED EXPECTATIONS, THE NEED

FOR ACCOUNTABILITY, AND THE NEED TO HAVE BOTH THE PARENTS AND THE COMMUNITY INVOLVED IN DECISIONS WHICH AFFECT OUR SCHOOLS.

FIRST OF ALL LET ME TOUCH ON THE NEED FOR INCREASED EXPECTATIONS BY SHARING WITH YOU SOME OF THE POINTS RAISED DURING THE FIRST NATIONAL CONFERENCE ON DROP-OUT PREVENTION WHICH WAS HELD IN MARCH OF THIS YEAR IN NORTH CAROLINA.

MUCH OF THE PRESENTATIONS AT THIS CONFERENCE DEALT WITH THE WAY OUR CHILDREN ARE BEING TREATED IN SCHOOLS . . . MORE AS "RECEPTACLES OF INFORMATION" RATHER THAN AS PEOPLE WITH REAL INDIVDUAL AND HUMAN NEEDS. THE ISSUE OF HIGHER EXPECTATIONS WAS RAISED TIME AND TIME AGAIN AND THE STATEMENT MADE BY IVAN FITZWATER, A NATIONALLY-KNOWN AND RESPECTED EDUCATOR WHO SAID: "KIDS CAN BECOME ANYTHING WE CONVINCE THEM THEY CAN BE". THIS IS A VERY SIMPLE YET POWERFUL STATEMENT.

WE HAVE A PROBLEM HERE IN ALASKA IN MANY OF OUR SCHOOLS WHERE OUR NATIVE STUDENTS ARE BEING TAUGHT BY PEOPLE WHO FEEL THAT THEY SHOULD SOMEHOW EXPECT LESS OF THEM BECAUSE THEY'RE NATIVE AND THEY WON'T GO ON TO COLLEGE, THEY'LL JUST STAY IN THE VILLAGE, OR THAT THEY'RE SOMEHOW LESS EQUIPPED TO RESPOND TO HIGHER EXPECTATIONS OR TO SUCCEED WITH HIGHER ACADEMIC STANDARDS.

ALASKA NATIVE STUDENTS ARE NOT GENETICALLY ILL-EQUIPPED TO LEARN . . . I FIRMLY BELIEVE IT IS A QUESTION OF RAISING BOTH THE LEVEL OF EXPECTATIONS AS WELL AS THE STANDARDS. AND AS A PART OF THIS, I'M A FIRM BELIEVER IN ACCOUNTABILITY. OUR EDUCATIONAL SYSTEM HEE IN ALASKA MUST BE HELD ACCOUNTABLE FOR THE SUCCESS AND/OR FAILURE OF OUR STUDENTS. THE PARTICIPANTS AT OUR SEPTEMBER MEETING DISCUSSED THE LOW ACADEMIC TEST SCORES AND WHILE THEY AGREED SOMETHING MUST BE DONE TO PREVENT THIS SITUATION FROM CONTINUING, THEY ALSO FELT THAT THERE OUGHT TO BE OTHER METHODS OTHER THAN SIMPLE TEST SCORES FROM WHICH TO MEASURE THE PROGRESS OF OUR STUDENTS.

IF YOU EXPECT MORE OUT OF YOUR STUDENTS AND IF YOU TREAT THEM WITH RESPECT AND CARE . . . I CAN'T HELP BUT FEEL YOU'LL GET MORE OUT OF THEM . . . IT'S A FACT . . . IT'S BEEN PROVEN TIME AND TIME AGAIN. AND TO WORK ON GETTING BETTER RESULTS OUT OF OUR CHILDREN, WE HAVE TO TURN OUR ATTENTION TO OUR FAMILIES, OUR COMMUNITY, AND OUR TEACHERS BECAUSE THE RESPONSIBILITY OF OUR CHILDREN'S EDUCATION RESTS NOT SOLELY WITH THE TEACHERS OR OUR EDUCATIONAL SYSTEM. WE AS PARENTS MUST BEAR A LARGE SHARE OF THE LOAD.

IF WE WANT BETTER TEACHERS, MORE NATIVE TEACHERS, MORE SOCIAL COUNSELORS IN OUR SCHOOLS, HIGHER STANDARDS, RAISED EXPECTATIONS AND GREATER ACCOUNTABILITY - WE HAVE TO WORK FOR IT, IT HAS TO BECOME A PRIORITY FOR US. AND SLOWLY, THE FIRE IS SPREADING - NATIVE PARENTS NO LONGER FEEL THEY HAVE TO ACCEPT LESS WHEN IT COMES TO PROVIDING THEIR CHILDREN WITH A GOOD EDUCATION AND TO EQUIP THEM WITH THE TOOLS NECESSARY TO ENSURE THEIR FUTURE SUCCESS. THERE ARE MORE AND MORE EDUCATION CONFERENCES BEING HELD BOTH ON A REGIONAL LEVEL AS WELL AS A STATEWIDE LEVEL. THE PARTICIPANTS AT THESE CONFERENCES ARE VOICING THEIR CONCERNS AND POLICYMAKERS ARE STARTING TO LISTEN. AT THEIR JUNE GOAL-SETTING MEETING, THE STATE BOARD OF EDUCATION HEARD THE CONCERNS OF THE PARTICIPANTS ATTENDING THE MAY MEETING AND INCORPORATED SOME OF THE RECOMMENDATIONS AND PRIORITIES INTO THEIR GOALS FOR THE UPCOMING YEAR. THE PROCESS HAS BEEN SLOW, BUT AT LONG-LAST WE FEEL AS THOUGH WE'RE BEGINNING TO FINALLY MAKE SOME PROGRESS.

IN CLOSING I'D LIKE TO THANK YOU FOR HOLDING THIS HEARING - I THINK IT'S IMPORTANT ALASKA NATIVES AND OTHER MINORITIES BE ASKED THEIR OPINION ON WHAT CAN BE DONE TO ENSURE OUR CHILDREN ARE GIVEN EVERY OPPORTUNITY TO SUCCEED IN OUR EDUCATIONAL SYSTEM. A GOOD EDUCATION IS ONE OF THE MOST VALUABLE LEGACIES WE CAN PROVIDE.

Data base

1. We know there are problems in educ. - that is why we are here today. The extensive underachievement of Native students is an issue.

   What is the problem? Is there really a problem.

   Individual researchers can cite data but we do not have a shared perception of the problem. DOE staff members this morning gave dramatic evidence but we do not have a widely ~~shared~~ shared perception of the problem

2. The problem is framed differently by different people because we do not have a common data base.

3. For a period of time, until mid 1970's DOE published data on drop-outs in the schools. Could have been useful but the assumptions, the variables and the definition of "drop-out" was locally decided and ranged from 12-25% except Ktn, (where it was on sch. bd, where it was 2%)

4. Test scores - when I hear a district's test scores I think of Jarrison Kiellor's description of the people in the community of Lake Wobegone in the radio show Prairie Home Companion where all the men are strong, women good looking + all the children are above

5 When is a student defined as a drop-out? When I left Ak 2 yrs ago that was locally determined so not necessarily comparable. How do we assess the progress of students. We have some rough measures but little comparability.

6. At the state level, I believe that a frame work for data collection be developed

condition 7. ~~[illegible]~~ foundation program

8. Certain criteria

(a) reasonable data gathering process
- piggy back on already-existing processes in place in schools

(b) must speak clearly to ~~[illegible]~~ fundamental concerns: ~~drop out~~ retention & learning

should raise good questions → common error - trivial data collection

(c) must be designed to minimize distortion through conditions added on by the data gatherers

should be rigorously developed, elegant

(d) ~~[illegible]~~ should be fair to local admin.

9. We will not have a basis for understanding, comparatively, the progress of our school districts without such a data base. Without it fair accountability as I will continue to be difficult.

10. If a reliable database were to be developed it would create ~~at least one problem that~~ a situation which would pose a threat, sometimes unfairly, to administrators.

The culture of schooling dictates that ~~we must have competence in our administrators and also that our~~ administrators are most susceptible to pressure. We expect and demand competence and properly so; however we are all too inclined to assume a correlation between student achievement on the one hand, and administrative competence on the other. The ~~unsatisfactory condition in~~ educational achievement of Alaska Native students in our schools today is not satisfactory. In spite of the lack of broad database, there are clear indisputable indicators that the achievement of Native students is not satisfactory. That condition will not go away magically because of competent administrators - Administrators cannot be let off the hook - they asked for jobs they have, but we need to be fair too. I like to think they can rise

~~[redacted]~~

to a fair challenge and the challenge becomes clearer & clearer with a good framework for the development of data with which we can assess where we are. The OEM project, I believe, would serve a useful purpose if it would assist in formulating & stimulate the formulation of a workable framework for a data base with which we could appraise our movement & progress in education.

Next I'd like to comment briefly on an issue that has been mentioned several times today and that is parental involvement; community involvement. I will not suggest that it is unimportant because I think it is important, however I want to say that I feel an uneasiness when parental involvement is frequently mentioned, ~~as one of the problems~~ within a group of professionals - especially professional educators - without some elaboration on what the problem is that we are seeing, and the nature of the solution we would hope for when we ~~start~~ cite parental involvement as one of the problems. I feel uneasy because an obvious implication is that that problem must be addressed by the parents. Indeed it must, but I feel uneasy because of the subtle implication that we, the professionals are off the hook on that issue. I do not believe we should suggest, ~~that~~ that,

implicitly or explicitly. Alternately, I would suggest that ~~[illegible]~~ professional whenever we are able to discover a problem in the educational process, there is also the potential for a response by professionals. And if, in regard to the issue of parental involvement, we do not take an active role we are abrogating our responsibility.

What happens if we are not able to get a child's parents "involved" parentheticaly. With 100,000 children in Alaskan schools that is likely to be the unfortunate reality in many cases. Are we off the hook regarding the quality of education for a child whose parents do not assume our ideal for the parental role in the education of their children. If so, those children are double victims: they are victims of abrogation by their parents and by their teachers.

Alternatively, I suggest that it is the responsibility of professional educators to maximize the opportunities for children under the existing conditions, and if the existing condition includes uninvolved parents, then we need to devise ways to respond to that.

I do not mean to let parents off the hook. ~~I believe that~~ I am convinced of its value and we must seek ways to promote it. I see a role for professional educators in regard to another aspect of parental involvement. We need to ask what can we, in an active, caring, aggressive, acceptable way, do to promote parental involvement. We want parents to come to the schools but we need to remember that ~~schools~~ ~~educational institutions~~ are not blank, faceless neutral institutions. We are gatekeepers and our role in parental involvement needs be a conscious effort & we must accept the proposition that the failure to achieve it is a reflection on us as well as on parents. Are we professional? We must have an active role.

Third I would like to mention the need for more Native personnel throughout the systems.

The fifth of ~~your~~ the seven major issues you enumerated in your project summary is the "identification recruitment & preparation of minority leaders" and ~~your~~ the seventh is "public policy regarding minority participation in higher education.

Donald Schon, at M.I.T. coined the phrase "ideas in good currency". He noted that from time to time someone ~~identifies~~ accurately identifies a relevant problem or issue, ~~or idea~~ and such an idea catches the public's imagination and response is widespread He also noted that the public usually tires of it before the problem is solved and move on to other matters which then became "ideas in good currency"

I can remember, after the civil rights forment of the 1960's when minority hire was an idea in good currency. ~~I know that~~ As a minority person I know that minority hire is still a problem, but I also believe that for the public at large it is no longer ~~a~~ an idea in good currency. A group of cynical concepts have come to the fore to stall progress -- concepts like reverse discrimination, "equal employment opportunity" which in its implementation permits disregard for the existing disparity which resulted from past discrimination, and "available workforce data" which permits employers to pass over qualified minority candidates.

In spite of - not because of - the ed system the no of qualified Native tchrs grows, but there are too many horror stories for me even as a skeptic to dismiss re Native hire. The U has less ~~a~~ Native admins than it had five years ago.

When I first went to USF in

Other issues - no time

What does "success" mean?

Patsy

A N B - working for people
- seeing the "result"

School of Education and Liberal Arts

11120 Glacier Highway
Juneau, AK 99801
(907) 789-2101

UNIVERSITY OF ALASKA · JUNEAU

The Educational Enrichment Program

How can rural students in Alaska be encouraged to achieve academically? Faculty at the University of Alaska Southeast, in collaboration with the Tlingit and Haida Central Council, have designed an innovative, intensive summer program to help Alaska Native high school students set and achieve their educational goals. This comprehensive on-campus program benefits high-risk minority youth, students who deserve the best efforts and resources our educational system can offer.

Native Americans have been identified consistently as the most under-represented minority in American colleges and universities. Factors such as geographical isolation and rapid cultural and economic change place Native and rural students in Alaska at even higher risk than their counterparts in the Lower 48. Disproportionate rates of dropout from high school make college an impossibility for many Alaska Native youth. Comparatively low test scores for rural students on standardized state and national measures add to decreased opportunities and low self-concept. This crisis must be addressed in post-secondary institutions as well as public schools if we are to change the dismal statistics on Native college recruitment and retention.

Due to these concerns, the Tlingit and Haida Central Council asked for cooperation from UAS two years ago in planning and offering a special summer program to aid rural Native students in completing high school and making the transition to college. The result of this collaborative effort, called the Educational Enrichment Program, is unique in several ways. Rather than focusing on traditional basic skills through math drills or grammar exercises which are easily forgotten, the faculty designed a curriculum which features higher-level critical thinking abilities. Furthermore, unlike many bridge programs which are geared toward honor students, this program is open only to students who are at risk academically and economically.

The Educational Enrichment Program offers students a three-week residential experience featuring cooperative living in student housing with planned social and cultural activities. The staff is a cooperative team of Native administrators, university faculty, study hall tutors, and live-in counselors. Enrollment is limited to twenty students per session to ensure the individualized attention and one-on-one tutoring which are needed by high-risk students. In the past two years, students from twelve different communities throughout Southeast Alaska have taken part in the program.

Problem solving is stressed in all three daily classes in writing, math reasoning, and psychology. Each course is organized to strengthen students' critical thinking abilities in complementary ways. The writing course emphasizes rhetorical choices in purpose, audience, and voice, culminating in the creation of a text of the students' own writings. In the math course, abstract problems are developed through concrete examples; topics are selected from college-level algebra, topology, logic, and number theory. Goal setting and cooperative learning techniques are the focus of the psychology course, and Native guest speakers help raise cultural awareness and pride among students. University faculty invited by the Tlingit and Haida Central Council to teach in this program have had extensive experience with rural and Native students.

This multifaceted approach to learning creates an environment in which students from isolated villages create a strong peer support network among themselves. A follow-up evaluation for students who have completed the Educational Enrichment Program has been initiated, which will include high school GPA's and test scores collected by a field representative of the Tlingit and Haida Central Council. Preliminary results from this past summer indicate that students not only improve scholastic performance, but also gain more positive attitudes toward themselves and their academic abilities.

Because of its vital link between the University and the local Native organization, this program is respected by parents, school administrators, and the community as one important component of a much-needed comprehensive effort to meet the manifold needs of this special student population. The Educational Enrichment Program has proven itself successful in enhancing the academic potential of rural Alaskan students.

For more information about the Educational Enrichment Program, contact:

John Pugh, Dean
School of Education, Liberal Arts, and Science
University of Alaska Southeast
11120 Glacier Highway
Juneau, Alaska 99801
(907) 789-4531

Educational Enrichment Program
University of Alaska Southeast

Evaluation Comments from Past Educational Enrichment Program Students:

"The most important thing I learned is that I am an important person."

"Made me learn to appreciate things and get a better attitude and motivation."

"I improved my math skills and discovered that I enjoy writing."

"I learned to open up a little more and made a great bunch of friends."

"All these classes helped me to make up my mind to continue my education and go to college..."

"The tutors stayed cool. They were *always* willing to help."

"I decided I'm going to try harder in school now."

"I know I feel a lot more confident in myself than I used to."

"The knowledge of good study habits is something I can use in the future."

"The counselors treated us like adults--they were terrific!"

"I feel I have learned to understand my feelings better."

"Everything I learned here I intend to use somehow in the future."

"I feel I am going to do a lot better in high school than I did last year."

"Knowledge, skills, and lifetime friendships were the major benefits of the program--a wise investment."

"Now I know what I want to do with my life."

Juneau Empire, Tuesday, August 2, 1988

EDUCATIONAL ENRICHMENT PROGRAM 1988



Enrichment program participants: From left are Cory Mann, Brian Walker, E. Shannon Carle, Rosa Watson, Rudy Walker and Luke Williams. (Juneau students only)

Youths participate in enrichment program

Brian Walker, Rudy Walker, Cory Mann, Rosa Watson, E. Shannon Carle and Luke Williams, all of Juneau, were participants in the Second Annual Education Enrichment Program jointly sponsored by Central Council Tlingit and Haida Indian Tribes of Alaska and the University of Alaska Southeast.

Students participated in an intensive three-week course of study June 12 through July 2 while living on the University of Alaska Southeast campus. The participants from Klukwan, Skagway, Hoonah, Juneau, Wrangell, Klawock and Sitka attended classes from 8 a.m. to 3:30 p.m., as well as a required two-hour evening study hall. The academically aggressive courses included writing skills, problem-solving using mathematical logic, and personal development in decision-making, goal-setting, and improved learning strategies.

The intensive week is concluded with a banquet where all participants present a skit and are recognized for their completion of the program. The banquet recognition held at the end of the program was made possible by a donation from the Sealaska Corp.

To be selected to participate, the students wrote an essay and were recommended by a teacher or counselor as having the potential to benefit. The objective of the program is to positively impact youths so that they will complete high school and begin a successful career path.

POPULATION AT RISK <=> CHILDREN AT RISK

by

Edna Ahgeak MacLean

presented at

Alaska Public Hearing

for

Quality Education for Minorities Project

together with

Alaska Senate Special Committee on School Performance

August 26-27, 1988

Anchorage, Alaska

Population at Risk <=> Children at Risk

Our children are our responsibility. They are dependent on us. We - their parents, families, communities, teachers - are to provide for their well-being, nurture and educate them.

The very fact of the existence of the Senate Special Committee on School Performance and the Quality Education for Minorities Project indicates that something is amiss.

A large number of schools in the United States have failed to provide an educational process whereby most minority students succeed.

More often than not, the onus of the situation is usually focused on the minority students, themselves.

Much of the literature one reads identifies various "deficiences" that students whose cultural and linguistic background is different from mainstream America are supposed to possess as the traits that impede academic achievement.

Limited English proficiency, low western educational levels of parents, low income level, and cultural differences, among others have been cited as factors that inhibit academic achievement by minority students in schools.

The fact is that there are minority students with "deficit" traits such as the ones I just listed who have succeeded and are still succeeding.

The question that we need to ask is "Why and how do these students succeed?" What are the qualities or conditions that worked for them?

Researchers have categoried minorities into three groups - autonomous, immigrant, and "dominated".

Autonomous minority groups are usually secure in their distinct cultural identities and are not denied access to high-status jobs within the society. [Ogbu, 1978]

Immigrant minority groups usually have come voluntarily, and are eager to learn the language and fit into the society of their host country.

"Dominated" groups are regarded as inferior by the dominant group and are usually denied access to high-status positions within the institutional structure of the society. The dominated status of a minority group "exposes them to conditions that predispose children to school failure even before they come to school." [Ogbu, 1978]

Minority students who experience academic failure tend to belong to one of the groups in a "dominated relationship to the majority group." [Cummins, 1986]

The history of Alaska Natives tells a bleak progression from autonomous groups to domination by another society. The schooling process was used, instead of war, to gain dominance.

The late Dr. Eben Hopson, the first mayor of the North Slope Borough described the experiences that Alaska's Native peoples encountered with the western educational system.

"Eighty-seven years ago, when we were persuaded to send our children to western educational institutions, we began to lose control over the education of our youth. Many of our people believed that formal educational systems would help us acquire the scientific knowledge of the western world. However, it was more than technological knowledge that the educators wished to impart. The educational policy was to attempt to assimilate us into the American mainstream at the expense of our culture. The schools were committed to teaching us to forget our language and Inupiat heritage. This outrageous treatment and the exiling of our youth to school in foreign environments were to remain the common practices of the educational system."

The dislocation of young children from their families as early as the 1940s began the process of deculturation for most of Alaska's Native peoples.

In 1983, Dr. Sixten S. R. Haraldson wrote that "socio-medical problems of increasing dimensions among traditional groups, such as alcoholism, divorce, suicide, neurosis, and juvenile delinquency have been explained by deculturation."[Haraldson, 1983]

Among Alaska Natives alcoholism and alcohol-related problems can be considered the number one health problem. One study states that Alaskan Natives account for 60 percent of the deaths due to alcoholism; 67 percent of all client admissions to State-funded alcoholism programs in Alaska; and 25 percent of the deaths due to cirrhosis of the liver. This same study cites 43 percent of all suicides; 38 percent of all homicides; 42 percent of all homicide arrests; 44 percent of all aggravated assault arrests; and 31 percent of arrests for forcible rape associated with the Alaska Native population. [Report of the Secretary's Task Force on Black & Minority Health, U.S. Department of Health and Human Services, Volume VII: Chemical Dependency and Diabetes, January 1986]

Forbes and Van Der Hyde in 1986 reported that the rate of suicides among 15-24 year old Alaska Native males was more than six times the natural norm for white males in the same age group.

Hlady and Middaugh, in late 1986, reported that the rate of suicides committed by Alaska Native males between the ages of 20-

24 years was 257 per 100,000. This rate is 13 times the Alaskan average. (Interim Report of the Senate Special Committee on Suicide Prevention, March 1988)]]

Alaska's Native peoples will emerge from this period of instability and self-destruction.

We must listen to the students as they tell us what it is that is impeding their success as students.

During 1987, the Governor's Interim Commission on Children and Youth conducted public hearings on the status of children and youth in Alaska. The Commission made a report which contained 84 recommendations.

The 84th recommendation which focused on multicultural experiences emphasized that "feelings of discrimination and cultural distance" play a key role in the emotional, spiritual, and physical well-being of Alaska Native youth.

The same report stated that Native students are twice as likely to dropout from schools as are non-Natives. As a dropout the Native student is twice as likely to become a substance abuse[illegible] is 60% less likely to be employed over the next decade, and wh[illegible] employed will earn one-third less than graduates, and is mo[illegible] likely to land in jail.

Native youth who testified before the GICCY Commission repeatedly emphasized the role of cultural discrimination in the low self-esteem of many Native youth.

Unless our schools address and learn to deal with the issues of racial and cultural discrimination, the healing process cannot begin for our minority students. Our schools shape attitudes. A student has to feel accepted and comfortable in school in order to do his or her best.

In May 1987, the editor of the Harvard Educational Review wrote, "The persistence of racism and its corrosive effects on the moral fabric of America are matters of deep concern to the editors of the Review. We are particularly sensitive to the critical role of schooling in shaping attitudes among both the perpetrators and victims of racism."

Recent research points to the fact that minority children especially from "dominated " groups need to feel good about their respective heritage language and culture in order to succeed in school.

Several steps can be taken to begin to alleviate some of the barriers to academic achievement that Alaska Native students face.

First of all, the members of the majority groups and the minority groups must learn to respect each other.

Through our schools we must build understanding and appreciation of differences that each cultural group possesses.

Specifically, the Department of Education, in cooperation with different Native groups, can develop a statewide curriculum for a one semester course which presents the history, language, and culture of each Alaska Native group. This curriculum can be the basis for a one semester required course in middle school, most probably in seventh grade.

Greater knowledge of Alaska Native heritage (history, language, and culture) by Natives and non-natives can only be beneficial for both.

In this same vein of thought, teacher training institutions need to provide adequate preservice and inservice training toward the understanding and appreciation of Alaska Native languages and cultures so that teachers can be more culturally and linguistically sensitized to teach Alaska Native children.

Another one of the characteristics offered to rationalize the academic failure of minority students is limited English proficiency.

There is no doubt that English proficiency is essential for educational success.

Presently, there are two schools of thought which have emerged regarding the situation of limited English proficiency students.

One argument is the "insufficient exposure" hypothesis. This argument contends that language-minority students should be provided with maximum exposure to English, that more English exposure will lead to more English achievement. Opponents of bilingual education use this argument. However, recent research shows "either no relationship or a negative relationship between amount of school exposure to the majority language and academic achievement in that language. [Baker & de Kanter, 1981; Cummins, 1983, 1984; Skutnabb-Kangas, 1984]

In another agrument, students are identified as having a home language that is different from the school language. This hypothesis is called "linguistic mismatch". This argument is the rationale favored by proponents of bilingual education. However, recent research shows academic success of many minority students and majority students whose instruction has been totally through a second language; this refutes the role of "linguistic mismatch" as an impediment towards achieving academic success. [Cummins, 1986]

But it should be pointed out that those students who do well academically through second language instruction identify positively with the majority culture and are highly motivated to learn the second language. [Cummins, 1981]

On the other hand, those students who do not do well academically through second language instruction are ambivalent towards the majority group, and are insecure about their. own cultural identity. [Cummins, Ibid]

Cummins (1986), in presenting a theoretical framework for the empowerment of students from "dominated", groups, stated that students "are 'empowered' or 'disabled' as direct result of their interactions with educators in the schools." This process of "empowerment" or "disabling" of students is contignent upon the extent to which "(1) minority students' language and culture is incorporated into the school program; (2) minority community participation is encouraged as an integral component of children's education; (3) the pedagogy promotes intrinsic motivation on the part of students to use language actively in order to generate their own knowledge; and (4) professionals involved in assessment become advocates for minority students rather than legitimizing the location of the "problem" in the students" [Cummins, 1986].

Students who are confident about their cultural identity and have also developed a good grasp of academic and interactional skills succeed in school. [Cummins,1983 and Tikunoff,1983]

During the May 19-20, 1988 Native Education Summit Meeting which was sponsored jointly by the Alaska Federation of Natives and the Alaska Department of Education, one of the education priorities identified was to provide opportunities for Alaska Native languages and cultures to be taught to children and to adults.

The state, through its various departments, should encourage Alaska Native communities to establish cultural centers that can serve as coordinating agencies for various educational and social programs for school age children.

Besides being devoted to the teaching of Alaska Native skills, stories, knowledge of the land and sea, and consequently Alaska Native values and behavior, the cultural centers can also have early childhood care and development programs. Traditionally among Alaska's Native peoples, the elders had a very important role as teachers of young children. The grandparent and the grandchild relationship was central to the transmission of cultural knowledge.

The partnership between the community and the school can facilitate parenting and early childhood care and development programs that are culturally and academically appropriate. In those communities that chose to consciously maintain and enrich their Native languages, the cultural center can serve as the "nurturing" space and time for that activity.

Not only can a community cultural center serve as a learning center for elementary, middle, and high school students, it can also serve as a "learning center" for young parents who wish to

take evening courses in their heritage language and culture.

The cultural centers can also form partnerships with the postsecondary institutions in their communities. Part of a teacher training institution's preservice or inservice programs, especially those focusing on cross-cultural activities, can be held in the cultural centers. The possibilities for cooperative instruction are exciting.

The community cultural learning center can also serve as an ideal place for a counseling office.

The schools have been the most pervasive and persuasive force of deculturation of Alaska's Native peoles. It is time that they in partnership with the native communities they serve be used as the vehicles for empowering Alaska's Native children to succeed in life.

Humanity's history has been one long power struggle and it will continue to become more acute as resources dwindle. It saddens me but I think it can only become worse unless humans truly learn to share and be compassionate towards each other.

The best place to begin is in the schools.

TESTIMONY FOR HEARING ON
QUALITY EDUCATION FOR MINORITIES PROJECT
TOGETHER WITH
SENATE SPECIAL COMMITTEE ON SCHOOL PERFORMANCE
August 26-27, 1988
Anchorage, Alaska

This presentation will provide ideas on what seems to have worked with Native young people or adults to increase their likelihood of graduating from high school and doing well in college. This does not deal adequately with the very important, perhaps one of the most high risk group which is late adolescent and early adult men. They still remain differentially at high risk with respect to suicide and accidents. I present this testimony with a sense of a bit of frustration and the act humbles me. I have read the many reports on Native education from Meriam to Havinghurst, NAACP, Kennedy and our special task forces here in Alaska. I know what I and others will say probably repeats much; however, the fact only reinforces the importance of achieving progress on this very issue. I will share a few that I believe are most important; ones that may cross over between K-2 and higher education. I will speak of a direction, in a sense, or a road on which we travel. The assumption is that adequate time must be given to see results and that no single panacea exists. I honestly wish there was one.

1. Importance of a close school-community and family relationship. Alaska's small rural schools are achieving this. Rural schools graduate students at such a level that a "dropout problem," such as that we see among Alaskan Natives in Fairbanks or Anchorage does not exist in these schools. Small rural schools need curricula enrichment; need to access resources through technology; however, with teachers educated to use the strengths inherent in small schools and communities, support from family and community, with the principal or principal-teacher seeing his/her school as the community's, a relationship can develop such that home and school reinforce each other.

   I had a chance to see this in three disparate geographical areas: one was the elementary school in Barrow, two others in Manokotak and Togiak, another in an Odawa reserve school in northern Ontario, and the third, a summer school for native children in Minneapolis. In all instances children were happy and interested; elders and parents felt comfortable in these school and cross-generational reinforcement of education, the building of high expectations took place. I saw a community school truly built in such a way that children wanted to learn and share their knowledge. They were places where children spoke and were heard. In schools one saw certain qualities. Some were in all, others in some of the schools.

   (A) Strong Native leadership was at work in boards and administration. Native principals or education directors with good boards were in existence.

(B) An excellent cadre of Native teachers were in place and supported. They were allowed to teach and relate to children in ways in which they were comfortable. They were classroom teachers not only aides or bilingual teachers. Non-Native teachers indicated that they learned much from their Native teacher colleagues.

(C) The culture and language of the community were utilized throughout the curriculum not simply as Native studies or bilingual education. The expectation was that this school served their Native constituency; therefore, it was the school's referent.

(D) The school was accountable to the community. They reported to an assembly, a band council, or a Native parent group. Measures of accountability were being put in place, or in place. Dennis Demmert will address this issue of policy, budgets, and measure of accountability this afternoon. I only want to raise accountability as a need. Parents need to have responsibility for their children's performance and assist schools. One can't do so if they don't know as a community how well the school is doing for all the children. Nor can the school perform without a feedback mechanism that is from the community. I am part of a group with Ruth Meyers which is developing a model and process for accrediting schools with substantial numbers of Indian students in Minneapolis. The group, called the American Indian Accreditation Association, is compiling research and input from community groups on which it will base an on-site evaluation. The development of methods to evaluate and accredit schools from a Native point of view holds great potential.

(E) In each instance, the leadership in the school imbue high expectations in teachers. Each leader saw the child as possessing potential, if they could build a learning environment in the school and between home and school, rather than seeing the child as deficient. At the same time, these leaders were not naive about learning disabilities, FAS, otis media problems; however, they assumed potential and worked to maximize it.

For higher education programs the same elements are important. Our universities have had a problem retaining Native students. Retention and numbers of graduates are not at the level we would like to see. The problem institutionally happens in the freshman or between freshman and sophomore years. From my experience, the causes are many. I will enumerate only a few.

1. Poor academic preparation such that young people have undue anxiety and stress related to taking tests, studying, reading texts, and participating in class. A recent study we are completing on psycho social factors in stress during transition to the university indicates stress toward academic concerns has the highest single factor loading among those studied.

2. Social disruption involved in the loss of social support from family, friends, and community exacerbated by being in a context that utilizes rules for social performances which are jarring, uncomfortable, or scary, e.g., talk louder, speak up. I have seen Native students unable to get a turn to speak from a secretary because they don't "butt in," while others come later and do "butt in" and do get a turn.

3. A sense of shame acquired from professors and students' stereotypic comments or by courses and research presented concerning Natives which brand them as problems. As one Native student told a group, she learned to feel that herself, her everyday life, community and culture were problematic and in need of help and change. What was her everyday normal community life was seen through radically different colored lenses. Few positive Native role models in the university existed; nothing about normal and competent Native people was presented unless it was the "old days." It was as if all those who were important lived in the past and the present was a big problem. To say the least, this made it difficult for her to learn and took a great deal more effort than one would characteristically need.

4. A sense in the University of no home. Much of what has been said above indicates that my opinion is that Native young people in K-12 and University need curricula, course content, social situations, i.e., the specifics of institutional settings which resonate with them rather than alienate them. In Alaska, we have made some progress on these issues:

   (A) UAF's extensive Rural Student Services, the UAF Native Studies Programs, NANA House, which brings elders and youth together in a dormitory that is homelike, these all provide the type of social and academic support that prevents social disruption and leads to higher retention. The Kuskokwim Campus Institute on Languages and Thought, Chukchi's use of light pen technology to teach developmental English and Math, and the school districts with higher education counselors who follow students into college build strengths to cope with college level work.

   (B) Our new College of Rural Alaska within the University of Alaska Fairbanks brings together all the rural branch campuses, former community colleges, and bachelors and graduate programs in the social sciences and education to respond to rural higher education needs. We work to build a flow of students through a bridge and transition from high school into the first two years of college and into the professions of teaching, social work, community development, and village corporate management. What we are attempting to do is to open a typical university such that its teaching, research, and service are based on the

needs of Alaska's rural communities. This is a radical shift in referents since universities primarily serve their fields and see students as a future repository of primarily western knowledge. We, however, are attempting to educate all teachers, all social workers, psychology and sociology majors with a cross-cultural perspective, with a referent that is external and community based. Our research is to address questions of importance to rural and Native communities. We recruit as energetically as possible for Alaskan Native, American Indian faculty and non-Native faculty with experience and sensitivity to Native communities. We actively recruit and develop support systems for Alaskan Natives. In short, we are building within the University a college that has rural and Native constituencies as its referent. Students of all backgrounds who learn in this environment are enriched and well prepared for the increasingly multicultural world in which we live. Native and other minority students find courses in which their voice and that of their communities are present. Results of approaches such as these have been effective. For example, our small teacher education programs, off campus and on campus, in 15 years have graduated over 33% of all Native graduates in the 75 years off UAF's existence.

As a summary, I want to suggest:

1. Nationally, that each state at least designate one of its major research-teaching universities to take a cross-cultural referent in their teaching-research-service mission. This would be similar to what Governor Kean in New Jersey has done in providing specific missions for their institutions of higher education. This may be dangerous if it is seen as eliminating the responsibility of other universities to serve minority populations. However, until we have more than the single program, or programs, adequate resources will not exist to make sufficient progress in generating new research and an institutional climate that attracts minority faculty and students.

2. In Alaska, I recommend we focus our attention on school performance of minority students in the urban areas of Fairbanks and Anchorage. I would suggest we establish magnet schools with the attention being on Alaska Native and or minority student performance, cultural appropriate curricula and methods, minority teachers, those other aspects correlated with better performance of Native students, and a method to provide accountability.

3. In rural schools, the focus needs to be on improving the quality of instruction and the relationship between school and community. The University and school districts need to form a partnership for developing Native teacher training, in-service education for teachers, assessing performance of teachers and administrators, and a research agenda to improve minority achievement.

On a policy basis, we need to allow the small rural schools to continue to exist and support their development. In a context of support to highlight deficiencies can lead to creative solutions. Without that message of support, communities feel a type of apprehension that only increases their sense of precariousness. Again, I recommend to policy makers that we insure that our educational institutions which serve Native students are accountable and responsible for the performance of these students. What is critical is a national and statewide shift to recognizing that our future is as a multicultural society. Schools need to build their teaching force, curricula, administrative practices from such a multicultural referent rather than assuming the anglo western referent is universal.

8/25/88

NEWS RELEASE

ALASKA DEPARTMENT OF EDUCATION
PUBLIC INFORMATION, P.O. BOX F, JUNEAU, ALASKA 99811
MORE INFORMATION: HARRY GAMBLE, 465-2821

August 16, 1988
For Immediate Release

The state of Alaska, the Massachusetts Institute of Technology and the Carnegie Foundation are joining forces to examine ways to improve education for minority Americans, including Alaska Natives and other minority groups in the 49th State.

The three groups will hold a joint public hearing in Anchorage August 26 and 27, begining at 8:30 a.m., at the University of Alaska Anchorage, Room ARTS 117 in the Arts Building.

Alaska will be represented by the Senate Special Committee on School Performance, chaired by Senator Willie Hensley of Kotzebue. The committee's assignment is to determine what actions may be required to produce improved performance of schools in Alaska. The hearing will be the first conducted by the senate committee. Other members of the Senate Special Committee are: Senator Jan Faiks of Anchorage, Senator Jim Duncan of Juneau, Senator Ken Fanning of Fairbanks and Senator Johne Binkley of Bethel.

Several members of the MIT and the Carnegie Foundation's joint project, called Quality Education for Minorities (QEM), will join Hensley's committee for the hearing. It will be the only joint hearing that the Alaska Senate committee will share with Carnegie and MIT.

The two-year long QEM Project, guided by a 35 member blue ribbon nationwide panel, is holding hearings across the United States to develop a comprehensive plan to improve the education of American Indians, Blacks, Mexican Americans, Alaska Natives and Puerto Ricans. According to QEM, the minority groups are ones that, "despite past efforts, continue disproportionately to lack the skills needed to participate effectively in a society increasingly based on high technology."

QEM's final product will be an action plan with educational goals for minorities at the secondary and postsecondary levels that extend to the year 2001.

Carnegie and MIT are funding the QEM project.

Among the 35 members of the QEM advisory group, called Action Council for Minority Education, is Dr. William G. Demmert, Alaska's Commissioner of Education. Other members include: Marian Wright Edelman, President, Children's Defense Fund; Mary Hatwood Futrell, President of National Education Association; Dr. Paul E. Gray, President, MIT; David Hamburg, President Carnegie Corporation; Massachusetts Senator Edward Kennedy; Dr. Dale Parnell, President, American Association of Community and Junior Colleges; Al Shanker, President, American Federation of Teachers; Dr. Donald M. Stewart, President, The College Board; and others.

The Alaska Department of Education has invited organizations and leaders who represent minority interests in Alaska to testify at the hearing. For more information contact: Edna MacLean, Special Assistant to Commissioner Demmert for Rural and Native Education, 465-2800; or Bob Arnold, Project Director, Senate Special Committee on School Performance, 465-3862. Citizens can also submit written comments to MacLean or Arnold.

###

Testimony for Home-based Early Childhood Education and Parenting Programs

By

Edward K. Thomas
President
Tlingit and Haida Central Council

Children begin formalized education at an earlier and earlier age for we have found that there is a capacity to learn at a very early age.

Unfortunately, as a result of parent employment needs and parent recognition of the benefit that these programs have to the children, these young children are being institutionalized and separated from their parents in order to participate in formalized educational experiences. This early separation from the parent at such an early age may cause irreparable harm to the future parent-child harmony that is so important in the child's education process.

Further, one of the most important "life roles" of a parent is that of providing guidance and direction to the next generation, yet, or Jr. high and High schools do little to the educating of future parents as to what their role is in the education process of their children.

The conditions children and families must face in todays world are startling. The minority child is especially at risk due to high poverty levels, high school drop out rates, teenage pregnancy,

suicide, alcohol/drug abuse, family violence, unemployment, and social injustices due to racism.

For minority children to grow and learn to their full potential, comprehensive support services must be available to the entire family. Children need the support of the family and community structure to thrive.

Child development programs which include the parent as the primary educator and caretaker of the child need to be more available to all minority children. Minority children do not need patch-work, cosmetic, attractive but ineffective solutions to educational, development and social problems. Minority children need tested, successful programs which meet the needs of the child and the family.

Successful early childhood development programs such as Head Start and early childhood home-based education must have several components:

1. Educational curriculum which is developmentally appropriate;
2. Parent involvement which recognizes parents as the childs primary teacher and caretaker, and offers educational opportunities to enhance parenting skills;
3. Health habit development;
4. Social skills development; and
5. Physical development;

The minority child must be involved in programs which enhance the development of the "whole child" (physically, emotionally and cognitively).

Options such as Home-based child development programs which offer educational and other support services to families of young children must be implemented. It is a fact that: the positive impact gained by good early childhood development programs is maintained only if the program has a direct impact on the family.

Early childhood development programs for minority children cannot shut out the family by institutionalizing children in programs which do not include families. Leaders in programs for young children must strive to bring families and their children closer to offset the forces which separate and dissolve the family unit.

KEY FACTS ABOUT THE NATIONS CHILDREN

Half of the four and five year-olds in the nation have mothers working outside the home, but only a few receive quality child care.

Of every 100 children born today:

- 20 will be born out of wedlock;
- 40 will live in a female-headed household before adulthood;
- 13 will be born to a teenage mother;
- 15 will be born into a household where no parent is employed;
- 25 will be on welfare at some point prior to adulthood;

More than one of every five American children was poor in 1985. Of them, more than 40 percent lived in families with incomes of less than half of the poverty level.

Food stamps reach only about two-thirds of the poor Americans eligible for them.

Hundreds of thousands of children and parents will become homeless this year alone.

The average monthly payment by the states for all subsistence costs of a child on AFDC was $117.70 in 1985 - less than half of the average new car monthly installment payment by Americans that year.

Each year 1.1 million teenage girls get pregnant and nearly half a million give birth.

The united States, infant mortality rates tied for the worst ranking among twenty industrialized nations during the 1980-1985 period. Thirty years earlier the United States ranked sixth best among the same countries.

Teens who by age fourteen or fifteen have very weak basic skills are five times more likely to become mothers before age sixteen than those with average basic skills.

Minorities are proportionately over-represented in these statistics.

SOURCE: A Children's Defense Budget: An Analysis of our Nations Investment in Children FY'88; Children's Defense Fund, Washington, D.C.

North Slope Borough School District

September 1, 1988

Senator Willie Hensley
Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811

Dear Willie:

On behalf of the North Slope Borough School District, thank you for giving us the opportunity to testify at the Public Hearing on August 26 and 27, sponsored by the Senate School Performance Committee and the MIT Quality Education for Minorities Project.

For the record, enclosed are copies of written testimonies which were given by Leona Okakok, School Board Member; Brenda Itta, Special Assistant to the Superintendent; and myself. Relevant materials on effective schooling on the North Slope are also enclosed.

We appreciate the time you made to hear our concerns. We look forward to receiving any follow-through reports as a result of the Public Hearings. Please feel free to contact me if you have any questions.

Sincerely,

Shirley Holloway

Shirley Holloway, Ed.D.
Superintendent

cc: Bob Arnold, c/o Senator Hensley's Office
Brenda Itta, Special Assistant to the Superintendent

Pouch 169 • Barrow, Alaska 99723 • (907) 852-5311

Effective Alaskan Minority Education

Shirley J. Holloway, Ed.D.
North Slope Borough School District

Members of the Senate Special Committee and visiting officials from MIT and the Carnegie Foundation, thank you for this opportunity to testify.

In working toward the improvement of student performance, the principles of effective schooling apply. I would like to limit and focus my remarks on effective schooling to improve student performance.

Several years ago, Governor Hammond formed a Task Force on Effective Schooling. In 1981 the task force was charged with three responsibilities:

1. To clarify the responsibilities of schools
2. To identify practices essential to effective schooling
3. To submit a report to the Governor which would contain a list of practices essential to effective schooling and recommendations for implementation of practices statewide.

This effort involved a broad cross-section of individuals from all over the state, including professional and lay

people, Native people and non-Native people.

After months of work which included clearly defining the differences between schooling and education, the final report was divided into five sections:

1. The goals of education
2. Minimum curriculum offerings
3. Primary conditions (conditions under the control of the school and necessary for effective schooling)
4. Research findings, i.e. research found practices which could significantly improve the performance of students
5. Recommendations to the State Board of Education

The report was exemplary and established needed direction based on state of the art information. (See Attachment A) However, in 1983 the work of the Task Force was abandoned. To my knowledge a minimal effort continues through one staff development person at the State Department of Education. This individual coordinates training opportunities in effective schooling through grant dollars and district contributions.

However, effective schooling research continues and we

have a body of knowledge on how to increase student performance that is by and large not practiced or promoted by districts or by the state. No matter what research on effective schooling you review, five correlates continue to surface:

1. School Climate
2. Instructional Focus
3. The Principal is an Instructional Leader
4. Teacher Behavior/High Expectations
5. Measurement

(See Attachment B)

Our job is to make sure our schools are effective. Effective meaning all students, regardless of sex, socio-economic background or race, are mastering basic skills.

If our schools become effective all students, Native and non-native will benefit. The most basic principle of effective schooling is the belief that ALL CHILDREN CAN LEARN.

Cultural issues are embedded in the five effective schooling correlates. For example, the correlate on

teacher behavior/high expectations addresses the concept of unconscious bias as a critical element. Teacher behavior is examined to make sure that the overt and covert behavior of the teacher in the classroom communicates high expectations for all students. It examines instructional strategies such as questioning, time on task and wait time as they relate to student equity.

In our District new staff have an orientation that stresses an understanding of how their personal values stem from their parent culture, how personal values differ from culture to culture and have the potential for unconscious cultural clashes. We also stress cross-cultural communication and current Native issues and concerns.

The correlate called Instructional Focus is critical. Our Board has set the stage for academic excellence knowing that we must first become effective before we can become excellent. We have looked at the improvement of our schooling by concentrating on the content (what is to be taught), instructional methodology (how we will teach the content), and assessment of children (did the students master what they were taught). (See Attachment C)

Our Competency Based Education program (the content) has

- Competencies for all basic skills with the expectation that all students will master them
- Standards to be met at grades 3 and 6

(See Attachment D, E)

Our instructional model is called KIITA (Knowing Instruction in Theory and Application) which is a model of teaching based upon principals of learning.

Time prohibits me from expanding on all of the correlates of effective schooling and the progress the North Slope Borough School District has made in their effort to strive for effectiveness. The central message is for the last 20 years the body of research has grown, been refined and replicated by Edmonds, Lezzote, Brookover and others. We know that all five of the correlates must be present to produce an effective school.

Effective Schooling depends on change at the building level. This is a critical concept because this causes the State Department of Education, Legislators and Central Office personnel, University personnel and School Board members to reassess their role in improving student performance. Improving student performance begins in the

school and is based on the dynamics between the student and teacher. Thus the need to seriously look at teacher preparation as is relates to content knowledge and methodology (science of teaching) is imperative. Other agencies must assume leadership roles in providing technical assistance and financial support.

How do we get Alaskan schools to be more effective? By implementing what we already know about effective schooling practices at the building level within the cultural context of our communities not using cultural diversity as an excuse for students not achieving.

The empirical data base on effective schooling is more than sufficient. The question is whether schools have the ability to replicate the characteristics of effectiveness in all schools. I believe that the correlates of effective schools CAN be established in all schools. I believe that establishing the correlates of effective schools will produce the same benefits in Alaskan schools as they are in many of the schools in the lower 48 states.

My understanding is that the work of the Governor's Task Force on Effective Schooling was used successfully by Northwest Regional Laboratories to assist schools in the lower 48 states to achieve the goal of effectiveness. But Alaska's schools did not benefit from the study that was

conducted within our own state. Just about the time pilots for effective schools were to begin in selected rural schools the project died. However, some school boards and districts such as the North Slope Borough School District have been working on their own on the goal of developing effective schools. Our schools need to focus on implementing the correlates of effective schooling at the building level. The focus must be on the school and what occurs in the classroom. We must focus on our business -- teaching children. Our business is to make sure all children learn.

"If schools and school systems are to be effective in providing at least basic skills education for all students, the total school culture has to be addressed simultaneously. The elements of the complex school social system are interwoven and interrelated. To be successful, a reform movement must acknowledge and involve them all.

First, the equity and equal access features must be addressed or too much effort is used in racial, sexual, and handicapped battles.

Second, there must be a constant reminder that all students can, and are expected to, learn. The reminder, or belief, in the educability of all children is then

translated through systematic programs which help all children learn.

Third, there must be clear understanding of the curriculum so that teachers know what is expected to be taught and students know what is expected to be learned.

Fourth, there must be a strong commitment to staff development programs which give the local school or school system employees the new skills which are required to see that all children learn.

Fifth, there must be a feedback system based on student achievement so that corrective measures can be taken at short intervals when it is determined that 11 students are not achieving.

Finally, because the collaboration of people is essential to successful school reform, there must be a system which allows the primary adult parties -- parents, teachers, administrators, and other school employees -- to relate to each other on the basis of each party's interest and expertise rather than each party's power (Kelwyn Script: Overview of Effective Schools)."

Based on the above, I recommend that:

1. The state Department of Education Play a key leadership role in informing, inspiring and instructing educators and the public at large in effective schooling through:

   a. Superintendent/School Board Academics on effective schooling
   b. Continue and expand State Leadership Academics, Rural Mentor Teacher programs and Project Lead
   c. Develop the human resources to provide technical assistance to school districts in implementing aspects of effective schooling.
   d. Strengthen certification requirements for teachers and administrators
   e. Reinstate our involvement in research in Alaska as it relates to the effective schooling correlates
   f. Through the State Department of Education Public Information Office inform the public about effective schooling

2. The University of Alaska working collaboratively with school districts to develop stronger teacher preparation programs. Address:

a. Internships
b. Student Teaching
c. Content Knowledge
d. Methodology (Science of Teaching)
e. Cross-cultural education

3. University of Alaska, State Department of Education and school districts:

a. Consider developing effective schooling academies based on the successful Alaska Writing Project Model

4. Legislature:

a. Fund ECE programs as a part of the Foundation Formula
b. Fund statewide staff development academics
c. Fund alternative programs for high risk students
d. Fund State Department of Education so effective schooling becomes a part of their mission

We on the North Slope believe all children can learn. We have seen significant growth since the first time we administered Standardized tests in 1975. Are we pleased with where we are? No. But what we see is steady

growth. Our first and second graders are on or above grade level and we believe this is due to our strong Early Childhood Education program that emphasizes language development.

Thank you for providing time to address this critical area of school performance.

"Are We Really Involving Everyone In The Definition of School Effectiveness?"

EXHIBIT #1

EFFECTIVE SCHOOL CORRELATES

Definitions and Attributes

CORRELATE: INSTRUCTIONAL LEADERSHIP

Definition: The principal acts as the instructional leader who effectively communicates the mission of the school to the staff, parents, community and students and who understands and applies the characteristics of the instructional program of the school.

Attributes:
- •The instructional leader defines the mission.
- •The instructional leader manages the curriculum and instruction.
- •The instructional leader communicates with school and community.

CORRELATE: INSTRUCTIONAL FOCUS

Definition: There is a clearly articulated mission for the school through which the staff shares an understanding of and a commitment to instructional goals, objectives, priorities, assessment procedures and accountability. There is also a collaborative planning process in place which is designed to improve student performance.

Attributes:
- •Teachers and administrators have established a clearly-defined school mission.
- •A belief that all children can learn is maintained.
- •The school mission is collaboratively developed into goals and objectives.
- •Educators are held accountable for student learning.
- •A sense of total commitment for school and community can be observed.
- •A basic standardized curriculum that reflects the school's goal is in place.

CORRELATE: MEASUREMENT

Definition: Feedback on student academic progress is frequently obtained. Multiple assessment methods such as teacher-made tests, informal teacher observations and assessment, mastery skills checklists, criterion-referenced tests and norm-references tests are used. Other sources of data which are not test related such as attendance data and dropout rates are also appropriate. The results of testing and other available data are used to improve individual student performance and the instructional program.

Attributes:
- •A commitment to use multiple sources of data to monitor students academic progress and instructional programs is evident.
- •Collected data is disaggregated into useful categories.
- •Measurement decisions reflect school district's goals and priorities.
- •Modifications of the instructional program results as a consequence of analyzing the data collected.

CORRELATE: HIGH EXPECTATIONS

Definition: The school displays a climate of expectations in which staff believes and demonstrates that all students can attain mastery of basic skills and that the staff has the capability to help students achieve such mastery.

Attributes:
- •The belief all students can learn is shared by community, staff, students and administration.
- •Clearly defined schoolwide policies are written to address discipline, attendance and instruction.
- •Teachers and administrators demonstrate an awareness of biases held towards low-SES, race, gender, and individual capabilities.
- •Teachers are held accountable to ensure there is engaged academic learning time for all students.

CORRELATE: SCHOOL CLIMATE

Definition: There is an atmosphere which is orderly without being rigid, quiet without being oppressive, and generally conducive to teaching and learning. The school has a pleasant, clean, and safe environment.

Attributes:
- •The environment is businesslike and conducive to learning.
- •Facilities are clean and in good repair.
- •Students, faculty, and administration respect property and the rights of others to learn.
- •Clear rules, policies, and expectations are in place.

SCHOOL/PARENTAL/COMMUNITY INVOLVEMENT

Although not usually considered a separate correlate, higher achieving schools have a close cooperative relationship with parents and community. This is manifested through the following attributes:

Correlate: Instructional Leadership
- •The instructional leader communicates with school and community.
- •The instructional leader involves the community and reports student achievement.

Correlate: Instructional Focus
- •A sense of total commitment from school and community can be observed.
- •The media is informed of the school's mission.

Correlate: High Expectations
- •The belief all students can learn is shared by community, staff, students, and administration.
- •Teachers and administrators provide quality feedback to students, parents, and community.
- •Teachers and administrators communicate schoolwide policies consistently to students and community.

Correlate: School Climate

Faculty, students and community work together to make school a pleasant place.

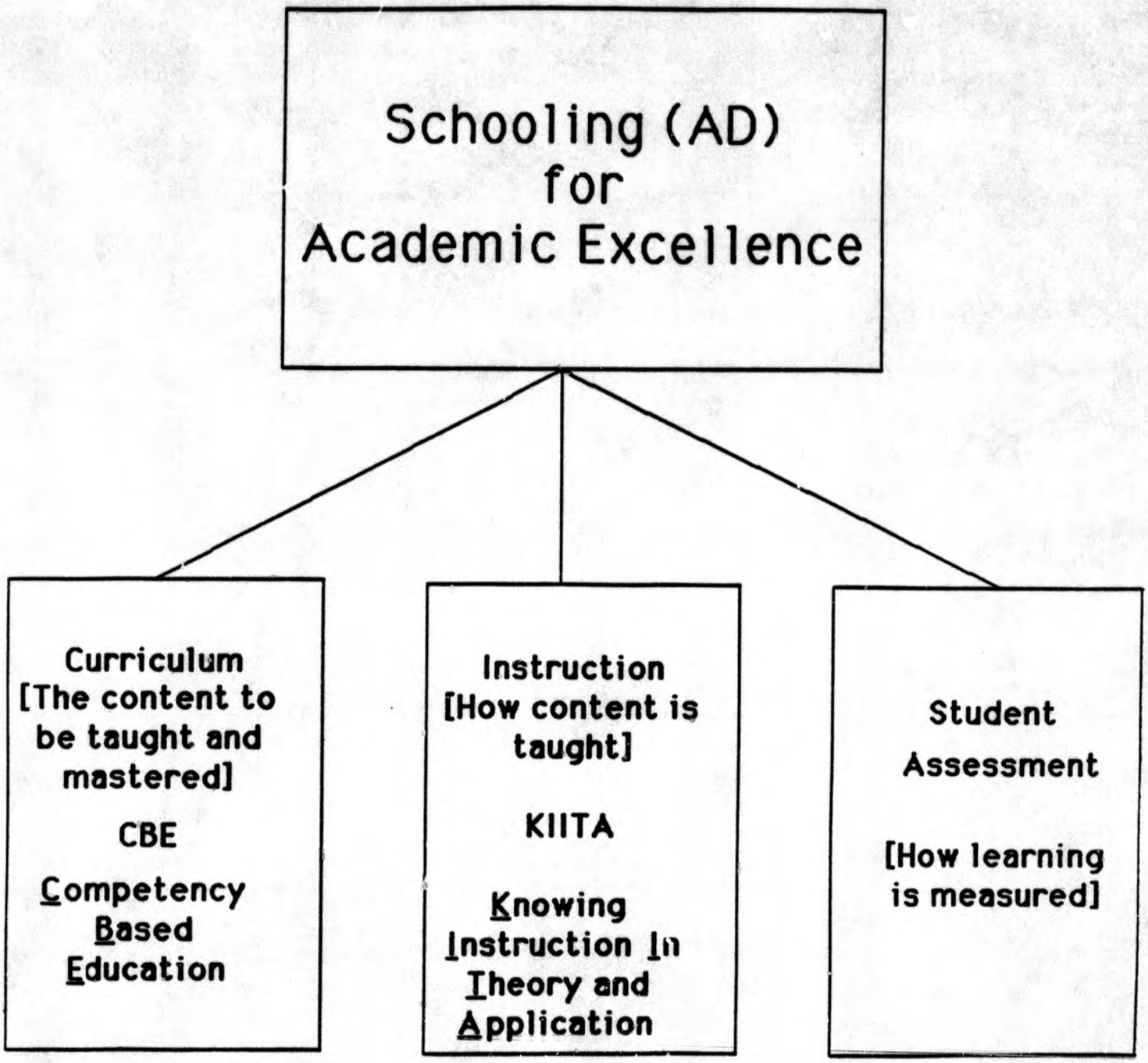
Correlate: Measurement

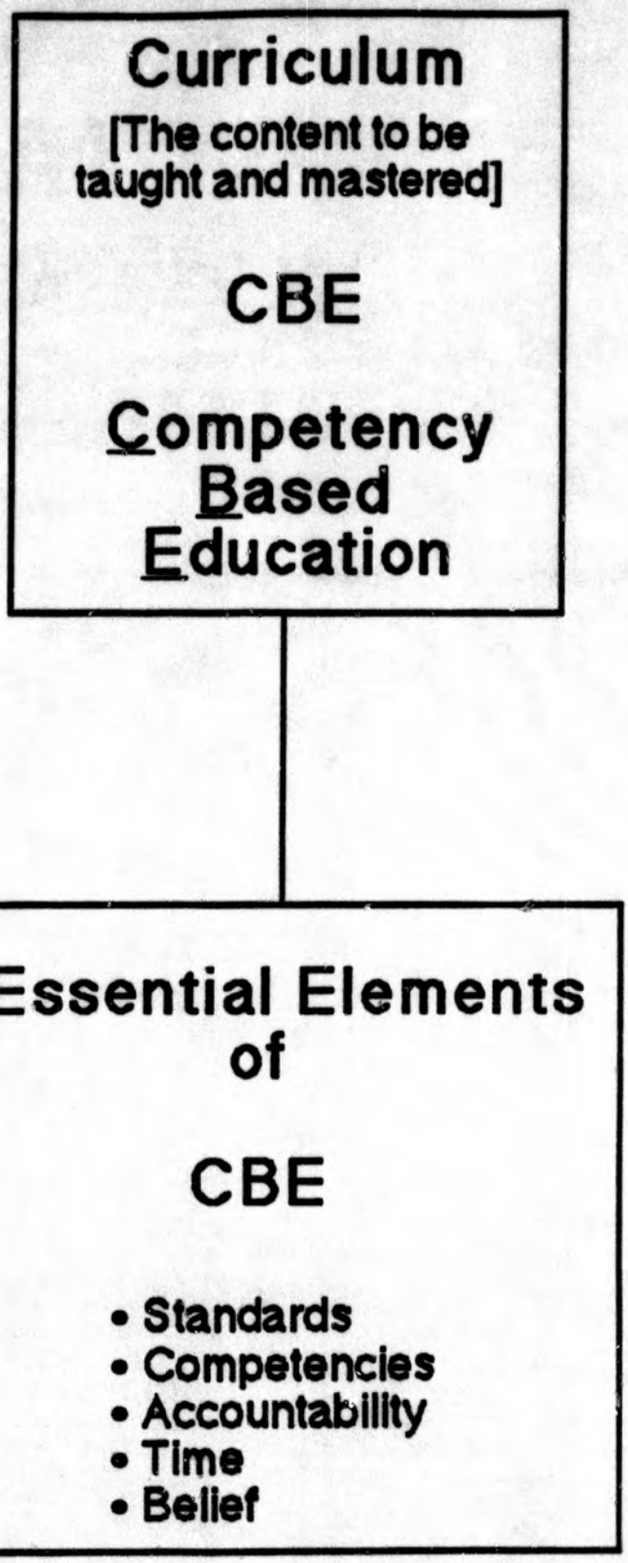
Parents and the community are kept aware of student academic progress.

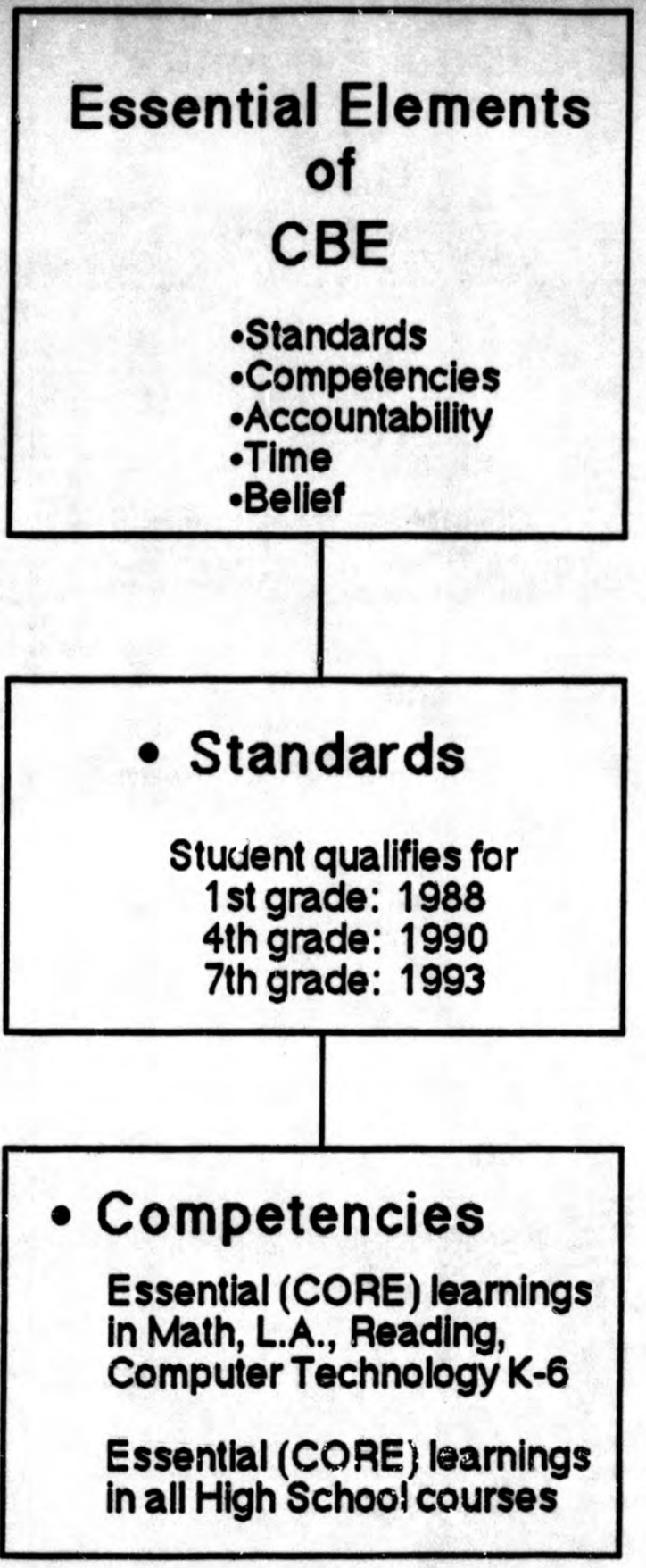
North Slope Borough School District
Pouch 169
Barrow AK 99723

ATTACHMENT C

North Slope Borough School District
Pouch 169
Barrow AK 99723




Curriculum
[The content to be taught and mastered]
CBE
Competency Based Education
Essential Elements of
CBE
• Standards
• Competencies
• Accountability
• Time
• Belief


Essential Elements
of
CBE
•Standards
•Competencies
•Accountability
•Time
•Belief
• Standards
Student qualifies for
1st grade: 1988
4th grade: 1990
7th grade: 1993
• Competencies
Essential (CORE) learnings
in Math, L.A., Reading,
Computer Technology K-6
Essential (CORE) learnings
in all High School courses

Essential Elements of CBE (Continued)

- **ACCOUNTABILITY**

  Teachers know specifically what to teach

  Student knows what he/she is to master

  Parent/others know what is expected

- **TIME**

  Student given more or less learning time rather than modifying the standard or competency

- **BELIEF**

  All children can master the CORE competencies

Instruction

[How content is taught]

KIITA

Knowing
Instruction In
Theory and
Application

Essential Elements of KIITA

- Teach to an objective
- Select sub skills at the correct level of difficulty
- Monitor the progress of the students and adjust the teaching
- Use the principles of learning

Essential Elements of KIITA

- Teach to an objective
- Select sub skills at the correct level of difficulty
- Monitor the progress of the students and adjust the teaching
- Use the principles of learning

TEACH TO AN OBJECTIVE

- Formulate an instructional objective
- Generate teacher behaviors congruent to intended objective(s)
- Demonstrate use of Bloom's Taxonomy

Essential Elements of KIITA

- Teach to an objective
- Select sub skills at the correct level of difficulty
- Monitor the progress of the students and adjust the teaching
- Use the principles of learning

- **SELECT SUB SKILLS AT THE CORRECT LEVEL OF DIFFICULTY**
  - Formulate a task analysis
  - Use the task analysis as the basis for the diagnostic prescriptive process

Essential Elements of KIITA

- Teach to an objective
- Select sub skills at the correct level of difficulty
- Monitor the progress of the students and adjust the teaching
- Use the principles of learning

- **MONITOR THE PROGRESS OF THE STUDENTS AND ADJUST THE TEACHING**
  - Elicit observable behavior from students that is in harmony with the objective
  - Check the measurable behavior
  - Use the task analysis of the objective and/or knowledge of the principles of learning to interpret the measurable behavior of students
  - Act on the interpretation

Essential Elements of KIITA

- Teach to an objective
- Select sub skills at the correct level of difficulty
- Monitor the progress of the students and adjust the teaching
- Use the principles of learning

- **USE THE PRINCIPLES OF LEARNING THAT AFFECT:**
  - Focus
  - Rate & degree
  - Retention
  - Transfer

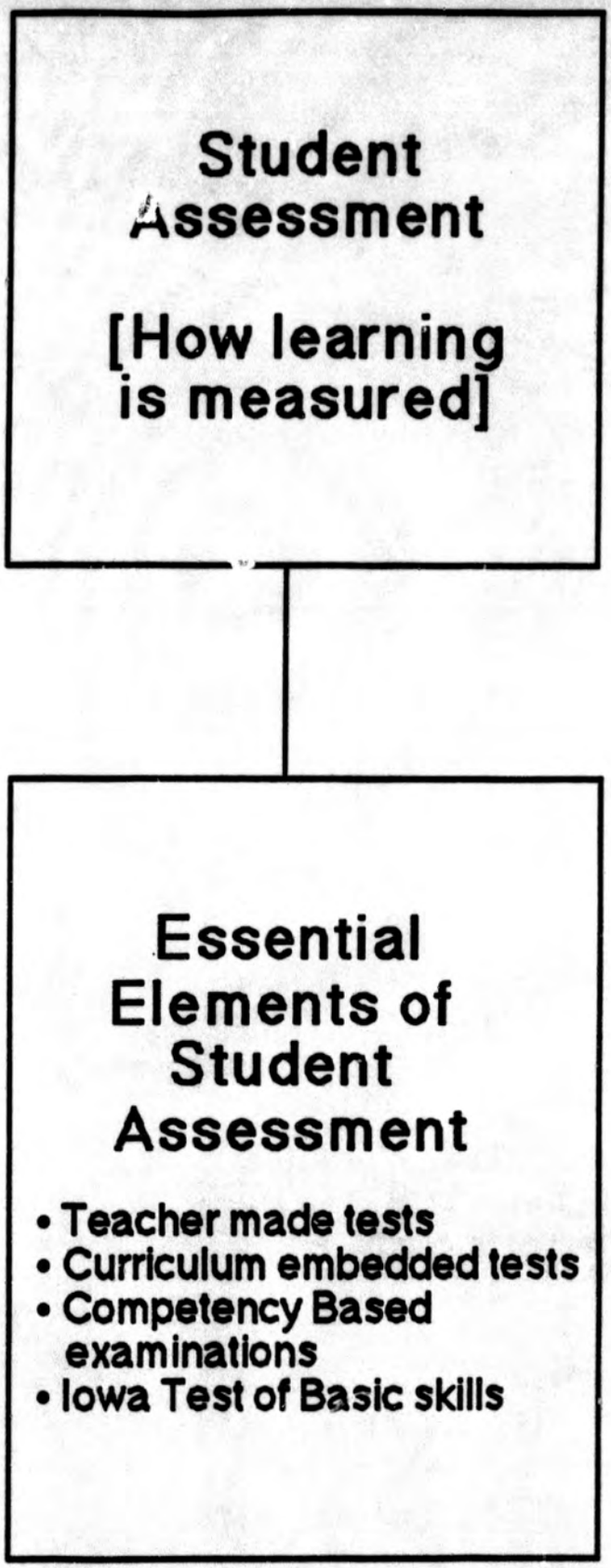
COMPETENCY BASED EDUCATION

The North Slope Borough School District is moving from an individualized instruction program to one of Competency Based Education. Competencies have been developed for Grades K-8. These competencies correspond to broad, general standards.

In 1990, all third grade students will be required to pass an exam to demonstrate mastery of the competencies in Language Arts, Reading, Math, and Computer Technology. In 1993, all sixth grade students will be required to pass a Competency Based test.

In secondary programs, competencies are being written for each course. The development of the Competency Based Education program is on-going and is based on the belief that all children can learn and succeed and that the school is responsible for manipulating the timeline for learning, not the curriculum or the expectations.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.4 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE 1988-90


Student Assessment
[How learning is measured]
Essential Elements of Student Assessment
• Teacher made tests
• Curriculum embedded tests
• Competency Based examinations
• Iowa Test of Basic skills

Essential Elements of Student Assessment

(Continued)

- Teacher made tests
- Curriculum embedded tests
- Competency Based examinations
- Iowa Test of Basic Skills

ITBS

[assist Board and administration in decision making]

Nationally developed examination that will provide information regarding how NSBSD students in basic skills compare to students across the U.S.

Used by the Board and administration to assist with policy, budget and curriculum decisions

Essential Elements of Student Assessment
(Continued)

- Teacher made tests
- Curriculum embedded tests
- Competency Based examinations
- Iowa Test of Basic Skills

- **Competency Based Examinations at 3rd and 6th grade**

[Assists teacher, adminstrators and Board decision making]

District developed examinations to determine whether students have mastered competencies in basic skills (math, language arts, reading and computer technology)

Used by teachers to determine schooling interventions needs

Used by the administration and Board to determine whether the competencies are being taught and the students are learning at the appropriate rate

Essential Elements of Student Assessment
(Continued)

- Teacher made tests
- Curriculum embedded tests
- Competency Based examinations
- Iowa Test of Basic Skills

- **Curriculum embedded tests**

[assists teacher and administrator decision making]

tests developed by test book companies for measuring student progress and to determine placement related to the competencies

used by teachers to make decisions regarding re-teaching, moving to more difficult objectives, monitoring and adjusting teaching

used by teachers and administrators to look at a curriculum alignment with competencies

Essential Elements of Student Assessment

- Teacher made tests
- Curriculum embedded tests
- Competency Based examinations
- Iowa Test of Basic Skills

- **Teacher made tests [assists teacher decision making]**

frequent assessment of student progress on objectives leading to competencies at the elementary level and high school course competencies

DISTRICT ASSESSMENT PROGRAM

The district assessment program is designed to meet the Board's commitment to the idea that all students can learn and succeed. Each element of the assessment program is necessary to assist the Board, Administrators, and Teachers in making decisions about the overall district program.

Brigance Inventories

To meet one of the assessment requirements of this policy, i.e., frequent measurement, the District has adopted the Brigance Inventories for all grades as follows:

ECE-Kindergarten	Inventory of Early Development
Grades 1-6	Comprehensive Inventory of Basic Skills
Grades 7-12	Inventory of Essential Skills

The Brigance Inventories are text-referenced instruments which are used to determine the skills a student does or does not possess at a given time, and further to track the acquisition of new skills on a systematic basis. They are neither standardized nor norm-referenced, thereby making administration extremely flexible. (To be phased out by 1990)

Iowa Test of Basic Skills/Tests of Achievement & Proficiency

The Iowa Tests of Basic Skills and the Tests of Achievement and Proficiency are norm-referenced tests which are intended to measure a student's academic achievement relative to a national sample of comparable students. Tests are administered on an annual basis to all students grades K-12.

Specific tests for grade levels are as follows:

Kindergarten	ITBS	Level 5
Grade 1	ITBS	Level 7
Grade 2	ITBS	Level 8
Grade 3	ITBS	Level 9
Grade 4	ITBS	Level 10
Grade 5	ITBS	Level 11
Grade 6	ITBS	Level 12
Grade 7	ITBS	Level 13
Grade 8	ITBS	Level 14
Grade 9	TAP	Level 15
Grade 10	TAP	Level 16
Grade 11	TAP	Level 17
Grade 12	TAP	Level 18

(Specific tests cont'd)

Certified special education students may be tested off-level according to instructions available from the Coordinator of Special Programs.

Teacher-Made Tests

Teacher-made tests are recognized as the single most effective efficient method by which teachers can structure lesson planning, instruction and assessment. District policy calls for frequent, systematic assessment of each student's academic progress and teacher-made testing is encouraged and supported.

Bilingual Assessment

All language-minority students are assessed for possible program placement. A Parent Questionnaire is completed for each student upon enrollment. If the Parent Questionnaire indicates the presence of a language other than English, additional observations will be made by the classroom teacher and by a person who speaks the other language. Final language category determination is based upon the results of the Language Assessment Survey (LAS) or the Basic Inventory of Natural Language (BINL).

Curriculum Embedded Tests

The adopted curriculum materials in Reading and Math contain testing materials and a comprehensive management system. It is critical that theses materials be used.

ACADEMIC ACHIEVEMENT/GRADING SYSTEMS

Achievement at all grade levels will be defined as an individual student's progress along a continuum of physical, affective and/or cognitive skills.

Achievement progress will be measured by teachers as indicated for the following grade levels:

ECE/K

Progress in these grades is dependent upon developmental readiness of each student. Student attainment of developmental skills identified in the curriculum will be recorded and will be shared with parents on a quarterly basis.

Grades 1-8

Students at these levels will progress according to the competencies identified for each grade. Letter grades will be issued based on the mastery of the competencies. Student participation may be included in the course competencies. Teachers will maintain student records reflective of the student's level of competency in each subject area.

Parent conferences will be held a minimum of 4 times per year to discuss the student's progress toward mastery of competencies as well as their social development.

Grades 9-12

The major criteria for grading at these levels is mastery of identified competencies. Student participation may be included in the course competencies. A grading plan will be developed by the teacher of each course for principal approval. Such plans will be shared with the students enrolled in each class and with their parents. Grades at this level will include:

A Excellent
B Above Average
C Average
D Below Average
F Failing

Progress reports will be shared with parents on a quarterly basis. Formal report cards and grades will be issued at the end of each semester.

ATTACHMENT D

North Slope Borough School District
Pouch 169
Barrow AK 99723

ELEMENTARY COMPETENCIES

Subject Reading

Grade Level Kindergarten

School

Assessment Materials:
Formative - Houghton Mifflin Reading Management System
Summative - ITBS

Adopted Materials: Houghton Mifflin

Copyright Date 1986

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Organizes pictures to show a three-part sequence Recalls and relates details from oral stories Matches pictures with oral descriptions	IA	
Verbally suggest meanings for words in passages teacher reads	IB	
Makes judgments about stories	IC	
Predicts outcome of a sequence of actions or events	ID	
Recognizes likenesses and differences in descriptions of different characters Identifies how story makes him/her feel Recognizes words that rhyme	IE	
Identifies upper and lower case letters Distinguishes sounds Learns basic sight and color words	II	
Names and recognizes letters of alphabet in upper and lower case	III	
Recognizes own printed name (first and last in appropriate capital and lower case letters) Recites own name, address, village, telephone number, birthday, mother's name and father's name Prints own first and last name in appropriate capital and small letters	IV	
Recognizes likenesses and difference in shapes, sizes, colors, letters Recognizes likeness and differences in letter sounds in isolation or in spoken words	V	

Identifies initial letter sounds in words	V, contd.
Practices left-to-right sequence	
Repeats or recites rhymes and identifies words that rhyme	
Shows interest in books and reading activities	VI
Browses and reads in picture books	

ELEMENTARY COMPETENCIES

Subject Language Arts

Grade Level Kindergarten

School _____

Assessment Materials:
Formative - Harcourt Brace
Jovanovich Management System
Teacher Made Tests
Summative - ITBS

Adopted Materials: Copyright Date
Language for Daily Use 1986
Zaner-Bloser 1979
Harcourt Spelling Program 1974

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Recognizes upper and lower case letters	I	
Uses "invented spelling" (writing sounds as they hear them) to convey ideas in writing Writes or copies letters, numerals, and words for a variety of learning activities	III	
Identifies spatial relationships of in/out, under/over, behind, top/middle/bottom/beside, through, first/last, far/near Understands that the spoken word can be written Distinguishes between singular/plural and future/past tense and identifies matching picture	IV	
Follows oral one- and two-step directions Speaks in complete sentences to express ideas clearly Retells events in a short story in sequence Repeats or recites rhymes Relates an experience in detail Memorizes simple finger plays Listens without interrupting Focuses attention on speaker Responds to speaker's signals Listen for main idea	V	
Uses pre-writing skills as a stimulus for group written expression (brainstorming, group discussion, setting purpose Dictates stories		

ELEMENTARY COMPETENCIES

Subject Mathematics

Grade Level Kindergarten

School _____

Assessment Materials:
Formative - Addison Wesley Management System Brigance
Summative - ITBS

Adopted Materials: Addison-Wesley

Copyright Date 1983

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Describes, counts, sorts and names sets and members or elements of sets Labels set as same, more, fewer, larger, smaller Applies concepts of comparative size (more/less larger/smaller, shorter/taller) to objects Matches, identifies, orders numbers and numerals to 12 Sorts by two or more variables (size/color/shape) Writes numeral 0 - 12 Completes pattern sequences Counts to 31 from memory	IA	
Matches, identifies, orders numbers and numerals to 12	IB	
Labels set as same, more, fewer, larger, smaller Applies concepts of comparative size (more/less, larger/smaller, shorter/taller) to objects	IIA	
Understands concept of addition and subtraction using concrete objects	IIIC	
Is familiar with the concept of 1/2	IV	
Recognizes coins (quarter, nickel, dime, penny)	V	
Identifies and matches clock faces which show the same time	VIA	
Recognizes basic geometric figures (circle, square, triangle, rectangle, oval, diamond)	VIC	
Solves story problem orally	VII	

SUPPLEMENTAL RESOURCES/IDEAS

1. Geoboard, clay, flannelboard, puzzles, manipulatives for counting and matching

2. Key Math Early Steps program

3. Computer Software - Sticky Bear numbers, Shapes, Opposites; MECC Counting Critters, Early Learning Series Vol. 1 & 2, Eronies Quiz; Millikin Jar Game, Chaos; Lucky's Early Skills; Muppet Learning Keys

4. Addison Wesley Manipulative Kit

5. Workjobs and Math Their Way

ELEMENTARY COMPETENCIES

Subject Computer Technology

Grade Level Kindergarten

School _____

Assessment Materials:
Formative - Teacher-made Tests

Summative - Teacher-made Tests

Adopted Materials: _____

_____

Copyright Date

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Is familiar with the basic structure of the keyboard and can locate the space bar, return, and arrow keys Uses thumb on space bar	I	
Dictates story to be printed with a word processor	II	
Knows basic rules for using the computer properly (where to turn on, never open disk drive while red light is on, handles the disk correctly) Uses clean hands, no food or drink around computer Learns appropriate basic computer terms (computer, monitor, disk drive, keyboard, printer, disk, program, cursor, menu) Points to and matches the correct terms to computer: disk, disk drive, screen/monitor, keyboard	V	
Knows that computers are used in variety of jobs and for recreation Uses the computer with close supervision for instructional purposes and enjoyment Uses peripherals as appropriate (mouse, etc.)	VI	

SUPPLEMENTAL RESOURCES/IDEAS

1. Sunburst: Muppet Learning Keys, Teddy's Playground, Teddy & Iggy, Gertrude's Puzzles, Gertrude's Secrets, Iggy's Gnees, Muppetville, Touch Window
2. MECC: Friendly computer, #31 Preschool
3. Kids on Keys, Rabbit Race, Sticky Bear Typing, Delta Drawing, Face Maker

ELEMENTARY COMPETENCIES

Subject Reading

Grade Level 1st

School _____

Assessment Materials:
Formative - Houghton Mifflin Reading Management System
Summative - ITBS

Adopted Materials: Houghton Mifflin

Copyright Date 1986

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Answers questions about what is read silently or aloud Matches words with pictures Recalls facts Understands sequence of events	IA	
Selects words to complete sentences Matches words with pictures Suggests contextually appropriate meanings for words teacher identifies in reading aloud	IB	
Draws conclusions from reading Recognizes main idea Identifies how a story makes him/her feel	IC	
Recalls story and makes predictions Relates cause and effect	ID	
Interprets character actions and feelings Recognizes rhyme and rhythm in poetry	IE	
Reads basic sight vocabulary from Reading and Dolch lists Recognizes and creates rhyhming words	II	
Knows letters of the alphabet in sequence Uses Table of Contents and Glossary	III	
Reads classroom charts and schedules Recognizes and writes address	IV	
Uses basic phonics skills to recognize and reproduce sounds of consonants, long and short vowels, consonant combinations (blends, diagraphs, etc.) Identifies common word endings	V	

Recognizes final word sounds	V, contd.
Recognizes contractions and compound words	
Selects and reads grade appropriate materials for pleasure	VI

ELEMENTARY COMPETENCIES

Subject Language Arts

Grade Level 1st

School _____

Assessment Materials:
Formative - Harcourt Brace Jovanovich Management System
Teacher Made Tests
Summative - ITBS

Adopted Materials: Copyright Date
Language for Daily Use 1986
Zaner-Bloser 1979
Harcourt Spelling Program 1974

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Capitalizes first letter of days, months proper names, and pronoun I	I	
Punctuates sentences with period or question mark	II	
Spells simple words from first grade reading Proofreads for misspelled words from first grade reading Adds endings (s, ing, ed) to known words to make new words Puts ideas in writing using "invented spelling"	III	
Writes simple sentences Arranges words in meaningful order in a sentence Writes and recognizes subject/verb agreement Recognizes and uses question sentences	IV	
Asks questions for clarification Communicates an experience to the group orally Recites simple rhymes and poems Uses appropriate vocabulary and tone Participates in group discussion Follows one- and two-step oral directions Speaks in complete sentences to describe, ask, tell Listens without interrupting Focuses on speaker Listens for facts, information and main idea Responds to speaker's signals	V	
Participates in writing a group story using pre-writing skills as a stimulus Practices writing in response to a variety of		

tasks
Writes about one topic with beginning and ending
Edits own writing for mechanics

ELEMENTARY COMPETENCIES

Subject Mathematics

Grade Level 1st

School _____

Assessment Materials:
Formative - Addison Wesley Management System Teacher Made Tests
Summative - ITBS

Adopted Materials: Addison-Wesley

Copyright Date 1983

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Illustrates, reads, writes, orders and compares numbers and numerals through 99 Describes, counts, and names sets and members or elements of sets Counts to 100 from memory Sorts by three variables	IA	
Knows ordinal numbers, 1st - 10th	IB	
Recognizes and writes the expanded version of a two-digit numeral Identifies ones and tens place in a two-digit numeral	IC	
Understands meaning of addition and subtraction and symbolic forms for each Applies terms of more than, less than; identifies symbols for equal to, greater than, less than	IIA	
Memorizes addition and subtraction facts (sums to 10)	IIB	
Understands meaning of addition and subtraction and symbolic forms for each Memorizes addition and subtraction facts (sums to 10) Counts by 2's, 5's, and 10's	IIIC	
Identifies fraction parts 1/2, 1/3, 1/4	IV	
Identifies penny, nickel, dime, quarter and dollar Counts money with combinations of pennies, nickels and dimes Converts coinage to penny value	V	

Identifies appropriate instrument for measuring (length, weight, temperature) — VIA
Reads digital clock and clock face on the hour and half hour

Identifies appropriate instrument for measuring (length, weight, temperature) — VIB

Identifies and forms circle, triangle, square, rectangle, oval and diamond — VIC

Identifies unnecessary information in story problem — VII
Identifies operation needed to solve an addition or subtraction story problem
Solves simple one-step word problems

SUPPLEMENTAL RESOURCES/IDEAS

1. Work on sets and counting from desk top numberline
2. Use cubes, sticks, chalkboard, flannelboard, flash cards, math games, plain playing cards with face cards removed
3. Introduce notation for money
4. Use addition and subtraction quizmo
5. Use large and small student clocks
6. Use craft sticks
7. Use chalkboard games and competition
8. Use play money
9. Mathematics In Our World = extra practice workbook, teacher's notebook with extra practice sheets, Masters for extra practice
10. Computer software: MECC - Money World, Arithmetic Critters, Clock Works, Space Subtraction, Early Addition, Circus Math, Clock, Bumble Games, Alligator Mix, Alien Counter, Action Addition, Early Games for Young Children, Knowing Numbers, Gertrude's Secrets, Math Rabbit
11. Addison Wesley Materials Kit

ELEMENTARY COMPETENCIES

Subject Computer Technology

Grade Level 1st

School _____

Assessment Materials:
Formative - Teacher-made Tests

Summative - Teacher-made Tests

Adopted Materials: _____

_____

Copyright Date

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Is familiar with the letters on the keyboard Uses proper hand placement: thumbs on space bar, fingers on keys	I	Junior Typer I, Kids on Keys, Z-Bug Friendly Computer, Type to Learn
Is introduced to simple word processing package; records own stories; observes these being printed	II	
Knows how to enter information on certain disks to get the program (such as Tic-tac-toe) or to pull up their lesson	IV	
Demonstrates using the basic rules for operating a computer properly Knows how to turn computer on and off	V	
Uses the computer with a minimum of supervision for instructional purposes Knows computers come in a variety of forms	V	MECC Mastering Math, Early Learning

SUPPLEMENTAL RESOURCES/IDEAS

1. Print Shop, Alien Addition;, Millikin Paint With Words, Kidwriter, Winnie the Pooh

2. MECC: #31, #2, Kids on Keys, Rabbit Race, Stickybear Typing, Computergarten, Face Maker, Delta Drawing, Friendly Computer, Tic-tac-toe

ELEMENTARY COMPETENCIES

Subject Reading

Grade Level 2nd

School _____

Assessment Materials:
Formative - Houghton Mifflin Reading Management System
Summative - ITBS

Adopted Materials: Houghton Mifflin

Copyright Date 1986

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Recognizes and understands factual details in reading Orally answers questions about stories and discussions (describe object, recall details, give main idea, predict outcome) Distinguishes between realism and fantasy	IA	
Develops use of content clues Completes sentences by supplying appropriate word or phrase Suggests synonyms for words in context	IB	
Draws conclusions from story read Relates cause and effect Recognizes main idea of story or paragraph Identifies how a story makes him/her feel	IC	
Predicts outcome of a story or passage	ID	
Interprets character actions and feelings Recognizes effect of language on mood of story or passage	IE	
Reads and recognizes base words or root words Recognizes words on basic sight list Tells different meanings of words with same spelling, and synonyms	II	
Locates words in Dictionary based on alphabetical order of first letter Alphabetizes a list of words by first and second letter Uses Table of Contents and Glossary	III	
Follows two-step written directions	IV	

Uses phonics skills to identify and reproduce combinations, consonants, blends, diagraphs, short and long vowel words Recognizes medial sounds Uses basic phonics rules for determining vowel sounds (cvc, cvvc patterns, etc.) Reads and recognizes common prefixes and suffixes, compound words, and contractions	V
Chooses and reads grade level books for silent reading pleasure	VI

ELEMENTARY COMPETENCIES

Subject Language Arts

Grade Level 2nd

School _____

Assessment Materials:
Formative - Harcourt Brace
Jovanovich Management System
Teacher Made Tests
Summative - ITBS

Adopted Materials: Copyright Date
Language for Daily Use 1986
Zaner-Bloser 1979
Harcourt Spelling Program 1974

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Capitalizes first word of sentence	I	
Uses comma to separate day of month and year	II	
Begins to apply spelling rules and concepts in daily writing Spells basic Dolch sight words Proofreads to identify errors in spelling	III	
Expands simple sentences with descriptive words and phrases Writes simple sentences with subject/verb agreement Recognizes naming (noun) and action (verb) words	IV	
Shares orally information about a book or story Arranges story events into a logical sequence orally and in writing Participates in class discussions Develops and relates oral creative stories Speaks in complete sentences Listens attentively and responds appropriately during structured listening activities Listens without interrupting Listens for specific information and main idea Follows oral three-step directions	V	
Writes simple individual and group experience about something familiar Uses writing process (prewriting, writing, editing, sharing) Identifies appropriate language for audience and purpose Proofreads own writing for clarity and mechanics		

ELEMENTARY COMPETENCIES

Subject Mathematics

Grade Level 2nd

School _____

Assessment Materials:
Formative - Addison Wesley Management System Teacher Made Tests
Summative - ITBS

Adopted Materials: Addison-Wesley

Copyright Date 1983

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Illustrates, reads, writes, orders and compares numbers and numerals through 999	IA	
Knows ordinal numbers through 10th place	IB	
Recognizes and identifies place value of ones, tens, and hundreds Recognizes and writes expanded version of three-digit numeral	IC	
Identifies odd and even numbers ending in 1,3,5, 7, 9 and 2,4,6,8,0	IE	
Adds and subtracts numbers up to three digits without regrouping	IIB	
Memorizes addition and subtraction facts (sums to 18) Adds and subtracts numbers up to three digits without regrouping Adds one-column problems up to numbers of 100 Adds and subtracts two-digit numbers with regrouping Counts by 2's, 3's, 4's, 5's, and 10's Understands the concept of "twice"	IIIC	
Identifies, matches and writes 1/2, 1/3, 1/4, 2/3	IV	
Names value of sets of coins less than $1 Computes value based on coinage unit Uses $ and ¢ symbols Counts money, makes change from a dollar	V	

Reads digital clock and clock face to tell time to the quarter hour Knows how many days in a week	VIA
Reads a ruler to whole numbers	VIB
Identifies circle, triangle, square, rectangle oval, diamond, curve, line	VIC
Identifies operation needed to solve an addition or subtraction story problem Identifies pertinent information and eliminates unnecessary information for solution Solves single step word problems Makes and interprets simple bar and picto-graphs from own work	VII

SUPPLEMENTAL RESOURCES/IDEAS

1. How to Solve Math Word Problems (Weekly Reader)
2. Shoot the Moon program
3. Flash cards, fraction tiles, class schedules, large and small student clocks, blocks that snap together, chalkboard games and competition, money
4. Games: Little Professor, dice, addition and subtraction quizmo
5. Computer Software: MECC - Numbers Munchers, Mastering Math Series, Millikin Math, Clock Works, Money Works, Clock, Alligator Mix, Galaxy Math, Math Rabbit, Math Blaster, Micro Addition, Number Words, Sticky Bear Math

ELEMENTARY COMPETENCIES

Subject Computer Technology

Grade Level 2nd

School _____

Assessment Materials:
Formative - Teacher-made Tests

Summative - Teacher-made Tests

Adopted Materials: _____

_____

Copyright Date

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Finds all the letters/numbers on the keyboard Uses proper fingers on home row	I	Friendly Computer, Type to Learn
Learns control or function keys used to enter word processing commands Uses a simple word processing program for a variety of purposes at all stages of writing Records own writing	II	Magic Slate, Millikin Writer Kidwriter
Uses data bases and filing systems	IV	
Demonstrates proper way to load programs into the computer from a disk Demonstrates appropriate care and handling of computer and peripherals Becomes familiar with special characters on the keyboard as appropriate (shift, open Apple, delete) Uses appropriate basic computer terms	V	
Uses computer independently for instructional purposes Operates input devices related to CAI programs Becomes familiar with how computers are used in different ways	VI	

SUPPLEMENTAL RESOURCES/IDEAS

1. Kids on Keys, Microcomputer keyboarding, Jr. Typer - Rabbit Race
2. Teddy's playground, Teddy and Iggy, the Pond, Motown Parade

ELEMENTARY COMPETENCIES

Subject Reading

Grade Level 3rd

School

Assessment Materials:
Formative - Houghton Mifflin Reading Management System
Summative - ITBS

Adopted Materials: Houghton Mifflin

Copyright Date 1986

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Identifies main idea and supporting details from story Recognizes and deletes unnecessary or unrelated information from stories Distinguishes between realism and fantasy, fact and opinion, fiction and nonfiction	IA	
Compares and contrasts characters in a story and setting Uses context clues	IB	
Identifies main idea and supporting details in a story Uses inference to identify cause and effect, logical conclusion, and mood or feeling of a story Discusses and evaluates actions in situations in reading	IC	
Predicts outcome of a story or passage	ID	
Compares and contrasts characters in a story or setting Describes the mood or feeling of a passage Identifies or explains figures of speech	IE	
Recognizes and uses long, short and variant vowels Recognizes compound words, syllables, contractions, root words, affixes Identifies synonyms, homonyms and antonyms	II	
Finds information using indexes, Table of Contents, Glossary Locates items in dictionary on basis of first	III	

and second letter; finds correct spelling and word meaning Finds information on calendar, in books, atlas and encyclopedia	III, contd.
Reads labels of all sorts, directions for games, assignments, and recipes	IV
Identifies and reads common word endings (s, ed, es, ing, etc.), syllables, contractions and compound words	V
Locates and reads library books silently and independently for pleasure	VI

ELEMENTARY COMPETENCIES

Subject Language Arts

Grade Level 3rd

School _____

Assessment Materials:
- Formative - Harcourt Brace
- Jovanovich Management System
- Teacher Made Tests
- Summative - ITBS

Adopted Materials: Copyright Date
- Language for Daily Use 1986
- Zaner-Bloser 1979
- Harcourt Spelling Program 1974

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Capitalizes first letter of names of things, cities, states Proofreads own and classmates' work to practice revision skills in capitalization	I	
Uses a period after abbreviations and initials Uses comma to separate days of month and year and after greetings and closings in letters Uses apostrophe for possessive words Punctuates sentences with exclamation mark, period, question mark Uses colon to separate numerals representing time Proofreads own and classmates' work to practice revision skills in punctuation	II	
Spells most basic sight words (Dolch and HM reading) Proofreads own and classmates' work to practice revision skills in spelling	III	
Recognizes and writes complete sentences Uses varied sentence structure to compare fiction and nonfiction stories, poems and letters Writes sentences demonstrating subject/verb agreement (past, present, singular, plural) Proofreads own work to recognize mistakes in sentence structure Identifies in a sentence articles, nouns, pronouns, action and describing words	IV	
Makes oral book report Participates in class discussions Develops and relates oral creative stories Speaks in complete sentences	V	

Listens attentively and responds appropriately during structured listening activities
Listens without interrupting
Listens for specific information and main idea
Follows oral directions

Writes cursively

Groups related sentences in sequence to form paragraph
Writes simple letters and addresses on envelopes
Uses writing process (prewriting, writing, editing, sharing)
Identifies appropriate language for audience and purpose
Writes on one topic with beginning, middle and end
Proofreads own writing for clarity and mechanics

ELEMENTARY COMPETENCIES

Subject Mathematics

Grade Level 3rd

School _____

Assessment Materials:
Formative - Addison Wesley Management System Teacher Made Tests
Summative - ITBS

Adopted Materials:
Addison-Wesley

Copyright Date 1983

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Illustrates, reads, writes, orders and compares numbers and numerals through 9999 Identifies the next digit in a sequence	IA	
Knows ordinal numbers through 20th position	IB	
Recognizes and writes the expanded version of a four-digit numeral Names one's, ten's, hundred's and thousand's place of a four-digit numeral	IC	
Understands commutative and associative properties of addition	ID	
Identifies odd and even numbers	IE	
Reads, writes, and uses operational symbols of =, +, -, X, , and .	IIA	
Illustrates, reads, writes, orders and compares numbers and numerals through 9999	IIIA	
Estimates and rounds two-digit numbers to the nearest 10 and three digit numbers to the nearest 100	IIIB	
Adds and subtracts two- and three-digit numbers with and without regrouping Adds with two or three addends Understands concept of multiplication and division Memorizes multiplication facts through 9's Multiplies a two-or three-digit number by a one-digit number	IIIC	

Names and demonstrates fractional parts of objects and sets (1/2, 1/3, 1/4, 2/3, 3/4)	IV
Solves problems requiring making change and less than $10 Uses $, and decimal point to show amount of money	V
Recognizes and tells degrees of temperature (F) above and below zero Reads numeral notation and matches time on digital clock or clock face Reads digital clock and clock face to tell time to exact minute	VIA
Measures lengths of centimeter, inch, and feet to the nearest whole unit	VIB
Identifies and names cubes, spheres, cylinders, cones, and inside and outside of a closed figure and curves Names and forms similar and congruent figures	VIC
Identifies the question and chooses the operation needed to solve a problem Selects the needed information to solve a problem Interprets bar and picto-graphs and pie charts	VII

SUPPLEMENTAL RESOURCES/IDEAS

1. Straight Forward Math Series, multiplication
2. Individualized computation skills program, HM
3. Math Mysteries/Schaffer (division 3-6)
4. Weekly Reader Series
5. Flash cards and a variety of manipulatives and games (Monopoly, Allowance Game, class schedules;)
6. Computer Software: MECC - Mastering Math, Clock Works, Money Works, Number Munchers, Millikin Math, Dragon Mix, Galaxy Math, Expanded Notation, Math Blaster

ELEMENTARY COMPETENCIES

Subject Computer Technology

Grade Level 3rd

School _____

Assessment Materials:
Formative - Teacher-made Tests

Summative - Teacher-made Tests

Adopted Materials: _____

_____

Copyright Date

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Is familiar with basic keyboarding skills and correct placement of fingers Returns with little finger, spaces with thumb, hands on home row Learns control/function keys as needed	I	PAWS, Type to Learn, MECC Keyboarding Primer
Writes and edits with independence (enter, revise, store)	II	Magic Slate, Millikin Writer, etc.
Retrieves and prints information stored on data disk Uses data bases, filing systems, graphics	IV	Word Processor, Paint with Words, Kidwriter, Story Tree
Uses appropriate computer terms (program, menu, computer, monitor, repeat, switch, etc.) Puts a program disk and data disk into proper drives and boots up system without supervision Runs programs from a menu	V	
Works independently on computer-assisted learning programs in specific subject areas Observes, discusses uses of computers in homes and businesses Identifies careers and vocations using computers Discusses advantages and disadvantages of using computers Discusses ethical questions related to computers Identifies software for specific purposes	VI	States and Traits, Coast to Coast, Millikin Math, Gertrude's Puzzles

SUPPLEMENTAL RESOURCES/IDEAS

1. Millikin Pre-Writing Activities
2. Sunburst Problem Solving Programs

North Slope Borough School District
Pouch 169
Barrow AK 99723

ELEMENTARY COMPETENCIES

Subject Reading

Grade Level Kindergarten

School _____

Assessment Materials:
Formative - Houghton Mifflin Reading Management System
Summative - ITBS

Adopted Materials: Houghton Mifflin

Copyright Date 1986

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Organizes pictures to show a three-part sequence Recalls and relates details from oral stories Matches pictures with oral descriptions	IA	
Verbally suggest meanings for words in passages teacher reads	IB	
Makes judgments about stories	IC	
Predicts outcome of a sequence of actions or events	ID	
Recognizes likenesses and differences in descriptions of different characters Identifies how story makes him/her feel Recognizes words that rhyme	IE	
Identifies upper and lower case letters Distinguishes sounds Learns basic sight and color words	II	
Names and recognizes letters of alphabet in upper and lower case	III	
Recognizes own printed name (first and last in appropriate capital and lower case letters) Recites own name, address, village, telephone number, birthday, mother's name and father's name Prints own first and last name in appropriate capital and small letters	IV	
Recognizes likenesses and difference in shapes, sizes, colors, letters Recognizes likeness and differences in letter sounds in isolation or in spoken words	V	

Identifies initial letter sounds in words	V, contd.
Practices left-to-right sequence	
Repeats or recites rhymes and identifies words that rhyme	
Shows interest in books and reading activities	VI
Browses and reads in picture books	

ELEMENTARY COMPETENCIES

Subject Language Arts

Grade Level Kindergarten

School _____

Assessment Materials:
- Formative - Harcourt Brace Jovanovich Management System
- Teacher Made Tests
- Summative - ITBS

Adopted Materials:
- Language for Daily Use — Copyright Date 1986
- Zaner-Bloser — 1979
- Harcourt Spelling Program — 1974

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Recognizes upper and lower case letters	I	
Uses "invented spelling" (writing sounds as they hear them) to convey ideas in writing Writes or copies letters, numerals, and words for a variety of learning activities	III	
Identifies spatial relationships of in/out, under/over, behind, top/middle/bottom/beside, through, first/last, far/near Understands that the spoken word can be written Distinguishes between singular/plural and future/past tense and identifies matching picture	IV	
Follows oral one- and two-step directions Speaks in complete sentences to express ideas clearly Retells events in a short story in sequence Repeats or recites rhymes Relates an experience in detail Memorizes simple finger plays Listens without interrupting Focuses attention on speaker Responds to speaker's signals Listen for main idea	V	
Uses pre-writing skills as a stimulus for group written expression (brainstorming, group discussion, setting purpose Dictates stories		

ELEMENTARY COMPETENCIES

Subject Mathematics

Grade Level Kindergarten

School _____

Assessment Materials:
Formative - Addison Wesley Management System Brigance
Summative - ITBS

Adopted Materials:
Addison-Wesley

Copyright Date 1983

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Describes, counts, sorts and names sets and members or elements of sets Labels set as same, more, fewer, larger, smaller Applies concepts of comparative size (more/less larger/smaller, shorter/taller) to objects Matches, identifies, orders numbers and numerals to 12 Sorts by two or more variables (size/color/shape) Writes numeral 0 - 12 Completes pattern sequences Counts to 31 from memory	IA	
Matches, identifies, orders numbers and numerals to 12	IB	
Labels set as same, more, fewer, larger, smaller Applies concepts of comparative size (more/less, larger/smaller, shorter/taller) to objects	IIA	
Understands concept of addition and subtraction using concrete objects	IIIC	
Is familiar with the concept of 1/2	IV	
Recognizes coins (quarter, nickel, dime, penny)	V	
Identifies and matches clock faces which show the same time	VIA	
Recognizes basic geometric figures (circle, square, triangle, rectangle, oval, diamond)	VIC	
Solves story problem orally	VII	

SUPPLEMENTAL RESOURCES/IDEAS

1. Geoboard, clay, flannelboard, puzzles, manipulatives for counting and matching

2. Key Math Early Steps program

3. Computer Software - Sticky Bear numbers, Shapes, Opposites; MECC Counting Critters, Early Learning Series Vol. 1 & 2, Eronies Quiz; Millikin Jar Game, Chaos; Lucky's Early Skills; Muppet Learning Keys

4. Addison Wesley Manipulative Kit

5. Workjobs and Math Their Way

ELEMENTARY COMPETENCIES

Subject Computer Technology

Grade Level Kindergarten

School _____

Assessment Materials:
Formative - Teacher-made Tests

Summative - Teacher-made Tests

Adopted Materials: _____

_____

Copyright Date

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Is familiar with the basic structure of the keyboard and can locate the space bar, return, and arrow keys Uses thumb on space bar	I	
Dictates story to be printed with a word processor	II	
Knows basic rules for using the computer properly (where to turn on, never open disk drive while red light is on, handles the disk correctly) Uses clean hands, no food or drink around computer	V	
Learns appropriate basic computer terms (computer, monitor, disk drive, keyboard, printer, disk, program, cursor, menu) Points to and matches the correct terms to computer: disk, disk drive, screen/monitor, keyboard		
Knows that computers are used in variety of jobs and for recreation Uses the computer with close supervision for instructional purposes and enjoyment Uses peripherals as appropriate (mouse, etc.)	VI	

SUPPLEMENTAL RESOURCES/IDEAS

1. Sunburst: Muppet Learning Keys, Teddy's Playground, Teddy & Iggy, Gertrude's Puzzles, Gertrude's Secrets, Iggy's Gnees, Muppetville, Touch Window
2. MECC: Friendly computer, #31 Preschool
3. Kids on Keys, Rabbit Race, Sticky Bear Typing, Delta Drawing, Face Maker

North Slope Borough School District
Pouch 169
Barrow AK 99723

ELEMENTARY COMPETENCIES

Subject Reading

Grade Level 1st

School _____

Assessment Materials:
Formative - Houghton Mifflin Reading Management System
Summative - ITBS

Adopted Materials: Houghton Mifflin

Copyright Date 1986

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Answers questions about what is read silently or aloud Matches words with pictures Recalls facts Understands sequence of events	IA	
Selects words to complete sentences Matches words with pictures Suggests contextually appropriate meanings for words teacher identifies in reading aloud	IB	
Draws conclusions from reading Recognizes main idea Identifies how a story makes him/her feel	IC	
Recalls story and makes predictions Relates cause and effect	ID	
Interprets character actions and feelings Recognizes rhyme and rhythm in poetry	IE	
Reads basic sight vocabulary from Reading and Dolch lists Recognizes and creates rhyhming words	II	
Knows letters of the alphabet in sequence Uses Table of Contents and Glossary	III	
Reads classroom charts and schedules Recognizes and writes address	IV	
Uses basic phonics skills to recognize and reproduce sounds of consonants, long and short vowels, consonant combinations (blends, diagraphs, etc.) Identifies common word endings	V	

Recognizes final word sounds	V, contd.
Recognizes contractions and compound words	
Selects and reads grade appropriate materials for pleasure	VI

ELEMENTARY COMPETENCIES

Subject Language Arts

Grade Level 1st

School _____

Assessment Materials:
- Formative - Harcourt Brace Jovanovich Management System
- Teacher Made Tests
- Summative - ITBS

Adopted Materials:
- Language for Daily Use — Copyright Date 1986
- Zaner-Bloser — 1979
- Harcourt Spelling Program — 1974

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Capitalizes first letter of days, months proper names, and pronoun I	I	
Punctuates sentences with period or question mark	II	
Spells simple words from first grade reading Proofreads for misspelled words from first grade reading Adds endings (s, ing, ed) to known words to make new words Puts ideas in writing using "invented spelling"	III	
Writes simple sentences Arranges words in meaningful order in a sentence Writes and recognizes subject/verb agreement Recognizes and uses question sentences	IV	
Asks questions for clarification Communicates an experience to the group orally Recites simple rhymes and poems Uses appropriate vocabulary and tone Participates in group discussion Follows one- and two-step oral directions Speaks in complete sentences to describe, ask, tell Listens without interrupting Focuses on speaker Listens for facts, information and main idea Responds to speaker's signals	V	
Participates in writing a group story using pre-writing skills as a stimulus Practices writing in response to a variety of		

tasks
Writes about one topic with beginning and ending
Edits own writing for mechanics

ELEMENTARY COMPETENCIES

Subject Mathematics

Grade Level 1st

School _____

Assessment Materials:
Formative - Addison Wesley
Management System
Teacher Made Tests
Summative - ITBS

Adopted Materials:
Addison-Wesley

Copyright
Date 1983

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Illustrates, reads, writes, orders and compares numbers and numerals through 99 Describes, counts, and names sets and members or elements of sets Counts to 100 from memory Sorts by three variables	IA	
Knows ordinal numbers, 1st - 10th	IB	
Recognizes and writes the expanded version of a two-digit numeral Identifies ones and tens place in a two-digit numeral	IC	
Understands meaning of addition and subtraction and symbolic forms for each Applies terms of more than, less than; identifies symbols for equal to, greater than, less than	IIA	
Memorizes addition and subtraction facts (sums to 10)	IIB	
Understands meaning of addition and subtraction and symbolic forms for each Memorizes addition and subtraction facts (sums to 10) Counts by 2's, 5's, and 10's	IIIC	
Identifies fraction parts 1/2, 1/3, 1/4	IV	
Identifies penny, nickel, dime, quarter and dollar Counts money with combinations of pennies, nickels and dimes Converts coinage to penny value	V	

Identifies appropriate instrument for measuring (length, weight, temperature) Reads digital clock and clock face on the hour and half hour	VIA
Identifies appropriate instrument for measuring (length, weight, temperature)	VIB
Identifies and forms circle, triangle, square, rectangle, oval and diamond	VIC
Identifies unnecessary information in story problem Identifies operation needed to solve an addition or subtraction story problem Solves simple one-step word problems	VII

SUPPLEMENTAL RESOURCES/IDEAS

1. Work on sets and counting from desk top numberline
2. Use cubes, sticks, chalkboard, flannelboard, flash cards, math games, plain playing cards with face cards removed
3. Introduce notation for money
4. Use addition and subtraction quizmo
5. Use large and small student clocks
6. Use craft sticks
7. Use chalkboard games and competition
8. Use play money
9. Mathematics In Our World = extra practice workbook, teacher's notebook with extra practice sheets, masters for extra practice
10. Computer software: MECC - Money World, Arithmetic Critters, Clock Works, Space Subtraction, Early Addition, Circus Math, Clock, Bumble Games, Alligator Mix, Alien Counter, Action Addition, Early Games for Young Children, Knowing Numbers, Gertrude's Secrets, Math Rabbit
11. Addison Wesley Materials Kit

ELEMENTARY COMPETENCIES

Subject Computer Technology

Grade Level 1st

School _____

Assessment Materials:
Formative - Teacher-made Tests

Summative - Teacher-made Tests

Adopted Materials: _____

Copyright Date _____

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Is familiar with the letters on the keyboard Uses proper hand placement: thumbs on space bar, fingers on keys	I	Junior Typer I, Kids on Keys, Z-Bug Friendly Computer, Type to Learn
Is introduced to simple word processing package; records own stories; observes these being printed	II	
Knows how to enter information on certain disks to get the program (such as Tic-tac-toe) or to pull up their lesson	IV	
Demonstrates using the basic rules for operating a computer properly Knows how to turn computer on and off	V	
Uses the computer with a minimum of supervision for instructional purposes Knows computers come in a variety of forms	V	MECC Mastering Math, Early Learning

SUPPLEMENTAL RESOURCES/IDEAS

1. Print Shop, Alien Addition;, Millikin Paint With Words, Kidwriter, Winnie the Pooh

2. MECC: #31, #2, Kids on Keys, Rabbit Race, Stickybear Typing, Computergarten, Face Maker, Delta Drawing, Friendly Computer, Tic-tac-toe

North Slope Borough School District
Pouch 169
Barrow AK 99723

ELEMENTARY COMPETENCIES

Subject Reading

Grade Level 2nd

School

Assessment Materials:
Formative - Houghton Mifflin Reading Management System
Summative - ITBS

Adopted Materials: Houghton Mifflin

Copyright Date 1986

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Recognizes and understands factual details in reading Orally answers questions about stories and discussions (describe object, recall details, give main idea, predict outcome) Distinguishes between realism and fantasy	IA	
Develops use of content clues Completes sentences by supplying appropriate word or phrase Suggests synonyms for words in context	IB	
Draws conclusions from story read Relates cause and effect Recognizes main idea of story or paragraph Identifies how a story makes him/her feel	IC	
Predicts outcome of a story or passage	ID	
Interprets character actions and feelings Recognizes effect of language on mood of story or passage	IE	
Reads and recognizes base words or root words Recognizes words on basic sight list Tells different meanings of words with same spelling, and synonyms	II	
Locates words in Dictionary based on alphabetical order of first letter Alphabetizes a list of words by first and second letter Uses Table of Contents and Glossary	III	
Follows two-step written directions	IV	

Uses phonics skills to identify and reproduce combinations, consonants, blends, diagraphs, short and long vowel words Recognizes medial sounds Uses basic phonics rules for determining vowel sounds (cvc, cvvc patterns, etc.) Reads and recognizes common prefixes and suffixes, compound words, and contractions	V
Chooses and reads grade level books for silent reading pleasure	VI

ELEMENTARY COMPETENCIES

Subject Language Arts

Grade Level 2nd

School _____

Assessment Materials:
Formative - Harcourt Brace Jovanovich Management System
Teacher Made Tests
Summative - ITBS

Adopted Materials: Copyright Date
Language for Daily Use 1986
Zaner-Bloser 1979
Harcourt Spelling Program 1974

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Capitalizes first word of sentence	I	
Uses comma to separate day of month and year	II	
Begins to apply spelling rules and concepts in daily writing Spells basic Dolch sight words Proofreads to identify errors in spelling	III	
Expands simple sentences with descriptive words and phrases Writes simple sentences with subject/verb agreement Recognizes naming (noun) and action (verb) words	IV	
Shares orally information about a book or story Arranges story events into a logical sequence orally and in writing Participates in class discussions Develops and relates oral creative stories Speaks in complete sentences Listens attentively and responds appropriately during structured listening activities Listens without interrupting Listens for specific information and main idea Follows oral three-step directions	V	
Writes simple individual and group experience about something familiar Uses writing process (prewriting, writing, editing, sharing) Identifies appropriate language for audience and purpose Proofreads own writing for clarity and mechanics		

ELEMENTARY COMPETENCIES

Subject Mathematics

Grade Level 2nd

School _____

Assessment Materials:
Formative - Addison Wesley Management System Teacher Made Tests
Summative - ITBS

Adopted Materials: Addison-Wesley

Copyright Date 1983

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Illustrates, reads, writes, orders and compares numbers and numerals through 999	IA	
Knows ordinal numbers through 10th place	IB	
Recognizes and identifies place value of ones, tens, and hundreds Recognizes and writes expanded version of three-digit numeral	IC	
Identifies odd and even numbers ending in 1,3,5, 7, 9 and 2,4,6,8,0	IE	
Adds and subtracts numbers up to three digits without regrouping	IIB	
Memorizes addition and subtraction facts (sums to 18) Adds and subtracts numbers up to three digits without regrouping Adds one-column problems up to numbers of 100 Adds and subtracts two-digit numbers with regrouping Counts by 2's, 3's, 4's, 5's, and 10's Understands the concept of "twice"	IIIC	
Identifies, matches and writes 1/2, 1/3, 1/4, 2/3	IV	
Names value of sets of coins less than $1 Computes value based on coinage unit Uses $ and ¢ symbols Counts money, makes change from a dollar	V	

Reads digital clock and clock face to tell time to the quarter hour Knows how many days in a week	VIA
Reads a ruler to whole numbers	VIB
Identifies circle, triangle, square, rectangle oval, diamond, curve, line	VIC
Identifies operation needed to solve an addition or subtraction story problem Identifies pertinent information and eliminates unnecessary information for solution Solves single step word problems Makes and interprets simple bar and picto-graphs from own work	VII

SUPPLEMENTAL RESOURCES/IDEAS

1. How to Solve Math Word Problems (Weekly Reader)
2. Shoot the Moon program
3. Flash cards, fraction tiles, class schedules, large and small student clocks, blocks that snap together, chalkboard games and competition, money
4. Games: Little Professor, dice, addition and subtraction quizmo
5. Computer Software: MECC - Numbers Munchers, Mastering Math Series, Millikin Math, Clock Works, Money Works, Clock, Alligator Mix, Galaxy Math, Math Rabbit, Math Blaster, Micro Addition, Number Words, Sticky Bear Math

ELEMENTARY COMPETENCIES

Subject Computer Technology

Grade Level 2nd

School _____

Assessment Materials:
Formative - Teacher-made Tests

Summative - Teacher-made Tests

Adopted Materials: _____

Copyright Date

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Finds all the letters/numbers on the keyboard Uses proper fingers on home row	I	Friendly Computer, Type to Learn
Learns control or function keys used to enter word processing commands Uses a simple word processing program for a variety of purposes at all stages of writing Records own writing	II	Magic Slate, Millikin Writer Kidwriter
Uses data bases and filing systems	IV	
Demonstrates proper way to load programs into the computer from a disk Demonstrates appropriate care and handling of computer and peripherals Becomes familiar with special characters on the keyboard as appropriate (shift, open Apple, delete) Uses appropriate basic computer terms	V	
Uses computer independently for instructional purposes Operates input devices related to CAI programs Becomes familiar with how computers are used in different ways	VI	

SUPPLEMENTAL RESOURCES/IDEAS

1. Kids on Keys, Microcomputer keyboarding, Jr. Typer - Rabbit Race
2. Teddy's playground, Teddy and Iggy, the Pond, Motown Parade

North Slope Borough School District
Pouch 169
Barrow AK 99723

ELEMENTARY COMPETENCIES

Subject Reading

Grade Level 3rd

School

Assessment Materials:
Formative - Houghton Mifflin Reading Management System
Summative - ITBS

Adopted Materials: Houghton Mifflin

Copyright Date 1986

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Identifies main idea and supporting details from story Recognizes and deletes unnecessary or unrelated information from stories Distinguishes between realism and fantasy, fact and opinion, fiction and nonfiction	IA	
Compares and contrasts characters in a story and setting Uses context clues	IB	
Identifies main idea and supporting details in a story Uses inference to identify cause and effect, logical conclusion, and mood or feeling of a story Discusses and evaluates actions in situations in reading	IC	
Predicts outcome of a story or passage	ID	
Compares and contrasts characters in a story or setting Describes the mood or feeling of a passage Identifies or explains figures of speech	IE	
Recognizes and uses long, short and variant vowels Recognizes compound words, syllables, contractions, root words, affixes Identifies synonyms, homonyms and antonyms	II	
Finds information using indexes, Table of Contents, Glossary Locates items in dictionary on basis of first	III	

and second letter; finds correct spelling and word meaning Finds information on calendar, in books, atlas and encyclopedia	III, contd.
Reads labels of all sorts, directions for games, assignments, and recipes	IV
Identifies and reads common word endings (s, ed, es, ing, etc.), syllables, contractions and compound words	V
Locates and reads library books silently and independently for pleasure	VI

ELEMENTARY COMPETENCIES

Subject Language Arts

Grade Level 3rd

School _____

Assessment Materials:
- Formative - Harcourt Brace Jovanovich Management System
- Teacher Made Tests
- Summative - ITBS

Adopted Materials:
- Language for Daily Use — Copyright Date 1986
- Zaner-Bloser — 1979
- Harcourt Spelling Program — 1974

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Capitalizes first letter of names of things, cities, states Proofreads own and classmates' work to practice revision skills in capitalization	I	
Uses a period after abbreviations and initials Uses comma to separate days of month and year and after greetings and closings in letters Uses apostrophe for possessive words Punctuates sentences with exclamation mark, period, question mark Uses colon to separate numerals representing time Proofreads own and classmates' work to practice revision skills in punctuation	II	
Spells most basic sight words (Dolch and HM reading) Proofreads own and classmates' work to practice revision skills in spelling	III	
Recognizes and writes complete sentences Uses varied sentence structure to compare fiction and nonfiction stories, poems and letters Writes sentences demonstrating subject/verb agreement (past, present, singular, plural) Proofreads own work to recognize mistakes in sentence structure Identifies in a sentence articles, nouns, pronouns, action and describing words	IV	
Makes oral book report Participates in class discussions Develops and relates oral creative stories Speaks in complete sentences	V	

Listens attentively and responds appropriately during structured listening activities
Listens without interrupting
Listens for specific information and main idea
Follows oral directions

Writes cursively

Groups related sentences in sequence to form paragraph
Writes simple letters and addresses on envelopes
Uses writing process (prewriting, writing, editing, sharing)
Identifies appropriate language for audience and purpose
Writes on one topic with beginning, middle and end
Proofreads own writing for clarity and mechanics

ELEMENTARY COMPETENCIES

Subject Mathematics

Grade Level 3rd

School _____

Assessment Materials:
Formative - Addison Wesley Management System Teacher Made Tests
Summative - ITBS

Adopted Materials:
Addison-Wesley

Copyright Date 1983

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Illustrates, reads, writes, orders and compares numbers and numerals through 9999 Identifies the next digit in a sequence	IA	
Knows ordinal numbers through 20th position	IB	
Recognizes and writes the expanded version of a four-digit numeral Names one's, ten's, hundred's and thousand's place of a four-digit numeral	IC	
Understands commutative and associative properties of addition	ID	
Identifies odd and even numbers	IE	
Reads, writes, and uses operational symbols of =, +, -, X, , and .	IIA	
Illustrates, reads, writes, orders and compares numbers and numerals through 9999	IIIA	
Estimates and rounds two-digit numbers to the nearest 10 and three digit numbers to the nearest 100	IIIB	
Adds and subtracts two- and three-digit numbers with and without regrouping Adds with two or three addends Understands concept of multiplication and division Memorizes multiplication facts through 9's Multiplies a two-or three-digit number by a one-digit number	IIIC	

Names and demonstrates fractional parts of objects and sets (1/2, 1/3, 1/4, 2/3, 3/4)	IV
Solves problems requiring making change and less than $10 Uses $, and decimal point to show amount of money	V
Recognizes and tells degrees of temperature (F) above and below zero Reads numeral notation and matches time on digital clock or clock face Reads digital clock and clock face to tell time to exact minute	VIA
Measures lengths of centimeter, inch, and feet to the nearest whole unit	VIB
Identifies and names cubes, spheres, cylinders, cones, and inside and outside of a closed figure and curves Names and forms similar and congruent figures	VIC
Identifies the question and chooses the operation needed to solve a problem Selects the needed information to solve a problem Interprets bar and picto-graphs and pie charts	VII

SUPPLEMENTAL RESOURCES/IDEAS

1. Straight Forward Math Series, multiplication
2. Individualized computation skills program, HM
3. Math Mysteries/Schaffer (division 3-6)
4. Weekly Reader Series
5. Flash cards and a variety of manipulatives and games (Monopoly, Allowance Game, class schedules;)
6. Computer Software: MECC - Mastering Math, Clock Works, Money Works, Number Munchers, Millikin Math, Dragon Mix, Galaxy Math, Expanded Notation, Math Blaster

ELEMENTARY COMPETENCIES

Subject Computer Technology

Grade Level 3rd

School _____

Assessment Materials:
Formative - Teacher-made Tests

Summative - Teacher-made Tests

Adopted Materials: _____

Copyright Date _____

COMPETENCIES:	LEADING TO STANDARD	COMMENTS & NOTES
Is familiar with basic keyboarding skills and correct placement of fingers Returns with little finger, spaces with thumb, hands on home row Learns control/function keys as needed	I	PAWS, Type to Learn, MECC Keyboarding Primer
Writes and edits with independence (enter, revise, store)	II	Magic Slate, Millikin Writer, etc.
Retrieves and prints information stored on data disk Uses data bases, filing systems, graphics	IV	Word Processor, Paint with Words, Kidwriter, Story Tree
Uses appropriate computer terms (program, menu, computer, monitor, repeat, switch, etc.) Puts a program disk and data disk into proper drives and boots up system without supervision Runs programs from a menu	V	
Works independently on computer-assisted learning programs in specific subject areas Observes, discusses uses of computers in homes and businesses Identifies careers and vocations using computers Discusses advantages and disadvantages of using computers Discusses ethical questions related to computers Identifies software for specific purposes	VI	States and Traits, Coast to Coast, Millikin Math, Gertrude's Puzzles

SUPPLEMENTAL RESOURCES/IDEAS

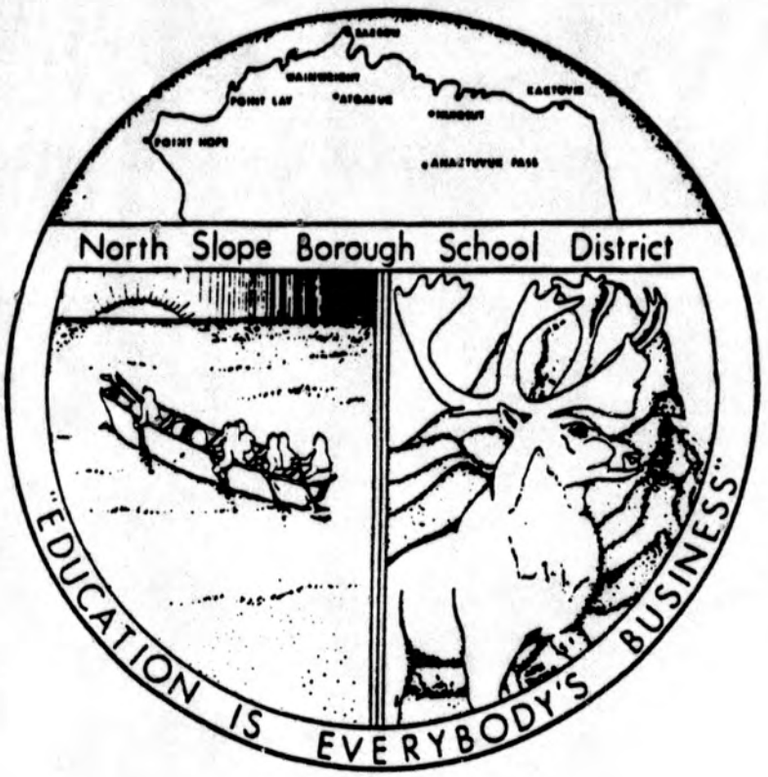
1. Millikin Pre-Writing Activities
2. Sunburst Problem Solving Programs

ATTACHMENT E

North Slope Borough School District

STANDARDS

Competency-Based Education Program



Revised: March 23, 1988
Adopted: March, 1988

Philosophy Premises

1. **All students can learn and succeed.**
2. **Success breeds success.**
3. **Schools control the conditions of success.**

Basic Principles

1. Clarity of Focus

The instructional organization, components and practices of the schools will be designed around the clearly defined standards which all students must master.

2. Expanded Opportunity

The schools must provide all students with the time and instruction they need to achieve mastery of the standards.

Program Components

These are the same components as in any other kind of instructional system.

What differs is that all four components are focused on, defined by and organized around the mastery of standards (outcomes) that all students are expected to accomplish.

1. Curriculum Content and Structure

This is determined by the standards students are working toward and structured to facilitate student progress toward those standards.

At each grade level this is organized into competencies which make clear to students and staff what is necessary to know before beginning each competency and how each one fits with the others. These are taught through modules, units and lessons.

There is an alignment to make sure that the curriculum actually contains the experiences that will directly facilitate defined mastery and to assure that the structuring and sequencing of those experiences directly supports continuity and consistency of student learning experiences.

Texts and support resources are correlated and aligned with the competencies at each grade level and these in turn align with the standards.

2. Instructional Delivery

KIITA (Knowing Instruction in Theory and Application), which includes the four essential elements of instruction, provides the framework for classroom instruction.

This requires a commitment to staff development as part of a comprehensive approach to instructional improvement.

3. Assessment

A well designed criterion-referenced assessment system and item pool for all courses will assist staff in measuring student performance by:

- including the system for record keeping and reporting to parents
- insuring that grading and ongoing classroom assessment will be part of a total framework which is clearly aligned with grade level competencies and mastery standards

Grading criteria must be clarified in translating student performance on competencies into grades.

Corrective feedback and reteaching by the teacher to the student is vital to the success of the program.

4. Student Placement and Advancement

This includes the ways of placing, grouping and advancing students through the program which parallels the patterning of instructional delivery.
(Flow charts illustrate this process.)

Primary Reading Standards

Learning to read well is central to all learning.

Goal: The student will become an independent reader and will be able to demonstrate word attack, comprehension, vocabulary, structural analysis, study and survival skills as well as being able to read for pleasure (at the instructional level).

I. Comprehension

The student will demonstrate reading comprehension mastery of third grade level passages and stories in the following areas:

A. Facts
The student will be able to use comprehension and vocabulary skills to identify specific information needed to answer direct questions about a passage (or story).

B. Relationships/Context
The student will be able to interpret the meaning of a word from the way it is used in a sentence and be able to use context and pictures to determine meaning.

C. Inferences
The student will be able to apply meaning not explicitly stated through making inferences, seeing relationships, drawing conclusions and identifying the mood or feeling of a story.

D. Generalizations
The student will be able to generate ideas about what will happen next and be able to make predictions.

E. Language/Mood/Style
The student will be able to identify the mood or feeling of a story and recognize different aspects of a story character, feelings and motivations.

II. Vocabulary

The student will be able to recognize and select synonyms (from a choice of four words) for third grade level, content area words which are given in context within a short phrase or sentence.

III. Study Skills

The student will be able to:

- alphabetize by first and second letter
- use a table of contents to identify the page and chapter where information is found
- use an index to locate information
- use a primary level dictionary to find correct spelling and word meanings
- use common classification to locate information in an encyclopedia
- choose the appropriate reference material (calendar, atlas, book,dictionary, magazine, encyclopedia) where specific information may be found

IV. Survival Reading Skills

The student will be able to read:

- personal information (mailing address, place of birth ...)

V. Structural Analysis Skills

The student will be able to identify common word endings (s, es, ed, ing), syllables and contractions.

VI. Pleasure Reading Skills

The student will select and be able to read silently materials at the appropriate independent reading level from a variety of books, literature and publications.

Evaluation:

A criterion-referenced test will be designed to check for mastery in the above skills. The student will read appropriate grade level passages on the test to locate information and to answer questions.

Pleasure reading skills will be evaluated through the teacher, library records and observations which indicate that the student is choosing and reading a variety of literature selections.

In the area of study skills, the student may be asked to actually use the appropriate reference material to locate information.

Primary Language Arts Standards

Learning to write well and to communicate with others is central to all learning.

Goal: The student will show writing fluency and revision skills at the third grade instructional level. This will be evidenced in the following areas:

I. Capitalization

Students will be able to demonstrate and recognize the correct use of capitalization of the following:

- proper nouns (persons & animals)
- the pronoun I
- days of the week
- months
- names of cities and states
- names of things (ships, planes, etc.)
- first word of a sentence

II. Punctuation

The student will be able to use and recognize the absence of the following:

- a period after a telling sentence
- a question mark after an asking sentence
- a comma to separate the date of month and year
- a comma at the end of a salutation in a friendly letter
- a colon to separate numerals representing time

III. Spelling

The student will be able to use proofing skills to identify words with long and short vowel sounds, suffixes and prefixes and to identify words which are misspelled.

From a list of four words the student will be able to choose the word which is spelled incorrectly or determine if there are no mistakes in the spelling of the words.

The student will be able to demonstrate the ability to spell grade level words correctly in a writing sample.

IV. Usage and Expression

The student will be able to use correctly in written form and recognize mistakes in:

- past tense
- noun, pronouns, action and describing words
- simple sentences demonstrating subject/verb agreement (past, present, singular, plural)
- articles
- subject/predicate in simple form
- complete sentences
- varied sentence structure (questions, statements, exclamation, etc.)

V. Speaking/Listening

Students will be able to express themselves effectively through structured and informal speech by:

- being able to listen attentively and respond appropriately
- being able to follow simple oral directions
- being able to use complete sentences in classroom situations to describe an object or idea, ask a question, tell a story and tell the main idea of a book read

Evaluation:

A criterion-referenced test will be developed to check for mastery in some of the above areas.

Students will be asked to proof and correct a list of sentences which are written at the third grade reading level.

Students will be asked to recognize mistakes in a given third grade reading level passage and to put the correct line number where the mistake is found.

A sample of the student's writing will be used as another measure to evaluate proficiency in the above skills.

Primary Math Standards

Mathematical thinking is an essential basic skill.

Goal: Students will develop mathematical thinking, problem solving and computational skills and be able to demonstrate understanding of these related to the following mathematical concepts:

I. Number System and Numeration

A. Counting and Number Series

The student will:

- be able to count, read and write numbers from 0 to 1,000
- when given a set of numbers having a definite sequence (appropriate difficulty), give the next digit in the sequence
- when given a three-digit numeral, name the numeral just before or after

B. Ordinals

The student will identify the position of objects or events through twentieth positions.

C. Place Value and Expanded Notation

The student will:

- when given a four-digit numeral, name the number of thousands, hundreds, tens and ones
- recognize and be able to write the expanded version of a four-digit numeral

D. Properties of Number Systems

The student will demonstrate understanding:

- of the commutative property of addition (the sum of two numbers is not affected by reversing their order) by solving equations with sums up to 1,000
- of the associative property of addition (the sum of three numbers is independent of the way in which the numbers are grouped or paired for addition) by indicating the grouping of addends which will make the addition easiest for a given problem

E. Subsets

The student will identify even and odd numbers using the numbers zero to twenty.

II. Equations, Inequalities and Number Sentences

A. Operational and Relational Symbols

The student will be able to read, write and use the operational symbols of =, +, -, X, < and > to make true number sentences.

B. Solution of Number Sentences

The student will be able to solve equations of two-and three-digit numerals and sums less than 999.

III. Whole Numbers and Integers

A. Reading and Writing

The student will, when given a two-digit number, be able to rename that number in several ways.

The student will be able to identify which number is greater than or less than when given two numerals up to four digits.

C. Rounding

The student will be able to round a two-digit numeral to the nearest ten and a three-digit numeral to the nearest 100.

D. Computation

The student will demonstrate computational skills in the following areas:

Whole Number Addition:

- accuracy in basic fact combinations through 20
- without renaming, add up to three-digit numbers with two or three addends
- with renaming, add two and three addends containing two-or three-digit numerals

Whole Number Subtraction:

- accuracy in basic fact combinations through 20
- without renaming, subtract up to three-digit numbers
- with renaming, compute subtraction problems up to two digits with one renaming

Whole Number Multiplication:

- accuracy in basic fact combinations up to 9's
- without renaming, multiply a two-or three-digit number by a one-digit number

IV. Fractions

The student will be able to identify which part of a whole is shaded for 1/4, 1/3 and 1/2.

V. Decimals/Currency

The student will be able to:

- identify coins and state the value of each
- when given coins with a total value less than one dollar, compute the value in dollars and decimal notation
- demonstrate understanding of the meaning and use of the dollar sign, cent sign and decimal point

VI. Geometry and Measurement

A. Time/Temperature

The student will be able to:

- read a clock face, a digital clock (and a facsimile of a clock) to tell time to the nearest hour and five minutes
- read numeral notation and match time on clock (or facsimile of a clock)
- recognize and tell degrees of temperature below and above zero

B. Measurement

The student will be able to use standard measure of inches, feet or centimeters to measure to the nearest whole unit.

C. Geometric Figures

The student will be able to identify and name cubes, spheres, cylinders and cones, inside and outside of closed figures and curves.

VII. Word Problem Solving

A. Addition and Subtraction

The student will:

- demonstrate an ability to solve single-step word problems by being able to determine what operation to use to solve the problem and be able to perform the necessary computations to solve the word problem
- be able to solve simple word problems which involve adding and subtracting currency up to $20.00

Evaluation:

A criterion-referenced test will be developed to check for mastery in all of the above areas.

Computer Technology Standards

Computer knowledge and usage is a basic lifetime and educational skill in today's technological age.

Goal: The student will be able to use the computer as a tool to process and retrieve information, solve problems, manipulate data and communicate with others as a vehicle for learning and will be able to demonstrate basic knowledge of the computer and how it operates.

I. Keyboarding

The student will be able to demonstrate knowledge of the keyboard and correct placement of the fingers.

II. Word Processing

The student will be able to input a story (or other writing sample) using a simple word processor.

III. Problem Solving

The student will be able to use problem solving software to solve appropriate grade level problems in math, science, reading or social studies.

IV. Retrieve Information

The student will be able to retrieve and print information stored on a data disk.

V. Basic Knowledge

The student will be able to demonstrate:

- understanding of computer software vocabulary such as enter, return, escape, spacebar, key, program, menu, continue, load, name, press, repeat and type.
- understanding of computer hardware vocabulary such as monitor, keyboard, disk drive, disk and printer switch.
- the correct manner in which to handle and care for the computer and computer disks.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.5 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE 1988-90

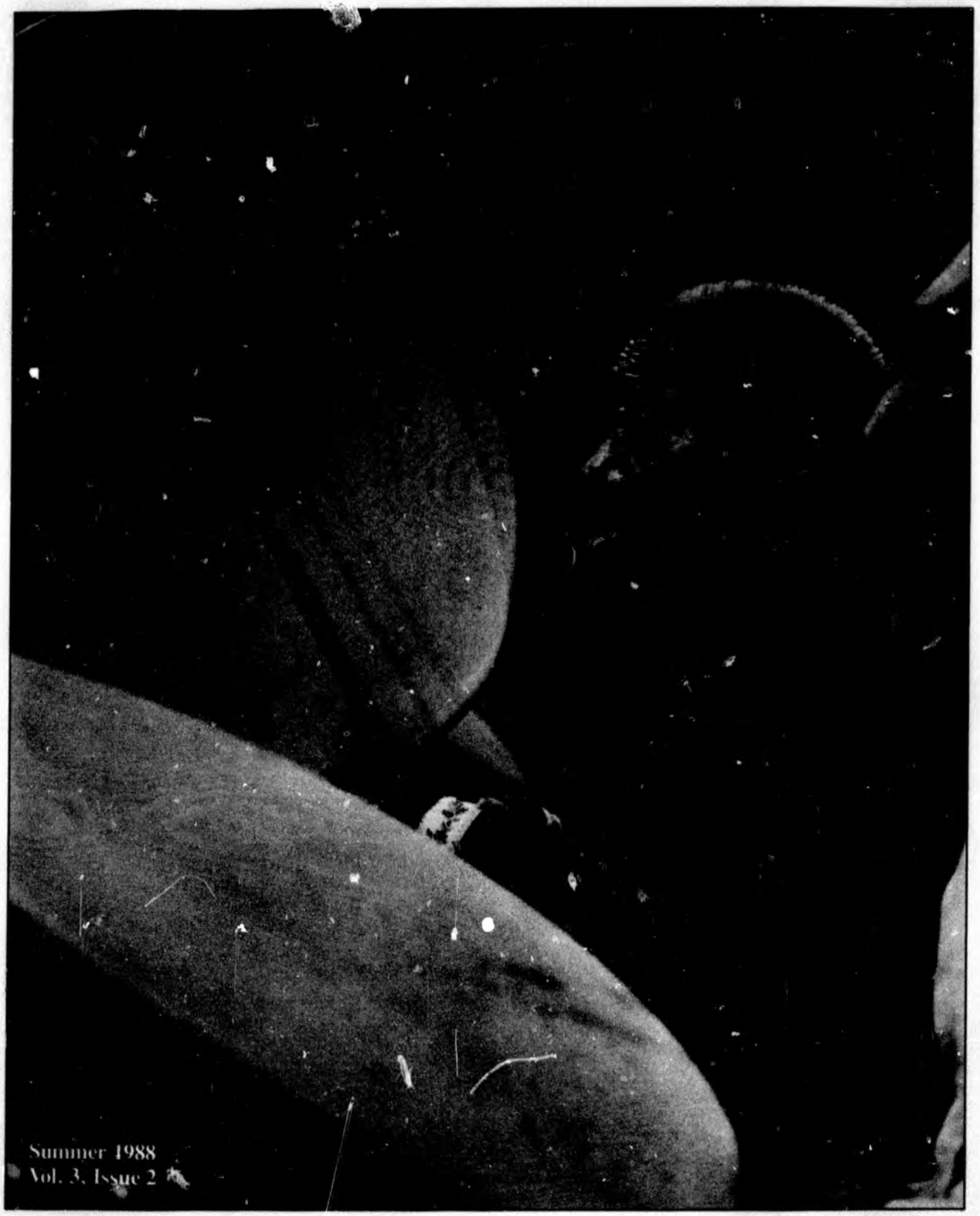
VI. Vehicle for Learning

The student will be able to demonstrate use of computer-assisted learning programs in the basic skill areas of reading, language arts and math.

Evaluation:

The student will demonstrate mastery through actual use of the computer for the above skills. Vocabulary knowledge may use either actual computer use and/or a written section of the criterion-referenced test.

UIÑIQ THE OPEN LEAD



Summer 1988
Vol. 3, Issue 2

Sometimes, a look back makes the future more clear

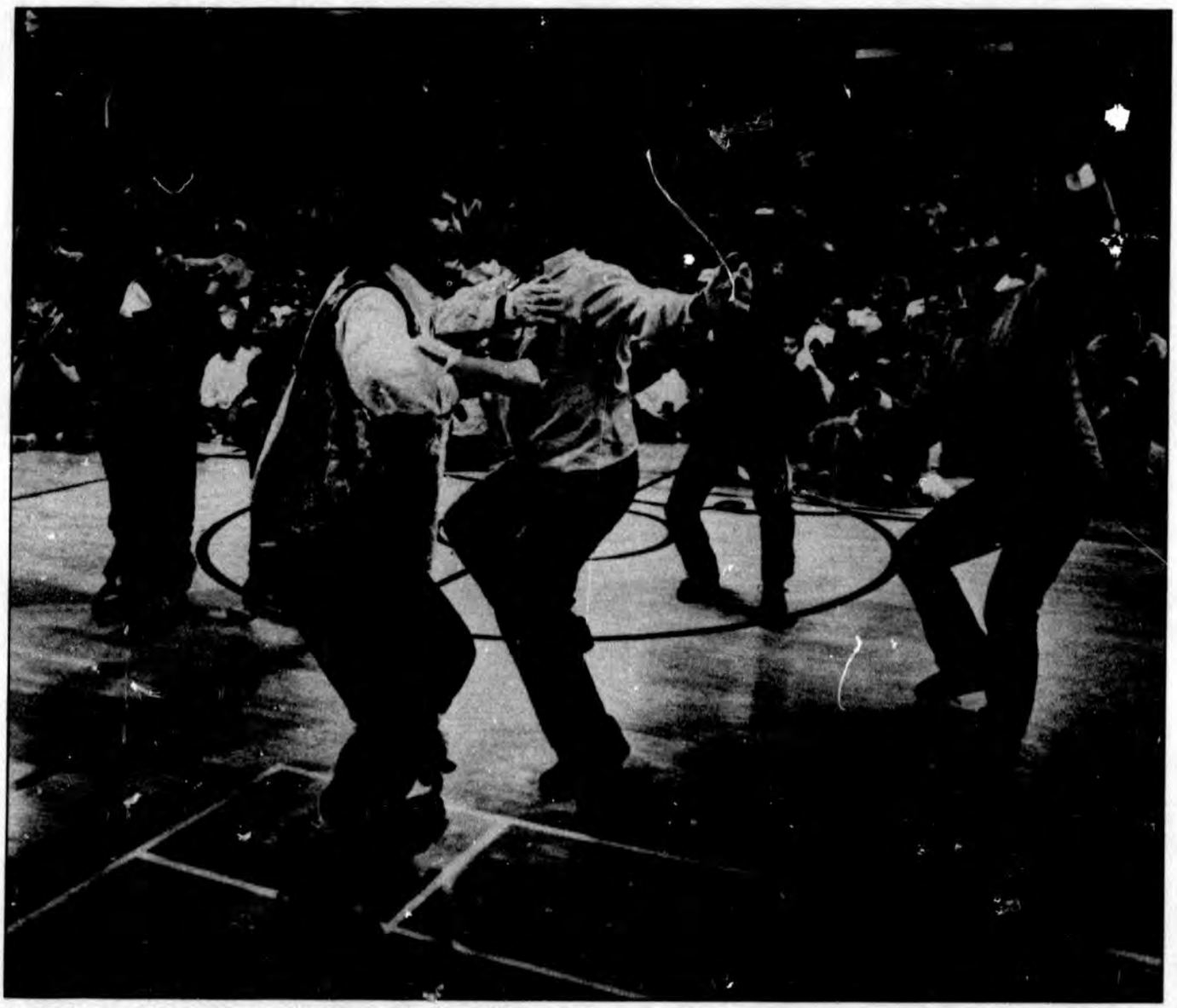
I'm certain everybody remembers those three, great days last winter, when North Slope residents numbering in the thousands got together for a three-day revival in Barrow. It was a cultural revival – a rebirth of a celebration which had fueled the spirits of our people for who knows how many centuries, but which had not been performed locally for about 80 years. Kivgiq, the messenger feast, was in danger of being lost forever. The success of the event is demonstrated by the still-constant demand we get for viewing of the tapes, made by our NSB video department, and the enthusiastic plans and preparations being made across our villages for a second gathering next year.

Many gifts were given and received, and many hearts warmed. I look forward to an even improved performance next year.

How did this event come about? I had been meeting with Rex Okakok, one of my special assistants. We had been discussing the problems of alcohol and drug abuse in our communities, and the steps being taken to battle these problems. We also talked about holding some kind of celebration, just for the North Slope. How often had we sent our dancers out for the World Eskimo-Indian Olympics, the AFN convention, and other events? Yet, when was the last time we had held a great dance celebration just for our people – all the people – of the North Slope?

Rex and I remembered the Elders discussing a great feast called Kivgiq. Messengers, runners, would be sent from one village to another in advance, with requests from friends in the villages for certain gifts. Any effort necessary to get those gifts would be made, and they would be exchanged during the great feasting and dancing which followed.

Perhaps we could do something about both questions. We would hold our gathering for the people of the North Slope. At the same time, out of respect for our culture, no alcohol or drugs would be allowed at Kivgiq, and people under the influence



Mayor Ahmaogak is joined by Rex Okakok and others in dance at Kivgiq.

would be removed. We were very successful in carrying out this program, and people were pleased about it. Sometimes, people get to thinking that, without alcohol, you can't really have fun. The pictures appearing in the following pages, all of sober, happy people, defy that argument.

Rex picked up the ball on this one, going all out in organizing and raising funds. He did a super job. I commend him for it. Also looking at abuse problems, we have established a treatment center here in Barrow. Residents there agreed to appear in *Uiniq* to promote the services of our Substance Abuse Treatment Services, and to draw attention to the problem, and the fact that something can be done about it. We thank them for their courage. Certainly, there are many among us who enjoy an occasional social drink, and have no problems. Yet, we cannot deny the hardship abuse brings to our community. SATS is one tool we have to fight it.

In this issue of *Uiniq* we also begin a project which I find very exciting. For the next year, or two years, however long it takes, our editor will be following the family and whaling crew of Jonathan Aiken with his cameras. In the end, we hope to produce a photo essay which speaks both to the spirituality and necessity of whale hunting to our culture.

And, on the subject of whale hunting, I was privileged to be in New Zealand this past June when the International Whaling Commission agreed to up our bowhead quota from 35 to 44 strikes per year. This was done directly as a result of the ambitious ten-year scientific study of bowheads spearheaded by the Borough. We have proven that the bowhead population is far healthier than the world believed. There is no reason to restrict us to anywhere from zero to ridiculously low numbers such as 18 strikes, which were inflicted upon us in the past.

We seek further improvement, but are pleased with the progress. Special thanks goes to Tom Albert, Mike Philo, Craig George, Geoff Carroll and all the other scientists and observers, Inupiat and non-Inupiat, who have dedicated so much time, effort, and thought to our cause.

Quyanaq!
Mayor George N. Ahmaogak Sr.

Iñupayauram itqaguusugnaġaat ukiutqik piŋasuni uvluni aggiqpagmata Utqiaġvigni, Kivġiġniq atuumaŋaisaŋat sisamakipiani ukiuni, tammaġasugipiallaktaŋat. Aasiin uvva ukiupak pilluataŀhaaġniaġasugirut uuktuavsaaqparruŋ.

Maġlaktuutiqpakŀutiŋ quviasuŋarut. Qanuqŀuni taamna nalautinŋava? Uqaqatigiikkaluagamnuk Rex-lu uqautigivlugit taaŋŋaġniq, iiraġapaŀluktuġ niglu nunaaqqiurallaani, qanuglu iluaqsiŀaagniksraŋanik uqaġaluagamnuk, kiisaimmaa kasimaqatigiyumaalliqpavuk North Slope-miut. Ataramik allanun nunanun aġġirit aullaqŀutik Olympicnun, AFN-nun allanuŋlu, qaŋaaglaan aasi aġġiŋavat pisigivlugi iñuvut.

Itqaallagmivlugi utuqqanaavut Kivġiġnikun uqaŋaruat, aqpatallu nunaaqqinun kiliksiyyaqtuat. Siġġaqiraqtut aitchuqtuutiksramignik aasi taimma simmiqsuutivlutik niqinaqiqpagmatalu aġġiqpagmatalu aquagun.

Katinniaqtugut iñuŋillu North Slope, tavraniasii qutchiksuaġilugu Iñupiaguniqput, taaŋŋaqtuaqaġniaŋitchuq naagga iiraġapaŀluktuqtuaqaġniaŋitchuq, iŀimanaqpan anitauniaqtuq. Pilluatapiallaŋarugut, iñuit quviagimmigaat. Ilaŋi iñuit isumasuurut taaŋŋaiŀaġutiŋ aliasuŋiñ-ñiaŋiññasugilutiŋ, qiñiġaat aasi tautuktasi ukunani imiŋaŋitchuat quviasuktuat iñuit akiiŀigaat taamna qapiqtuun.

Rex savalluataŋaruq, naŋġallakkiga. Qiñillagmilugi taaŋŋaqpaiññikun inillaiŋammiugut ikayuqsaqŀugi imiŋaiġñiuraqsaqtuat. Suli taavaniittuat piyummatiqaqŀutiŋ tautugniaġmigisi tavrani maqpiġarriami ikayuutausaqŀutigli, quyanaaqpakkivut.

Uumaŋŋa isagutilugu, maŀġugni ukiugni naagga naaŀġataqtillugu savaaq maliqquutiniaqtuq Kunut-kua yaanik qiñiġaqtikput, qiñiġaqsaġlugi aasi taimma savaaŋa naaŀġataqpauŋ qiñiqtuaġniaġivut qanuq Aġviqsiuġniq iŀaupiaġataqtilaaŋanik iñuuniaġniptignun.

New Zealand-ŋammiuŋa kasimasaġmata International Whaling Commission-kuayaat, tavrani 44-ŋŋuġai aġvaktaaksravut. North Slope Borough-tkuayaat savaaŋat nuimanalgitchuq tavrani. Taŋiqaqtitkikput aġviġit iñugiaŀhaaqtut iñuit ukpiġiraŋannin. Patchisiksraitkaluaqtut killiksriqsuġamisigut qaŋapak. Iluaqsruvsaagumiñaqpan aglaan quviagivlugun igliġniŋa. Quyanaaġlugit Tom Albert, Mike Philo, Craig George, Geoff Carroll allallu savaktit, qiñiqtillu, Iñupiallu iñupiaŋilaallu.

Quyanaq!
Nasuayaaq, Mayor

The Open Lead is published by the North Slope Borough, P.O. Box 69, Barrow, Alaska 99723. The NSB was incorporated as a first-class borough July 1, 1972. A Home Rule Charter was adopted by the Borough on April 30, 1974. It is the regional, local government of Northern Alaska, with mandatory powers of taxation, assessment, education, planning and zoning. All submissions and correspondence to the Open Lead should be addressed to Bill Hess, Editor, at the Borough offices.
Unless otherwise indicated, all text and photos are by the editor. Copyright © 1986 to all Bill Hess photos is held by the photographer, certain reprint rights reserved by the North Slope Borough.

Cover photo: *Point Lay Elder Paul Tazruk at Kivgiq.*

Notes from the NSB Assembly–July

Upicksoun on KIC Board

Following a recommendation by Mayor Ahmaogak, the Assembly unanimously reappointed Joseph Upicksoun to serve on the Kuparuk Industrial Center Board. Upicksoun's term will expire in March of 1991.

Best interest determination.

A $190,000, sole-source contract was awarded to LBL, Inc., for professional services to provide technical assistance on assembly equipment, initial installation, provide specialized training of local residents and necessary quality control of window products.

Atqasuk residents seek help in dealing with health hazard.

In a letter addressed to the NSB Assembly and Mayor Ahmaogak, and over a teleconference hook-up, Atqasuk residents told of a recurring health hazard. According the residents, every summer their community must deal with disease-carrying flies, which feed on honey bucket waste, garbage solid waste, and gray waste-water drainage.

The residents spoke of the existing disposable cardboard-polyethylene-lined boxes disintegrating in the summer warmth. They requested the Borough and State to jointly attack the problem by spraying insecticide in the affected areas.

The Assembly agreed to take the action. The NSB Health Authority and the Department had already undertaken the task of finding and administering the proper insecticide – one deadly to the flies, yet safe to humans. The Utilities Department is looking into replacing the current dumpster system with some type of daily pickup.

A check with Atqasuk's NSB Health Authority Clinic revealed that, so far this year, no illnesses linked to the problem have been found in Atqasuk.

Assembly adopts goals maintenance, renovation and replacement goals for capital projects facilities resolution.

In a resolution noting that the majority of capital facilities planned by the Borough have been completed and that funding for future projects is limited, the Assembly adopted a number of goals for the future.

The resolution also noted that it would take a considerable amount of funding to keep the current facilities operating and in good repair, and to continue providing related public services, be they educational, health related, or for public safety and welfare.

The goals and policies were mandated as the guideline for present and future funding, scheduling, and management of CIP projects.

The goals are summed up as follows:

GOAL A: The North Slope Borough will give priority to the repair and replacement of its capital facilities infrastructure.

1. The Borough has essentially completed its capital improvements program, placing basic facilities, equipment, services and installations needed for the health, education and welfare of its residents.

2. Scheduled and adequately funded repair and replacement of the infrastructure is essential to the maintenance of the health, education and welfare of NSB residents.

GOAL B: The Borough will complete capital projects which provide for the health, education, and welfare of the people of the North Slope.

1. Critical needs identified in the CIP goals of 1985 have resulted in priority and design modifications; construction has begun and equipment purchased for these utilities and services.

2. These projects will be completed.

GOAL C: The Borough will manage capital funds to enhance residential employment and living improvements.

1. The Borough will continue to enforce a local hire, training and employment policy.

2. The Borough will continue to improve methods and efficiency in the handling of waste water, sewage, and solid waste.

3. The Borough will continue to seek new housing, and upgrade existing housing.

GOAL D: The Borough will manage capital funds to live within the projected revenues of its six-year capital improvements program.

1. Decisions in adding, deleting, advancing and deferring CIPs will follow established procedure in compliance with the regular NSB voter referendum process. Circumvention of the procedure will be strongly discouraged.

2. A policy committee will be established to make recommendations on Capital Improvements to the Mayor.

3. The NSB will support increased state and federal grant participation for the villages.

4. The NSB will coordinate all village Capital Improvement grant applications to State and Federal agencies.

5. The NSB will use competitive bidding procedures to keep Capital Improvement cost low and project management will be allowed to use incentive and bonus programs where they are accountable and legitimate.

6. The NSB will establish the most accurate means to estimate the cost of projects.

7. Notwithstanding Goal A, when projects are accelerated or advanced, projects of equal funding will be deferred with the same sections of the ordinance. Any shifts between sections will require voter approval.

8. The NSB will establish a comprehensive land acquisition policy requiring no new major appropriations. When most other factors are equal, land availability and cost will determine project priority and scheduling.

9. The Borough will be fiscally responsible in its CIP expenditures.

GOAL E: The North Slope Borough will evaluate life cycle costs as a prerequisite to construction.

The Assembly agreed to take the action. The NSB Health Authority and the Department had already undertaken the task of finding and administering the proper insecticide – one deadly to the flies, yet safe to humans.

1. Where materials have not already been purchased or delivered, every new project will be evaluated to determine future operating costs.

2. The NSB will incorporate available funds from existing energy, water, and conservation efforts into assessments of life cycle energy costs prior to project approval.

3. The NSB will project future operating budget needs required to maintain and staff new improvements. Lower operating cost projects will be given priority.

GOAL F: The North Slope Borough will support village self determination.

1. The NSB will utilize local village residents and corporations to the maximum extent possible.

2. CIP contracts will be written promoting local hire.

3. The NSB will adhere to the desires of each village regarding industrial development infrastructure, project design and priorities. Each village will determine its own priorities on traditional versus modern needs.

4. The NSB will support termination of inappropriate projects, according to voter referendum.

5. Exact CIP budget amounts will be developed for each village. Local residents will have a major role in determining projects under these budget guidelines.

6. The NSB Planning Commission will serve as major facilitator and advocate for village priorities.

GOAL G: The North Slope Borough will promote long-range planning efforts.

1. The NSB will educate villages, the state, and the financial community about the management and objectives of the CIP.

2. The NSB will establish a private sector economic development advisory committee to help increase private development and private sector jobs and services in the Borough.

3. The NSB will provide sufficient funding to maintain the long-term planning project.

4. Long-term fiscal, economic, energy, social, cultural and community planning will be reflected in short- and long-term CIP decisions.

GOAL H: The North Slope Borough will sustain and expand affirmative vocational training programs directed to capital facilities support and operation.

1. The NSB will utilize appropriate, existing vocational training programs which will enable residents to effectively maintain and operate public facilities.

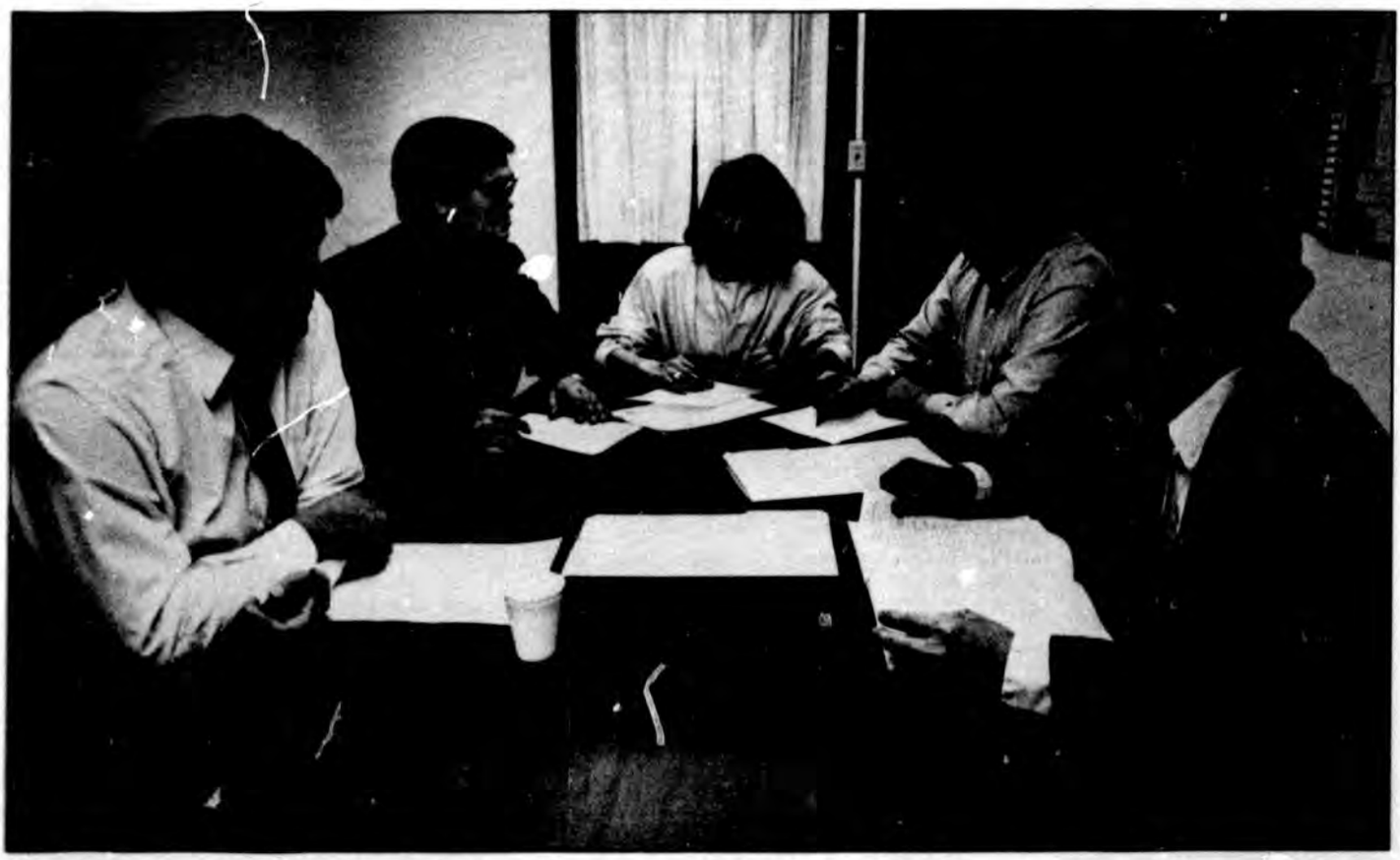
2. The NSB will seek to provide these vocational training programs where they do not exist or are not practically available to residents.

3. Participation in approved vocational training activities and in sustained programs for vocational qualification or certification will be non-prejudicial to employees in good standing.

In other action:

The Assembly accepted increases in appropriations and revenues of $656,733 for the fiscal year ending June 30, 1989. The Assembly also agreed to rezone two residential lots near the Senior Center in Browerville to allow Robert Langmade and Mr. and Mrs. Julian Ferreras to build a store.

The NSB will establish a private sector economic development advisory committee to help increase private development and private sector jobs and services in the Borough.



Mayor Ahmaogak joins assembly members Jacob Adams, Oliver Leavitt, and Barrow City Mayor Nate Olemaun in a meeting with former assemblywoman Eileen MacLean. MacLean is now a candidate for the Alaska House, District 22, which encompasses the North Slope Borough and NANA regions.



At the S.A.F.E. treatment center in Barrow, Ellen watches out to daughter Dianne.

S.A.T.S.

A chance to pull lives together again

Editor's note: All participants in the NSB SATS program are protected with the strictest confidentiality. Those appearing on these pages felt the problem of alcohol and substance abuse must be dealt with, and so agreed to be included in this article. Doing so was an act of courage, and Unity thanks them all.

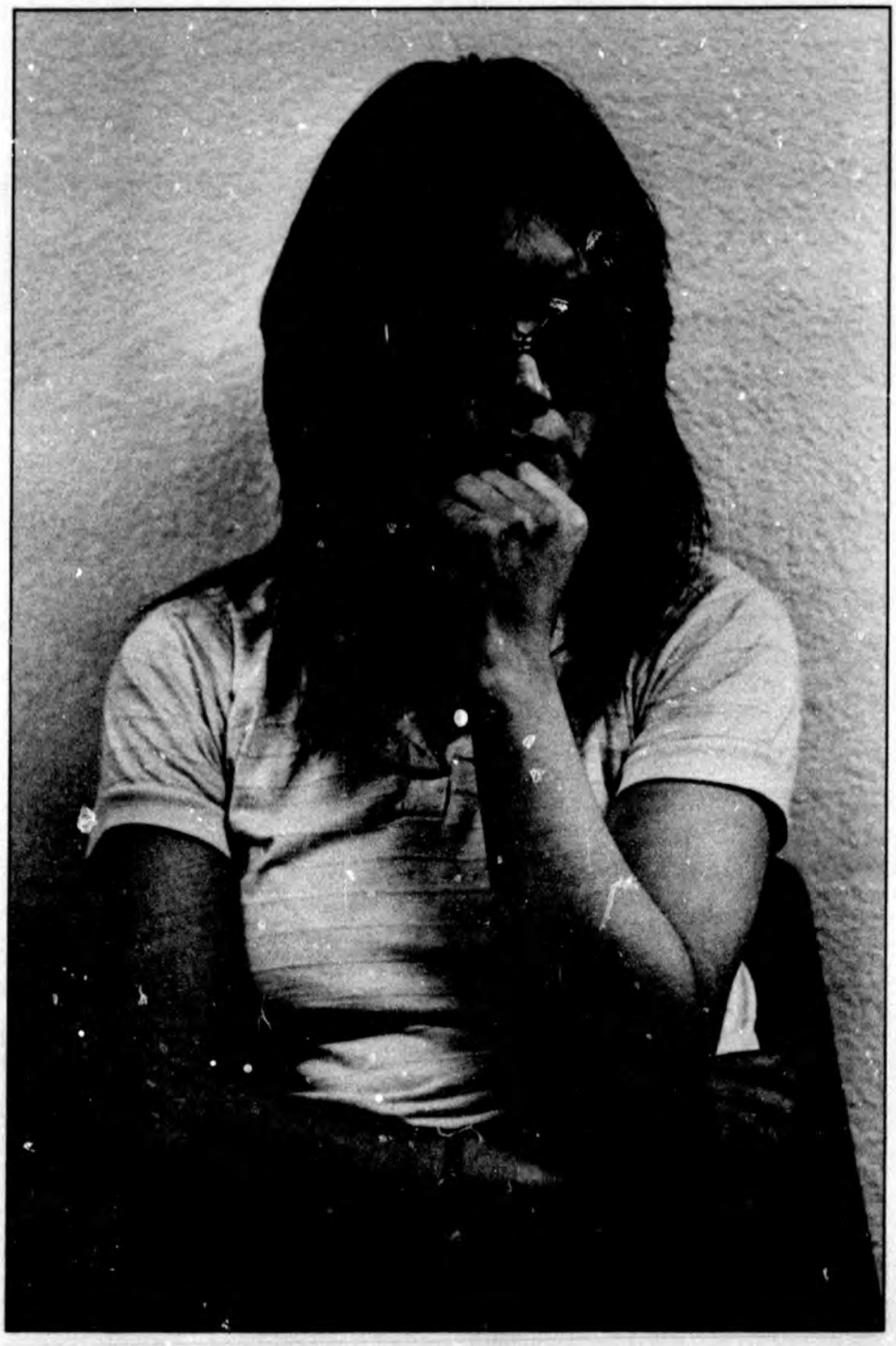
It was among the darkest nights of Ellen's life, yet with it came a thin, razor-edge of light, gleaming in the blackness, ready to slice through despair and pain to [illegible] in a brightness which had so far escaped her. Ellen had violated a Barrow law by a[illegible]g in a restaurant with an open co[illegible] of liqu[illegible]. She dumped it into a so[illegible]ri[illegible], then found herself being hauled [illegible]to jail by [illegible]SB Public Safety officers.

The shame, the humiliation, and the physical pain of her addiction seemed unbearable. Yet Ellen was [illegible] beyond the moment. She remembered the pain and confusion of growing up in a world where crowds of adults would gather for a good time, and then get miserable. Some among them would advise her not to drink, then get drunk themselves. She thought of her own little daughter, Luanne, barely out of infancy. She felt horror at being separated from her, and even deeper horror about some of the times they had spent together. She had put Luanne upon [illegible] back, and [illegible] unable to [illegible] What [illegible] could [illegible]

It [illegible] time to do [illegible]

"Here, we don't hide things. We have morning therapy where we pour out our inner feelings. It is all confidential. I can say what I feel without feeling like somebody's laughing at me; nobody's pointing fingers at me. Yes, it hurts. There is crying, screaming, laughing, hugging. You have to get the pain out for the healing to begin."

– Ellen, a single mother and recovering alcoholic.





Ellen joins residents of SATS, above, as they listen with pain to the story of another resident, sitting on the other side of the room. It is a story filled with hurt, and suffering. It will also be held confidentially among them, and not repeated elsewhere. While it brings tears to Ellen's face (left) such a release is necessary before a resident can begin to reconstruct his life, and deal with his substance abuse problem.

After a very short stay in jail, Ellen enrolled in SATS, the NSB Substance Abuse Treatment Services program. When Mayor Ahmaogak's Blue Ribbon Panel on Alcohol and Substance Abuse released its findings just over two years ago, it became clear that North Slope residents wanted a residential



treatment center established in Barrow.

An old apartment building in Browerville was renovated to accommodate up to 10 residents at a time. SATS moved in and operates under the NSB Health Department, directed by Cindy Young. A new, full-service center accommodating 25 is under construction and is scheduled to open next year.

Ellen found the healing process rough. "I didn't get sick overnight. I couldn't get well overnight," she explains. At first, it was hard to do anything but sleep. "I had been using alcohol to escape facing up to my pain; now I used sleep." Then, as her body was denied the alcohol it had become addicted to, withdrawal and anxiety set in.

Now, Ellen could not sleep. "I was really afraid that if I went to sleep, I would die. The counselors told me there was nothing physically wrong with me, that I could sleep, but I couldn't believe them."

Even when this passed, it was hard. Ellen found herself getting angry with the counselors. "They were trying to get me to face up to my problems, and I didn't want to."

When she had been small, Ellen had tried to shut out the pain and confusion by closing her eyes as tight as she could, clasping her hands over her ears, and running into a corner and screaming to drown out the confusion.

Now, she had to reverse the process. Those who had been through similar experiences proved her biggest help.

Each morning, she met with the other residents for two hours of therapy. Here, alcoholics and drug abusers in search of a better life would unload their frustrations and problems on each other. Many stories would be horrible, recounting years, decades, filled with sorrow, abuse, and tragic death. Whatever was said would be left in the room.

"There was a lot of crying, a lot of anger," Ellen recalls. "There was also laughter, and hugging. Sometimes, you have to allow yourself to go through pain."

Gradually, Ellen began to see that she was not alone. Others shared her problem. "We became like family. We learned to trust each other."

"I feel now that I understand myself. I can express my feelings."

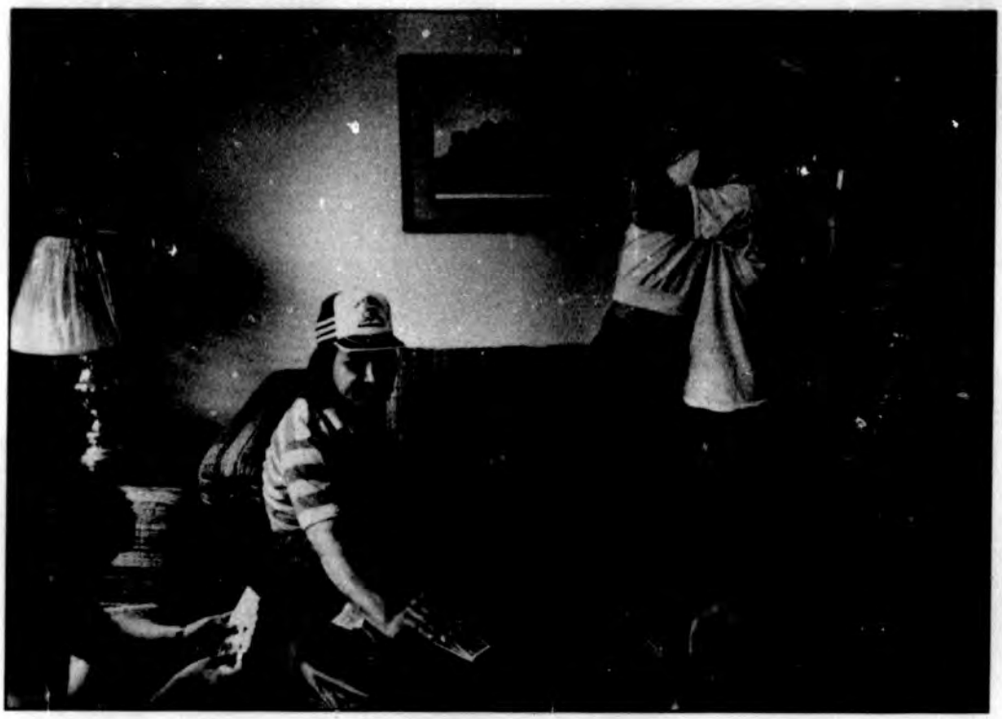
Before enrolling in SATS, Ellen says she did not really know how to express her feelings. Without expressing her feelings, she could not deal with them, and she could not find solutions to her problems.

"I've learned to take each day as it comes," she says. "Before, I did things that I am not proud of. I learned to hate myself. I drank, so I wouldn't have to deal with my problems, and my problems only got worse. Here I have learned it doesn't have to be that way.

"I still have problems, and life still can be frustrating, confusing, but I can deal with these frustrations and confusions.

"Some people think that I've been through the SATS program so I am all better now, no problems. It isn't like that at all. I have to deal with my life one day at a time. I can't take a drink to help me do it because I am still an alcoholic. I can never be a social drinker. Alcohol stays with me a long time."

Ellen found that some of her friends put down her SATS treatment as "brainwashing." "It's not brainwashing at all. It has all been a learning experience about who I am, what I am capable of doing. I think some people just didn't want to accept me as a sober person. They wanted me to be the same, comfortable old Ellen, drunk every weekend, all weekend."

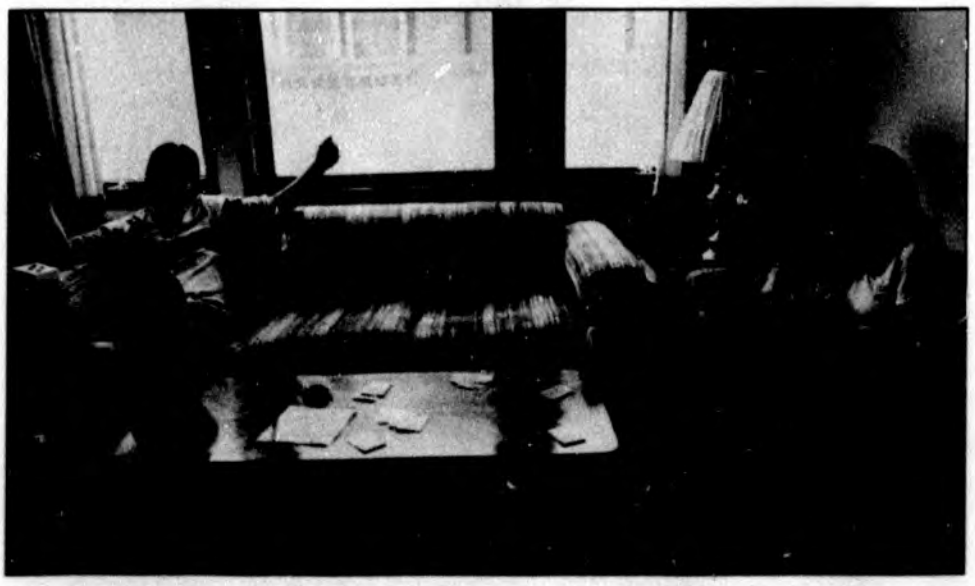








The therapy sessions all end (large photo) with residents clasping hands in a circle and offering a prayer. Residents are encouraged to seek help from their "higher power."



Ellen (above left) takes a break from a card game to give a hug of encouragement to a fellow resident leaving the program, then later attends afternoon class, helps with dishwashing, and writes a "letter to myself" to help her understand her life.

In fact, notes SATS director Chris Cobb, one of the biggest trials many clients face is going home to friends and relatives who don't want to lose their old drinking companions.

He related the story of one client who, after returning home, noted a biting taste in her orange juice at breakfast. Asking about it, a close relative admitted spiking the juice with alcohol. "What do you think you are, too good for us now?" she chided.

"All she really wanted to do," says Cobb, "was to be able to lead a reasonably happy life."



"The best part about being here, is, it helps us to reach out to other people."

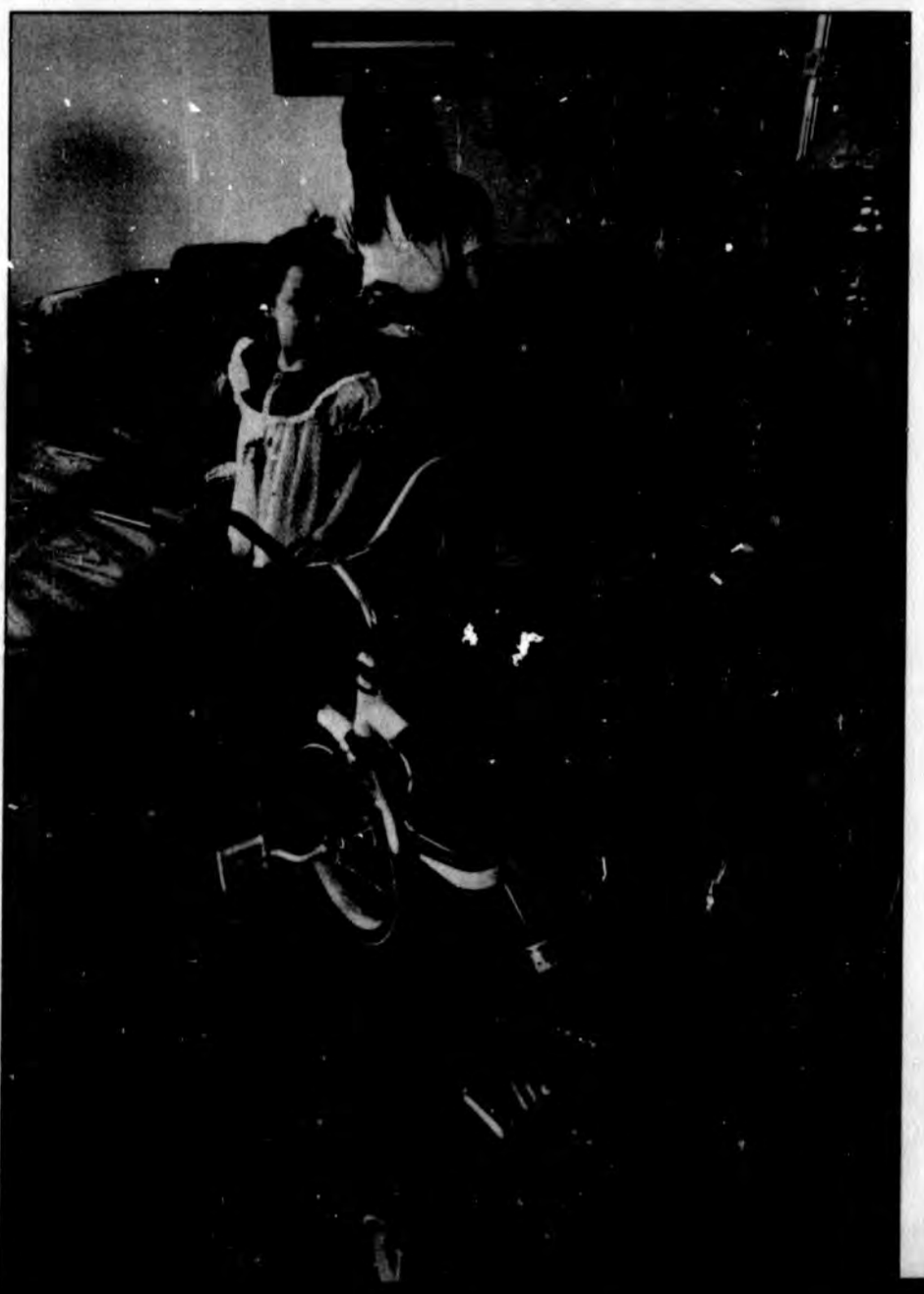
One of those people is her daughter, Luanne. "I'm learning from her also, little things. Like the moon being there. I see how excited she gets just looking at it, then it gets me started looking at the moon, and thinking about it. I find myself thanking God for all the little things he put here for me to look at."

Ellen also feels a desire to reach out to her people, her culture. She believes the problems of alcohol and drug abuse faced by the community stem largely from separation from that culture. "The way I see it, people just didn't want to accept the changes, the way Barrow was growing. Suddenly, there were so many rules."

As a child, Ellen spoke some Inupiaq, but now finds herself unable to truly communicate in her Native tongue. She would like to get it back, but wonders how. Ellen never finished high school, and is now working on her GED. At the time, school seemed boring, unimportant, and uninteresting to her, although one thing she did enjoy was traditional Inupiat dancing.

"What I found out now is that I really enjoy listening to the Elders, their stories, the way they were brought up. What I hear in their stories, I want back.

"There was a lot of caring, sharing, in our culture, a lot of good. We are losing too much of that. I want us to start changing that. Our community has to face the problem of alcohol abuse. If we are going to beat it, we have to reach out to one another. We have to share. We have to care."





Shortly after Ellen had given Luanne a new tricycle, the little girl tumbled to the SATS floor, and burst into tears. Ellen (opposite page, top) rushed to the rescue. After comforting her daughter, she righted the trike, then sat down on the couch and left Luanne to deal with the situation. Luanne, (opposite page, bottom) eyed the trike with misgivings. Then, gathering her courage, she climbed back on to try again.



Last Stop to Nowhere

"When I realized that everybody had always known that I was an alcoholic, it was as embarrassing as hell. When I finally accepted the fact, it was a pretty humbling experience. I wanted to dig a hole in the ground, and just bury myself. But you can't live with your head in the ground. I figured I would just have to start all over, see what pieces of my life I could put back together, and go from there."

– Don Long

"I am powerless over alcohol. There is not a damn thing I can do about it, except stay away from it." Don Long says this now, and means it. Yet, it was only a short time ago that he refused to accept such a statement as fact. Shortly after his last drunk on August 14 of last year, Long walked out his door to enroll in the NSB-SATS Alcohol Treatment Center. Even then, he refused to accept his alcoholism as fact.

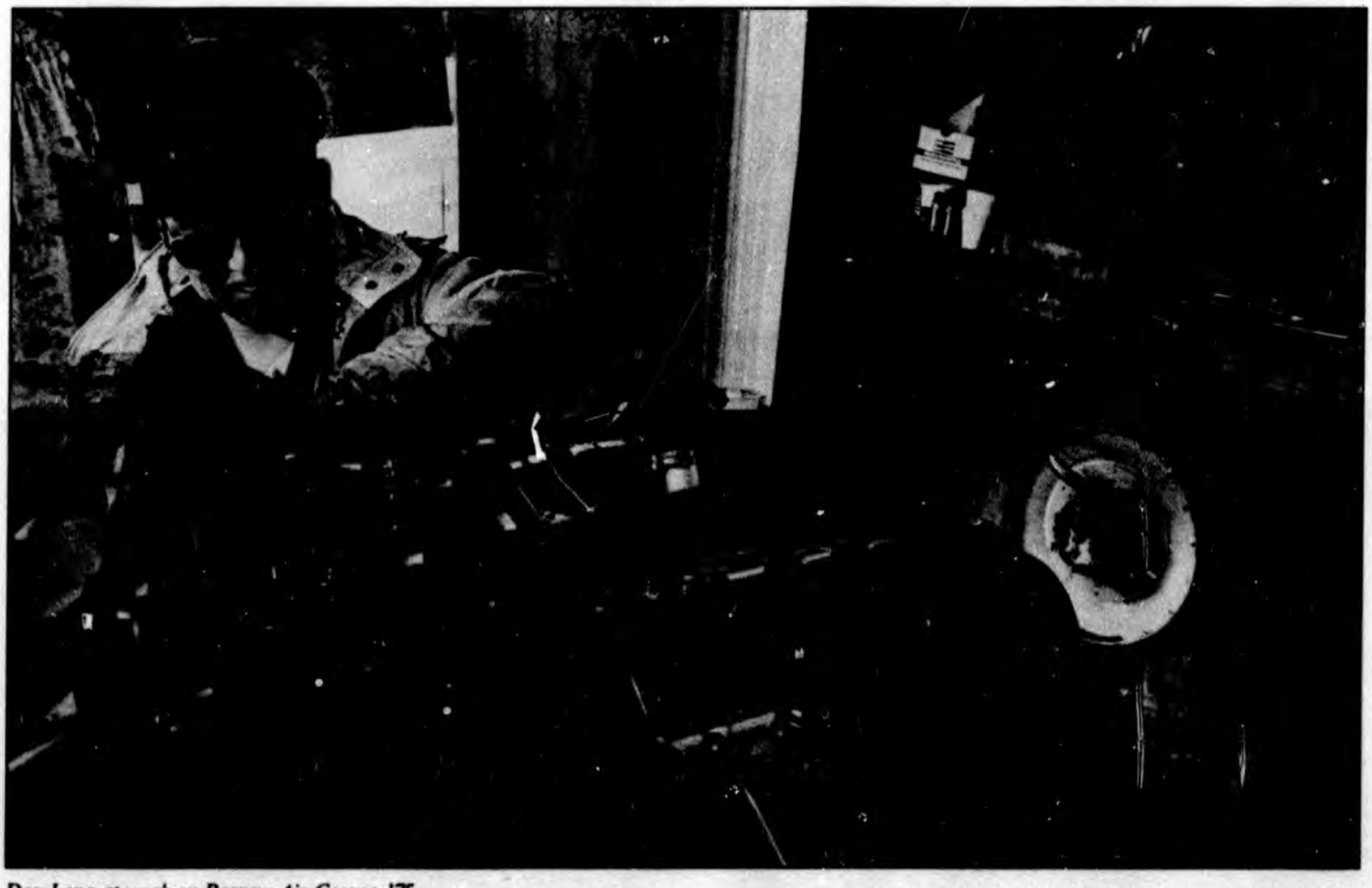
Since 1974, Long had enrolled in six other treatment centers, scattered about in locations as far flung as Sitka, Seattle, a. Portland. These were known as some of th best treatment centers in the country. Long had enrolled because it meant the difference between keeping a good job or losing it, or because family problems had driven him to it.

Always, he had dried out, come home, stayed sober for a while, and then gone back on the bottle. Always, he had refused to accept as fact that he was an alcoholic, powerless over strong drink.

"I would start back on the road to drinking just a little at a time," Long recalls. " 'If I have a drink now,' I would tell myself, 'I won't get drunk.' Then I would have a drink, maybe one beer, and I wouldn't get drunk. 'See,' I would reassure myself. 'You had a drink, but hey, you didn't get drunk! You can go for a week now, two more weeks, without taking another drink, then have one, or two, and still not get drunk.'

"And I would! But then, finally, I would get this craving, this psychology, and then my addiction takes over and I am drinking again."

The problem, says Long, was that while he had attended a few Alcoholics Anonymous meetings, and gone through the routine of saying, "Hi, my name is Don. I'm an alcoholic," he had refused to accept the concept in his heart, and had insisted to



Don Long at work on Barrow Air Cessna 175.



Since he has accepted his disease, and determined to fight it one day at a time, Long has once again learned to laugh with his family. Here, he shares a happy moment with daughter Pokey.

himself that alcohol was something he could control.

After all, he had a good wife, seven great children, a fine home, and had always managed to hold down a good job. He had served as Lands Director for the Arctic Slope Regional Corporation, and as Director of Utilities for the North Slope Borough.

He had been active in politics. His name had been seen on different ballots, running for offices as high as Mayor of the North Slope Borough.

"I was doing everything that I had to. I was making a good living. I supported my family. I did all the things normal people do – it's just that I was drunk doing it. When I had to attend a meeting, I would take a lot of Certs, to hide my breath, to hide my alcoholicness. What I didn't know was that I wasn't hiding anything from anyone.

"What I didn't know was that even as I was giving what I thought was a good presentation, that everybody else knew I was drunk, that they snickered under their breath, and smiled at each other. The only person I was hiding anything from was myself."

Even at home, Long figured, the problems were not that bad. He knew of so many men who beat their wives and abused their children when they were drunk, but he didn't. "Maybe I mentally abused them, though," he says, looking back. "It was like there was more of a quiet frustration around the house. Nobody says anything. We don't talk together, or laugh, it's just quiet. After all, I don't have a problem."

That was how Long still saw things when he opened the door to the SATS treatment center and walked in.

"Then I looked around and I thought, 'how many more of these doggone places am I going to have to go through?' I told myself, 'This may be my last stop to nowhere!' "

Finally, Long found himself ready to accept the fact that he was alcoholic; powerless over the substance. Thinking of how the community had always known it, he felt like he was drowning in shame. "Then I thought, 'there is no use to feel like that.' The community had always known I was an alcoholic. No, I was going to do this for me. Before, I had went through the programs for the wrong reasons. Because of my job, because of family problems. This time, I was doing it for me. Because I wanted to break free from the control of alcohol."

It was a struggle. Long watched as others, who had come thinking enrolling in SATS was like entering a hospital – all they had to do was get treated and be well – dropped out.

"That's not what the program does. Even after SATS, life is still hard. The bills still come in every month. You still have that disease of alcoholism, and if you take a drink to relax, it still will take you right back down."

What Long had now, though, was the desire to fight it, and support to help him. When he feels weak, there is now someone to call, to chat with over a cup of coffee, someone who understands. There are AA meetings to go to, and now when he goes, Long accepts his disease as real – one that he must deal with day by day, each day, for the rest of his life.

Life has improved. Feelings are better at home. Family members talk together, laugh and joke. Friends used to come by with a bottle. When they met sobriety, some quit coming, but others just started coming without a bottle. "It's no fun being with someone who is drinking," Long explains.

Long does not have the high status jobs he used to. He works in the BUECI shop, and moonlights as an airplane mechanic at Barrow Air. "I look at it like I lost ten years of my life. I am starting over now, just where I left off ten years ago. Only I am ten years older now. Right now, my first goal is to learn to live sober."

Kivgiq–looking back in hope of a better future

Traditionally, alcohol and drug abuse posed no problems for the people of the North Slope. Such problems began only when new forces intruded in from the outside to eat at and erode away the old traditions and values; to create confusion where once there had been confidence.

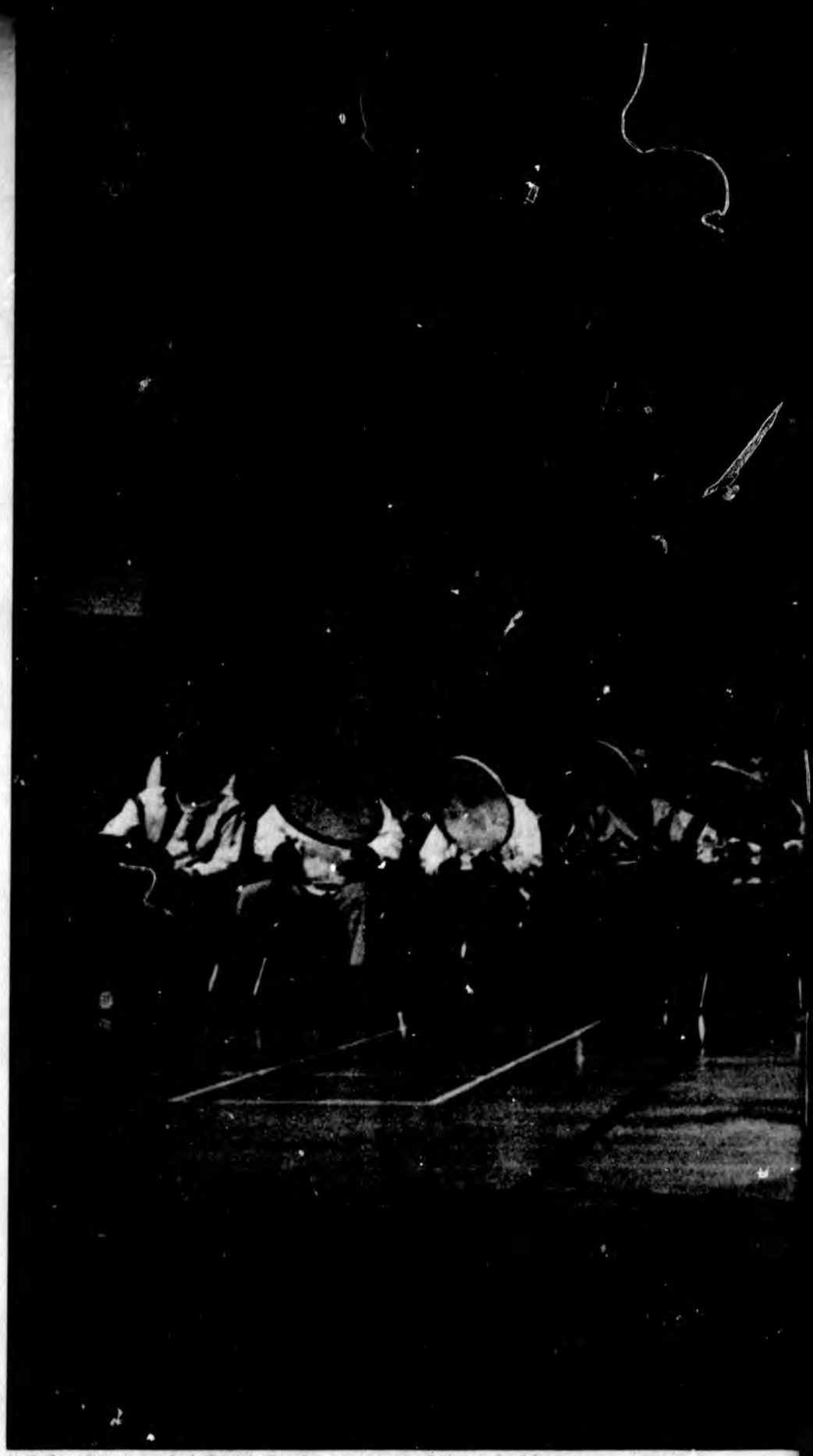
Thinking about this late last year, Mayor Ahmaogak called special assistant Rex Okakok into his office for a chat. It had been a long, long time, the Mayor noted, since the Inupiat people had put on a great dance and gathering just for the people of the North Slope. True, the Borough, Arctic Slope Regional Corporation, and other organizations had sponsored dance groups from the villages to travel to and perform at the World Eskimo-Indian Olympics (WEIO), the Alaska Federation of Natives Convention, and at other gatherings many times.

Yet, no big gatherings just for the people of the North Slope. The Mayor and Okakok recalled the descriptions Elders had made of Kivgiq, the messenger feast, a great traditional celebration where gifts were exchanged, and much joy experienced.

Could such an event, not held in the Barrow area for 80 years, be revived?

It was decided to give it a try. Dance groups from all the villages would come. Most importantly, no alcohol, drugs or intoxicated persons would be permitted at the event.



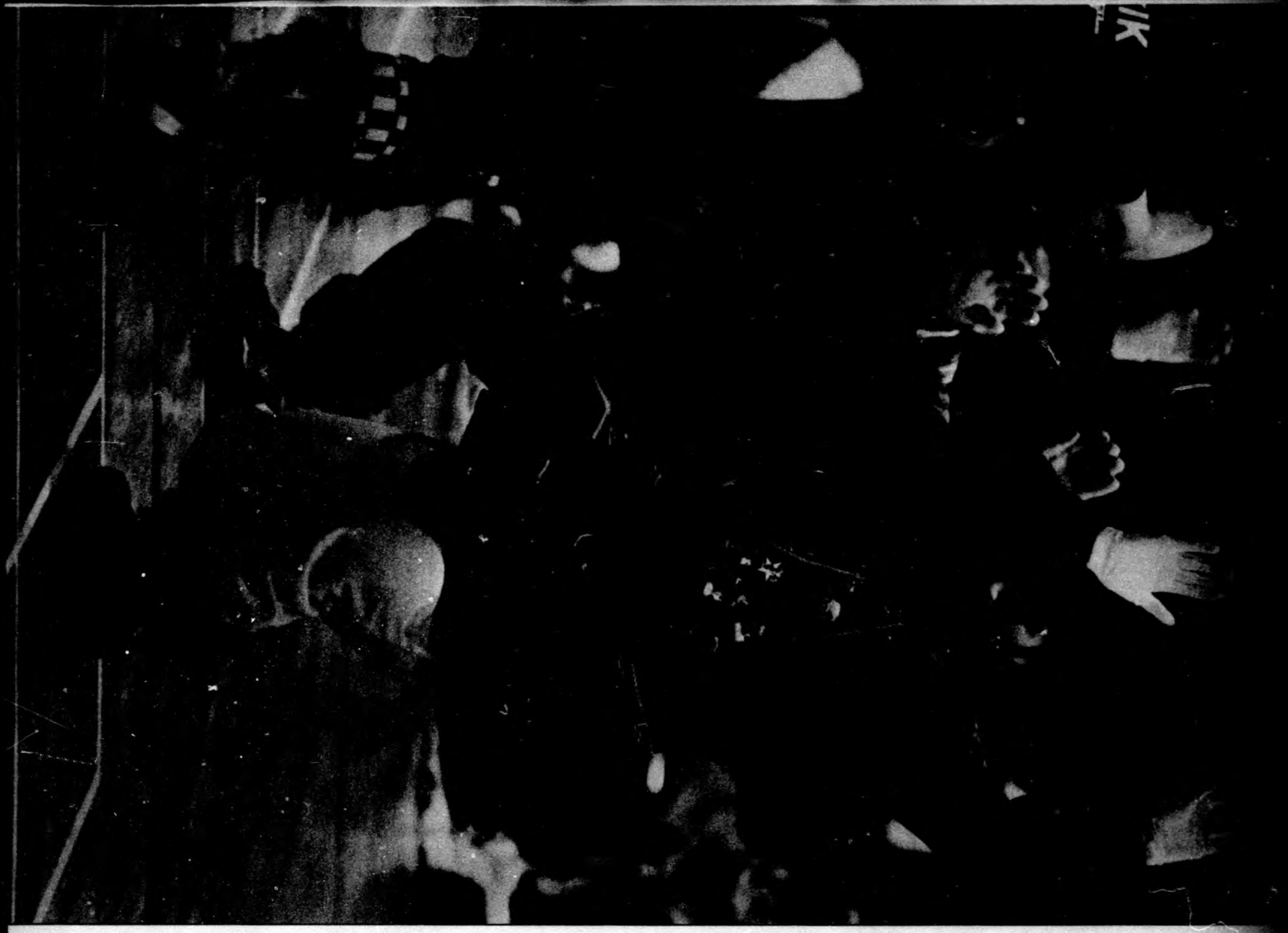


Before Kivgiq ended, Dinah Frankson announced that it had been many years since all the people of her village of Point Hope had danced together. Thanks to WEIO rules limiting the number of dancers permitted in groups participating there, the village had long ago split into two dance groups. A feeling of competition arose between the two groups, and was felt at other events and gatherings,



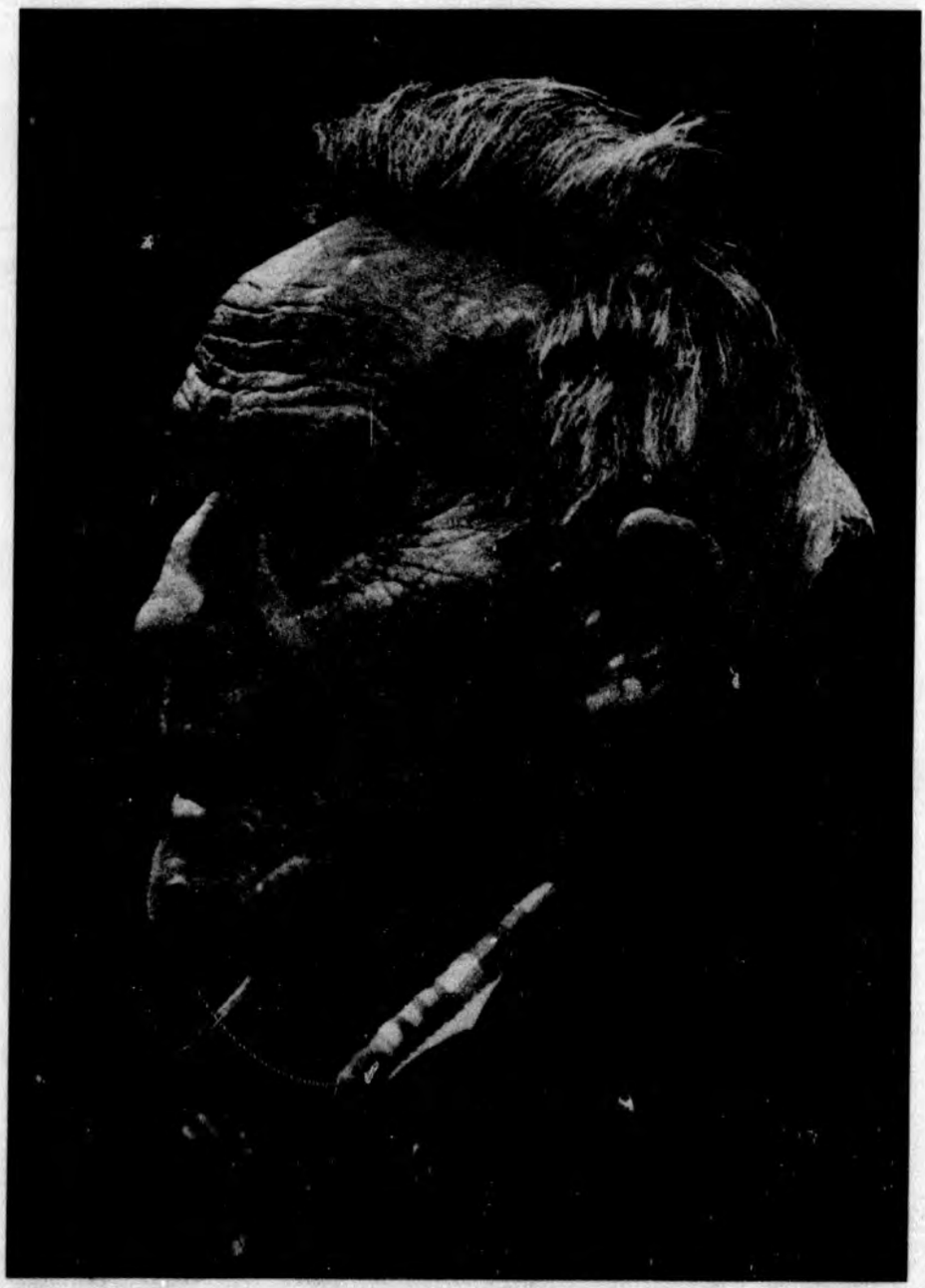
including church meetings. Before Kivgik ended, the dancers decided to cast down this wall. Led by Patrick Attungana (above) they joined together as one group once more, united by a drumbeat of great power. "When we danced together, that was beautiful," said Jakey Kunuk. "It was just like a stereo in a small room. It was a fantastic feeling."



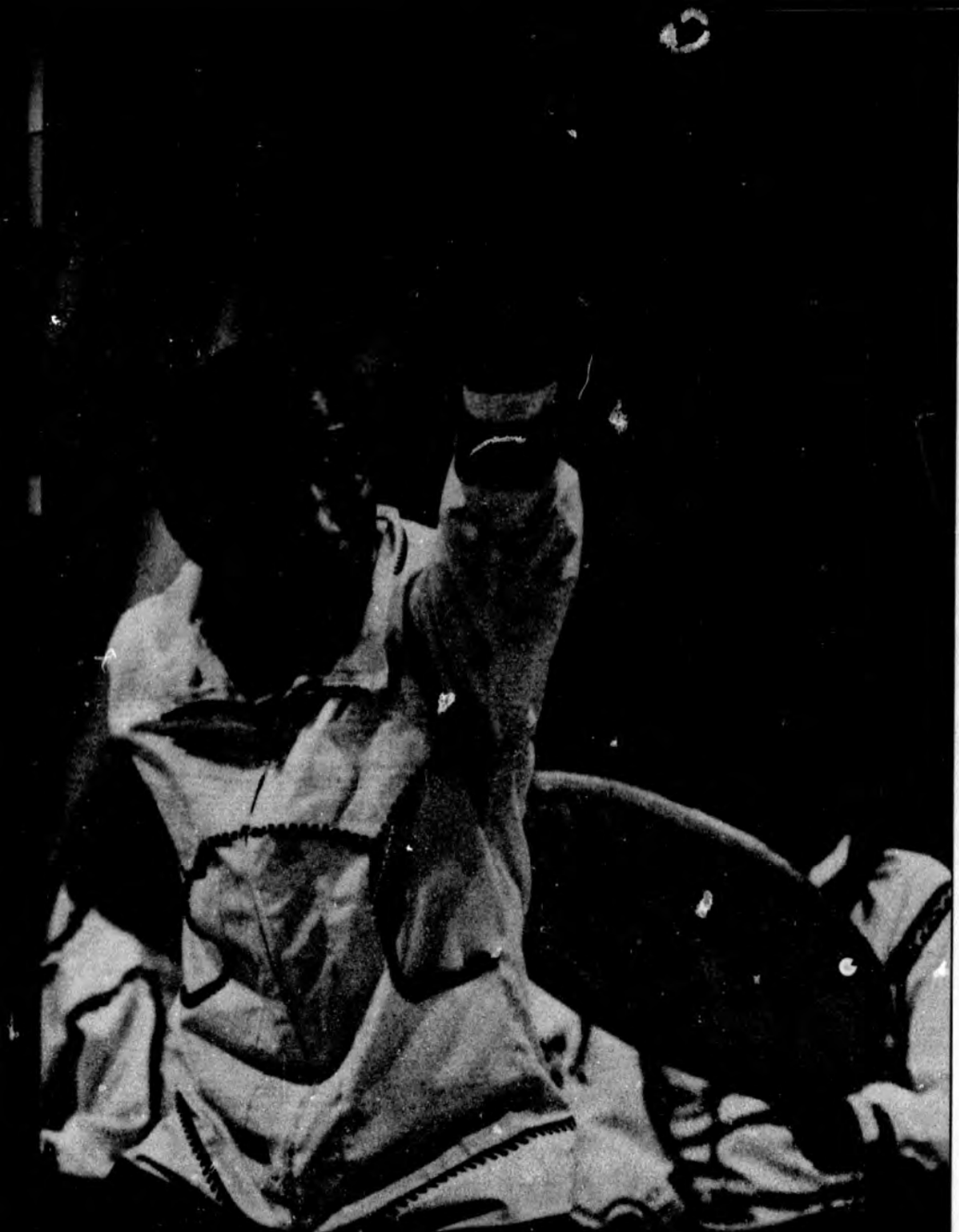


"Getting together, getting to see friends, relatives, old classmates. That was really nice. That used to happen long ago. . . Dancing is an experience of trying to translate a story. You have people sit around, tell you a story. Just by listening, you could feel everything in that story, that they are telling you. Dancing puts those words into motion, into music. Again, you can feel that story in the dance." – Jakey Kunuk, Point Hope

"Not only did I teach Eskimo dancing, but I also made a hanging, box-type, drum called 'Kalukaq,' which also included a line-up of dancers of both men and women. So the school children soon learned how to do that also. That is my pride and joy, to see my Native village youngsters involved in our traditional manner." – Weir Negovanna, Wainwright



Weir Negovanna.





Jakey Kunuk, left, motion dances. Bertha Tazruk and Jimmy Tazruk, above, perform for Point Lay.

The task of organizing the event went to Okakok. By any measure, his efforts proved successful. Over 200 dancers came, representing every village on the North Slope. At least a thousand, maybe 2000, more people showed up to watch and take part in invitational dances. Taking place in the Ipalook school gym, it had to be the most people ever gathered together in one place on the North Slope.

For three days, there was dancing, singing, and the giving of gifts.



Frozen fish for the feast.



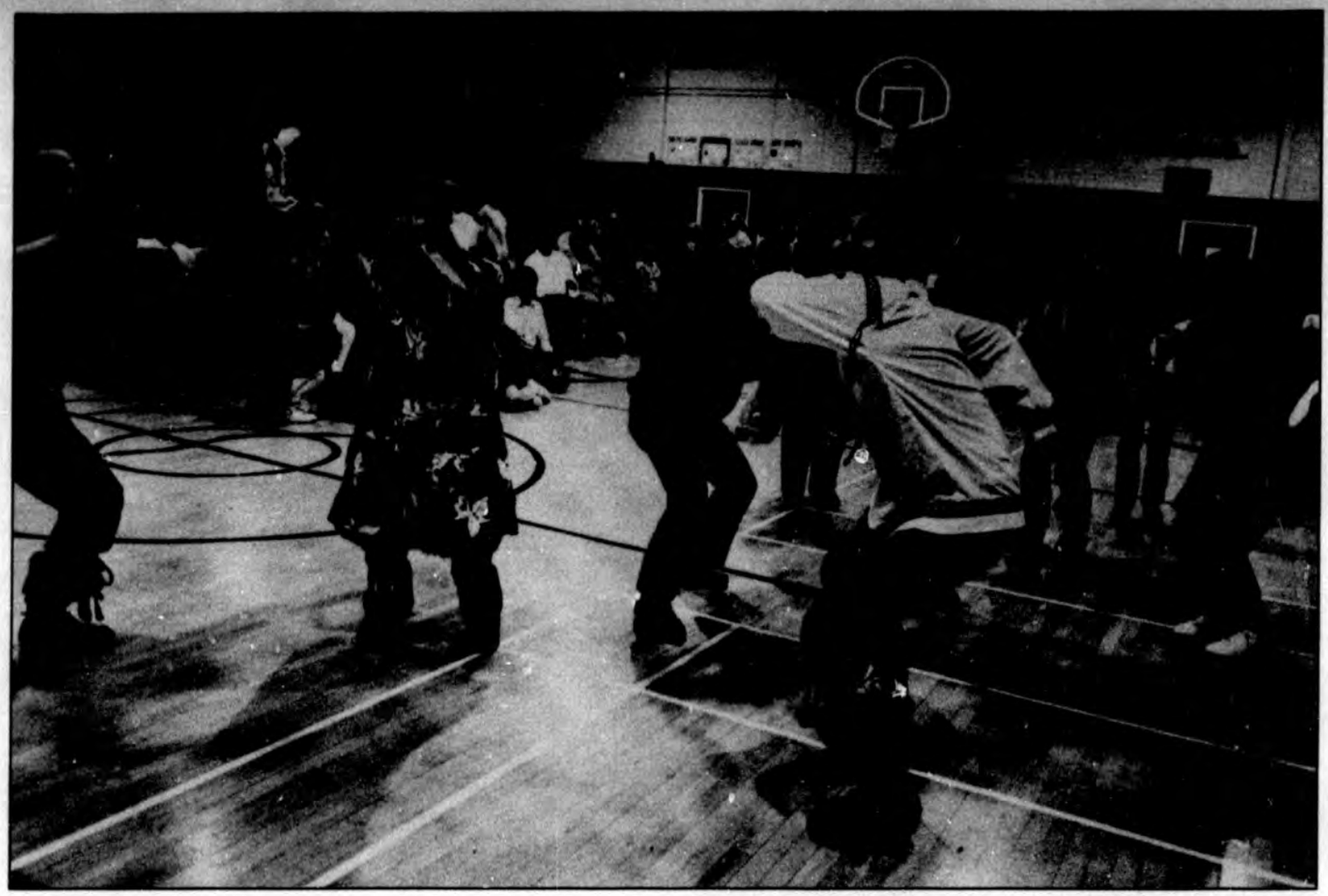




One good problem faced by *Uiniq* was that we wound up with literally hundreds of photos we wanted to use, along with much information. This proved impossible, of course. So here we include just a sampling of photos, with no real attempt to fully explain Kivgiq. At Okakok's suggestion, the editor will, funding provided, prepare a special book with more photos, and as thorough an explanation as possible, for next winter's Kivgiq.



"Kivgiq also means a joyous occasion, a reunion of long lost friends and relatives. It was looked upon as an all-important occasion . . . people would come in to attend no matter how much distance one had to travel."
– Roxy Ekowana.

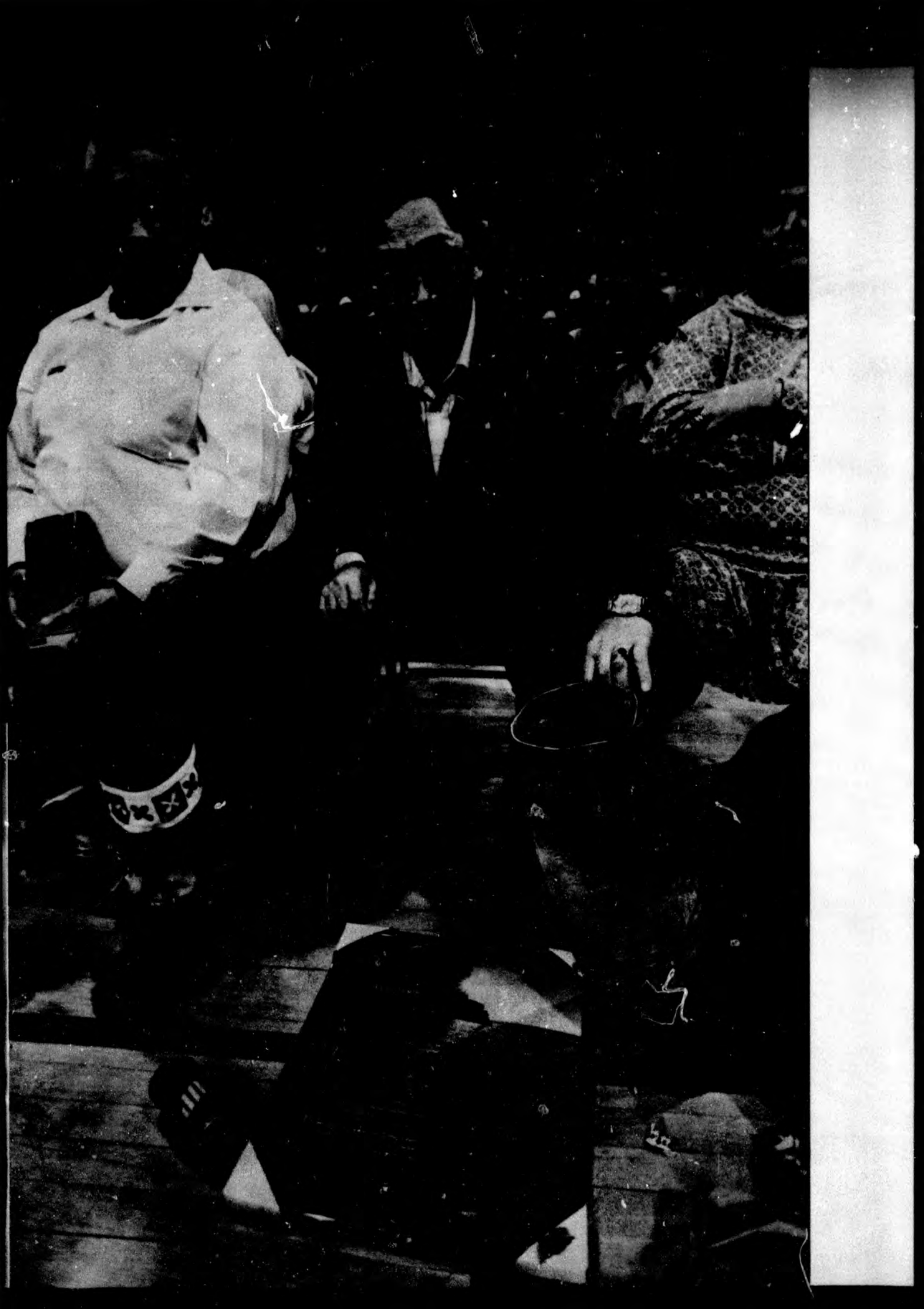


In the spirit of gift giving, Tommy Pikok of Barrow (right) receives gifts from Evy and Ernie Frankson, and joins them in dancing (above). Perry Akootchook of Kaktovik (below) dances with gift.

"The messenger runner poles would have a tie-on message sometimes as long as the pole itself, that was the people's request. All kinds of scraps were tied on to the messenger poles, requesting of his trading partner that he would like this particular item sent to him. Every scrap would be untied by the messenger then related to this trading partner of what was requested of him . . . the tie on requests were many and varied. It did not matter how much it costs, or if it wasn't available at the moment, one would go to any lengths to get the request available."

– Roxy Ekowanna













Young men from the Barrow dance group perform a variety of moves during motion dancing. On the following two pages, participants are caught doing many things, from looking at themselves on a tv monitor, to trying to cool off, as an Anaktuvuk Pass invitational dance comes to an end. No alcohol, no drugs, just happiness.

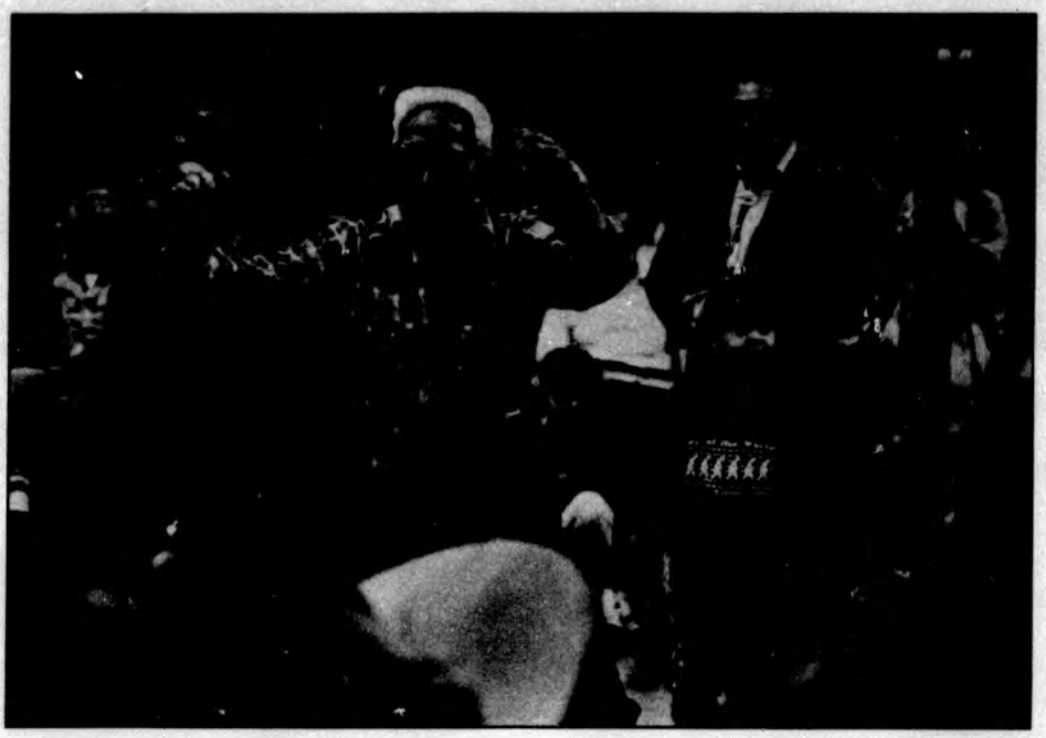


"So after everyone gets together, selections are made amongst the young men for messenger feast runners. Only those who are strenous and agile are selected. So, in each village each one has a very close friend or trading partner whom they have gotten to know and trust. At Kivgiq time, these trading partners would try to outdo each other in exchanging gifts."

– Waldo Bodfish





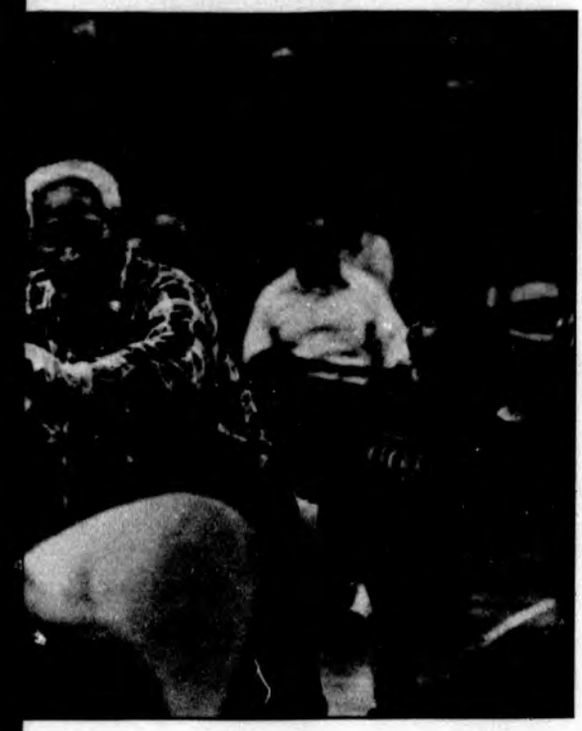




"The qargi was made of cut-up blocks of hardpacked snow; the walls were made of snow blocks. We had seen it, in fact, we played in it after the occasion was all over, as we were old enough to run around by ourselves. There was a support beam in the







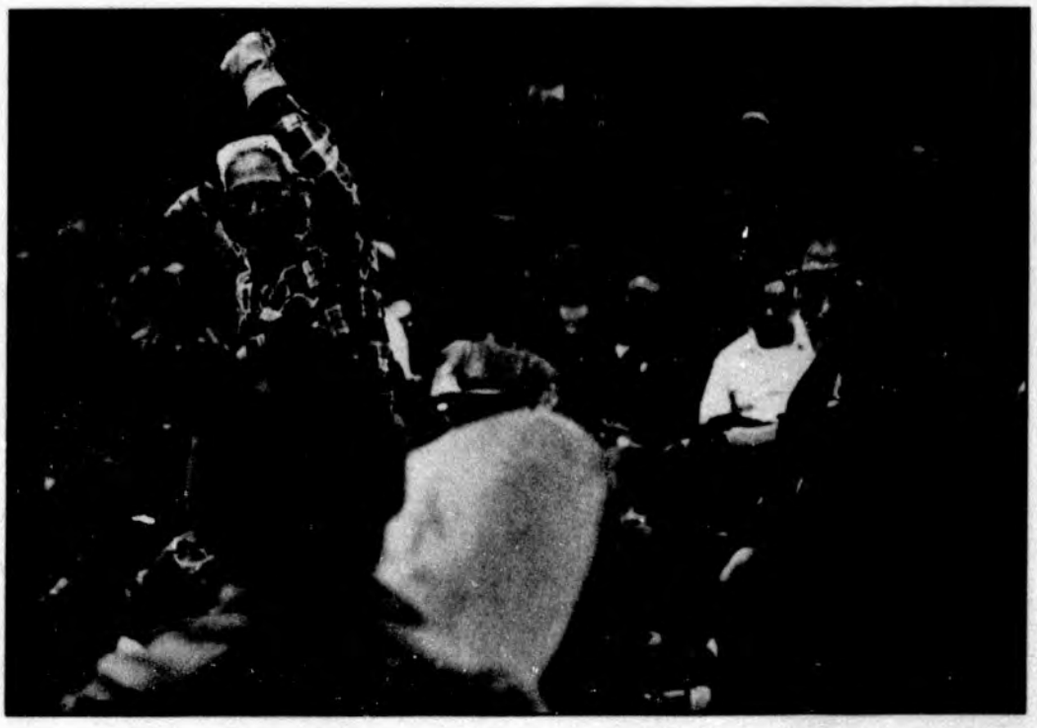


Harry Kignak is joined on the dance floor by Wesley Aiken; then the two demonstrate their moves.

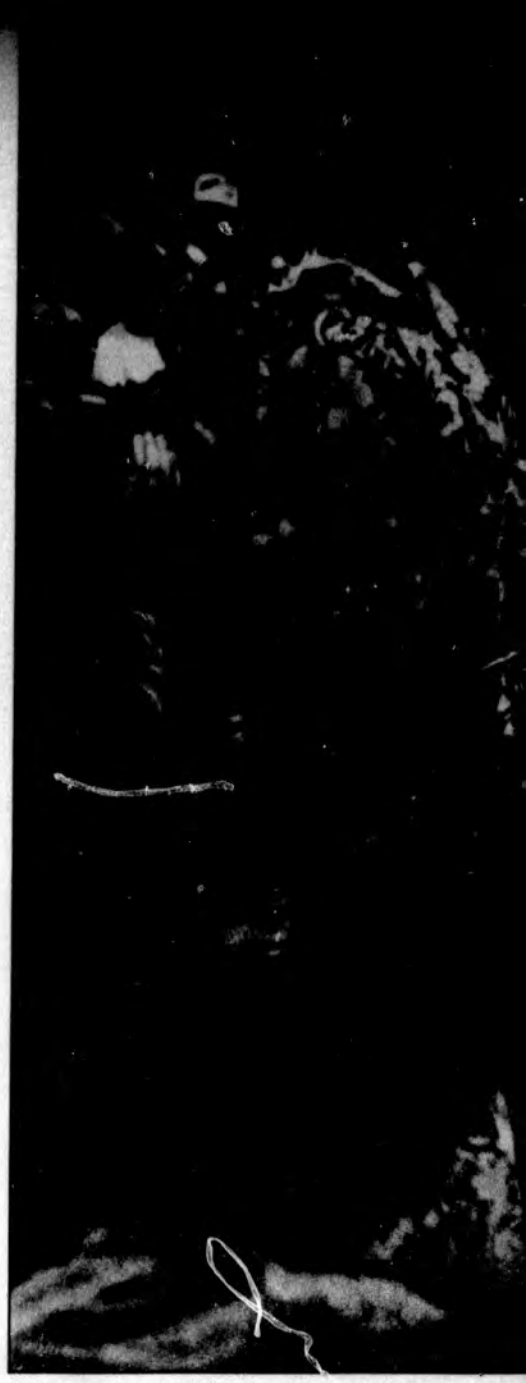
middle, and so several wooden bits and pieces were attached to the beam as a framework to hold up the hides and boat sails to cover the top. That was what the qargi looked like, the one I saw, where the last qargi was held here in Barrow."

– Roxy Ekowana





"One of the events during kivgiq is the 'ulugiaqtuq' bow and arrow duel consisting of both men, and it is done outside of the qargi. It seemed like the men were aiming at each, sidestep each other, with their bows drawn. In my mind, I thought surely one will be killed, as I did not know any better. You did not know who they were, as their faces were all white, powdered on with flour . . . . The one whose bowstring broke, things like that are always noted, as a mishap would occur shortly thereafter.





Wainwright dancers perform the ulugiagtuaq, bow and arrow duel. On the following two pages, the audience enjoys a performance by the Nuiqsut dancers.



"Things usually occurred while the anartug, and the mediums, were in full swing. The arrows are always aimed right above the spectators' heads. One of the contestants was going to to do just that when his bow string broke. There was nothing one could do, but to stand there in stunned silence.

"These I have heard my mother tell us."

– Roxy Ekowana



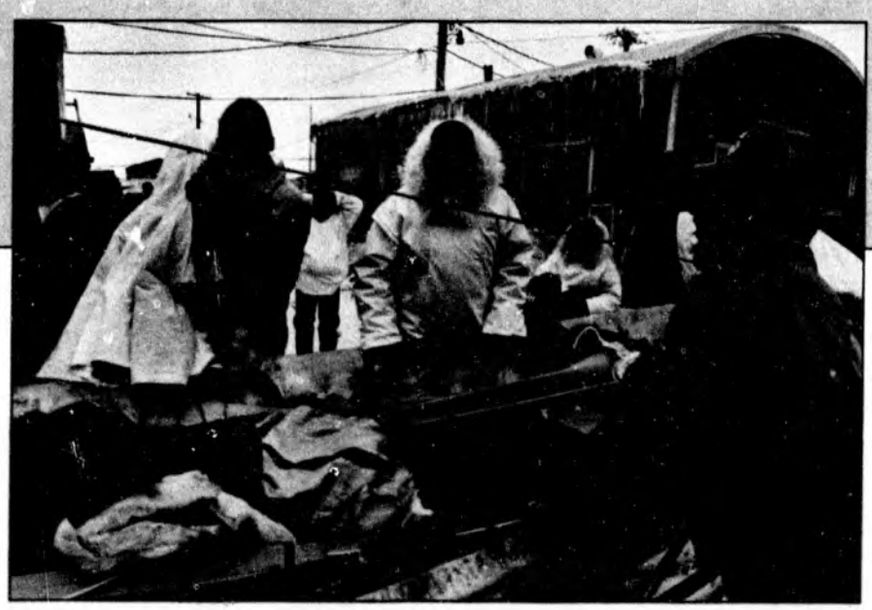


"Things usually occurred while the anartug, and the mediums, were in full swing. The arrows are always aimed right above the spectators' heads. One of the contestants was going to to do just that when his bow string broke. There was nothing one could do, but to stand there in stunned silence.

"These I have heard my mother tell us."

– Roxy Ekowana





A Whaling Family

Part One

When Jonathan Aiken Sr. became aware of life, he was living in a family which depended upon the arctic land, waters and sky for their survival. From the land, they received the gift of caribou, fox, wolf, bear and other animals; valued both for the nutrition fueled by their flesh, and the warmth provided by their hides and fur. From the sky came ducks, geese, ptarmigan, owl. Out of the waters and off the ice came fish, seal, oogrook, walrus, polar bear and – most special and prized of all – the bowhead whale.

Today, Jonathan continues the tradition. Along with wife Mabel, he heads one of the most respected and successful whaling crews on the North Slope. This year, *Uiniq – The Open Lead*, was privileged to join Jonathan and crew for the spring bowhead hunt. Off and on over the next year, or perhaps two years – however long it takes – it is the intent of *Uiniq* to continue to drop in on the Aikens. By the time this project is complete, *Uiniq* hopes to have put together a sequence of pictures and words that will stand as a lasting tribute not only to the whaling family and crew of Jonathan Aiken, but to an entire culture.



Members of the Aiken family and crew gather at the sight of freshly killed bowhead to pose for a quick portrait. Flanked by son Johnny Lee (inset, left) and gunner Eli Solomon, Captain Jonathan Aiken makes a final check of the oogrook skin-covered umiak. Crew members then pull and push the boat onto the sea ice outside Barrow, where their snowmachines wait for the journey out to the lead.



Ned Nelson and Randy Edwards carry caribou skins for the tent floor. Also helping are Violet Aiken and Jonathan, Jr.

Setting up a home on the ocean.

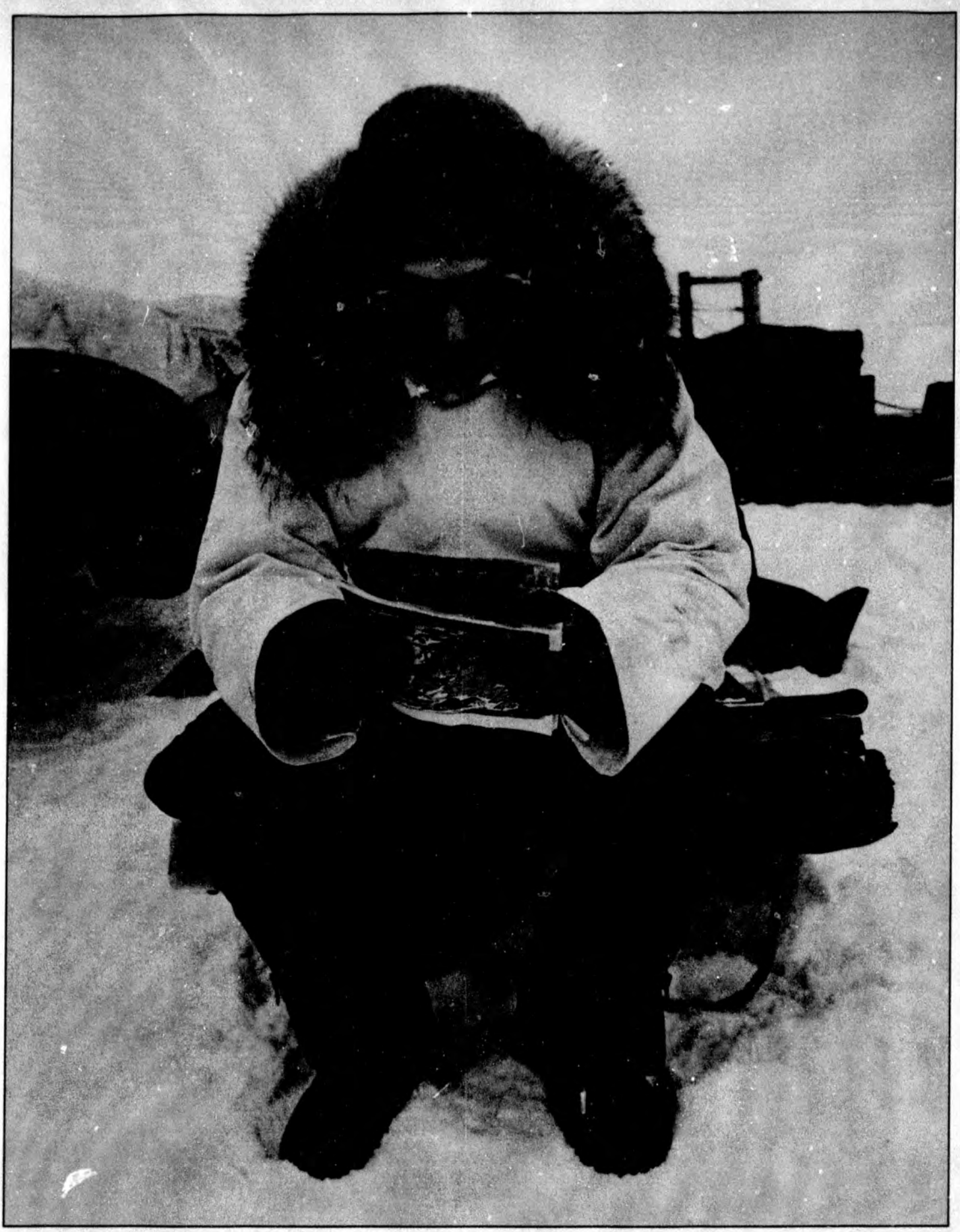
Although overcast, it is a pleasant, calm, late April evening with only light, easterly winds of about fifteen miles per hour blowing as the crew moves out over the sea ice. While there are some small pockets of open water, including a good sized lake of salt water in which a number of bowhead are said to be waiting for more water to open in front of them, the lead remains mostly closed.

Still, the winds are favorable to opening up more water. With Jonathan on his Ski-doo pulling the umiak at the head of the line, the crew travels several miles to the southwest, and then sets up camp on a broad plain of ice not far from the lead. There is much work to be done. The tent, floorboards, foam panels and caribou skins must be set up, along with Coleman cook stoves and kerosene heater.

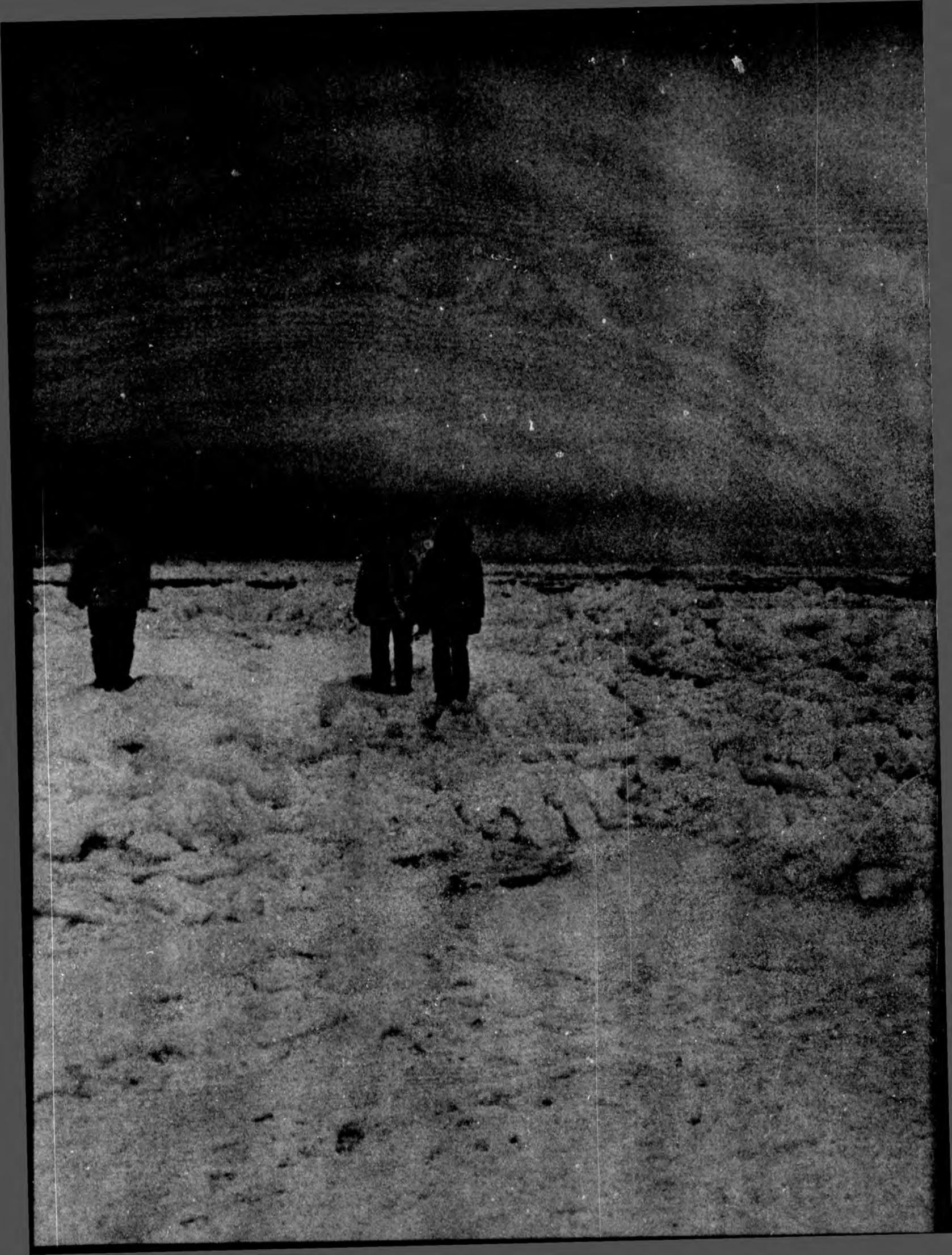
The CB radio and antenna are put in place and turned on to ensure that any reports of open water, whales spotted or harpooned, weather and ice information can be shared among the hunters, along with any other news of importance. Randy Edwards and Ned Nelson, both 14 year old apprentice hunters, are sent back down the trail a couple of miles to chop chunks out of old, rounded humps of ice which indicate fresh water, necessary for cooking and for making hot coffee and tea.



On the way to camp, Claybo's snow machine began smoking and then shut down. He quickly discovered why.



After camp is all set up, Claybo takes a break and catches up on the World War II adventures of Sgt. Rock.



Uiñiq — The Open [illegible]

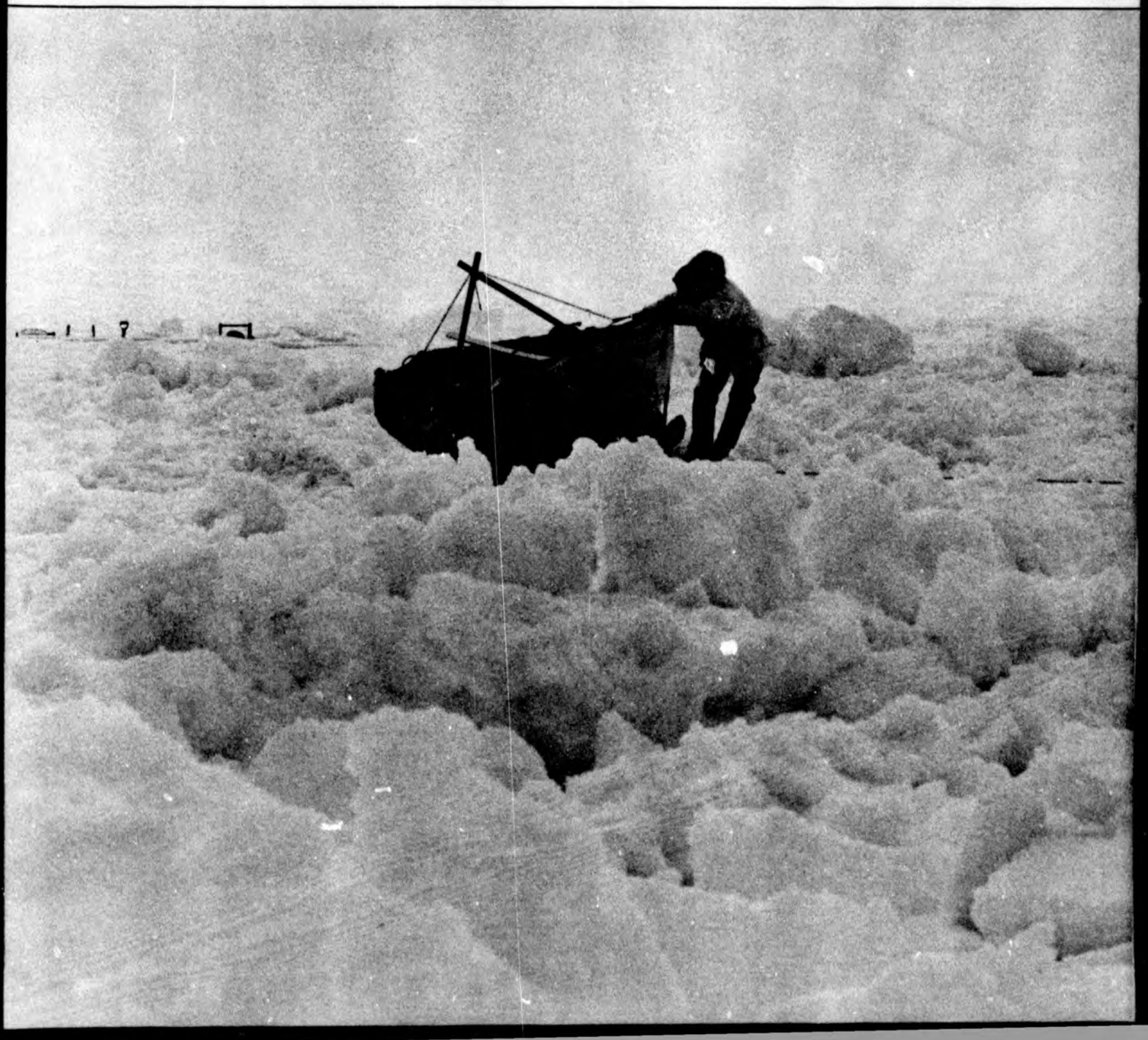
The next night, Saturday, Jonathan (second from right) and crew venture out onto rubble ice along with whalers from the crews of Jacob Adams, Eddie Hopson, and Eugene Brower to see what they can see. What they find is a narrow, but growing uiniq, or open lead. Using pick axe and traditional tools, new trails are cut and camp is moved nearer to the lead. Afterward, Eli Solomon hikes over the rubble to the very edge of the lead, where he spots two [illegible] a peak of jagged [illegible] spots four more.

Recounting [illegible] was able to [illegible] world, Clay[illegible] was to [illegible] whale. "This [illegible] world," he says, [illegible] distance. "That's how [illegible]

















Final Preparations

Good feelings float about the air as crew members not on the night shift awake to a fine Sunday morning. Everyone is happy, working together, and there is a very special atmosphere about that is hard to describe to anyone who has not felt it before. Tradition says it is not enough to just go after a whale. Things must be done right. Before leaving, the crew had thoroughly cleaned the ice cellar, just as they should have, demonstrating early that they carried the proper respect for any bowhead which might choose to give itself to the community through them.

From then on to the present time, they had worked closely together, in good harmony. There was no bickering, no fighting, no one trying to look better than anyone else.

"A whale is coming," says William Sielak. "I can feel it. By maybe a little after noon today, a whale is coming. Someone is going to catch a whale today." He does not say, "we" are going to catch a whale, but there is a feeling that a whale is coming to the Aiken crew. No one says it. All feel it.

Jonathan leaves camp for a while and finds a better site. Then last minute preparations are made. The float (upper left) is made ready by Claybo and Jonathan Jr. Jonathan Sr. (center) constructs bombs for the shoulder gun, and everyone works on cutting new trails to the new camp site. Then Jonathan tows the umiak down as Claybo runs alongside to act as a shock absorber, protecting it from being punctured or broken.

Near the water's edge, (bottom, right) Jonathan inspects one of the new darting gun bombs developed by the Alaska Eskimo Whaling Commission as Eli makes certain no obstructions block the spot where it will be attached to the harpoon.

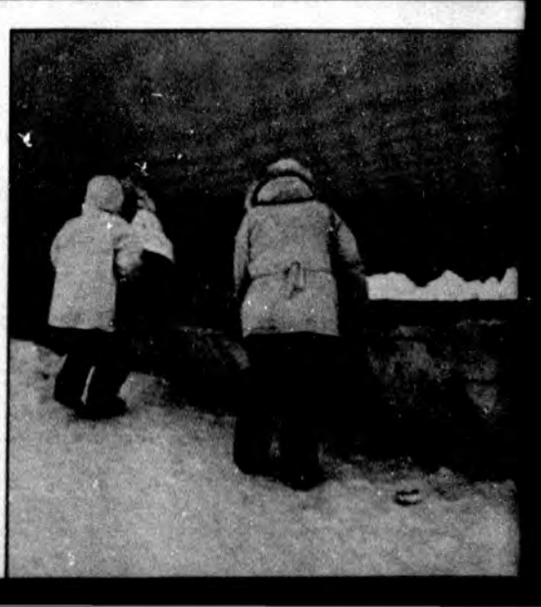
Agviq appears

Even before the tent can be pitched, Jonathan (at right) spots agviq, the bowhead whale, as it surfaces and blows spray into the air not far from camp. Close though it may be, this whale has already passed to the north of the campsite, and so will not be pursued.

Only minutes pass, however, before another breaks the surface of the water, approaching the camp. The umiak (below, left) has not yet been readied in its final hunting position, and so is rushed to the water's edge. Johnny Lee Aiken (middle), Jonathan's eldest son, signals to other crew members bringing gear to the campsite to keep their snowmachines quiet and shut off. Then the crew pushes off in pursuit.

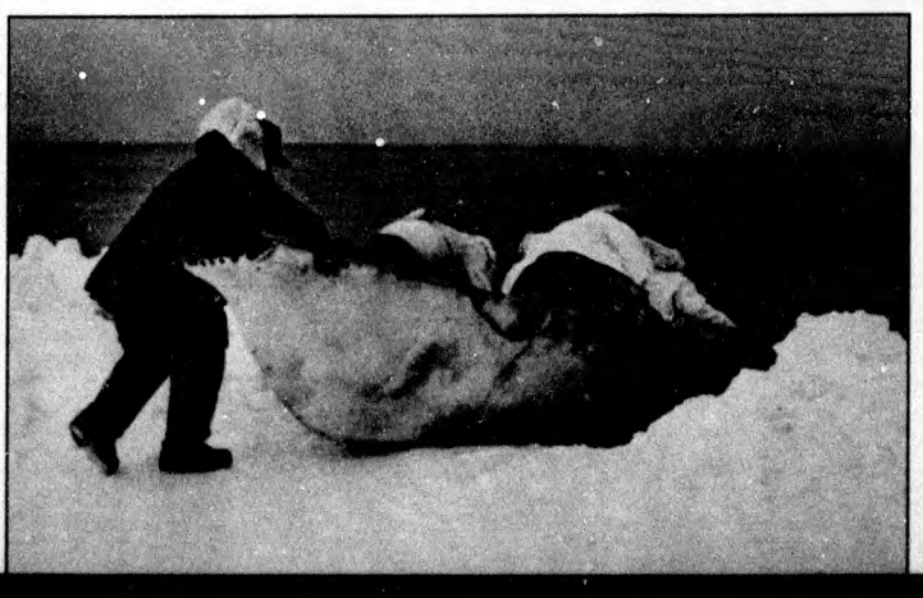






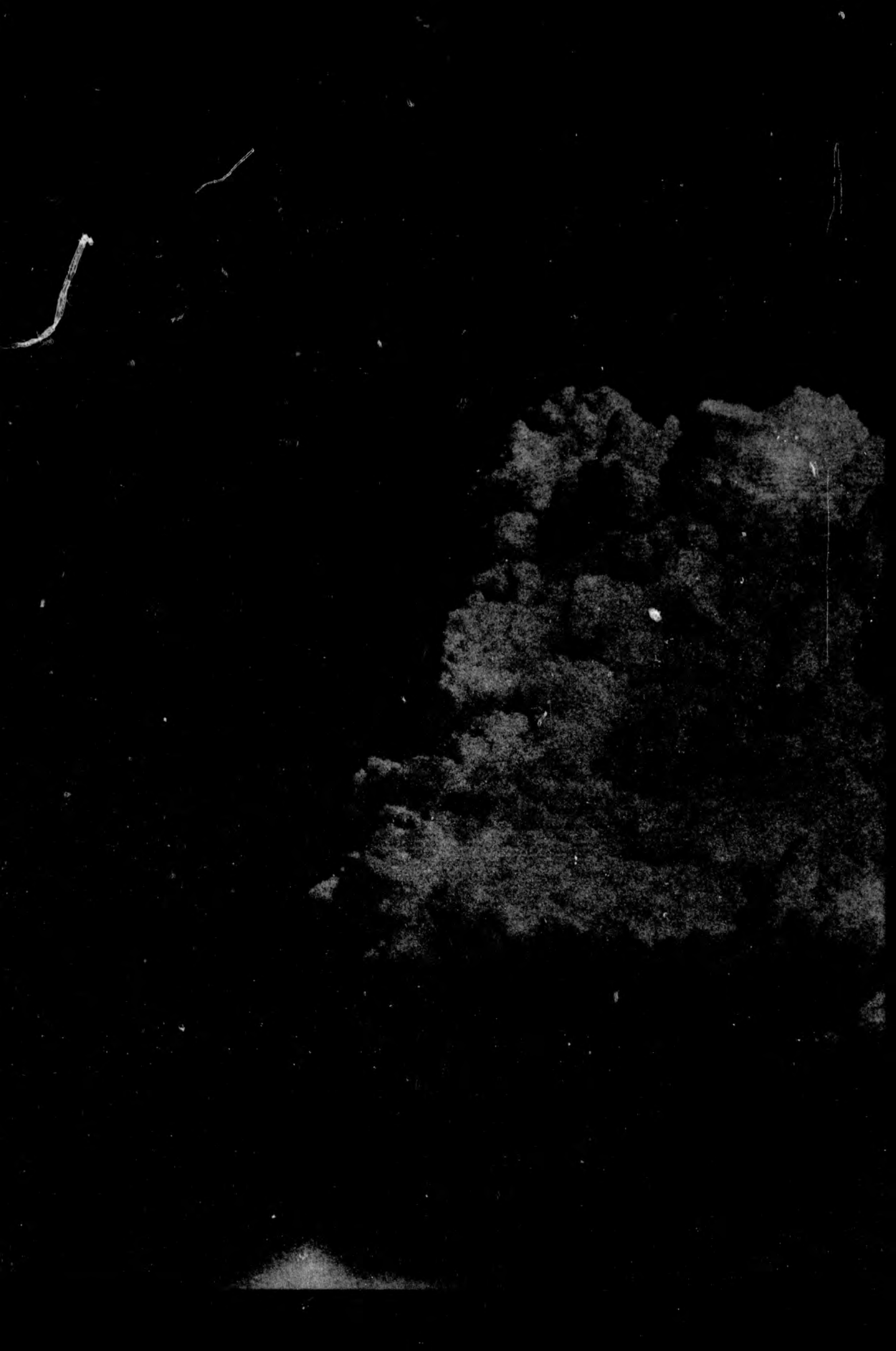






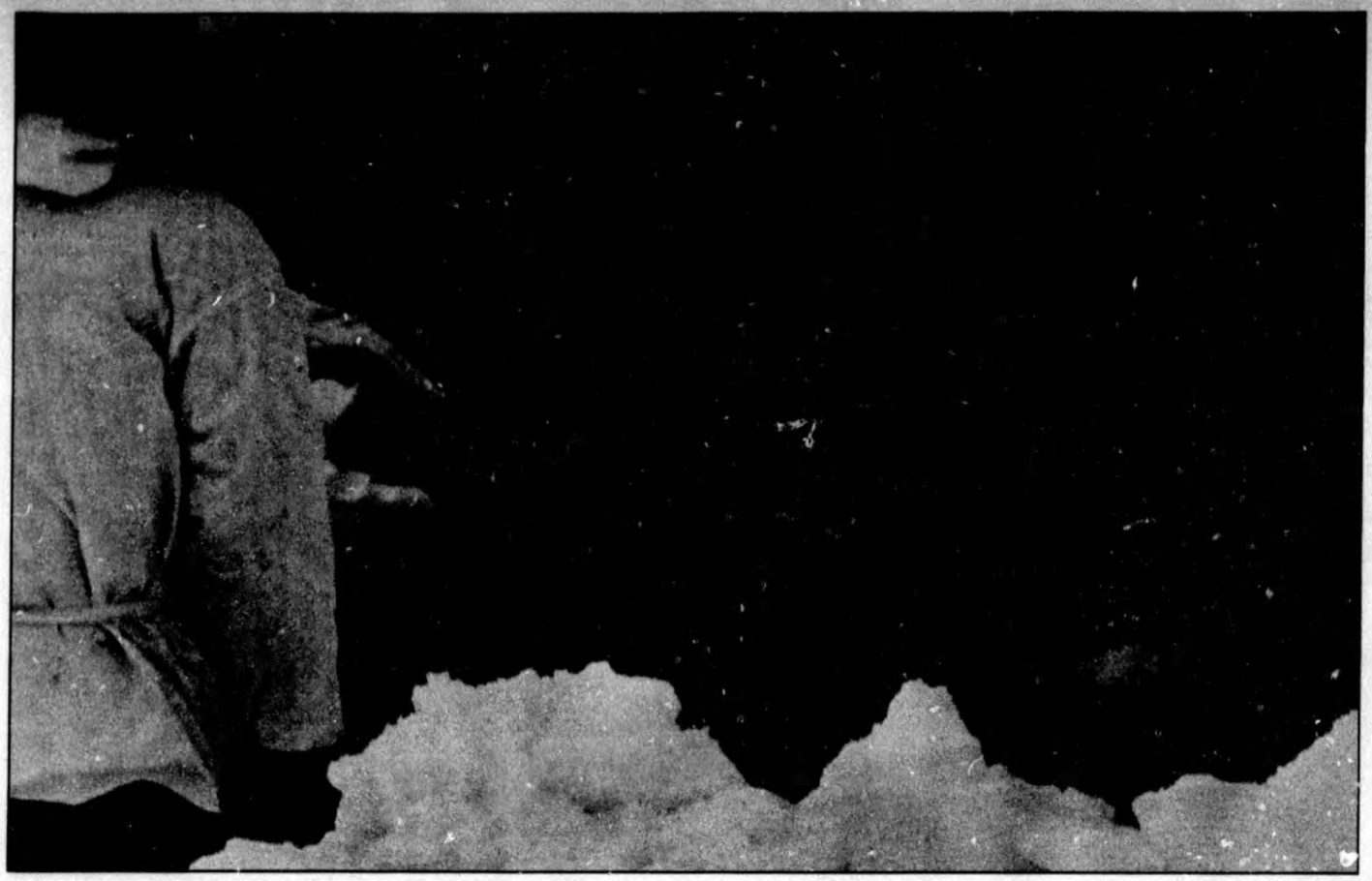
The whale does not surface again. The crew returns, and finishes setting up camp.



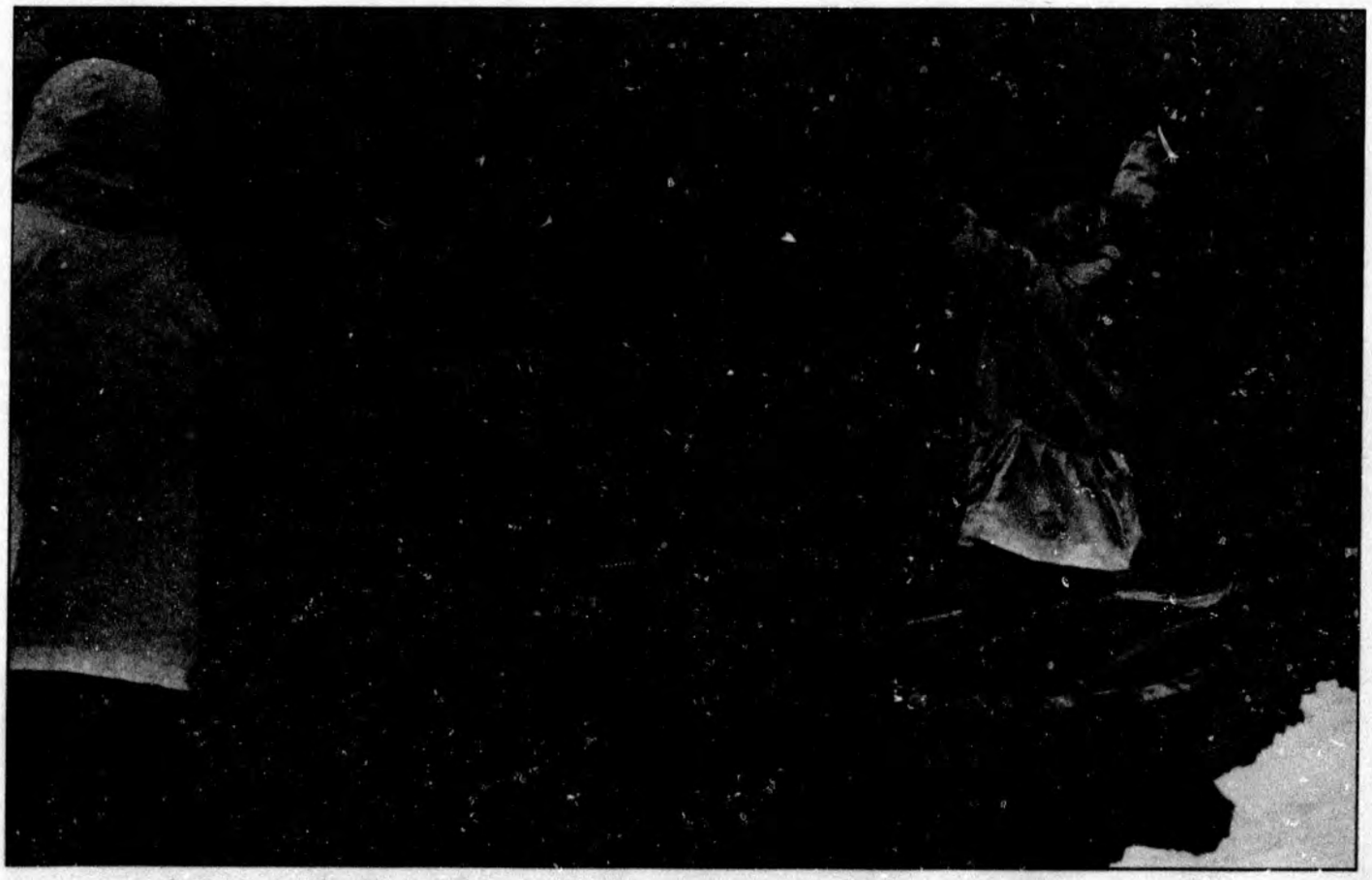




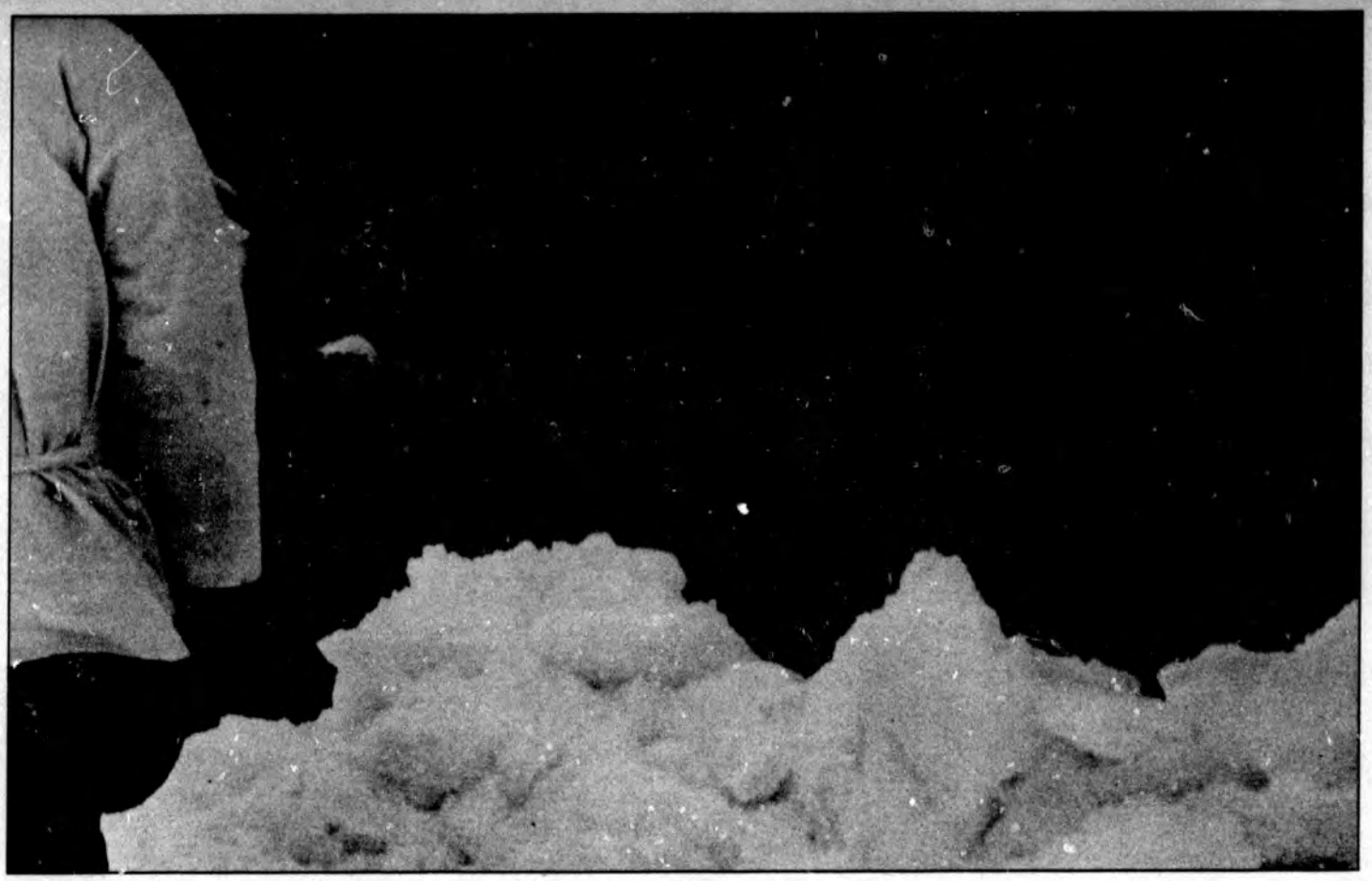




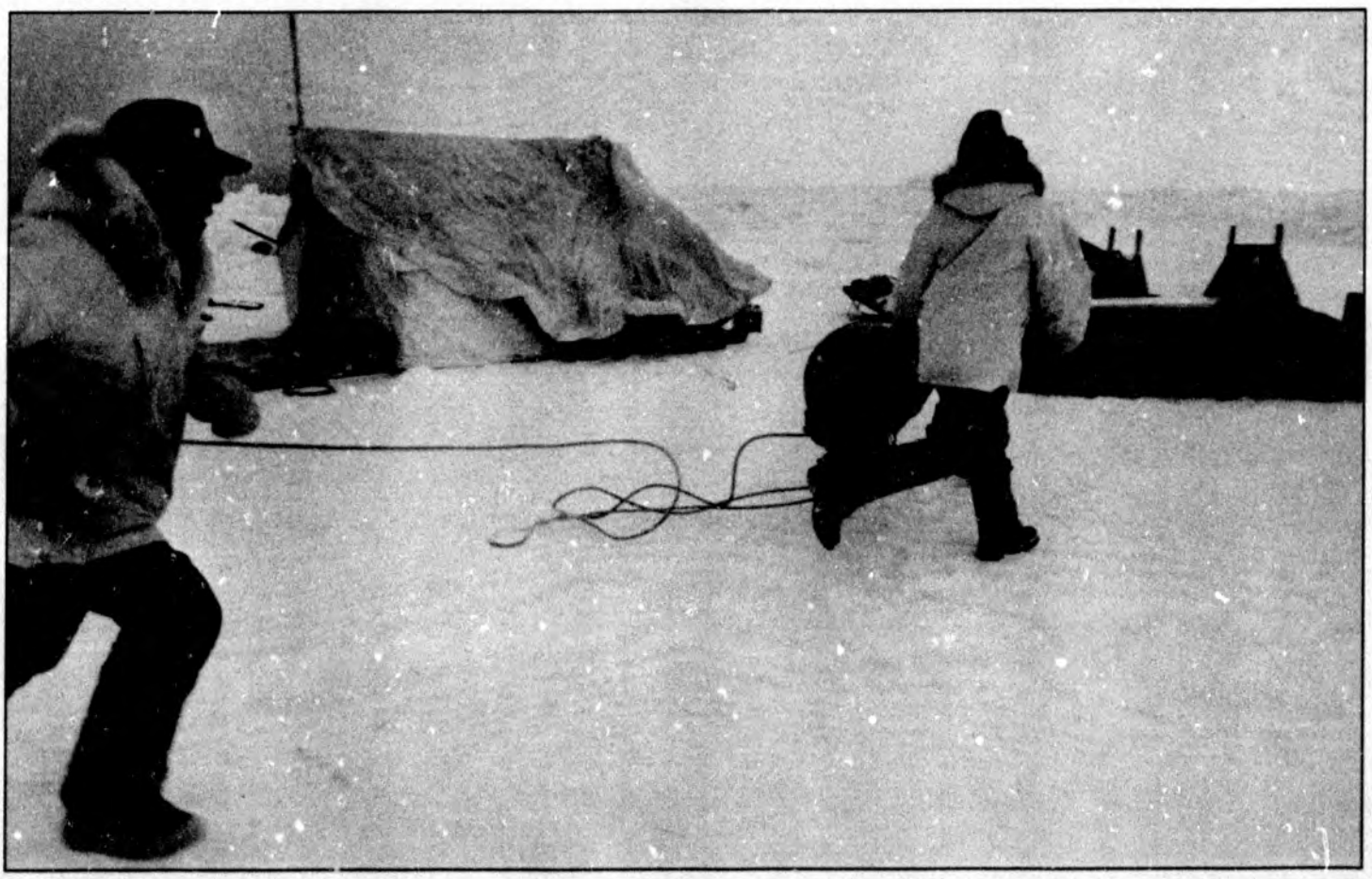
. . . as it does, Jonathan hurls the harpoon. It sinks into the whale and as the trigger to the darting gun begins to make contact, Eli readies himself to fire the shoulder gun. . .



. . . overcome with emotion, Jonathan lifts his hands and shouts in joy. . .



. . . Eli fires, the kick knocks him backwards in the umiak, and the bombs from the darting and shoulder guns go off in the whale. . .



. . . William Sielak and Johnny Lee Aiken rush across the ice with the float, hoping to anchor it and stop the whale if, injured, it flees seaward or under the ice. . .





. . . it is, however, an instant kill. "Thank God!" Someone shouts, Jonathon gives instructions as the whale rolls to the surface and Jonathan Jr., rushes off with flag and paddle to tell the community of the season's first whale.



The joy of the catch

Exploding with joy Johnny and Claybo (top right) embrace. Jonas (middle right) extends a happy handshake. Then he and Johnny (lower right), join together in digging an anchor for the block and tackle. It is hard, tough work, but there are no complaints, only smiles. Later, the women of the family reach the campsite after having been informed of the success over the CB radio.

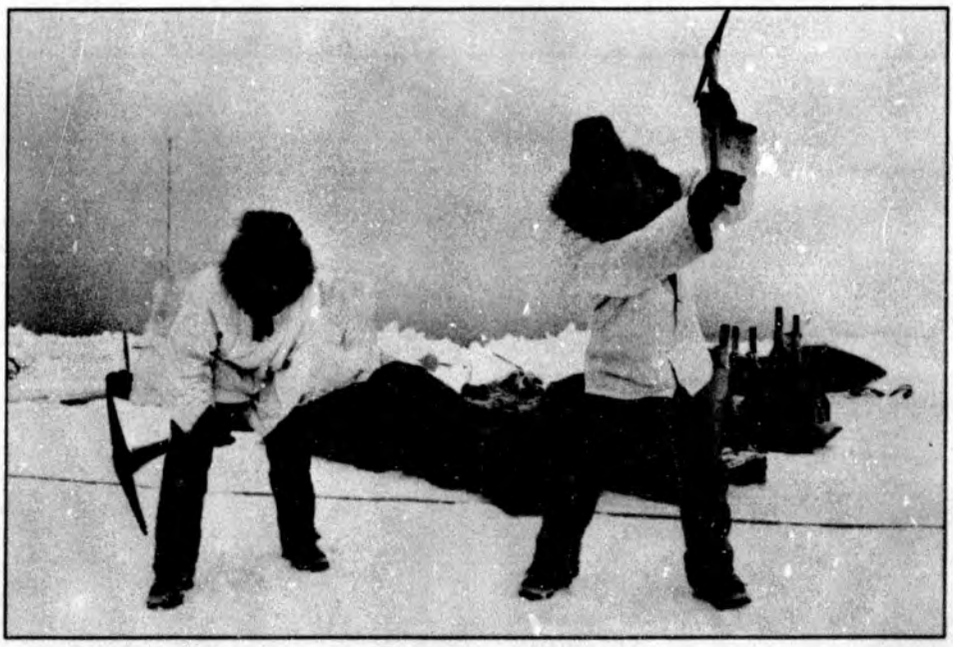
Jonathan and Mabel share the joy of success, as does Johnny and sister Violet in the background.

"I am happy," Jonathan says. "We will feed the community tonight."







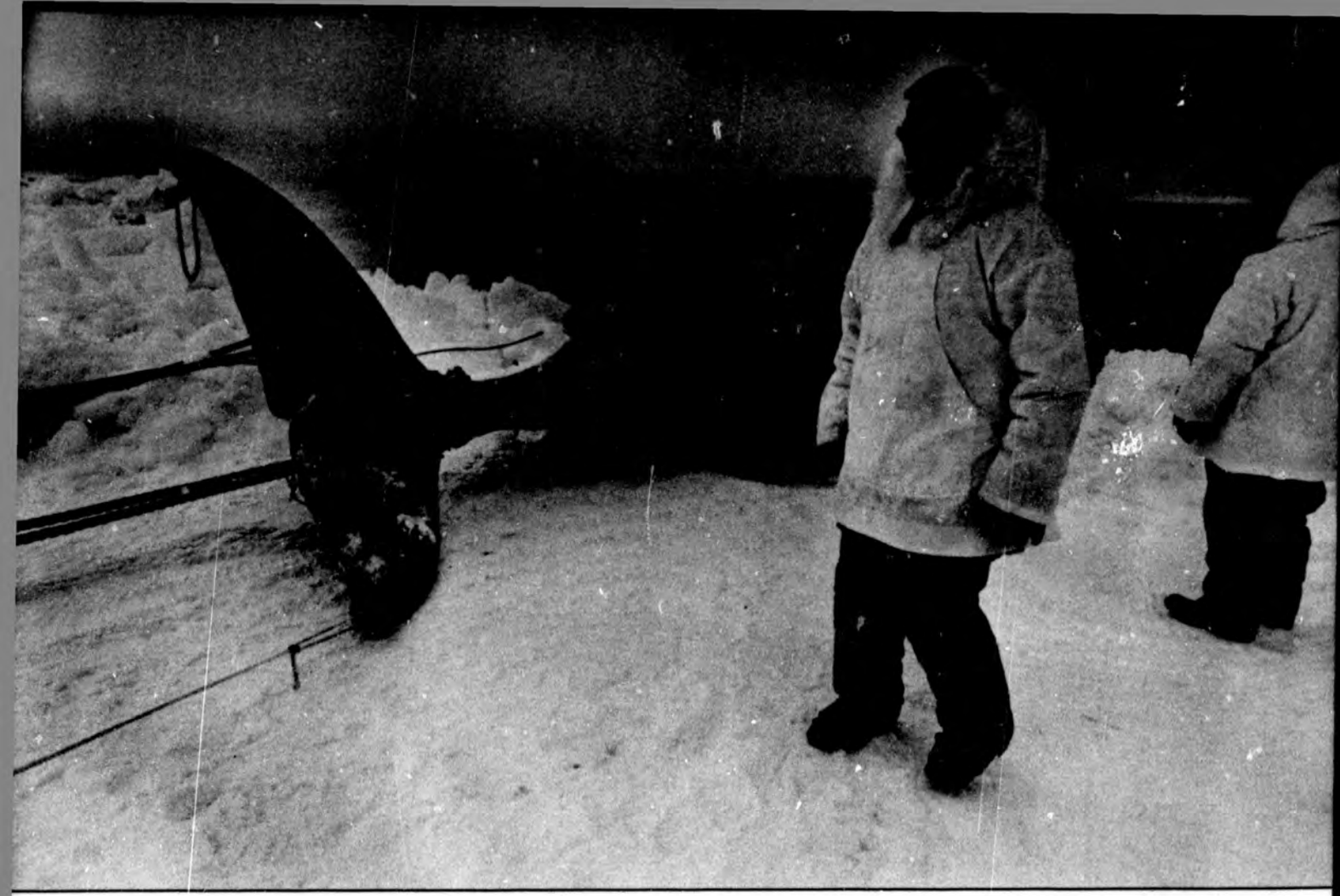


When a bowhead gives itself to the community, everyone is happy. There is no time of greater joy along the Arctic Coast.

Kiita! All hands! Walk away! The whale has been dead but a short time when Charlie Brower and brother Price arrive with block and tackle. Under Jonathan's direction, Charlie, below, attaches the ropes to the tail of the whale. Then as Price (above) and others pull, Jonathan shouts instructions.







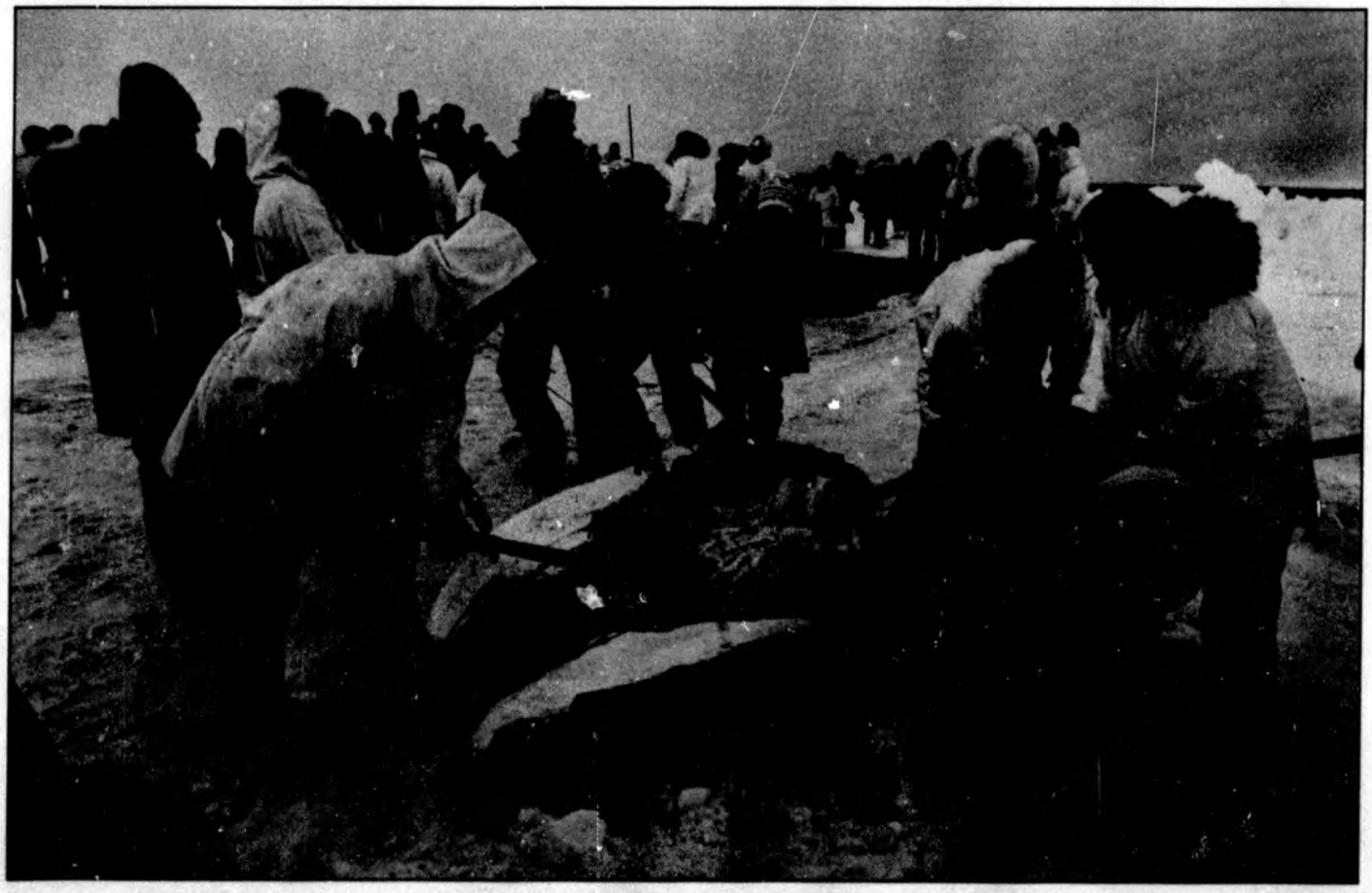




While it might look like Price, left, is trying to be a superman, there are actually many more pulling behind him. Finally, the whale is brought up. It measures 29 and-a-half feet in length. All whales taken in Barrow this season will be close to the same size, though sometimes a landed whale can measure 55-65 feet. Above, Jonathan and crew are joined by Arnold Brower, Jr., of AEWC, in inspecting the harpoon and bomb wounds of the whale.



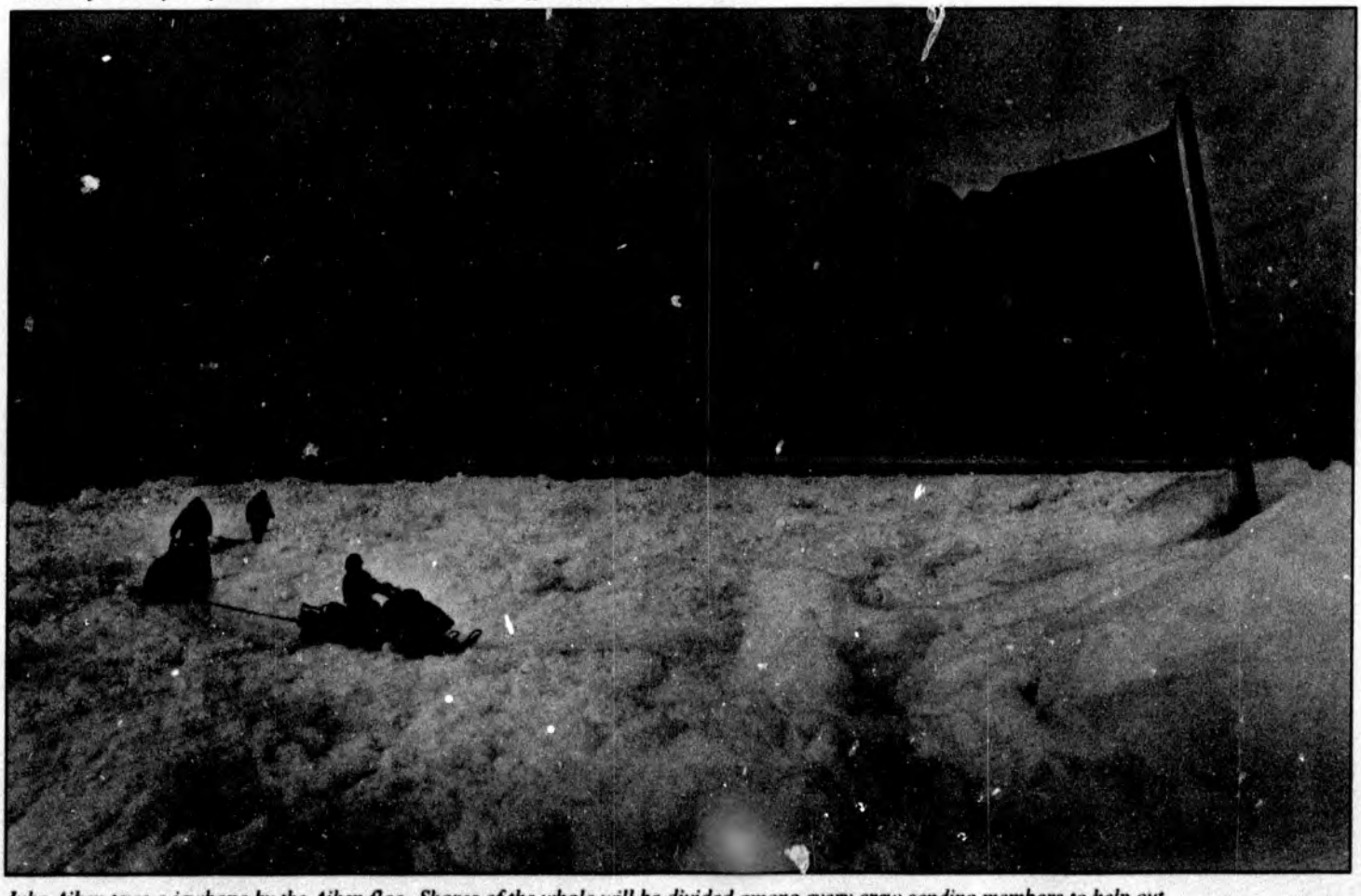
After arriving at the Aiken camp, Ronald H. Brower, Sr., joins other members of the community in helping the Aiken's butcher their whale.



Saqiq, the tongue, is cut and divided. The whale will be shared among the entire community.



Violet is joined by Billy Kaleak and others, as she drags off the first slab of maktak.



Juko Aiken tows a jawbone by the Aiken flag. Shares of the whale will be divided among every crew sending members to help out.





Sharing the first bite

Even before the butchering began, Robert Aiken (near left) shared the first bit of whale with Violet and others. It was taken from a hole cut in the tail, allowing ropes to be attached to position the bowhead for landing. Later, Violet distributed the first helping of uunaalik – boiled maktak – the first to be tasted in Barrow in many months. Johnny and Claybo, below, feast on uunaalik. Martha Aiken (opposite page) joins other women in sharing tea. All while this was going on the crew of Jacob Adams kept launching in pursuit of bowhead (large photo). The next day, they would find success.











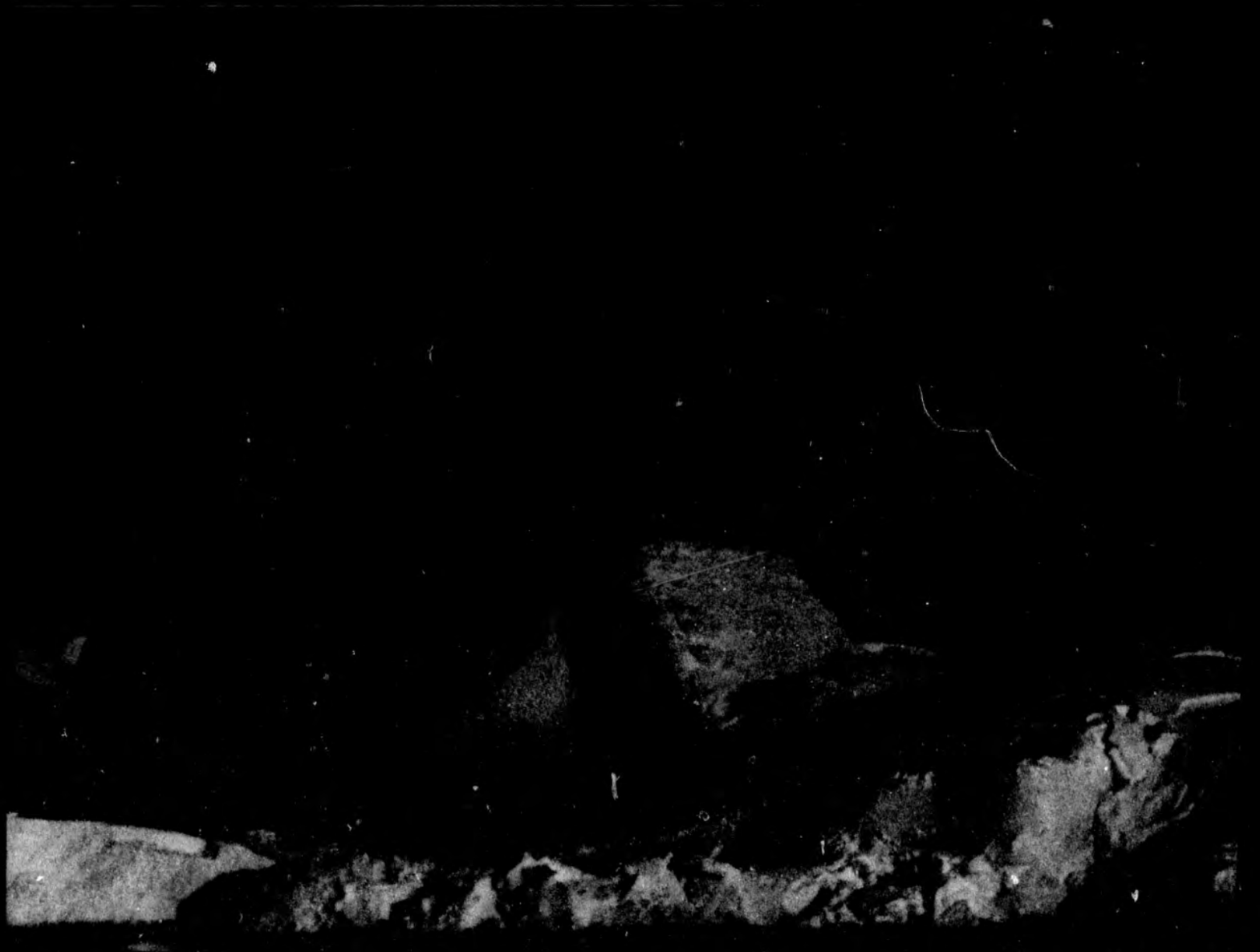


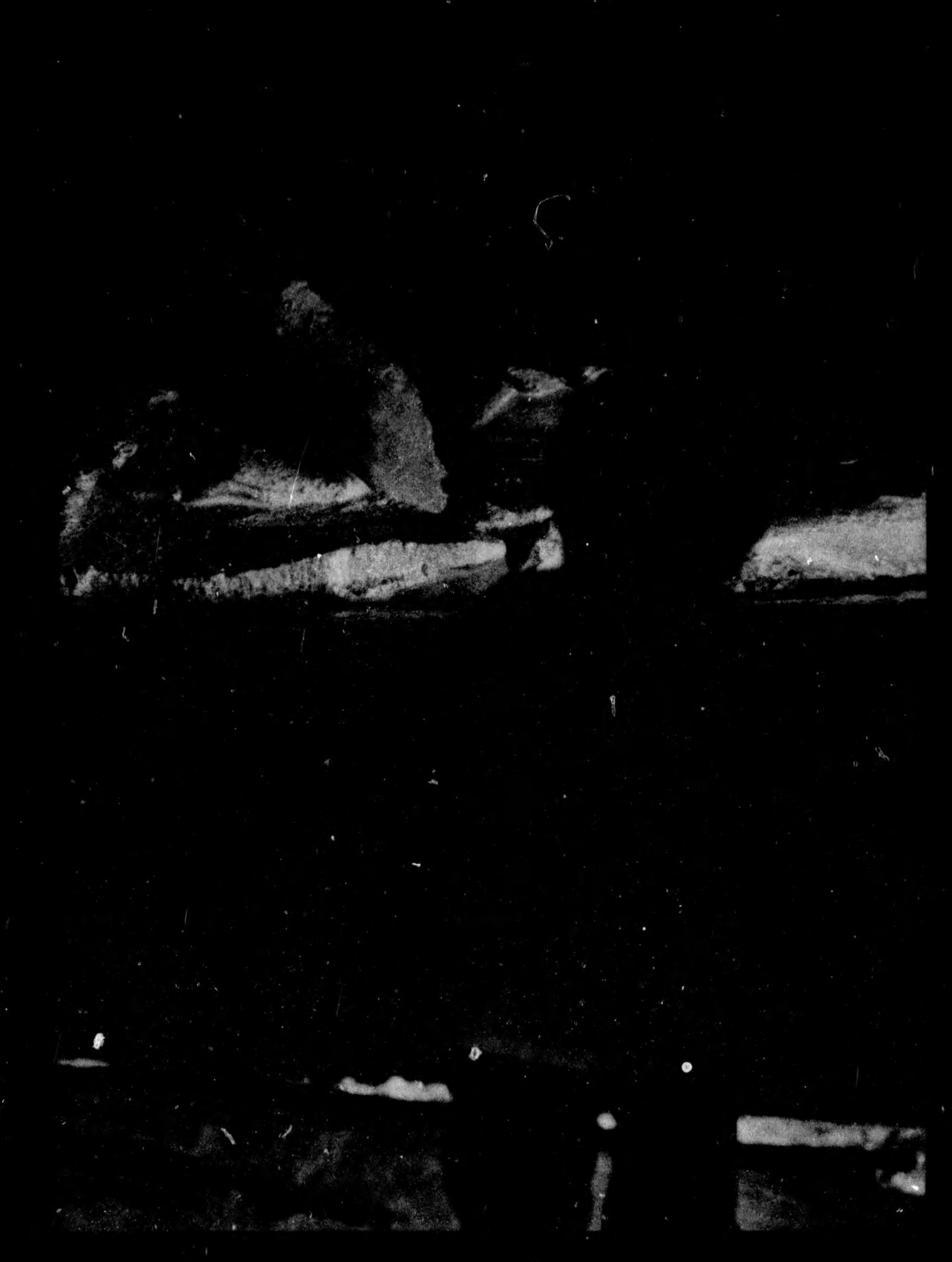
A fast dash to safety

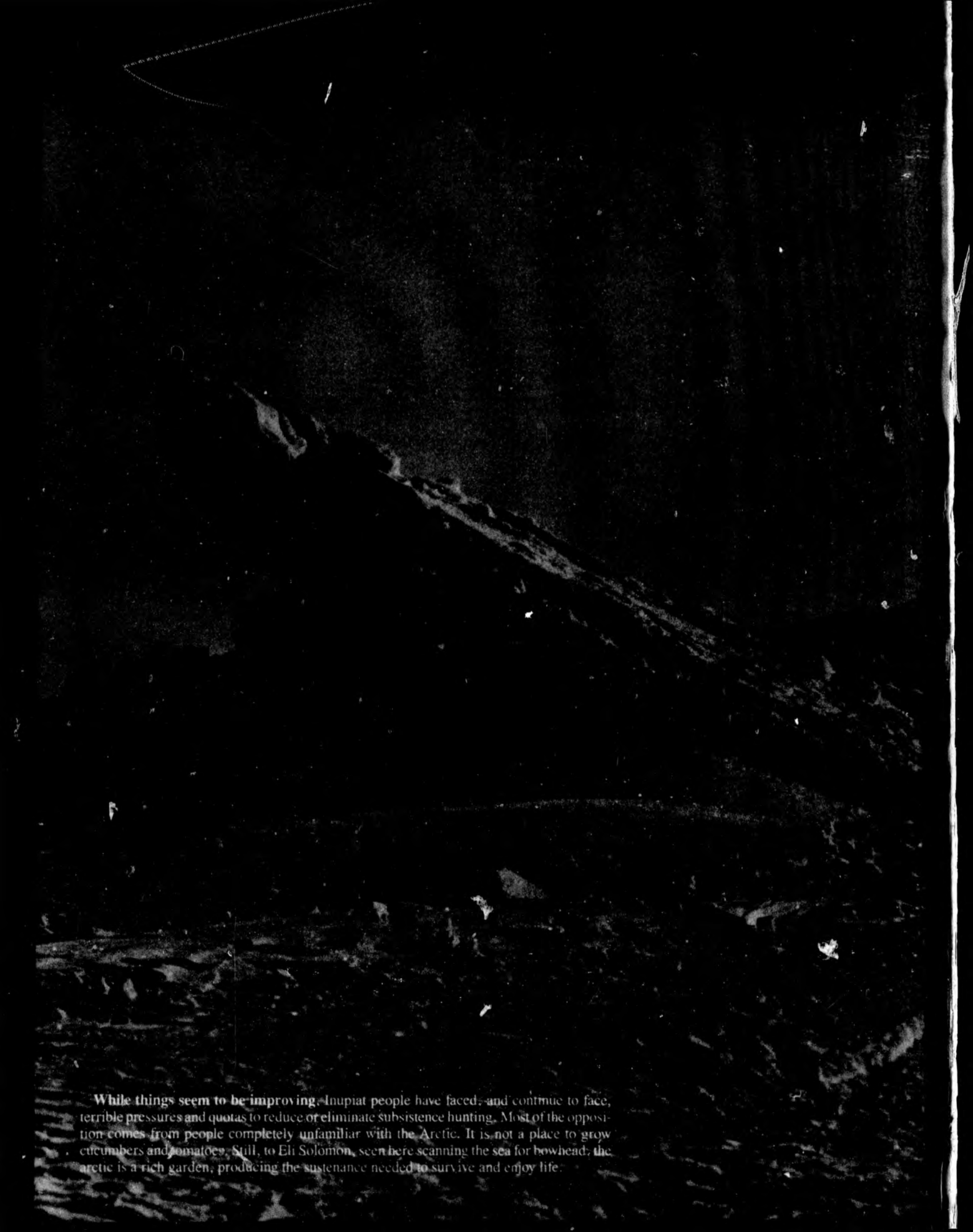
After the feast (which, thanks to cameras which were too frozen to use indoors in warm, moist air, *Uiniq* was unable to photograph) the crew moved back out onto the ice. Camp was set up (far left) but 30 knot winds made it unsafe to be near the lead, and so camp was moved to seemingly safe ice closer to shore. Barely had the tent been pitched when word crackled over the CB that the ice had cracked much closer to shore, and all those out in camp risked being blown out to sea. It took only minutes (near left) to break down camp, pack sleds, and go. The crew (large photo) then followed Jonathan as he pulled the boat several miles down the trail towards safety. Members from another crew (bottom) cross the crack. Some crews chose to ignore the warning. The crack grew quickly (as is seen on the next two pages, where Eli Solomon watches ice drift through the lead the crack became) and those crews which had stayed out either had to struggle through open water to safety, or be rescued by the NSB Search and Rescue, which deployed a helicopter capable of slinging boats and snowmachines. Still, some snowmachines were lost.











While things seem to be improving, Inupiat people have faced, and continue to face, terrible pressures and quotas to reduce or eliminate subsistence hunting. Most of the opposition comes from people completely unfamiliar with the Arctic. It is not a place to grow cucumbers and tomatoes. Still, to Eli Solomon, seen here scanning the sea for bowhead, the arctic is a rich garden, producing the sustenance needed to survive and enjoy life.



Kunuk

I, the Editor of this publication, feel I must write for a brief couple of paragraphs as myself, and express my thanks and appreciation to Jonathan Aiken – Kunuk – and to his entire family and crew.

I thank them for allowing me, a restless tanik who has spent his life drifting from place to place culture to culture, learning a little bit about a lot of things, but a lot about nothing, to join them in a world in which Kunuk, by my judgement, has more knowledge than do most college-educated PhD's in whatever subject they are supposedly experts in.

It has been a bit over six years since I first wandered into Barrow on assignment for the *Tundra Times*. In that time, I have made several stabs at venturing out onto the ice and learning about subsistence in the arctic. My knowledge remains small – I figure maybe I have reached a kindergarten level of understanding – though my desire is great. I know it takes a great deal of patience for a man such as Kunuk to accept me among his crew.

I can only express the greatest thanks, and admiration. I judge Kunuk to be among the toughest men I know. When I am horribly cold – heavily bundled and shivering, wondering how I am going to survive until I can get warm again, wondering if my cameras will fire the next time I press the shutter – I look at Kunuk and his hood is down, he is wearing no hat, there is ice caked in his crew cut hair, yet he seems quite happy.

When a whale comes, he is all business, and if he gets wet and uncomfortable in the process of catching and landing it, he pays the discomfort no attention.

I also must say that Kunuk is among the most gentle of men that I know. In our time camped on the ice, I heard him utter not one harsh, angry word; yet I never saw anyone challenge his authority. After the whale had been caught, landed and butchered, I observed a young girl, Harriet Marie Leavitt, tiptoe shyly up to Kunuk to offer her congratulations.

He was deservedly tired – it would have been understandable if he had just brushed her aside with a nod of the head or a quick thank you, but he didn't. He bent down to her eye level, and showed great interest in what she had to say, as is seen in the photo at right. With Harriet is her father, Johnny Leavitt.

To me, that said something about the kind of man Kunuk is – I am proud to have been out on the sea with him, hunting whales.





Arctic Slope Students

Barrow Woman is Outstanding U.S. Student

Editor's note: Uiniq recently visited a few of the more than 60 North Slope residents attending college in Alaska and elsewhere. Following are a few brief glances at some of these scholars who hold so much promise for the future of our Borough. Uiniq would like to extend special thanks to Elsie Itta, for her invaluable assistance in locating our students.

For a family nourished by the flesh of whale, seal and caribou, it was hard to accept the fact that the future survival would be as dependent upon knowledge found in books, as past survival had been on knowledge of the land and sea.

Yet, facing what they knew to be true, parents and child made a sort of pact together. The parents would fully support, encourage and enhance the child's academic life, and the child would dedicate her strongest effort and do her best possible work. If this meant occasionally clashing with educators themselves, then so be it.

From this pact sprang a Barrow High School valedictorian, 3.98 grade point average, who went on to attend Wellesley, a prestigious Massachusetts school. There, last year, Geri Sakeagak was named "Outstanding College Student of America," by a national educational organization based in Washington, D.C.

"I would advise any high school student, even though they are in the rebellious stage of life, to find someone older than them, who they can trust, to help them form goals," Sakeagak says. "My parents always supported me, and backed me up. It is also important to have one or two teachers in high school who especially support you. I thank Mrs. Irene Murphy, and especially Mr. Richard Wilson, for the special support they gave me."

The support of parent and teacher proved especially important to Sakeagak when, in high school, she found that her own educational goals clashed with school policy.

"Mr. Wilson gave me the idea – that the schools and teachers are there for us, the students. We're not there to be puppets. Every student has a right to voice her opinion, honestly. Mr. Wilson encouraged me to think for myself. If he saw me reaching a wrong conclusion, he did not try to stop me, but let me work it out for myself."

After participating on the Rural Alaska Higher Institute Honor project, where she took to heart Paul Ongtooguk's advice that future college students must learn to study effectively, and take good notes of class lectures, Sakeagak decided she would gain more benefit by taking a special course in speed reading, than a required course in career exploration.

"I was thinking ahead to college. With speed reading, I would be able to take notes on everything the professors lectured about. It would also help me concentrate on what they said. The school said no. They couldn't show favoritism to one student. To me, it wasn't showing favoritism, it was enhancing my education."

The issue had to be taken to the school board. Out of personal principle, Sakeagak refused to attend the meeting, but was supported by her parents, and Mr. Wilson. The board approved the request unanimously.

"I still use what I learned in that class, every day at Wellesley," Sakeagak says. "It has benefited me greatly. So, I would encourage the parents, and the students, to go ahead and do what they want to do, no matter what opposition they may get."

Sakeagak also expressed thanks to Murphy, praising her for letting her and other students move through Algebra II and other classes at their own pace. It kept the class interesting, and even benefited other students by allowing those who had forged ahead to take time to give them special tutoring.

Sakeagak had also been accepted at Stanford and Princeton, but chose Wellesley because she felt there was more history at its Boston location. Sakeagak was also impressed by the fact that, with an all-female student body, Wellesley had a tradition of turning out aggressive, tough-minded, professional women, unintimidated by a man's world, and equal to it.

"It's not something that we get vehement about every day, but we do discuss how women have been oppressed in everyday life, in different cultures all over the world. Wellesley has produced some of the most respected women in America today. Sixty-five percent of the professors are women.

"One of the most important things I have learned is not to have a closed mind, but to be able to confront an issue, and deal with it, and not give an excuse."

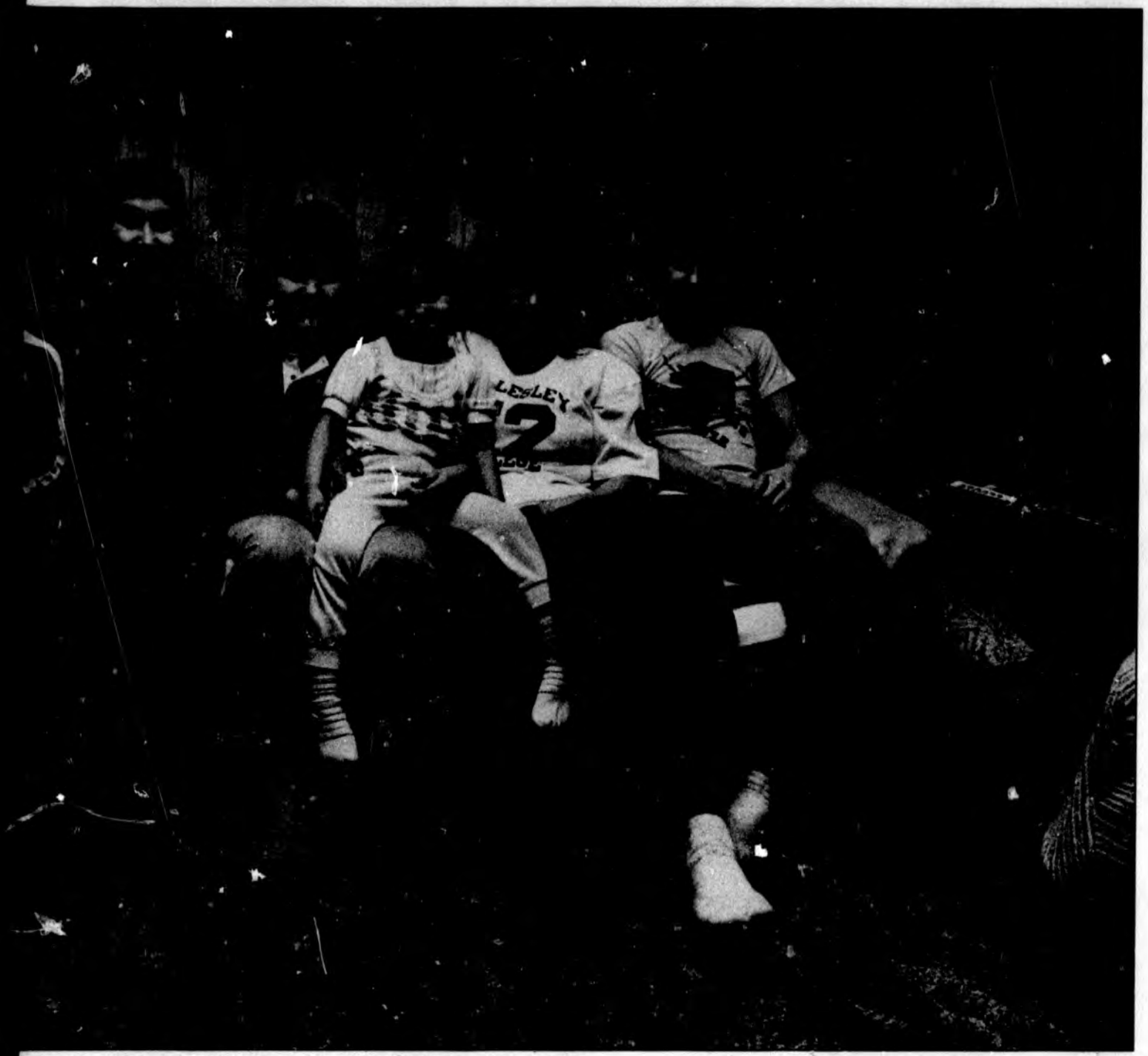
Sakeagak received the "Outstanding" award as much for her involvement in extracurricular activities and leadership potential as for her academics. She has been working as a campus radio station disc jockey, active in sports, and in Mezcla, a political action group of Native Americans, and Latin American students.

"We staged a grape boycott," Sakeagak notes, explaining that migrant workers, many of whom are of Latin and Native blood, have had to work with grapes sprayed with an insecticide harmful to their health. "We con-



"Outstanding College Student of America" Geri Sakeag

Challenge a New World



with family. Left to right, Willie, Morgan Jr., Geri, Lia, Cora, and Morgan III.

vinced food services to take grapes off their menu."

The Native students also look out for each other, and aid each other when they get discouraged. "Because of this, no one stays down for long."

Sakeagak is studying Economics, and East Asian Studies – she excels in the Japanese language although she has yet to learn Inupiaq – Sakeagak plans to go to law school. Perhaps at Stanford, but maybe elsewhere.

"I became interested in law largely because of ANCSA (the Alaska Native Claims Settlement Act). It is a law which can be interpreted in many different ways, by different standards, case by case, and has such a big impact on our people, on our culture, and our ownership of the land. I want to do work which benefits my people."

Sakeagak does not claim to have answers to the problems of ANCSA, but feels that overall, "It is more detrimental than good. Yet, compared to other things Congress has done to other Natives across the country, I think that we got a pretty good deal."

Good or bad, Sakeagak intends to make it better.

And, she promises to one day add her Native Inupiaq to her repertoire of English, French, and Japanese languages.

First year brings hardship, fun, and discovery of new freedom

Dementia

A poem by Christine Ballot

Confusion.
Internal agony.
I am going crazy.
Teetering on the brink,
the very edge of the
great abyss of insanity.
Tears.
Beaten Pillows.
To relax is death.
Relief will be mine,
if I only let go of reality,
but certain death awaits
my mind.

Pain.
I fight.
Desperately, I reach
for the light, the ever
light of reality and life.
I reach to once more grasp
the safety and security
that the beautiful light offers.
I strive to hold, again and again,
the promising light.
Will it ever be mine?



Patty Coumbe plays a tune on electric keyboard, while

College got off to a rough start for Christine Ballot and Patty Coumbe. They had no friends. Growing up in Barrow, they had heard stories about life in the big city. Walking the streets, they feared, was an activity which could get them mugged, beaten, murdered, or worse.

Coumbe especially dreaded the encounters with moose on the woody trails between dorm and class. One of these giant creatures could easily knock her to the ground, and stomp her into the earth.

They had almost no money. Some of the staff at the financial aid office struck them as indifferent to their plight, and slow to act to get them the checks they should have had weeks earlier. Without money, they had little to eat except for cold cereal, and an unreasonably huge cache of Top Ramen.

Tasty as the curly little Oriental noodles were, after a month-and-a-half of dining on little else, the two young women felt as if they were flirting with *dementia*. Were it not for the life-long friendship the two had cultivated growing up in Barrow, it seemed they would likely plunge right off the *very edge of the great abyss of insanity.*

"It got to a point," Ballot relates, "where we had to do something about it."

"We wanted friends," Patty adds. "You have to meet people to make friends, and we weren't meeting anybody. So, one day, two boys were walking by and I leaned out the window and said 'hi.' Just like that, we had two friends."

The two began saying "hi" to other students at the University of Alaska, Anchorage, by the dozens. They started going to dances, movies, and concerts. "We've got a hundred friends now," Ballot says. "We've got fat friends, skinny friends, Native friends, black ones, white ones, Orientals, Indians." They learned that, as long as a certain amount of good sense was used, young women from Rural Alaska could get about Anchorage safely.

Friends more experienced with moose let them know that, almost always, the big animals were more interested in keeping a safe distance away from them than they were in stomping on them - certainly, they were not so hazardous as are the polar bears that sometimes roam into Barrow.

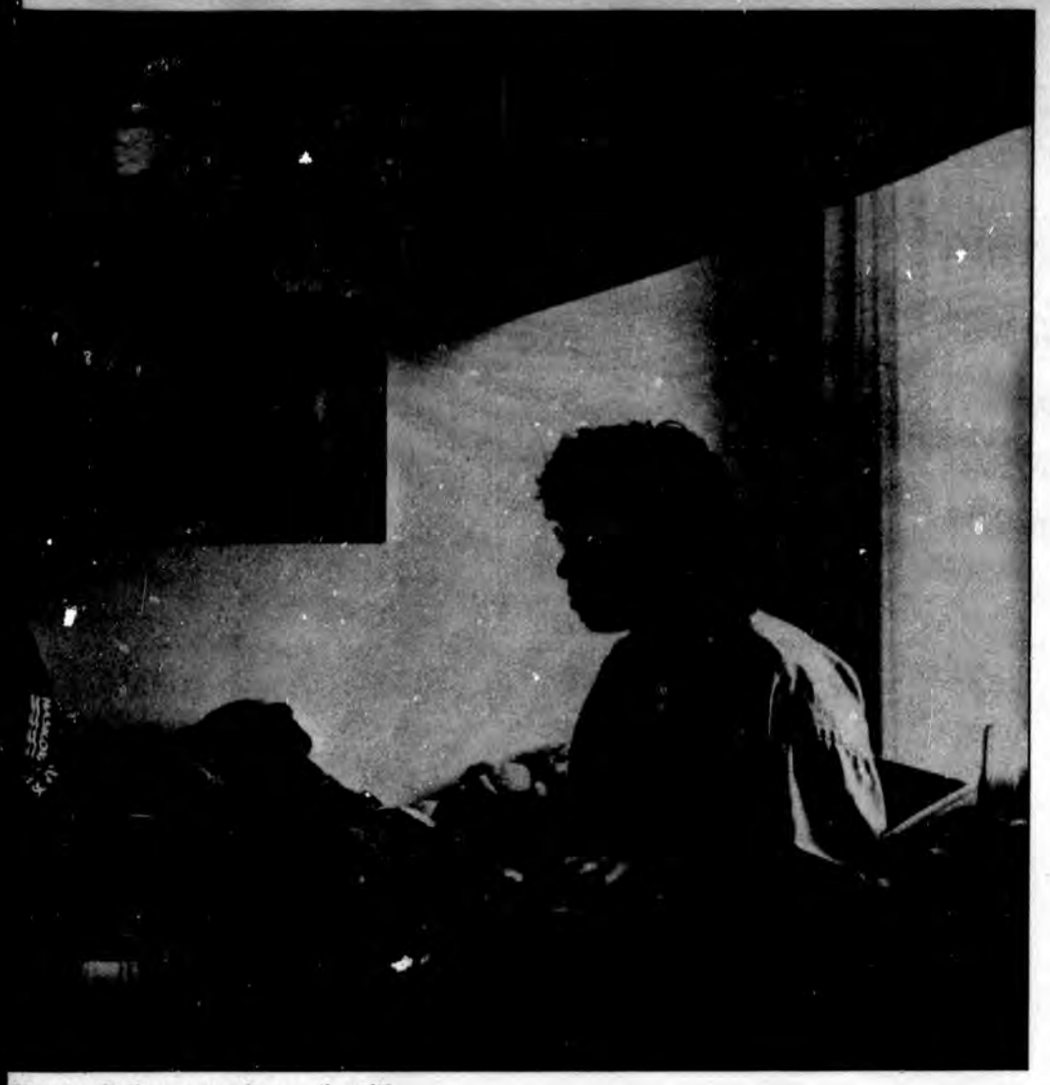
With courage growing, they decided it was time to take on the bureaucrats at financial aid.

"Their attitude there was the worst," Ballot claims. "It seemed like they thought Natives were stupid. Well, we decided to show them that Natives were not stupid."

When Coumbe went to see about a check from the City of Barrow, which should have been in her hands three weeks earlier, she was sent walking out the door empty handed, and feeling that she had been treated badly. The two decided it was time to fight.

"This one lady was really condescending to us," Ballot relates. "We stood up to her, and said we want this to happen, we'll be back on this date, we want our checks ready. She backed down. She said she would try and get our checks to us. After that, they knew Natives were not stupid. They knew we could stand up for our-

Growing up in Barrow, they had heard stories about life in the big city. Walking the streets, they feared, was an activity which could get them mugged, beaten, murdered, or worse.



Christine Ballot contemplates college life.

selves, and that we would."

Yet, the two feel that on campus, they have encountered little racism, and have found a world where students tend to view each other as equals. There are exceptions. "It doesn't feel good at all when you say 'hi,' to someone on campus, and they don't say anything back," Coumbe says.

A white friend she had dated a few times told her to stay away from a black student. "He's no good," he warned. Ballot and Coumbe got to know the Black. "He is a fine human being," Ballot says.

Another time, the same fellow informed Ballot he could no longer go out with her, "because you're Native."

"I said, 'forget you!' " Still, they kept him among their associates, and, at times like when he comes by to borrow cigarettes, continue to educate him on the basics of racial equality.

"We love it here," Ballot now says of college, and Coumbe agrees. "It is an independent life. We get to cook our own food, wash our own dishes." A drudgery at home, the tasks now symbolize independence.

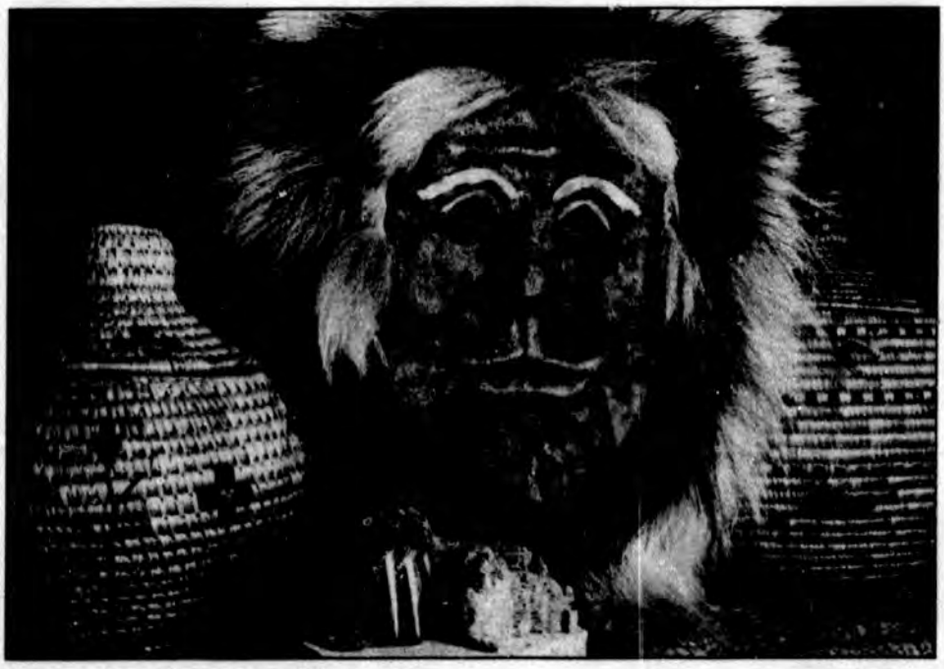
"We study, maybe not as much as we should, but we're getting A's and B's," Ballot says. She is majoring in journalism, and envisions herself going off to New York, getting into broadcasting, and anchoring the national news. Or, perhaps, coming back to Barrow and starting up her own newspaper.

If she does, Coumbe, may run it with her. Coumbe is a budding photographer, although she has not yet decided on being an art, journalistic, portrait, commercial or advertising photographer.

"I might change my major," she adds. "There are so many things to do in this world, I want to do them all. When I was younger, I wanted to be a veterinarian. A teacher in Barrow told me I couldn't, to forget it. So, I dropped that goal. Now, I don't believe that teacher anymore. If I want to be a veterinarian, I can. I can be anything I want to be."

Journalism, photography, veterinary medicine, auto mechanics – whatever; both women show great promise. As long as they *strive to hold, again and again, the promising light,* it ought, one day, to be theirs.

"You have to meet people to make friends, and we weren't meeting anybody. So, one day, two boys were walking by and I leaned out the window and said 'hi.' Just like that, we had two friends."



A fine art photo by Patty Coumbe.

Hot Eskimo donuts, from home



Ron Panigeo, who loves Barrow, with Professor James Nageak.

It was springtime, two years ago. Ron Panigeo still hadn't gotten used to the way the season struck the University of Alaska, Fairbanks. He should be on the ice, hunting bowhead with his father, Joe Panigeo, instead of looking at green grass sprouting under a warm sun.

His loneliness was broken by a phone call from his sister, Hazel Pebley, in Barrow. In the background, he could hear people screaming. His father had caught a whale. "She said they had sent uunaalik on the plane, and I should go to the airport and pick it up."

He did, and found a box packed with great love and care by his mother, Mabel. Inside, the uunaalik was still steaming. "Nothing could have tasted better to me. Nothing could have made me feel better," he remembers. "Mom is a real supporter. I know she really cares about what I'm doing. It just makes me want to go out, study hard and succeed, knowing she's there."

Other times, Mabel would send him Eskimo donuts, still warm.

Panigeo is a senior, studying administrative management and economics. He sees a new age of management coming for ANCSA regional and village corporations such as ASRC and UIC. "Very shortly, the people in the upper management of those organizations will have college backgrounds," Panigeo explains. "When that time comes, I want to be there. That's why I'm here."

"Barrow has a really unique economy," he adds. "Barrow is there because of whaling, and the economy is built around that. Now, you also have the Borough, and the oil economy and, as the Borough goes, so goes the community. We need people who know what's going on – the turmoil we've seen in recent years demonstrates that.

"I want to take a leadership role . . . I definitely plan to return to Barrow. I was born and raised there, I just can't leave it. Barrow is such a unique community, you get hooked. It's such a desolate place, an arctic desert. No trees. Yet, there are the people there. So open hearted, so vibrant. Such a community exists nowhere else."



Good friends Helen Albert, Kirsten Bagne, and Gretchen Charles.

Old friendships remain strong

They came as three friends to UAF two years ago, a bit puzzled and bewildered. "At first, I was really shy," relates Helen Albert, echoing the sentiments of all three. "At Barrow High, we had made good friends we hated to leave. I was scared to death coming here, where there were so many new faces."

Albert credits the friendship she shared with Kirsten Bagne and Gretchen Charles for helping her get through those early days. All soon made new friends and began planning lives taking them down different paths. They see less of each other now, but remain strong friends.

Albert is majoring in Elementary Education. "I want to teach younger kids, second or third grade. I love watching them figure things out. I have done some student teaching here in Fairbanks, and at the Barrow Day Care center. At first, I felt kind of intimidated by the little kids. But they responded well. I liked helping them learn."

Kirsten is studying Wildlife Management. "At first, I was going to major in forestry. My interests haven't really changed. I'm really interested in nature and biology. In high school, I

took a career exploration class, and a personality test to see where I was highest. It was nature, forestry, and animals. I might come back to the North Slope, if I could get a good job. I know I want to work in Alaska or the Northwest."

Speech is Gretchen Charles field of study. "I'm thinking of travel, public relations type work. I'm also thinking of getting into politics, and writing speeches for other people. I had been thinking about law; I'm not sure now. I have a friend here at school who is getting into law. I hadn't realized that a lot of lawyers have speech degrees."

A battle with algebra, Taco Bell a delight

Tina Stevens wants to land a good job, or maybe even create one for herself. She believes earning a college degree will help her reach this goal. "If you want to get a good job, you have to get education, you have to get experience," she says.

"I would really encourage the kids back home to go to college, and earn a degree. A lot of people, they complain, and say they never hire us for the good jobs on the North Slope. But we need to get the education, the experience.

"If more students from Barrow and the villages go to college, it'll get better. If more kids get their degrees, they will know a lot more. They will get into more of the good jobs. This will make Barrow a better place."

Stevens is in her third year studying business at the University of Alaska, Anchorage. "I chose business because it is the backbone to everything," Stevens says. "You've got to know business."

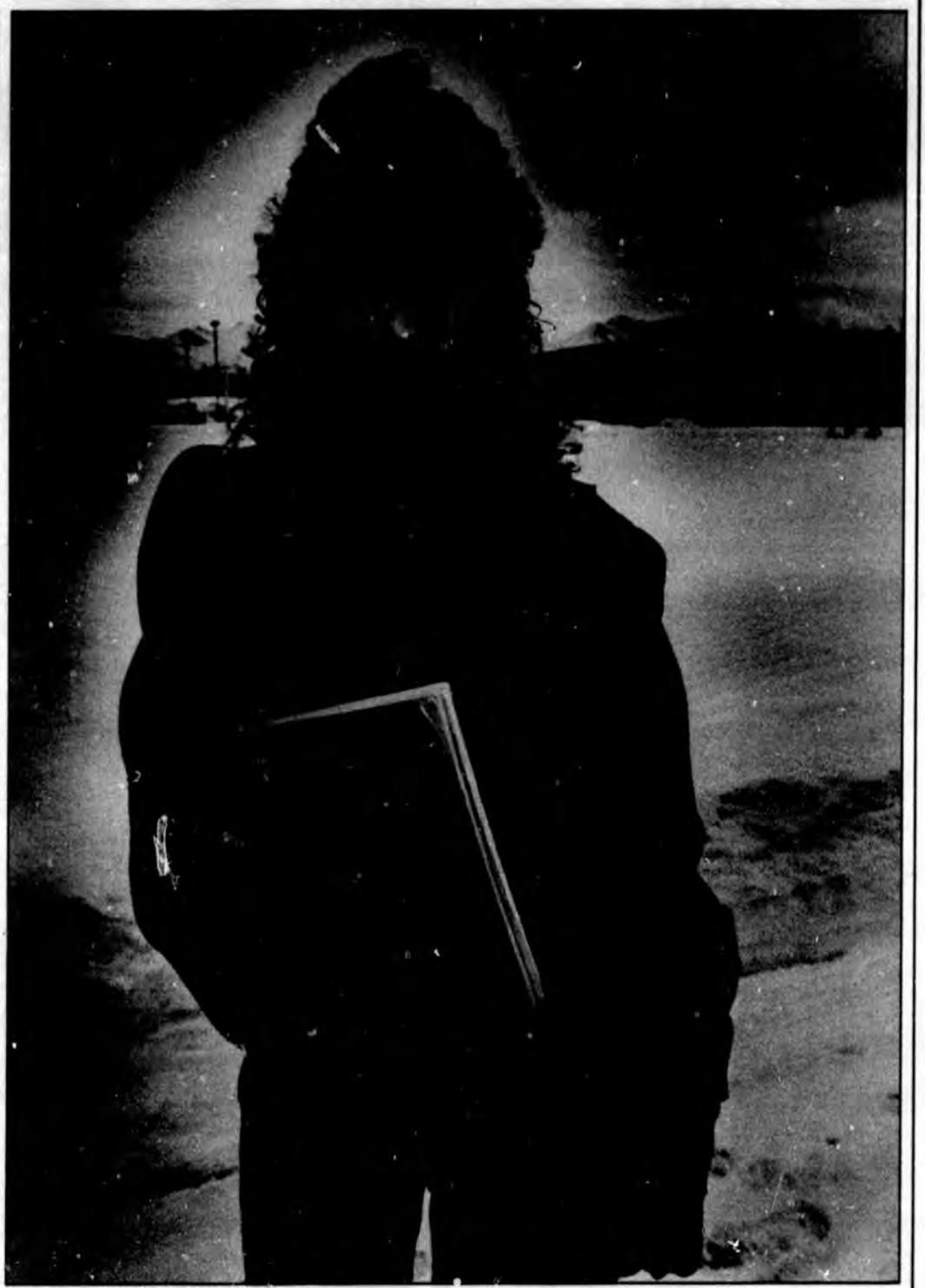
Even while attending school, Stevens has also been building job experience. In the summertime, she returns to Barrow where she works for the NSB Planning Department. During the school year, in addition to carrying 12 credit hours, she works part time for the North Slope Geographic Information System, which also falls under the Planning Department.

There, she edits different types of maps covering the North Slope, and digitizes them into a computer system.

To accomplish all this, Stevens rises early in the morning, arrives at work by 8:30 a.m., attends classes in the afternoon and early evening, and wraps up her studies oftentimes as late as 1:00 a.m.

It hasn't been easy for her. "After living all my life in Barrow, where I knew so many people, I came to a big place where I knew nobody. Lots of times, I felt like giving up, especially when I was running low on money. But then I would get a lot of support. I would come home for Christmas. People would tell me how proud they were of me. It made me want to succeed."

Her first year, Stevens also felt the distraction of suddenly being in a big place, with so many things to do. "It was hard to study. I just wanted to do everything – go bowling, go to movies, shopping, eat at Taco Bell. But, then I got used to being here. I really want to finish college and get my degree. I knew I had to put a lot of fun things aside for awhile."



Tina Stevens on campus at UAA, where she masters college algebra.

Nursing Student Had Butchered Seals and Whales, but Slicing Cat Was Hard to Do

Arriving just in time for the birth, Gene Young caught the new infant and handed it to Donna Johnson, with instructions to suction out its mouth, and clean it up a bit. It was the first time Johnson had ever been in such a situation. The baby was tiny, slippery, and seemed so fragile.

Just as she had been trained, Johnson took the blue syringe – the kind that all new parents soon get familiar with – and began to clear the obstructions from the baby's mouth. "I tried to handle that baby so fragilely, but I was so nervous," she remembers. "I knew I had to be careful, but I felt like I was suctioning the baby's brains out!"

Everything turned out fine. All of the infant's air passages ended up nice and clear. It cried aloud while its mother, Johnson, and Young oohed and aahed, smiled and laughed, and said comforting things. It had been a bit close, though. Working as an Emergency Medical Technician for the NSB Health Department, Donna had barely time to join Young for the flight from Barrow to Nuiqsut, get off the airplane, and attend to the birth.

Before she left, the new mother gave Johnson a warm thank you. "It felt good, to know I had helped people like that," Johnson remembers.



Johnson returns cat to storage shelf.

In response to another emergency call, Johnson entered a house along with Cindy Young, director of the NSB Health Department. A man lying on the floor stopped breathing and turned blue. This was also a first for Johnson. The man was obviously in desperate need of the CPR heart massage and artificial respiration techniques that she, as Emergency Medical Services training coordinator, had taught to many students but never had actually had to use.

With no hesitation, Cindy Young flew into action. She positioned herself over the man's chest to give him heart massage, and readied Johnson to give him mouth-to-mouth resuscitation.

Young began the CPR, repeatedly compressing the man's chest with the palms of her clasped hands. Readying herself for her turn, Johnson looked into his face. Everything seemed larger than it should be. His mouth seemed too big to cover with her own, his nose too large to pinch shut so she could push breath through his mouth. She could see and smell vomit, and knew he might vomit again, even while she was breathing for him.

"Breathe!" Young commanded at just the right moment. Johnson hesitated. For an instant. Then, she went to work. "Once I had started, I could think of nothing but helping this person," Johnson remembers. They worked on the man as he was carted up and loaded into the ambulance, and in the ambulance all the way into the emergency room of the Barrow PHS hospital. There, he was pronounced dead.

"I was a little shook up," Johnson recalls. "The realization hurt – you can't save everybody. I hated myself for hesitating, even for just a moment. One thing did make me feel a little better, though. When it was all over, his wife came up to me. She thanked me for trying to save her husband."

Those experiences, plus others she had working as an EMT and training coordinator in Barrow, convinced Donna that she wanted to devote herself to medicine, and to helping people.

"It made me want to learn more," she explains. "It made me want to be better."

So, having already spent some time in her younger days taking short stabs at college, Johnson enrolled in a four-year nursing program at UAA.

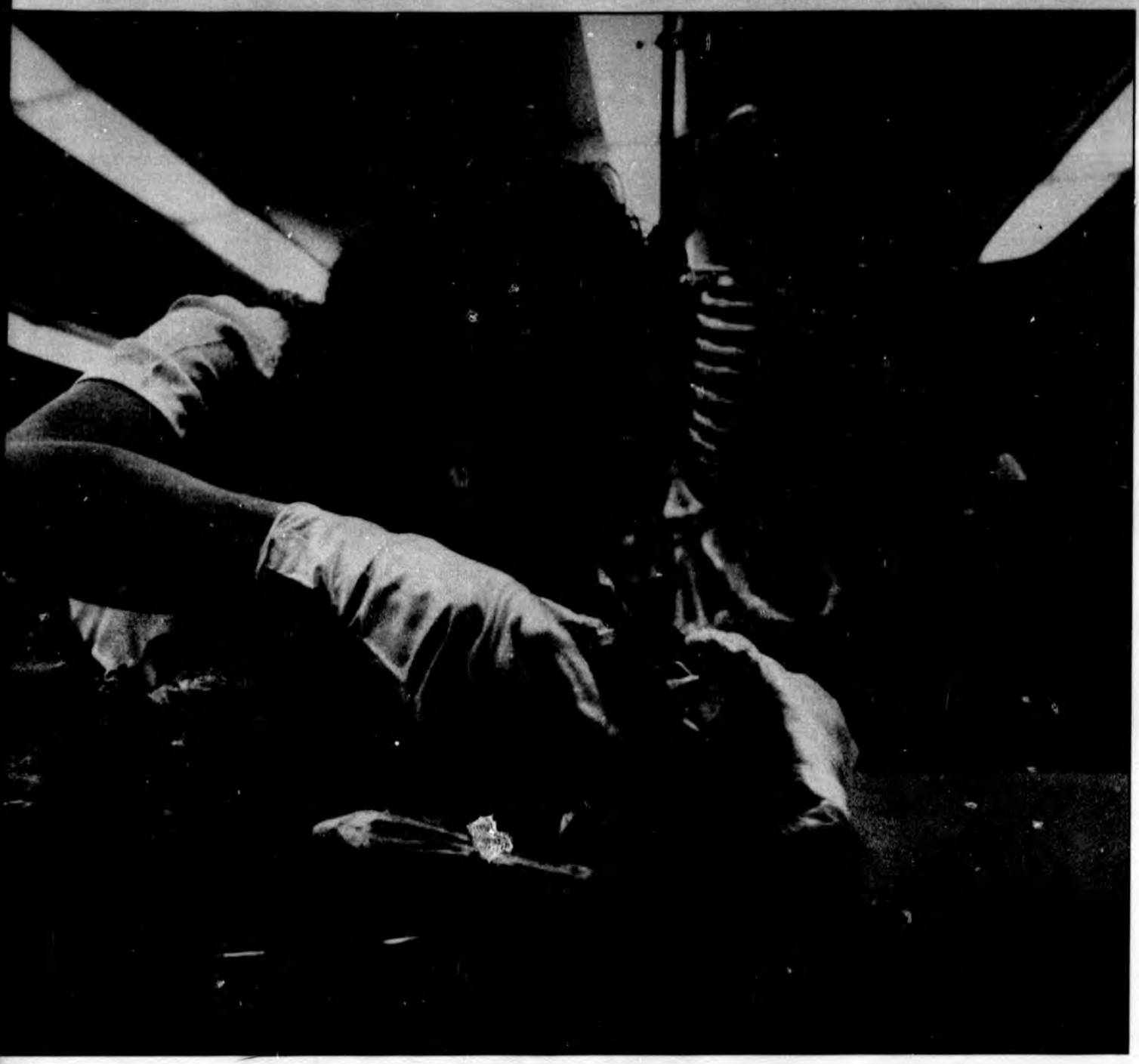
Johnson recently finished her first year of the program. Most of her classes so far have had little to do with nursing. Before they really get into the practical side of medical work, future nurses are treated like any other students, and must get the basics of math, history, English, and other core classes out of the way.



Nursing student Donna Johnson concentrates on cat di

Still, Johnson has found college satisfying.

"I love school," she says. "Now that I am a little older, I know what I want. I've run on the ambulances, I've done CPR. I've helped deliver three babies. I enjoy helping people, and want to be able to give them more help. Knowing all this makes me more serious a student than when I first went out.



ction.

"When you first go out, there is all the excitement of being in a new place. A bigger place, with big shopping centers, a place with trees, which you are not used to, movie theatres, lots of people everywhere. You get more interested in having fun than in your studies."

She still does find time for fun. She and husband Eric attend movies, UAA sports events, and she still visits shopping centers. Studying, however, comes first. In addition to the time she spends in class, Johnson figures she averages 20 hours a week doing homework.

Tuition her first semester was paid by grants from ASRC and the City of Barrow, and she covered the rest of her expenses. After that, she was able to get a Bureau of Indian Affairs grant, which has helped greatly.

After graduating, Johnson hopes to work for a couple of years in a big hospital, either in the emergency room or obstetrics, and then to return home to Barrow, or one of the villages.

Growing up in the Inupiat way, Johnson often found herself involved in subsistence activities – butchering seals, caribou, whale. Still, she felt a bit squeamish when, in a biology class, she had to dissect a cat.

"Seals, caribou, whales – those are all animals you eat. But a cat? A cute little cat, which was once a furry little kitten? A cat is a household pet! I was supposed to cut it up with a knife?"

Still, Johnson pitched in and did it. When it gets tough in obstetrics, or in the emergency room, a nurse just has to pitch in and go to work.

"When it was all over, his wife came up to me. She thanked me for trying to save her husband."

To be a Coach, a Teacher, and Maybe a Beautician

Loving basketball, René Opie loved the trips, the tournaments, and the competition during her days as a star at Barrow High. "I especially loved the teamwork. It was totally different than just shooting around, playing rag ball.

Albert's mind may not be totally made up, but one thing is certain. His hair looks fine, thanks to René Opie.

Opie has kept up her basketball after entering college at UAF. She plays with the Rural Student Services women's team, and studies the sport in some of her P.E. courses. When she returns to Barrow, Opie works with little girls at Piuraagvik, breaking them up into teams, sometimes challenging and even beating little boys.

"They are so small," Opie exclaims, "but they put the ball in the basket! I watch them, and find myself thinking how good they can be when they get bigger."

It was all quite natural for Opie to decide that she wanted to get her degree in Physical Education, come back to Barrow, teach a bit of P.E., coach girls' basketball and aim for the state championship that her team just barely missed.



René Opie often cuts Tom Albert Jr.'s hair.

"When a student from the town of Barrow goes off to college," Opie adds, "the community is very supportive. The community is willing to do anything to help you."

At college, Opie made another discovery: she enjoyed cutting hair. Other students would come by for a cut, and be pleased with the result.

Another idea struck Opie. Perhaps she could get a degree in business. She could also enroll herself in a beauty college, and combine the two skills into one good job. There were other businesses she might start as well, like opening a fur shop in Barrow.

One thing bothered her, though. "When you go to college, its like you are on a pedestal. People are counting on you." Would some of her supporters feel let down?

Opie ponders this question from inside her dorm apartment in Fairbanks, and as she does so, in walks a young lad, also from Barrow, Tom Albert Jr.

Albert sits down for a quick hair-trimming demonstration. He is studying Mechanical Engineering. "I was interested in general science and physics at first," Albert says. "That lasted about one semester."

Albert changed his major because he had long been interested in engines and machines, and in working with his hands. During his high school years, he had tampered with autos, cycles, and other engines.

"A mechanic works on a machine," Albert explains his goals. "He can take it apart, fix what's wrong with it, put it back together. He understands how it operates. A mechanical engineer designs the machine."

Albert envisions himself designing highly specialized machines and parts for things such as race cars blasting down drag strips, or enduring hours of tortuous driving on the Indianapolis 500. Or maybe he'll get into industrial robotics – designing machines to take over manual work now done by humans. "It's the wave of the future," Albert explains.

Albert's mind may not be totally made up, but one thing is certain. His hair looks fine, thanks to Renee Opie.

She figures she'll probably take up business, and hair cutting and styling, maybe start her own business, and get a minor in PE. "I definitely want to coach girls' basketball," she explains.

When the championship is won, the stars can come to Opie and be made beautiful. What could a community feel, but pride?



René boards plane with sister, Taqulik, for basketball games in Tanana, where she will be high scorer and MVP.



Tom Albert Jr., wants to design the machines he has always loved.

Mother and Son Continue Family Tradition

When her father sent her off to school at Sheldon Jackson in Sitka, the girl growing up to become Emily Wilson was most unhappy. "I wrote to father, and told him to make me a ticket home," Wilson remembers.

"He wrote back, 'No, you're there to finish school. You're going to finish school.' I did, and he was so proud." Wilson's father was the late Fred Ipalook, an Inupiat who taught school in Barrow for 20 years, went on to become a supervisor and principal and, after his death, had the largest elementary school on the North Slope named in his honor.

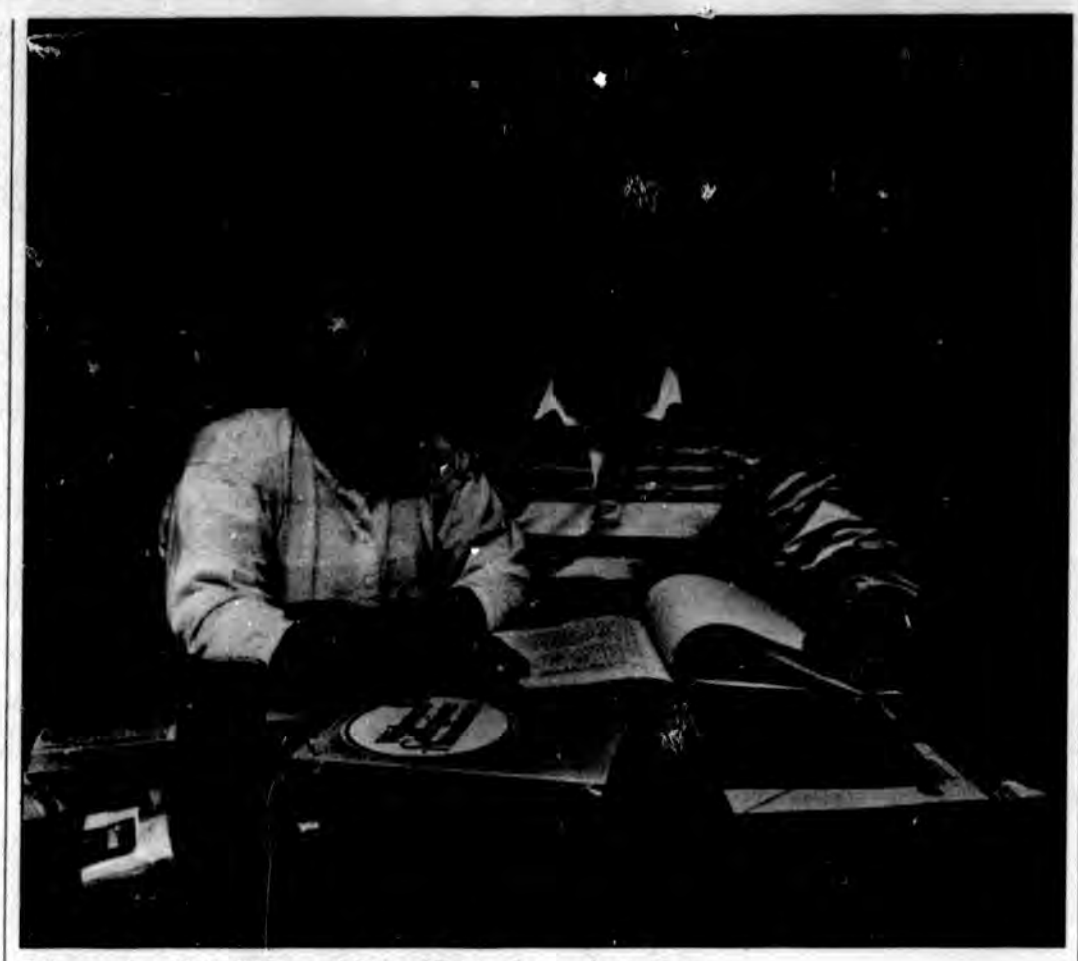
In grade school, her father had made Wilson fluent in two languages. At home, he spoke with his children in Inupiaq. At school, he taught them, and the other children of the community, English. No education was available in Barrow beyond elementary school, so he sent her to Sheldon Jackson for high school.

"He encouraged me to go to college, too, but I was too stubborn," Wilson relates. "I wanted a job, and went to work for Wien Airlines. He knew though, that someday I would graduate from college. I know he would be really proud if he could see Richard and me right now."

Richard Reich is Wilson's oldest son, and her classmate at UAF. Wilson already holds a bachelor's degree in Inupiaq and Elementary Education. After several years of teaching on the North Slope and working as a bilingual specialist training other Inupiaq teachers, she decided it was time to go back to school and earn her master's degree.

By the end of summer, Reich expects to graduate with a bachelor's degree in civil engineering.

"I think its great seeing Mom going to school," Reich says. "It takes a lot of courage to go to graduate school. I feel its important for a lot of Eskimo people, Native people, to go after a college education. You always see all these consulting firms come up and make a lot of money. There is no reason we can't do it ourselves if we get the education."



Fellow students Emily Wilson and Richard Reich; also, mother and son.

Civil engineers design and build roads, bridges, village improvements and similar projects. Reich recalls childhood visits to the ice cellar with his grandfather, and the super-insulated, energy-efficient construction of traditional Inupiat homes. Then there are the "box houses" developed in warmer climates and brought en-masse to the North Slope today.

In his work, Reich hopes to combine elements of the two to produce more energy-efficient, warm, comfortable homes. For an Arctic Engineering class term paper, Reich made a study of the Inupiat ice cellar. He gathered most of his information by interviewing his Elders, such as Luke Saganna and Ross Ahngasuk.

"I wondered how they were built," he explains. "When I interviewed the Elders, I was exposed to a lot of knowledge. I did not know too much about permafrost, but I did a lot of research and learned a lot about different aspects of permafrost." Reich feels that with what he has learned, he could construct an ice cellar. "Still, if I was going to, I'd like to go out with an elder first."

Reich remembers an incident many years ago in which some people died in an ice cellar. He researched the subject and learned they were killed by a lack of oxygen. "I'd like to help make sure that this type of accident never happens again," he says.

His mother plans to return to home and get an administrative job in education. "I would be happy going to any of the villages," she notes. Her big concern is to reach students with talent, but who are dropping out before finishing school.

"Some of our very best, our very brightest young people, drop out. Some of them later go on and succeed, but some of them never do. What I want to do is encourage these kids. I would like to help them decide to at least try, to put it in the back of their minds that they *can* succeed.

"I'd like to see more of them go on to college. When I walk around school here at UAF, I like to see more Inupiat faces. I see lot of Yu'pik, lot of Indians.

"The thing I would like for students to realize is that if they come and fail, they can try again, and try again, until they succeed."

Young family balances jobs, child rearing, graduate and undergraduate degree seeking with a yearning for home

Inside a small log cabin in Fairbanks lives a young Inupiat family, intently seeking to combine the knowledge of their traditional culture with Western education. Once thus armed, they dream of returning home to help an ancient society thrive in a futuristic world.

The husband and father is Richard Glenn, a graduate student at the University of Alaska, about to complete his thesis on the geology of the Brooks Range, and earn a master's degree. He hopes to take that knowledge home to a job, preferably with the Arctic Slope Regional Corporation.

"For a long time, it's been true," Richard explains, "that whoever has the information about the land, has the power in that land."

The wife and mother is Arlene Akpik Glenn. Arlene is in her third year at UAF, majoring in Inupiaq language. She has taken a break from her own studies, however, to help Richard finish his master's thesis by staying home and caring for their daughter.



Complementing his schooling, Richard finds work studying the ice of the Tanana River.

Arlene plans to return to class in the fall, with Richard's help. "I'm glad I'm able to go to school here," she notes. "UAF is the only university in the world where you can get a degree in the language of our parents. I'm not fluent in Inupiaq. I wanted to learn more."

After graduation, Arlene hopes to get a job working with the NSB Inupiat History, Language, and Culture Commission. "I want to get more exposed to our history, and into reading and writing Inupiaq," she explains.

"It's part of my culture. It's important, because it's in me, and I don't know enough about it."

Patuk, age four, is the daughter. Already, she is an avid reader of children's books. Although hundreds of miles from Barrow, she hears her parents practicing their Inupiaq at home, and is learning her ancestral language herself. Thanks to an Inupiat food-chain of sharing, she finds Native food upon her table.

During his years growing up in the San Francisco Bay Area of California, Richard had found it much the same way. "There are certain places in California that are culturally closer to Barrow than are most places in Alaska. It was that way in my mother's house. It was just the way she raised us, by being herself."

There were about eight other Inupiat families in the Bay Area, and they kept close contact with each other. "There was a good food chain reaching from Barrow to California," Richard adds. "Our freezer was kept full of maktak, tuttu; all the good food."

Robert grew up during the Native struggle to win a land claims settlement. That struggle pulled many Inupiat leaders out of their whaling boats, fish camps, and caribou cabins, and sent them traveling to the Lower 48. Many wound up stopping in the home of Robert and Alice Glenn, his parents.

There, Ka[illegible]rd listened to their concern for the future of what, even then, he considered his real homeland -- the Arctic Slope. "Sometimes, when we had Barrow visitors working for a land settlement, my dad would joke with me. 'Someday, you'll be carrying this man's briefcase,' he would say."

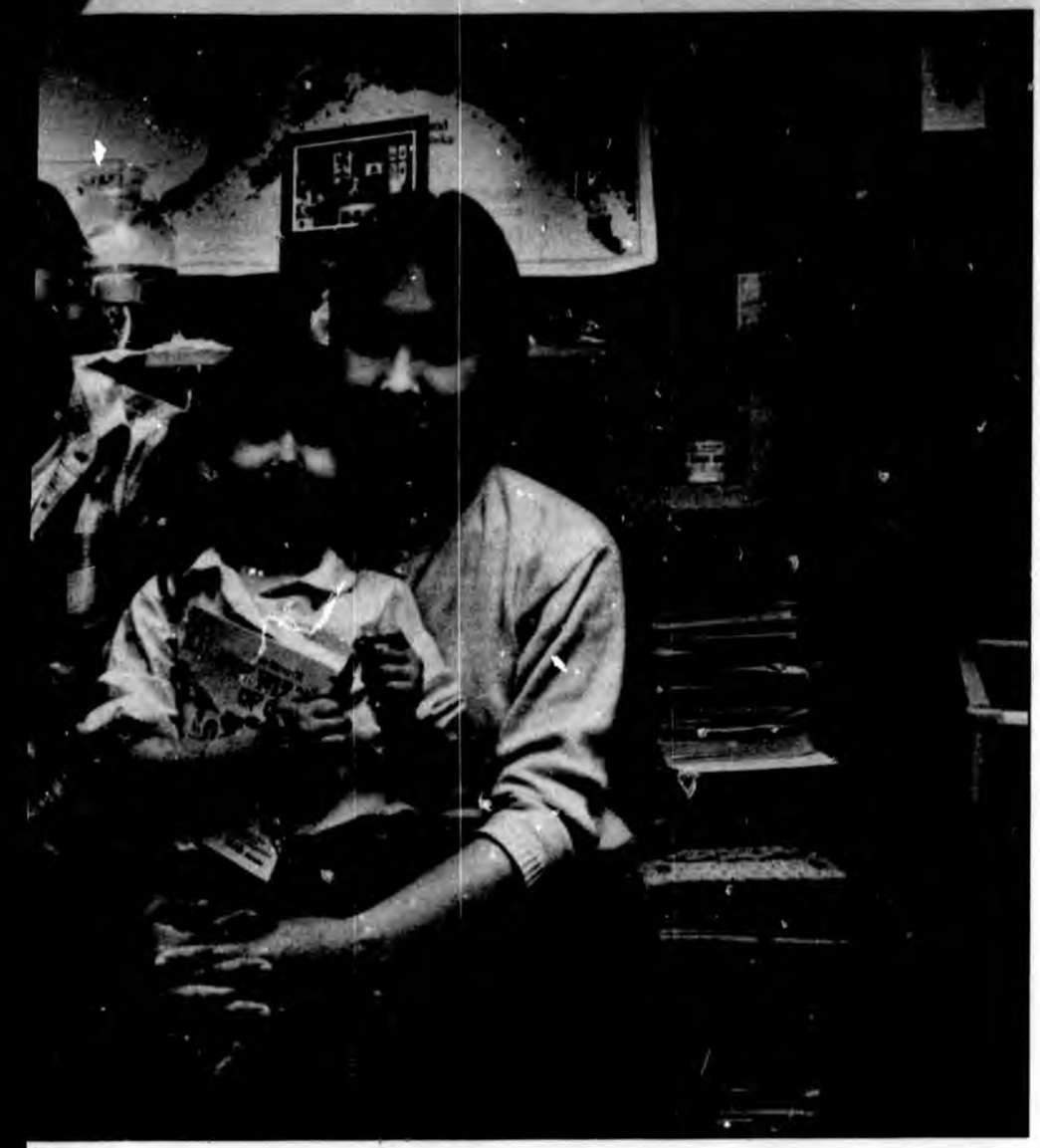


In the home of Richard, Arlene, and Patuk Glenn, the

Richard decided that he had to go North, and, in some very real way, help his people build the best possible future. "I knew I had to learn about the land to do this," he says. "There are two ways to learn about the land. You can go to college, and read books.

"Or you can grow up with your family, on the land. The family can teach you as much, or more, about the land in as many topics as any professor can."

Richard felt that no educational discipline could teach him more about the land than could geology, the study of the earth itself. He earned his undergraduate degree in Nebraska and California. In California, he also married Arlene, whom he had gotten to know during travels north,



re many books.

and there, Patuk was born.

Richard has not been content to get his learning strictly from books and professors. He has spent close to two years living, camping, and hiking in the Brooks Range, and in doing aerial surveys. Assisted in his field work by Walton Ahmaogak and Frankie Akpik, he has mapped many of the folds of broken rock and other structures inside the Brooks.

Richard's completed thesis will not be just a rehash of work already printed in other books, but will be filled with new maps and information about the creation and structure of the Brooks. It could one day prove valuable to ASRC or other North Slope organizations interested in promoting and protecting Inupiat interests in their homeland.

He has also gained family-type knowledge by joining with the members of Savik and George Ahmaogak's whaling crew in many different types of hunting expeditions.

Richard notes that he has received considerable financial support from the City of Barrow, and especially ASRC. "If you're serious about going to school," he explains, "ASRC is going to help you all they can. That's one reason I feel I want to work for them. I owe something to the community which has supported me, as well as to both mine and Arlene's parents (Frankie and Jeanette Akpik)."

Richard and Arlene admit to having felt discouraged, almost ready to return home, many times. Yet, they knew they had to stick it out. "Our grandparents didn't have much school at all." Richard explains. "In our parents' generation, a lot got to go, but didn't make it all the way through college. Many of them would have, but they were seeking their educations during the land claims movement.

"It was more important for them to come home, and help out, than to go after degrees. Now, with ANCSA behind us, and big challenges to our culture, land ownership, and government ahead of us, it is important that we get our educations."

It can be tough for a young family. "College life for Patuk is a little hard," Arlene explains. "It was real hard when we would both be going to classes at the same time. I really like staying home with her. She is not around kids very much, so I take her to the library. They have a children's hour, and she gets to meet other kids. She was scared at first, but she isn't so much anymore."

There, Arlene also spends time reading with Patuk. When they go home, there are books everywhere – Richard's geology books, and Arlene's books on Native history, literature, culture and language. There are also many books for little people, and Patuk spends much time with them.

She may not know it, but Patuk is already walking the path to higher education.



Arlene takes Patuk to the Fairbanks library almost every day.



Learning U.S. Law to Strengthen Inupiat Government

When Rodney Pederson was in high school, he observed a troubling situation. A new world was exploding on his people – ANCSA, corporations, oil development, borough government, strange laws passed by far-away people trying to control Inupiat hunting. It was a world which suddenly made lawyers very much in demand in the Far North.

What troubled Pederson was that there were no Inupiat lawyers to meet the demand. His people had to hire outside attorneys and consultants, and hope they would truly serve with



the best interests of the Inupiat at heart. "I figured a lot of these people would only be interested in lining their pocket books."

At the same time, Pederson also observed his friends leaving high school and landing construction jobs which paid them as much as $60–70,000 a year. Why go to college?

"A leader has to look into the future," Pederson says. "I looked into the future, and I could see that these high paying construction jobs would be around for only a short time."

Pederson ventured off to school.

Supported largely by comparatively humble grants, primarily from ASRC and the City of Barrow, he studied first at Florida Keys Community College, and then at the University of Northern Colorado, earning a B.A. degree in political science.

By his own admission, it was not all work. In Florida, he took time out to enjoy the beach, the sea, and all the associated fun. "In Colorado, I think I spent more time skiing than I did studying," Pederson laughs.

Still, he dedicated his mind enough to school work that he was readily accepted into law school at Lewis and Clark in Oregon. There, he quickly became a serious student. "The first year of law school is when they weed out the students who really aren't that serious," Pederson explains. "You have about 100 pages of reading to do a night, three or four cases to analyze, in depth. You go through a lot of sleepless nights."

Early in the year, a teacher with a tough reputation called on Pederson to explain an assignment of which he had only read half. "There was about 15 minutes of class left, and I tried to fill it up explaining the first half. It didn't work. He asked me to explain the second. Everyone could see I wasn't prepared, but that was the last time. After that, I was always ready."

In his second year, Pederson took time to learn about Native law. Now, he is more interested in working for the Native Village of Barrow, or perhaps the Inupiat Community of the Arctic Slope after he earns his law degree.

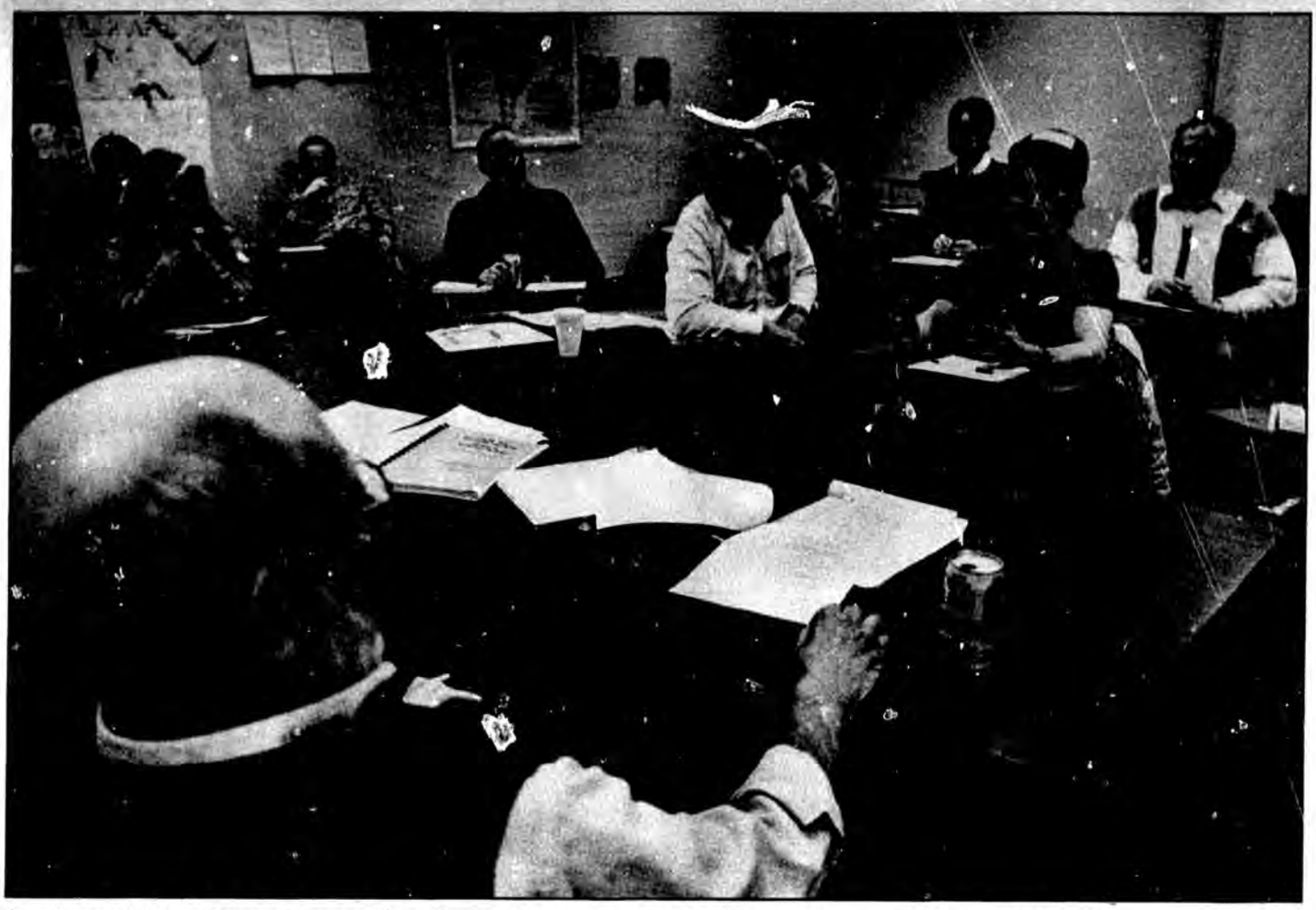
"We need local lawyers here, to work for tribal government. Tribal government is a neglected entity. Everybody is so busy working for the Borough, or ASRC. They don't realize the importance of tribal government."

Pederson believes that if Native culture and land are to be preserved, tribal government will ultimately be the entity to do it. Regional corporations, he explains, own only dirt and money. While he says Native people currently control the Borough, he does not believe they always will. Looking into the future, he sees more and more oil workers coming into the Borough.

"It doesn't take a genius to see who will be running things then . . . but with tribal government, we can have a lot more power. We can make our own decisions. We don't need to have them made for us in Juneau or Anchorage. We should be managing our own game, not the state." The fight will be tough, Pederson figures, but he is readying himself for it.

"I always knew I was going to make it. It was confidence, I guess. I was just confident."

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.6 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE 1988-90



In a class studying the State Legislature, Jeffrey Maupin debates an issue with his instructor, former State Senator Vic Fischer.

New Graduate Seeks to Make Impact on World

Watch out, Al Adams, Willie Hensley, Jan Faiks, Steve Cowper . . . Jeffrey Maupin is fresh out of college, brimming with ambition and enthusiasm, and headed in your direction. A few weeks before Maupin received his degree in accounting from UAA, *Uiniq* chased him down in the halls of the university.

Doing so proved difficult. Maupin was carrying 20 credit hours (practically enough to keep two students in school full time), was serving as accountant to the Native American Club, tutoring younger students, doing taxes for other students, battling for Native student rights and, it appeared to *Uiniq*, fending off an envious number of female scholars. He was hard to find.

Once caught, Maupin took a seat in the hall with *Uiniq* to discuss his future plans. Maupin wanted to come back to Barrow, do accounting work, and set up a free workshop to help North Slope citizens solve their income tax problems.

"The community has supported me through my school days," he explained. "Now, I figure it's time for me to give something back to the community."

. . . About this time, the interview was interrupted by a young Native student, pretty enough to make the interviewer's heart flutter a bit. She wanted to know something about a certain computer program, on which Maupin was the recognized local expert. After finding out, she just wanted to hang around a while and chat, and not notice that there was a reporter here . . .

Once the distraction had sauntered away, Maupin spoke of his biggest, short-term goal. Maupin had applied for an auditing internship with the state. Were he to get it, he would work out of Juneau for a couple of years, and would travel to villages across the state. He would work with the village municipal governments, auditing their accounting records, helping them to comply with state requirements.

"I can fight for the concerns of the people I represent. I care a great deal about how the state affects the communities in my region. I'm determined to represent their concerns. I feel I can be effective in passing legislation favorable to my district."

While the experience would be good, and a major step toward his becoming a certified public accountant, Maupin had bigger goals in mind. The work would give him an opportunity to observe the State Legislature in action, get a feel for state government, and for the problems and



After graduating, Maupin poses with grandfather Jean, mother Dorcas, and sister Miriam (who just graduated with straight A's, and the highest of honors, from Barrow High School).

concerns of many different villages statewide.

Then, Maupin figured, he would come back to Barrow, work as an accountant, and maybe six years or so down the road enter politics at the local level. Finally, he would shoot for the State Legislature.

"I'm outspoken," Maupin explained his political ambitions. "I can fight for the concerns of the people I represent. I care a great deal about how the state affects the communities in my region. I'm determined to represent their concerns. I feel I can be effective in passing legislation favorable to my district."

. . . Again, the interview was interrupted, this time by an attractive blond, eyes sparkling with delight at her luck of finding Jeffrey Maupin sitting unprotected in the hallway. She failed to notice, or care, that Maupin was being interviewed. She just wanted to talk a bit, and speak of some of the problems she was experiencing with dorm life.

The distraction finally left and, unphased, Maupin continued. "On campus, I've been outspoken when it came to the needs of Native students," he noted. Maupin recalled butting heads with a university policy which required students who planned to live in campus housing to have their rent paid by July.

"This was impossible for many rural students," Maupin explained. "They would not receive their financial aid from the BIA, until they actually moved in in September. They had no money to pay in July. I didn't feel Native students should be discriminated against in that way." Maupin took up the issue, along with other Native activists, and won a more equitable policy. In another battle, he fought to win a preference for rural students seeking campus housing over students already living in Anchorage.

. . . Once again, the interview was interrupted, by a rather striking brunette, who failed to notice the presence of the reporter . . .

Anyway, Maupin promised to bring the same kind of commitment to future battles for the people of the North Slope.

Maupin finished his senior year in college with a slate of almost straight A's, just like he had upon graduation from Mount Edgecumbe High School.

There was a time, though, in his early days of college, that Maupin's dedication wavered. He was attending Dartmouth then, a prestigious, East Coast, Ivy League school. He was lonely for home, lonely to hear an Inupiat voice expressing a kind word. He let his studies slip, and his grades fall. He had to leave. After that, he enrolled at UAA. He felt the support of other Native students, including many from Barrow. Family members passing through town stopped to visit. His commitment grew, year by year.

"My pride would not allow me to do bad, ever again," he said. "I feel I would succeed at Dartmouth now."

. . . Again, the interview was interrupted, by a girl wearing red . . . There would be more interruptions yet, including a couple of male students, seeking advice on one subject or another.

It must be charisma.

Isn't that something politicians are supposed to have?

"They would not receive their financial aid from the BIA, until they actually moved in in September. They had no money to pay in July. I didn't feel Native students should be discriminated against in that way."

After 9 Years, Borough's Coastal Management Plan Approved

"We have intended to ensure that the local people have improved opportunities to have a voice in the land and water management decisions that will affect their futures. When the oil and gas is gone, it is the local people who will remain. Local renewable resources must still exist. This means that all development activities must be conducted in a manner that provides protection to the fish and wildlife. Without that protection, the people who depend on subsistence will suffer."

– Mayor George Ahmaogak
addressing Borough concerns included in the NSB Coastal Management Plan

It took nine years, but the NSB Coastal Management Plan has finally been approved. The plan enables Borough residents to have a say in how development takes place within traditional subsistence lands along the seacoast and rivers used by anadromous fish.

The NSB Planning Department started work on the plan in the late 1970s, shortly after the Federal government started the program designed to allow each state to develop its own coastal management plan. As a coastal state, Alaska was divided into several districts, the largest being the North Slope Borough.

The idea was to allow people at the local level to have a major say in how development that could affect them would take place. Public meetings in each village were organized by the planning staff. Community participation was high.



Deputy director Karla Kolash.

"I have spent a great deal of time in the villages working on the program," Warren Matumeak, Planning Director, notes. Matumeak has been involved with the program since the beginning. "It is very important for the local people to have a strong voice in the activities that may have impacts on their coastal resources.

"We are subsistence hunters, and rely on the animals year-round. We like to import food as a supplement to our diet, but we rely on our fish and wildlife for our food – the whales, caribou, water fowl and fish. Without subsistence, we wouldn't be the people we are. Subsistence provides for all the people, it gives us social values, tradition, and leadership.

"Resource development and jobs are also important. Jobs provide income for subsistence activities, and resource development provides income for the improvement of the Borough."

Deputy Planning Director Karla Kolash has also been involved with the project since it began nine years ago. "The big selling point was that there was lots of cooperation from the villages," she notes. "Everybody realized their opportunity to write state law, from the ground level. This is one of the few programs which operates at that level."

Yet, with approval taking nine years, it obviously did not come easy. The big problem, Kolash says, is that in addition to the villagers, program policies also had to satisfy state and federal agencies, the oil and gas industry, and environmental concerns.

For years, industry worried that the Borough sought to prohibit development on the North Slope. Eventually wording problems were worked out. Policies were established which satisfied industry that the Borough was willing to work with them, and satisfied the Borough that subsistence resources, and subsistence hunting would be given the highest priority.

The NSB Planning Department will administer the program, with an appeal process that can reach into state government and, in extreme cases, federal government levels. The policies will be in effect from 3 miles offshore to 25 miles inland, and along corridors following rivers carrying anadromous fish.



Certain areas, such as bird nesting cliffs at Cape Thompson and Kasegaluk Lagoon, where Pt. Lay residents harvest beluga whales, will have additional stipulations.

Some points of the plan follow:

When extensive adverse impacts to a subsistence resource are likely and cannot be avoided or mitigated, development shall not deplete subsistence resources below the subsistence needs of local residents. . .

NSB exploration resulted in this new well in the Barrow gas fields, adding years to current supplies. The new Coastal Management plan protects subsistence while allowing beneficial development.

Offshore drilling and other development within the area of bowhead whale migration during the migration seasons shall not significantly interfere with subsistence activities nor jeopardize the continued availability of whales for subsistence purposes . . . with respect to seismic exploration, the policy will be implemented by prohibiting seismic exploration in the vicinity of migrating whales when the exploration is likely to significantly interfere with subsistence activities or to jeopardize the continued availability of whales for subsistence purposes.

Development on barrier islands and in the marine and estuarine waters within three miles of Kasegaluk Lagoon intensively used by beluga whales shall not significantly interfere with subsistence use of beluga whales; shall not cause the whales to be displaced from these passes, and shall not jeopardize the continued use of these passes by beluga whales.

Development shall not preclude reasonable subsistence user access to a subsistence resource. . .

Development which is likely to disturb cultural sites.



NSB Planning Director Warren Matumeak.

Do You Want the Best and services on

In recent years, residents of the North Slope have felt the sting the recession has brought to all of Alaska. Funds for new construction projects have all but dried up, and the jobs – for our people – that would have come with those projects have been lost. We have seen major cuts in all our departments and services. Dollars available to run our schools, our educational and athletic programs – and the related jobs – have been shrinking. So have funds for the vital services – and related jobs – which enhance our health, welfare and safety.

Fewer jobs means we have less money to support our families, to buy food, hunting equipment, and the fuel and ammunition necessary to obtain our food. We are proud of our children, our hope for tomorrow. Yet if education is cut, so too is their promise, their hope for the future.

We can't reverse the recession, but we can lessen its impact on the North Slope.

How?

By exercising our right to vote. Statistics show that in past statewide elections, fewer than 50 per cent of North Slope residents who could have voted actually did. By far the largest portion of state revenues comes directly from the petroleum resources taken from our homeland. State government redistributes these funds to communities across the state. If we don't vote, we have little representation in the decisions made on distributing that money. Less comes back to our communities. The result is fewer jobs, declining services, and a lower level of education. If we vote, we are better represented. The result is more jobs, better services, and more educational opportunity for our children.

The message is clear – come August 23, we've got to get out, and vote.

Then Vote –

A Message From the North Slope

# of Jobs, Education, the North Slope?



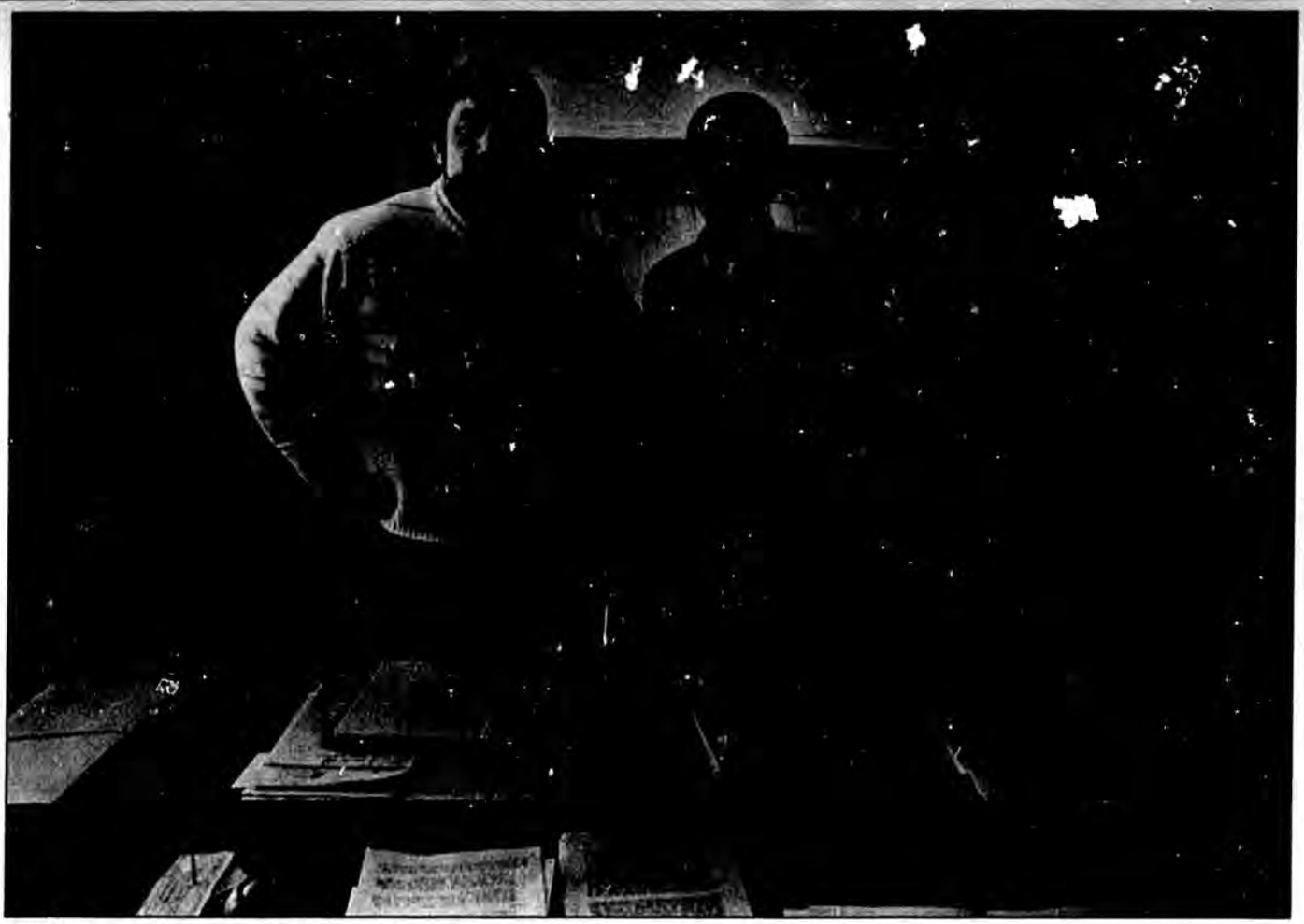
Study the issues, the candidates; decide who and what will best serve you and your community, then cast your ballot.

A goal of the mayor of the North Slope Borough is to see all eligible voters go to the polls, and vote their choice. To help, an election bus will provide transportation to the polls. Complimentary coffee and donuts will be served. Absentee ballots will be distributed to all voters, so you can be in your fishing and hunting camps, and still cast your vote.

You might even leave with a new snow machine — See posted notices for more information.

August 23, 1988!!!

Borough Mayor's Office.



Dan Fauske and Mike Buller of NSB Administration and Finance.

Thanks to hard work, budget does the job

Mayor Ahmaogak's assignment to his directors could hardly have been more challenging — take the Borough's operating budget which, in two years, has declined from $104 million to $96 million dollars, stretch it to cover all services needed to enhance the health, safety and welfare of residents, bring services in the villages up to a level more equal to Barrow, and do it all without layoffs in the present work force.

Much of the burden fell on Dan Fauske, NSB Director of Administration and Finance. Working closely with the Mayor, Fauske had to deal with a situation where incoming revenues were declining on all sides. Taxable property values at Prudhoe Bay were falling from a high of $13.5 billion dollars to a projected $11.5 billion for this fiscal year.

Increased tax rates for ARCO and Sohio would also mean increased taxes for the home and boat owner in Barrow or Pt. Lay, and so were unacceptable as a source of new revenue.

Now, more contracts are going to local businesses, such as ASRC and UIC. More money stays in the Borough, benefiting everybody.

This shortfall was coupled with declining revenues coming in from State and Federal grants.

The Capital Improvements Program, largely funded in the past through the sale of bonds, was also on the decline, mainly because most of the projects have been completed.

Future CIP projects posed two major problems: where would the funds come from? Besides the operating budget, the Borough is spending over $200 million this year to retire the debt on past bonds sold to pay for the CIP program. The Borough could not take out new bonds without its credit rating with the major national banks falling. This would mean higher interest rates, so the Borough would ultimately have to spend more paying the bonds back, and in the long run would have fewer funds for Borough services.

"We have to look now at what we built five years ago," Fauske explains the other problem. "We have to maintain and operate these facilities, and this takes money. Take the senior home, for example. It was built with CIP dollars. Now, it is complete, and the funds needed to operate and maintain the center, impact directly on our operating budget.

"If we were to build new CIP projects, we would again have to dip into the operating budget to run and maintain them once they were completed," Fauske adds. Future operating budgets are projected to drop further, to $88 million next year. The decision reached by both the administration and the assembly is, rather than take on new CIP projects, and further burden the Borough with debt and future operating expenses, to effectively maintain those already complete or under construction.

The new fiscal year began July 1, and the new budget went into effect. While it took many late nights and a great deal of creative thinking, Fauske and the directors had successfully followed the Mayor's orders. All the services

enhancing the health, welfare and safety of Borough residents were covered. No lay-offs were made, the mayor's jobs program was running full swing, and efforts were being made to bring village services, such as sewage disposal, closer to par with Barrow.

Some of the steps undertaken to cut spending and, at the same time, improve the overall economic position of the Borough, include:

- expenditures on equipment and supplies are more carefully monitored and controlled.
- Travel by Borough employees, particularly out of the Borough and out of State, has been significantly cut.
- COLAs, or cost of living allowance raises, have been discontinued.
- The Borough is more closely examining its investment policies, to get the best return possible and prevent dollars from being tied up unnecessarily. When Alaska Bank of the North failed, for example, close monitoring allowed the Borough to anticipate the closure. Millions of dollars that could have been tied up, had they have been in the bank, were kept free.
- Improved tax collection practices have resulted in millions of additional dollars collected.
- Past practices utilizing outside consulting and construction firms have been changed. Now, more and more contracts are going to local businesses, such as ASRC and UIC. More money stays in the Borough, benefiting everybody.

Borough Scientific Effort Pays Off

A decade ago, the world scoffed at Inupiat claims that bowhead whales were many thousand strong. Scientists lacking arctic experience claimed there were as few as 600 bowhead whales still living.

The International Whaling Commission used these figures to justify the imposition of a painful, U.S.-backed quota of 18 strikes from Gambell to Kaktovik. In 1982, Barrow lost all four of its allotment of those strikes, and an injured community suffered a year with no maktak, no Nalukataq.

The Borough, however, had joined with AEWC in launching a massive, expensive study and census of bowhead. Year by year, scientific documentation proved the Inupiat correct. This June, the IWC accepted a best-estimate of 7,800 bowhead whales, and possibly many more.

The quota was increased from this year's 35 strikes, or 26 landed to 44 strikes, or 41 landed, for each of the next three years. Three unused strikes can be carried over, for 47 possible strikes.

Additional research, spearheaded by AEWC's Arnold Brower Jr., produced a whale bomb which has resulted in many instant kills.

Whaling captain Percy Nusunginya steadfastly maintains IWC quotas have no power over traditional hunting. Nusunginya will soon be defending his beliefs in federal court, after striking two whales outside the quota.



Borough scientists Tom Albert, Craig George, Geoff Carrol, Mike Philo and Cyd Hanns at Kunuk's whale.



International lobbying helped. Here, ICC president Mary Simon pledges the organization's help to AEWC chair Thomas Napageak, Rex Okakok and Arnold Brower Jr.

A fine day





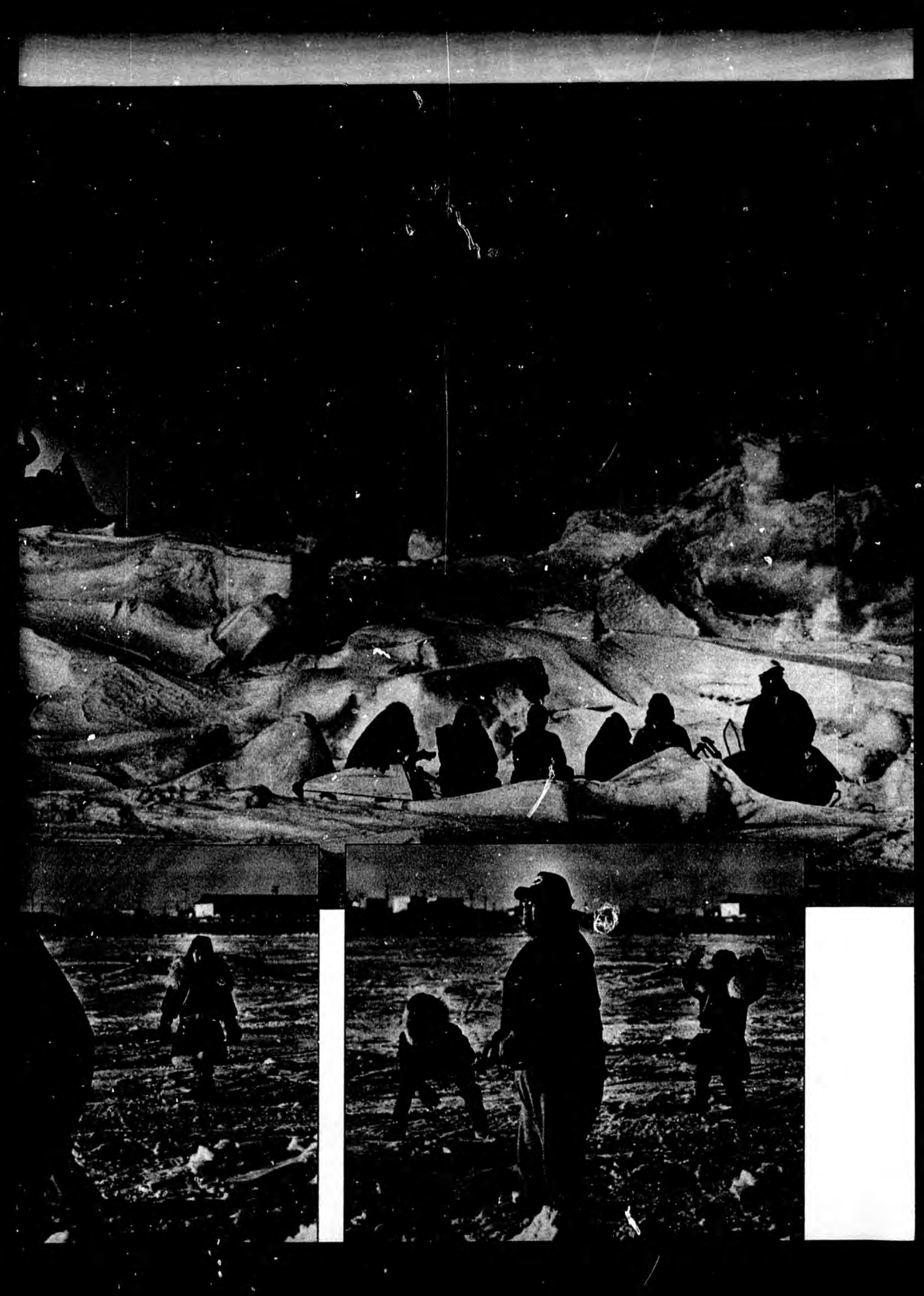


Often, we hear about how people in warm places like California, Hawaii, and the Bahamas take advantage of warm sunny days, and head for the sea to enjoy the ocean and the beach.

In late April, Barrow residents woke up to a couple of fine days. The sun shone bright and warm, with temperatures climbing into the teens, and then, defying all reason, soaring into the twenties. Seeing as how the daily readings for the previous several weeks had consistently stayed in the minus 20s and 30s, with a few minus 40s and a couple of balmy -15s thrown in, the sun was enjoyed with a relish and burst of energy unknown in places always warm.

As elsewhere, Barrow citizens flocked to the ocean – rather, out onto the ocean. The group at right took up comfortable positions on broken sea ice to watch snow machine races.

A couple of dozen athletes turned out to participate in America's Farthest North Golf Tournament, held on the lagoon. Here, Roy Nageak studies the situation and takes a shot. They would have been there, even if it had been 30 below. As it was, sun was enjoyed by all. There were many other events at the spring festival, and, someday, Uiniq hopes to find a good excuse to run a few of the photos we shot of most of them.



Whales of the Season

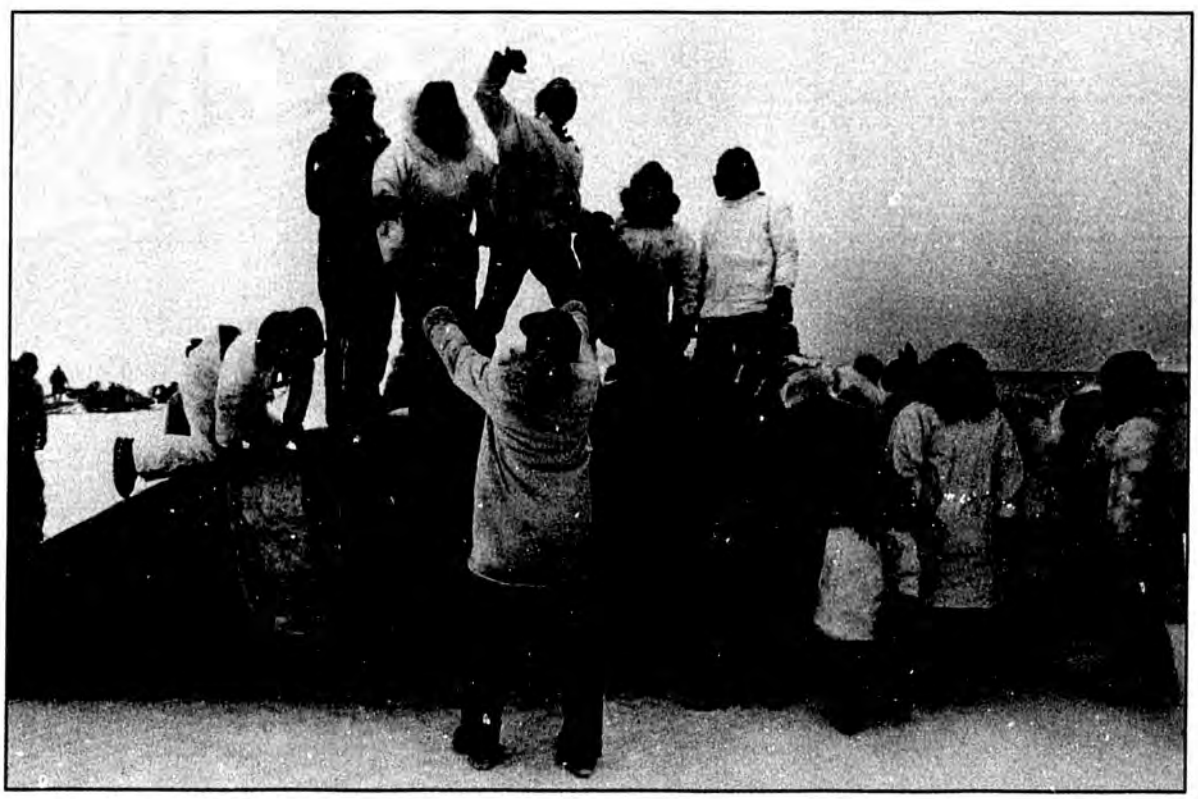
Including the Aikens, 18 crews landed bowhead this season. They included: Gambell – **Hanson Irrigoo, Thomas Antoghame**; Barrow – **Jonathan Aiken Sr., Nate Neakok, Jacob Adams Sr., Edward Hopson, Arnold Brower Sr., Edward Itta, Luther Leavitt Jr., Ben Itta**; Point Hope -- **Darrell Frankson, Joe Towksjhea, John Tingook, Ernie Frankson,** and **Henry Nashookpuk**; Wainwright – **Frederick Ahmaogak, Rossman Peetook Felton Segavan,** and **Ben Ahmaogak.**

A few of these are pictured here.





Eddie Hopson and crew.



Crew members, Arnold Brower Sr.



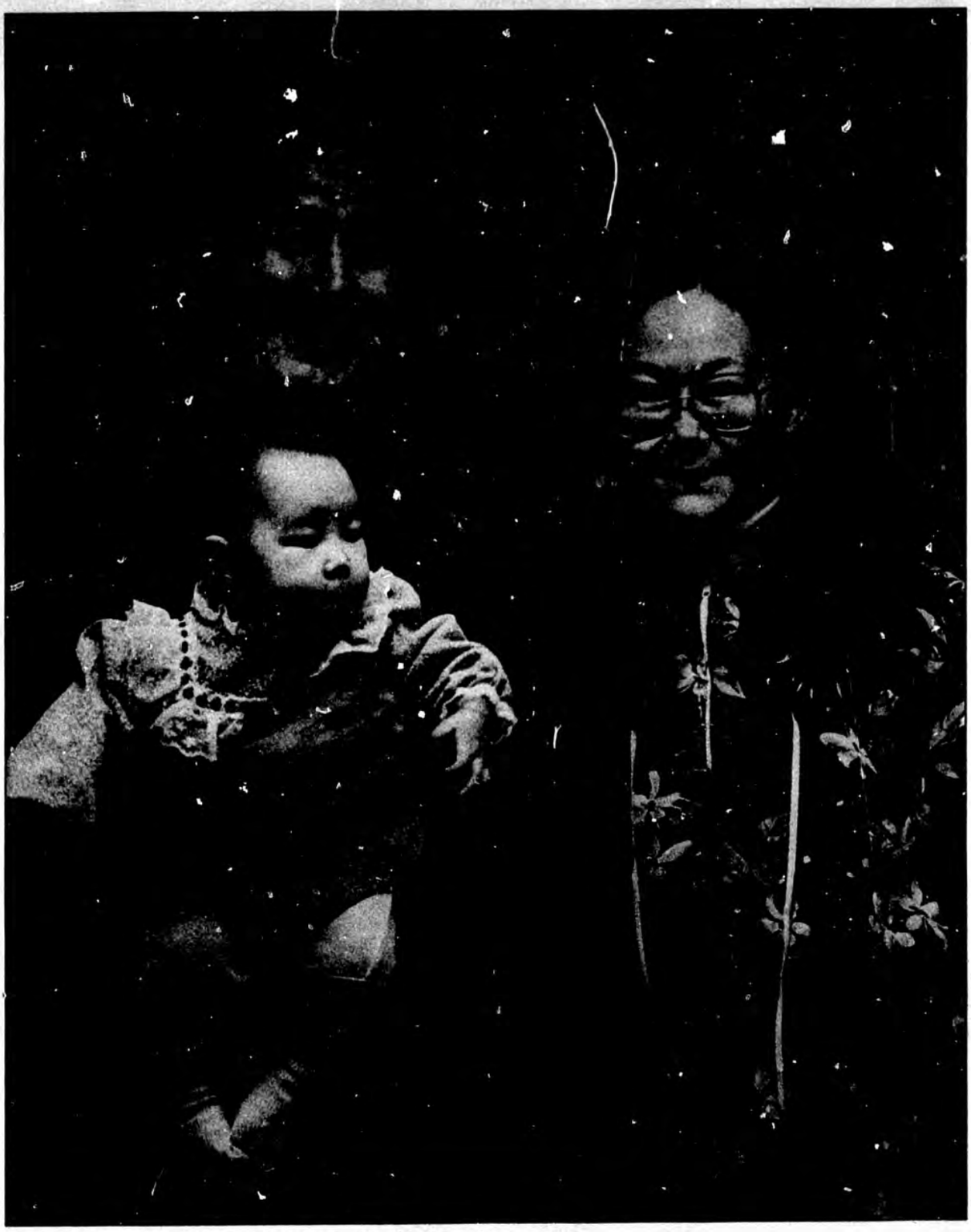
Billy and Charlie Neakok, of Nate Neakok's crew.







Top, Jacob Adams. Above, crew and family, Edward Itta. Left, crew and family, Luther Leavitt Jr.



Successful Point Hope whaler Ernie Frankson, with wife, Evy, and baby, Aviq.

North Slope Borough
P.O. Box 69
Barrow, Alaska 99723

BULK RATE
U.S. Postage
PAID
Permit No. 88
Wasilla, Alaska

SCOMM
71:4

Legislative Information and Teleconference Networks

SIGN-IN SHEET

Date: OCTOBER 11, 1988

Site/Location: JUNEAU

Sponsor/Subject: SENATOR HENSLEY ; SCHOOL PERFORMANCE

PLEASE PRINT

over

Name/Representing	Address Zip	Phone	Here to Testify	Here to Observe
[illegible]	[illegible]	465-5727		✓
~~Paul J. Sincic~~	~~Box 16 Douglas~~		~~✓~~	
John C. Yerkes	19161 Randall Rd. Juneau	789-5037		X
Caren Yerkes	19161 Randall Rd Juneau	789 5037		✓
Steve Wolf	11120 Glacier Hwy	789-4433		✓
Emmett Hedmark	P.O. Box 34533	586-1432	✓	
~~[illegible]~~	~~Box 16 Douglas~~	~~[illegible]~~	~~✓~~	~~✓~~
Nancy H. Byers	2747 David St Juneau	364-2871	✓	
Erica S. Eller	8412 Nugget Dr. Juneau 99801	789-4792	✓	✓
Eric Zemlicka	P.O. Box 210214 Auke Bay AK 99821	789-9729.		✓
Donita Jerue	P.O Box 20434 Juneau. AK 99802	789-9812		✓
Jenny Woods	4478 Columbia Blvd. Juneau. AK 99801	789-1621		✓
Zeno Cole	4428 Hummingbird Cr. Juneau AK 99801	789-1536		✓
Scott Jenkins	P.O. Box 210194 Auke Bay AK. 99821	789-9621		✓
Kristi Fuing	Box 210243 Auke Bay AK. 99821	789-4853		✓
Beverly Thompson	5997 North St Juneau AK 99801	789-5843		✓
Erik Keskinen	8251 Aspen Ave Juneau AK 99801	789-9727		✓
GAIL PARSON	423 JUDY LANE JUNA 99801	463-4813	✓	
BAIL THIBODEAU	4432 Tell Ct	9-5753		✓
Christy Moeller	1521 Ling Ct.	780-4264		✓
Melissa Rogers	8721 Sunset St. Juno AK 99801	780-4918		
PAUL SINCIC	Box 16 - Douglas	364-3283		✓
Neil Bledsoe	P.O. Box 210821 Auke Bay 99821	586-3911	~~✓~~	~~✓~~
Rosemary Hagerty	Box 423 Douglas 99824	364-2154		

If you wish to testify, please sign below.

Please Print Name	Organization if any	Address	Zip
MICHAEL ROWCROFT	JDHS - TAC	9515 SPEEL WAY / JUNEAU	99801
Steve McPhetres (observing only)	Ak. Council Sch. Adm	326 4th #408 SUN	99801
Cris Hill ✓	JDHS JISD	360 Distin Ave	99801

NOT
If you wish to testify, please sign below.

Please Print Name	Organization, if any	Address	Zip
Kay Larson		Box 312 - Kake	99830
Charlotte Siverly	Nat'l Spiritual Assembly of	AK (My address is 8694 Shorel Ct. Juneau	99801

Lorraine Erdwin	633 [illegible] St Juneau 99801	463-5180	
Edna A. MacLean	2501 David St Juneau 99801		
Tina R. Lee	8926 Trio St.	789-9804	observing
Erin James	Box 304 Douglas AK 99824	364-3463	"

SENATE SPECIAL COMMITTEE ON SCHOOL PERFORMANCE

Senator Willie Hensley, chairman
Senators Johne Binkley, Jim Duncan,
Jan Faiks, and Ken Fanning

PUBLIC HEARING

7 - 10 p.m.
October 11, 1988
Centennial Hall, Juneau

1. Call to order/opening comments — Senator Willie Hensley

2. Juneau

   William Demmert, Commissioner of Education

   Charles Northrip, Executive Director, Alaska Public Broadcasting Commission

   Emma Widmark, Manager, Education Services, Tlingit-Haida Central Council

   Juneau Borough School District

      Neil Bledsoe, Coordinator of Alternative Programs
      Gail Parson, teacher, Project 2000

      Ronalda Cadiente, Supervisor, Indian Studies Program

      Sasha Soboleff, Ass't Principal, Juneau-Douglas High

   David Marshall, parent

   Larrae Rocheleau, Superintendent, Mt. Edgecumbe High

3. Sitka

   Isabella Brady, Sitka Native Education Program

   Georgina Kacyon, Sitka Community Association

4. Ketchikan

   Bill Thomas, Indian Education Program

5. Yakutat

6. Other persons to be heard

Summary of presentations made at this committee's hearing in Juneau, October 11, 1988.

The hearing was opened at 7:10 p.m. by Chairman Willie Hensley, with Senators Johne Binkley and Jim Duncan also in attendance. Senator Ken Fanning participated by teleconference from Yakutat.

Education Commissioner William Demmert told the committee that, even though Alaska scores are generally above the national average, districts with predominantly Native populations are not achieving at satisfactory levels; and in the urban areas, Natives constitute the highest percentage of dropouts. The issues are complex, he said, and will require academic, social, and economic solutions, but by relying upon research evidence in conducting their school programs, school districts can make progress. He urged, as priorities for the committee, creation of competitive funding projects to produce improved quality in parenting/early childhood programs and to help selected districts reorganize language K-4 programs; development of collaborative programs with the university for staff training, with social service agencies to address social issues, and with business and industry to build pilot or model programs; and development of research capabilities to meet Alaska needs. (See attachment).

Public broadcasting executive director Charles Northrip told the committee that public television resources were greatly underutilized in education, partly owing to the separation of functions since Executive Order 50 was adopted in 1981, a separation that ought to be reconsidered. Instruction and informal education on a wide range of subjects on produced series should be taking place, as should the use of live interactive video and cassette packages of PTV series. But many of the uses would only be possible with the utilization of a system like the Rural Alaska Television Network.

The manager of education services for the Tlingit-Haida Central Council, Emma Widmark, said her chief concerns for improvement are in provision of Native role models in schools, teachers having cultural awareness, support services (probably including parents), and programs that focus on the potential of learners, not their deficits.

Neil Bledsoe, the director of alternative programs at the Juneau-Douglas High School, described several such programs, each of which has somewhat different attributes and student composition. The programs are characterized by flexible scheduling, self contained learning, and job training and work experience. The district is working at how it might provide day care to 28 teenage mothers who want to be in school.

Gail Parson, a teacher at one of the programs -- Project 2000 -- said it is a community of 40 with one teacher for a four-hour block that allows freedom in planning and conducting the course of study, and that is sufficiently long to build a sense of community among its members. She said the "kids are blossoming."

Seven students from the alternative programs -- most of them from Project 2000 -- spoke with candor of their past involvement with drugs and alcohol, of their absenteeism, and of their failures in school before being enrolled in the project. Among other things, they told of earning higher grades, attending regularly, building a sense of self-worth, learning at their own pace, and of building a relationship with the teacher and other students. More than one said, "We are a family."

Yakutat elementary school principal Jerry Schoenberger advised the committee to encourage local initiative, saying that the programs that really work are developed locally.

The supervisor for Juneau Indian Studies, Ronalda Cadiente, showed the committee curriculum guides for the Indian studies program, and described the importance of such studies to Natives and non-Natives alike. She said the use of the materials sometimes exposes adverse feelings, and that she knows changes in attitude will take time. Administrative support is critical, she said.

Indian studies teacher Cris Hill said among the problems in implementing the program is that she is dependent upon invitations of teachers to make presentations. Some evaluations from students are very troubling, she said, because they often represent underlying attitudes. Her hope is that the program will help Native children face others without being confronted by negative stereotypes.

Parent David Marshall, a seven year resident of a western REAA, recommended that the Department of Education provide training to school board members to prevent intimidation by superintendents, assure that parent advisory committees are effective, evaluate the quality of schooling in districts, and report on complaints about districts and the department's response to them. He also urged the legislature to provide for student evaluation of school programs and to establish a quota system to increase the number of Native teachers in villages.

Mt. Edgecumbe superintendent Larrae Rocheleau said students at his school take seven classes a day, with other coursework that is not basic taken after school. A problem is finding teachers who will work afternoons, evenings, and weekends, he said. Despite the demands for achievement placed upon the students, he had to turn 170 applicants away.

Former teacher Paul Sincic told of school failures in the Juneau district, Thorne Bay, and Karluk.

A Juneau parent, Christy Moeller, urged the committee to do what it could to reduce class size in the lower grades, pointing out that by doing so, Texas had produced substantial achievement gains and increased parental involvement.

Nancy Byers, a teacher formerly at Gambell, recommended to the committee that, where appropriate, the first years of instruction be in the child's Native language, that teachers be trained in English as a Second Language techniques, and that provision be made to allow communities and school faculties to plan together.

Chairman Hensley adjourned the hearing at 11:05 p.m.

Bob Arnold
10/12/88

[In a facsimilie message to the hearing, Sitka Community Association social worker Georgina Kacyon said the attendance policy of the Sitka schools contributes to the dropout problem there. With twelve absences, she said, a student fails a class and sees no point in continuing in school. She said she believes an attendance policy is needed, but the result of the current one is that several 9th graders are now repeating the grade. She said Sitka does not have an alternative program.]

[In a letter to the committee, Juneau parent Sylvia Dean said she is involved in public and private schools and is currently teaching home school, and that the relationship between the parent, child, and teacher is the key. She said parents must be welcomed into the learning process and encouraged to participate.]

Mr. Chairman, members of the Subcommittee on student performance, my name is William G. Demmert, and I serve as the Alaska Commissioner of Education.

I appreciate the opportunity to provide testimony to your committee, and would certainly like to take this time to formally thank you and the subcommittee for jointly chairing the hearings held in Anchorage with the Quality Education for Minorities Task Force. It provided an exciting forum for developing a broad understanding of some of the educational problems, and priorities important to a variety of population groups in Alaska.

The general theory behind my presentation today is that students move through a series of stages, and that students need to be appropriately nurtured as they move from one stage to the next. The critical points through which students pass from one stage to the next are called transitions. The transitions include home to school; primary schooling to middle school to high school; school to post secondary activity, college or work; and to a family of one's own.

I will summarize the issues and problems as we view them and give a quick review of the Department of Education's recommendations to these problems. I will present a written paper to this committee that will more fully explain the points I will make orally. The paper will include a comprehensive bibliography covering the research material related to the paper's recommendations.

In February 1988, the Alaska Department of Education submitted a report to the Alaska Legislature entitled Basic Skills Performance of Alaska's Students, Achievement Test Results for 1984-85; 1985-86; and 1986-87. This report was a first step in addressing the question of how well Alaska's students were achieving. The Department compiled academic results in the areas of reading, reading comprehension, mathematics, mathematics problems solving, and language arts. It was my understanding that this was the first time that such a diverse set of information describing education at the district level had ever been compiled and disseminated.

The report pointed out that over the three year period tested, Alaska's students on the average scored consistently higher than the national average on standardized achievement tests. Within districts, student performance varied. Some districts' scores were consistently high over time while others were consistently low. Of the 60 possible comparisons, Alaska students scores were greater than the national average in 57 instances.(1) The low scores came from rural districts where there was a high concentration of students whose families were economically disadvantaged (poor), and who lived in homes where English was a second language

1. The three instances that Alaska scored at or below average included Reading for 1985-86 (40) and 1986-87 (48); and Problem Solving for 1986-87 (50).

These findings, which are consistent with a number of national studies on student performance, indicate circumstances where communities, families, parents and educators must alter a student's home and community environment in order to help that student succeed. (Boyer, Chance, Sizer, National Governor's Association) Being poor does not mean that a student will not do well in school. It means that in poverty homes poor children may not be as readily exposed to the learning experiences that are necessary to succeed in school. Not knowing English as a first language does not mean that a student is ignorant, or that a student will not learn. It means that taking tests in English may be more difficult if the student's primary home language and the English language are not well established. It is the school's failure for not providing the proper learning environment and emphasis on culturally and developmentally appropriate environment with emphasis on all phases of language development. (Cummins)

I pointed out that Alaskan students performed well when compared to other students throughout the nation. This information is reinforced by the high school seniors that take college entrance examinations.(2) In both the American College Test and the Scholastic Aptitude Test Alaskan students score at or above the national averages, with greater percentages of Alaska graduating seniors taking the tests. In addition our students are admitted to a variety of postsecondary schools, including the most selective, and compete well. The concern that I have is that there is a group of students that the schools are not reaching; a group of students that appears to be growing, and that unless we target them for special attention that population will continue to grow.(3) (Hodgkinson, Schorr)

These students are members of families that come from a sustained poverty setting; they have not developed a proper language base from which to succeed in the formal school setting; they have personal or family problems that serve as barriers to learning (4) and have not had the culturally and developmentally appropriate environment necessary to learning established early in life. They certainly include students whose parents or communities do not value a formal education.

In Alaska, the single largest schooling issue--as far as the group of students who, the public schools are not reaching--is directly associated with the Native community. The largest number of schools that did not do well in the standardized academic tests were rural and predominately Native. In the high school drop out studies that have been conducted in Juneau, Anchorage, and Fairbanks, the greatest percentages leaving school before graduation are Native students. The problems encountered are of course very complex and require a comprehensive combination of academic, social, and economic solutions if schools are to be more successful in responding to their needs.(Schorr)

---

2. 48% in Alaska compared to 35% nationally
3. National statistic is 27% and expected to reach 30%
4. Substance abuse, physical abuse, poor mental or physical health

There are some theoretical problems to educating students that are worth reviewing briefly. These include the following:

1. Developmentally and culturally appropriate early childhood education activities are recognized as absolutely critical to a young child's development. The first and most important factor is what happens to a child during the prenatal period, and then during the developmental years from birth to three years of age. We know that a youngster's future is significantly influenced (and may be set in some areas) during those years. We know that a pregnant mother's diet; her abstinence from smoking, drug and alcohol use; and her relationship with the newborn child are critical. We know that the quality, climate, and consistency of child care during the early years are important to establishing the intellectual, physical, emotional, cultural, and social base of children; that they may not get another chance; and that what we or they do afterward is built upon that early base. This base is important to self-identity, self-confidence and schooling.

2. The amount of family support and level of expectations of performance for students and a positive school experience (especially in the early grades) are becoming better understood as important factors for success. Children learn that their parents care about them and their development by the actions of the parents. The attitude parents display towards school; their interest in youngsters' academic, social, physical, and personal development; providing quiet time, help and encouragement; expecting grades consistent with abilities; and taking the time to play and work with youngsters. All of these actions by parents influence children's attitudes toward school and toward themselves. Schooling, and specifically, successfully completing a grade level sets the stage for the next year. If the experiences were positive, then the next year has a much better chance. If they were negative, then the next year starts with some attitudes that need changing. Teacher and administrative support and understanding, as well as finding an instructor that a student feels free to communicate with are all important. If a student does not feel comfortable in the school, if the student feels the school or other students have not accepted him/her, then the student will probably drop out.

3. Language development and understanding is recognized as a base from which learning occurs. The importance of using one's home language as the initial language of instruction is more clearly understood. Bilingualism as a cause of minority students' academic failures is no longer recognized as valid. **It is the failure to provide students the opportunity to develop conceptual and analytic thought skills in the home language as a base for learning a second language that contributes to academic difficulties.** Again, the complementing influences of the home and school on language and cultural transmission are recognized as very important to intellectual development.

4. There is a developing awareness of a significant relationship between minority (and indigenous populations) students' school failure and the status and power relations between groups. The growing base of information suggests that students from aboriginal groups are successful or not successful in school as a direct result of their interactions with other students from the dominant group, as well as with teachers and administrators. Minority groups dominated by majority groups are characterized by widespread school failure. The students do not develop the cognitive, social, and emotional foundations necessary to succeed in school. On the other hand, minority populations that feel good about their own culture, as well as the dominant culture, and do not feel inferior to the dominant group, do not experience widespread school failure. They develop the ability, confidence, and motivation to succeed in school. They do well because they are comfortable with their own cultural identity and develop a base for academic learning and interaction within a variety of settings and structures. Influencing the success or failure of students are four institutional characteristics of schools:

> These characteristics reflect the extent to which (1) minority students' language and culture are incorporated into the school program; (2) minority community participation is encouraged as an integral component of children's education; (3) the pedagogy promotes intrinsic motivation on the part of students to use language actively in order to generate their own knowledge; and (4) professionals involved in assessment become advocates for minority students rather than legitimizing the location of the 'problem' in the students. (Cummins, 1986).

5. The ability to solve problems in a variety of settings by utilizing different kinds of skills is directly related to intelligence. In the academic world the most valued knowledge, which is the knowledge that our nation's educational testing programs measure, is language and logic. In the contemporary world of work, and in the practical world of indigenous cultures, the ability to survive depends upon the knowledge and use of additional abilities or intelligences. According to Howard Gardner of Harvard University, these intelligences include spatial intelligence - the ability to perceive the visual world accurately; musical intelligence - sensitivity to pitch, melody, rhythm and tone; linguistic intelligence - sensitivity to the meaning and order of words; logical-mathematical intelligence - ability to handle long chains of reasoning; interpersonal intelligence - ability to notice and make distinctions among others; intrapersonal intelligence - access to and understanding of one's own feelings; and bodily-kinesthetic intelligence - fine tuned ability to use one's body and to handle objects.(Gardner)

6. There are some immediate social problems that we must contend with as educators, as parents, as leaders, and as communities. Some of these result from the rapid social, cultural, and economic changes that have taken place during this decade. In circumpolar Alaska, these rapid changes have been influenced by the oil boom, modern technology, and the advent of closer and prolonged contact with other people and cultures through schools and other institutions. These social problems certainly include the increases we see in substance abuse, sex and child abuse, suicide, and the erosion of family structures. There is also an occasional rejection of one's culture and heritage. The ability of educational institutions to adjust for these problems is limited. The institutions are not prepared to cope with the complex pressures that the modern world places on students and their families and environments.

A quick outline of the issues and problems of Alaskan schools include:

* Children and adults who lack a strong primary language base
* Social problems that are barriers to academic achievement and social development
* Inability of students to recognize relationships between schooling and work
* High drop out rate among Alaska Natives
* High drop out rate among parenting and pregnant teens
* Students who have not developed an intrinsic value of learning
* Lack of self-discipline by students
* Lack of respect for the teaching profession
* Children who come from an abusive home environment, including substance abuse and child abuse.
* Children who lack adequate support from their family, community or school.
* Children who lack a set of basic skills or the opportunity to gain a set of basic skills.
* Children with physical and psychological handicaps, including low self-esteem.
* Children who come from a poverty background.
* Children whose immediate family is headed by a single parent who lacks adequate support.
* Minority children who are discriminated against.
* Negative school experiences and low achievement.

A Review of the Research Base that Leads to Solutions

* Impact of parenting and early childhood development
* Impact of community and parental support
* Importance of positive schooling experience
* Importance of strong language base for development of conceptual and analytical skills
* School courses are based on the proven effective schooling techniques of:

* adequate and quality time on task
* clear standards and high expectations for learning
* a systematic assessment of teacher effectiveness and student achievement
* a positive school environment
* instruction is based on sound pedagogical theory and techniques.
* Impact of poverty on basic skills development
* Impact of positive relations among majority and minority cultural groups
* Impact of Technology on student achievement

From all of this we have developed a recommended list of priorities that we in the Department believe important to address in the near future if we are to impact improvement in Alaska's schools over the next few years. These include:

* **Creation of a competitive early childhood education fund for schools and communities for parenting and early childhood programs.**

* Elementary grade child development activities
* Elementary, Middle grade and high school parenting classes for students
* Parenting classes for teenage mothers through community schools, Native organizations and social agencies such as churches, non-profit organizations and others.
* Enhancement and expansion of community and school based early childhood education programs that are culturally and developmentally appropriate.

* **Creation of a competitive fund for reorganizing primary grades to focus on language development in K-4 grades, with incentives for teachers and principals to plan and implement programs supporting programs in:**

* English language
* Native languages
* Foreign Languages

* **Development and expansion of activities with school districts and the universities in the state to collaborate on improving pre and in-service teacher/administrator training programs, including:**

* Summer Academies
* Strengthen Pre-service and In-service Program Requirements
* Strengthen Certification Requirements
* Writing, Math and Science Consortiums

* **The development of school/community partnerships with government agencies, business, industry, and Native organizations. Such partnerships could focus on:**

* A special fund to encourage schools and other agencies to plan and implement cooperative programs.
* Development of a model program that focuses on academic skills important to adult success, and other skills important to the world of work.
* Cooperative planning and collaboration between State Departments of Education, Health and Social Services, and Community & Regional Affairs and Labor to meet the needs of students (with family intervention) whose social problems serve as barriers to schooling.

* **Development of an educational research capability that provides information on Alaskan priorities, and situations, focusing on improved academic achievement and social behavior skills.**

According to some of the most recent findings programs that work best for children and families in environments of high risk generally offer intensive and comprehensive services. These services must be able to respond with flexibility to a wide variety of needs whether they are part of the health, mental health, social service or educational systems.

We know what the problems are, we generally know how to deal with them. There is adequate research available to develop programs to do so. The current national reports by the Chief State School Officers Council, the National Association of State Boards of Education, the National Governors Association, and others all advocate a variety of the suggestions we have made. We have made them in the Alaskan context.

BIBLIOGRAPHY

1. A Blueprint for Success: Community Mobilization for Dropout Prevention. Washington, D.C.: National Foundation for the Improvement of Education, (1987).

2. A Guide for Parents About Retention and Promotion. Migrant Program-State University College, Oneonta, NY.

3. A Practitioner's Guide: Strategies, Programs and Resources for Youth Employability Development. Philadelphia, PA: Public/Private Ventures, (1988).

4. Andrews, R.L. and R. Soder, "Principal Leadership and Students Achievement," Educational Leadership 44(6), p. 9-11, 1987.

5. Argyle, M. The Psychology of Happiness. London: Methuen. 1987.

6. Ascher, Carol, Chapter I Programs: New Guides from the Research. January 1988 (ERIC).

7. Baker-Benally, Preliminary Descriptive Review of Alaska Native Students in the Fairbanks North Star Borough School District. Alaska Native Education Program, January, 1987.

8. Basic Skills Performance of Alaska's Students, Alaska Department of Education, February, 1988.

9. Berlin, Gordon and Sum, Andrew. Toward a More Perfect Union: Basic Skills, Poor Families, and Our Economic Future. Occasional Paper Number Three. Ford Foundation Project on Social Welfare and the American Future. New York: Ford Foundation, (1988).

10. Bloom, Benjamin S., "The Z Sigma Problem: The Search for Methods of Group Instruction as Effective as One-to-One Tutoring," Educational Researcher. June/July 1984.

11. Boyer, Ernest L., High School, Harper & Ros, New York, 1983.

12. Cadiente, Ronalda, Early Leavers Study of the Juneau Borough School District, Northwest Regional Educational Laboratory, October 1, 1986.

13. California Department of Education, Beyond Language: Social and Cultural Factors in Schooling Language Minority Students. Evaluation, Dissemination and Assessment Center, Los Angeles, CA, 1986.

14. Chance, William., "...The Best of Educations" Reforming America's Public Schools in the 1980's, The John D. and Catherine T. MacArthur Foundation, 1986.

15. Children in Need - Investment Strategies for the Educationally Disadvantaged. Research and Policy Committee of the Committee for Economic Development, 1987.

16. Crook, Carla. Partnerships in Education: a Sourcebook. Manhattan, KS: Center for Extended Services, College of Education, (1986).

17. Crumb, Jeanmarie, Alaskan Native Early School Leavers: A Study with Recommendations, Anchorage School District, January 20, 1982.

18. Cummins, Jim, "Empowering Minority Students: A Framework for Intervention," Harvard Educational Review, Vol. 56, No. 1, February 1986, pp. xx-xx

19. Cummins, Jim, Bilingualism and Special Education: Issues in Assessment and Pedagogy, College-Hill Press, San Diego, California, 1985.

20. Dropouts in America - Enough is Known for Action. The Institute for Educational Leadership, Washington, D.C., March, 1987.

21. Druian, G. & J. E. Butler, Effective School Practices and At-Risk Youth: What the Research Shows. Northwest Educational Laboratory, Portland, OR, 1987.

22. Earle, Janice; Roach, Virginia and Fraser, Katherine. Female Dropouts: A New Perspective. Alexandria, VA. National Association of State Boards of Education, (1987).

23. Enhancing Holiday Power - A Dropout Prevention Plan. Austin, Texas School District, May, 1984.

24. Farrar, E. and A. Cipallone, After the Signing: The Boston Compact, 1982-8. The Huron Institute, Cambridge, MA, 1985.

25. Felix, Hertlein, McKenna, Rayborn, "Combining Categorical Program Services Can Make A Major Difference," Phi Delta Kappa, June, 1987.

26. Gardner, Howard, "Beyond the IQ: Education and Human Development," Harvard Educational Review, Vol. 57, No. 2, May 1987, pp. 187-193.

27. Goleman, Daniel, "An Emerging Theory," New York Times, April 10, 1988, pp. 22-24.

28. Governors' 1991 Report On Education, National Governors' Association, 1988.

29. Grade Retention and Promotion - Considerations for Dropout Prevention. Migrant Program-State University College, Oneonta, NY, August, 1987.

30. Hahn, Andrew, et al., Dropouts in America Enough is Known for Action, Institute for Educational Leadership, Washington, D.C., March 1987.

31. Hahn, A., "Reaching Out to America's Dropouts: What to Do?" Phi Delta Kappa 69(4), p. 256-267, 1987.

32. Hodgkinson, Harold L., All One System, Demographics of Education, Kindergarten through Graduate School, The Institute for Educational Leadership, Inc., American Demographics, January 1983.

33. Intergovernmental Advisory Council on Education. A Report to the President of the United States. Washington, D.C.: U.S. Government Printing Office, (1988).

34. Isenhart, Lucie and Bechard, Sue. Dropout Prevention. Denver: Education Commission of the States, (1987).

35. Leask, Janie, Memorandum: Retreat Follow-up and News Release, Alaska Federation of Natives Executive Committee Meeting, Sitka, Alaska, March 11, 1988.

36. Leinhardt, G. and W. Bickel, "Instruction's the Thing Wherein to Catch the Mind That Falls Behind," Educational Psychologist. 22 (1987): 177-207.

37. Lonner, Thomas, "Village Alcohol Control: Traditional Methods and the 'Local Option Law'," Circumpolar Health 84, Proceedings of the Sixth International Symposium on Circumpolar Health, Edited by Fortuine, Robert, University of Washington Press, Seattle & London, 1985, pp. 335 - 339.

38. Migrant Attrition Project - Abstract of Findings. New York State Department of Education, August, 1987.

39. Morse, Susan, Action Ideas - Grade Retention: An Overview. Interstate Coordination Project (ERIC), Spring, 1988.

40. Morse, Susan, Cognative Retention and the Migrant Child. Migrant Interstate Coordination Project, January, 1985.

41. Morse, Susan, Focus: Dropouts. Interstate Migrant Education Secondary Team Project (ERIC), December, 1986.

42. Morse, Susan, Focus: Language. Migrant Interstate Coordination Project, May, 1987.

43. Morse, Susan, Migrant Students at the Secondary Level - Issues and Opportunities For Change. 1986 (ERIC).

44. Natriello, G., E.L. McDill, and A.M. Pallas, "School Reform and Potential Dropouts," Educational Leadership 43(1), p. 10-14, 1985.

45. National Coalition of Advocates for Students. Barriers to Excellence. Our Children at Risk. Boston: National Coalition of Advocates for Students, (1985).

46. National Governors' Association. Making America Work: Bringing Down the Barriers. Washington, D.C.: National Governors' Association, (1987).

47. Office of Educational Research and Improvement Urban Superintendents Network. Dealing with Dropouts: The Urban Superintendents' Call to Action. Washington, D.C.: U.S. Government Printing Office (#195-625-814/70433), 1987.

48. Orr, Margaret T. What to Do About Youth Dropouts? New York: Structured Employment/Economic Development Corporation SEEDCO. (1987).

49. Our Greatest Natural Resource, Investing in the Future of Alaska's Children, A report of the Governor's Interim Commission on Children and Youth, January 1988.

50. Project H.O.L.D. - Dropout Prevention Strategy, Pajaro Valley Unified School District, Watsonville, CA.

51. Project Upgrade - A Strategy for High-Risk Youth. Migrant Interstate Coordination Project, January, 1985.

52. Restructuring the Education System: Agenda for the 1990's, National Governors' Association, 1988.

53. Rutter, M., B. Maughan, P. Mortimore, and J. Oustin, Fifteen Thousand Hours: Secondary Schools and Their Effects on Children. Harvard University Press, Cambridge, MA, 1979.

54. Schorr Lisbeth, B., with Schorr, Danies., Within Our Reach, Anchor Press, Doubleday, New York, 1988.

55. Silverman, Robert J., and William G. Demmert, Jr., Characteristics of Successful Native Leaders, Educational Resources Information Center, May 1986.

56. Simons, Carol. 'They get by with a lot of help from their kyoiku mamas," Smithsonian, Vol 17, No. 12, March 1987, pp. 44 - 51.

57. Sizer, Theodore R., Horace's Compromise, Houghton Mifflin Company, Boston, 1984.

58. Summary Report - National Forum on Youth At-Risk. Education Commission of the States, December, 1987.

59. To Assure the Free Appripriate Public Education of all Handicapped Children. Tenth Annual Report to Congress on the Implementation of the Education of the Handicapped Act, U.S. Department of Education, 1988.

60. W. T. Grant Foundation Commission on Work, Family and Citizenship. The Forgotten Half: Non-College Youth in America Interim Report of School-to-Work Transition. Washington, D.C.: W. T. Grant Foundation, (1988).

61. Weber, James M. Strengthening Vocational Education's Role in Decreasing the Dropout Rate. R and D Series No. 157, Columbus: National Center for Research in Vocational Education. Ohio State University, (1987).

62. Wehlage, G. G., "At-Risk Students and the Need for High School Reform," Education 107(1), p. 18-28, 1986.

63. What Works - Research About Teaching and Learning. U. S. Department of Education, 2nd Edition, 1987.

64. What Works - Schools That Work - Educating Disadvantaged Children. U. S. Department of Education. U. S. Government Printing Office, 1987.

65. Willis, Harriet Doss Students At Risk: A Review of Conditions, Circumstances, Indicators, and Educational Implications. Elmhurst, IL: North Central Regional Educational Laboratory, 1987).

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

02-576(2/77)

60. W. T. Grant Foundation Commission on Work, Family and Citizenship. The Forgotten Half: Non-College Youth in America Interim Report of School-to-Work Transition. Washington, D.C.: W. T. Grant Foundation, (1988).

61. Weber, James M. Strengthening Vocational Education's Role in Decreasing the Dropout Rate. R and D Series No. 157, Columbus: National Center for Research in Vocational Education, Ohio State University, (1987).

62. Wehlage, G. G., "At-Risk Students and the Need for High School Reform," Education 107(1), p. 18-28, 1986.

63. What Works - Research About Teaching and Learning. U. S. Department of Education, 2nd Edition, 1987.

64. What Works - Schools That Work - Educating Disadvantaged Children. U. S. Department of Education. U. S. Government Printing Office, 1987.

65. Willis, Harriet Doss Students At Risk: A Review of Conditions, Circumstances, Indicators, and Educational Implications. Elmhurst, IL: North Central Regional Educational Laboratory, (1987).

submitted by: Ronalda Cadiente
Indian Studies
City & Borough of
Juneau School District

Senate Select Committee On School Performance

I would like to take this opportunity to share with you a program which addresses the need for culturally appropriate curriculum in the schools. Although the program is specific to the Southeastern part of the state, it is a model which would benefit school districts throughout Alaska.

The federally funded Title IV, Part A Juneau Indian Studies Program has provided the students and teachers of the City and Borough of Juneau School District with the development and implementation of culturally appropriate curriculum and classroom instruction to address district policy which states that Alaska Native culture will be integrated into the K-12 curriculum..

In 1986 the Indian Studies Program formed a committee comprised of educators and members of Native organizations for the purpose of reviewing our elementary curriculum for both CONTENT and FORMAT: CONTENT to review the appropriateness of cultural information presented in our units, and FORMAT; to review, support and make recommendations for the effective delivery of information. This committee in its design validated our effort and provided support for our continued effort.

The committee enthusiastically elected to continue providing input as we began the development of our secondary curriculum. With the support provided us, we now have two established curriculum guides which are available to teachers of the local school district.

The Native learner characteristics dictate that the techniques and cultural appropriateness of the content differ for the population being served. Culturally appropriate instructional resources include those designed to meet the specific educational and culturally related academic needs of Indian students AND those designed to enhance cultural understanding and appreciation among Native and non-Native students. What makes our curriculum unique is that it is designed to be experiential, allowing ALL students to have opportunity for SUCCESS by taking into account the various learning styles.

Most important, the instructional units aid all students to more fully UNDERSTAND, RESPECT AND APPRECIATE cultural differences and similarities by exploring VALUES which define us as Native people.

How would the implementation of culturally based curriculum affect student performance?

The message of culturally appropriate curriculum for the Native Community should be that the school values the Native community and their contributions. That the Native family is not compromising their own values and culture by sending their

children to school when that school uses culturally appropriate curriculum. Too often Native students are not actively involved in the regular school program. Culturally appropriate curriculum can help bridge the gap between the community of the student and school activities in which the student must learn to take part. Allowing community involvement in design and implementation of culturally appropriate materials and information creates a joint acceptance of responsibility in educating our youth.

I am pleased to report that attitudes among native and non-native students are being improved, particularly at the elementary level. With the implementation of high school curriculum, we are exposing adverse feelings regarding cultural differences among students. We will continue to accept the challenge of educating students for them to be better equipped to deal with the real world. We recognize the process of change, particularly regarding attitude, is a long one. We believe that our effort will be rewarded, in time

What I would like to highlight for you is that it IS possible to make the school a place that is accepting and supportive of the Native student. School district and STATE policy must outline for Administrators and teachers specific expectations in meeting the needs of Native students. If culturally appropriate curriculum is expected to be developed and implemented, then it is our experience that this will not likely occur unless ADMINISTRATIVE SUPPORT exists. Also to be considered is the level of preparedness of teachers in both pre-service and In-service training since they will be the key to the success or failure of efforts to improve the school environment for Native students.

There are many factors to consider in exploring the needs of students, particularly in relation to their success in the educational institution. Culturally appropriate curriculum is only one piece of a very complex puzzle, but one that can realistically be achieved.

Notes:

- NATIONAL COMMISSION ON SOCIAL STUDIES

- City and Borough of Juneau School District I. The Curriculum BP 6010, A. General BP 6011, B. The curriculum of the various grade levels will include instruction in Tlingit culture as an integral part of the K-12 social studies curriculum. (Adopted September 27, 1971)
Later, in May of 1982 the adoption of Board Resolution 12-81 provided the district with an "Indian Education Curriculum, Tlingit Culture, Scope and Sequence for Grades K-12".

Effective Practices In Indian Education: Curriculum Monograph. Northwest Regional Educational Laboratory.

3225 Meadow Lane
Juneau, Alaska
99801
October 11, 1988

Greetings,

As a mother of four children, I am involved in Public school, Private schools and am currently teaching home school. I have found that my involvement in the child's education is the biggest factor in his success. The praise that my home-schooler recieves for a job well done is the greatest singe motivating factor.

The relationship between parent, child, and teacher is the key. The closer that tie can be, the more responsibility for learning can be shared equally.

Parents must be welcomed by teachers into the learning process and encouraged to participate.

Thank You,
Sylvia Dean

KTN

1
2
3
4
5
6
7

8
9
10
11
12
13
14

YAK

1) SEN. FANNING 8
2) JERRY SCHOENBERGER (T) 9
3) 10
4 11
5 12
6 13
7 14

SIT

1 TERRY COONS (O) 8) WALTER CLARK (T)
2 JIM ZIMMERMAN (O) 9) PAULA SALTE (O)
3 TAMI JAHNS-ODINZOFF (O) 10
4 ISABELL BRADY (T) 11
5 DR RON DICK (T) 12
6 ~~MR~~ KINGSLAND (T) 13
7 MRS. KINGSLAND (O) 14

MARSHALL'S TESTIMONY BEFORE THE ALASKA SENATE SELECT COMMITTEE ON EDUCATION

October 18, 1988

I lived in a village in western Alaska over the period 1979-87. I'd like to talk about what happened to me when I tried to get some changes in the local school district's gifted and talented program in 1982. Then I'd like to draw some conclusions from it, and make some tentative recommendations that I hope the committee may find worthwhile considering.

In a nutshell, the district resisted, the Alaska Department of Education eventually became part of the resistance, and only after the Ombudsman stepped in did anything happen.

In April, 1982 my daughter, who was then 16, was in the local high school in the village. She was talking one night about school in general and about the gifted and talented program in particular. She said the program was a farce. I asked her about it. My wife's boy, who was 13 at the time, joined in. They said the same thing: the content of the program was poor; the teacher didn't know what he was doing; he was often not there; he didn't seem to care; being in the program was a waste of time. They were disappointed because they had been led to believe it would be a real improvement over the standard courses they were getting. By and large, they found the standard courses --and teaching by rote-- unsatisfactory.

I'd heard about the program, which had started in November, I think. I'd offered to teach two sessions, and had already taught one. The other one was still on the agenda. Surprised by what these two students had said, I invited

the other seven students in the gifted and talented program to a meeting to talk about the program. Two showed up, so there were five of us: my wife's son; my daughter; two other girls; and me. I asked them if it would be okay to tape the conversation, and said that I wanted to write a report on what they said, and would give it to them after I was done so they could look it over before anything was done with it. And I suggested that the Parent Advisory Committee might be interested in it.

I asked them first to write down on slips of paper key words they felt described the program. Their words were: exciting; misleading; poorly done; tenuous; unproductive; unprofitable; disorganized. I asked them what they meant. They talked non-stop for half an hour. I recorded what they said, and typed up a verbatim report that included an introduction and a summary. They said it was okay.

I can't remember any more why it never got on the agenda at a PAC meeing. I think I spoke to one or two PAC members about it, but they weren't interested. But I told the Program Coordinator, the School Superintendent, and the High School Principal about it. The first two said they didn't like what I'd done, and didn't want to see it: obviously the report was biased --it was just about what students who didn't like the program had said. I gave the Principal a copy. He never spoke to me about it.

One day, a week or two later, I was in the District Office. A secretary was copying some material I had prepared for my second lecture to the gifted and talented students. (As it happens, it was on village economics -- a topic I've done some research on.)

While I was in the office, several people showed up: the Superintendent and some of his staff; the Progam Coordinator; the Principal. They invited me into a meeting room, and asked: "What do you want?" I said I wanted them to stop feeding the gifted and talented students garbage, and to get a good program together. Fur and feathers flew every which way. The immediate result was my second lecture never made it.

I think it was at that meeting that the Superintendent and the Program Coordinator said they weren't interested in my report. They also said it was a good program, and would be the same next year, i.e. 1982-83. That disturbed me, because my daughter was interested in going to college, and next year would be her last year in high school.

So I called the Alaska Department of Education in Juneau to find out about this gifted and talented program. A spokesman said there was a handbook on it, and regulations, and agreed to send them. In the meantime, I sent a letter April 29 to the Department of Education, including the report on what the students had said about the program, and asked the DoE to conduct an enquiry into it. Soon after, the documents arrived. They opened my eyes. They said that school districts have to evaluate students to see if they're gifted and talented, talk with parents beforehand about the evaluation, show them the results, draw up an Individualized Education Program (IEP) for each gifted and talented student, give it to the parents, and get their signature that they approve --all before the program is administered. Nobody at the District had told me anything about this. I'd never signed an IEP; I never even saw one. And, the regulations say parents have a right to an independent evaluation and to a hearing on their child's program. (4 AAC 52)

With this, it looked like I might be able to get somewhere. So I wrote the DoE again, on May 5, this time asking them to hold a hearing on the program. The DoE wrote back saying they wouldn't review the program, and that if I couldn't resolve things by talking things over with the District I could ask the District for a Due Process Hearing. So I wrote to the School Superintendent on June 7 asking for a meeting so we could discuss our differences. That letter also asked for a copy of my daughter's evaluation and of the IEP program she'd just gone through. On July 9, in a phone conversation, the Superintendent said he couldn't do anything till early August: the Program Coordinator was away.

That reply was no good for me. I wanted to decide whether or not to have my daughter come back for the next school year, beginning August 1982. A good IEP was relevant. But it was looking as if improvements couldn't be made until school began, if then. So on July 15 I wrote the Superintendent asking for a Due Process Hearing. And, on July 20 I wrote to the Chairman of the School Board asking to be on the agenda at its next meeting, in August. By August 5 --two months after I'd first asked-- I still didn't have the documents from the District. The regulations say they have to be provided within 45 days. So I phoned the DoE and asked them to help by calling the district. They said they couldn't help; I'd have to go through the Board. Then I wrote to the Superintendent, on August 6, again asking for a Due Process Hearing, and also asking the District to pay for an independent evaluation. And, I wrote to DoE Commissioner Lind criticizing his Department's unwillingness to help, and seeking clarification of the potential role of the DoE in helping. His reply of August 25 included this sentence. "I do not feel that it is in

the best interest of education for the Department of Education to become overly involved with problems which arise at the local school level."

On August 11, I wrote the Chairman of the School Board outlining what I proposed to say at the Board meeting August 17. On August 13 the Superintendent wrote me, saying that the District would arrange a Due Process Hearing and that I could have the documents (that I had asked for on June 7) on August 18, when the Program Coordinator returned. This was too late for the Board meeting.

I went to the Board meeting August 17, and found the Board in Executive Session. No-one could or would tell me what the session was about. I learned the next day from a Board member that it consisted of the District's attorney telling the Board members not to let me speak. The Chairman didn't. In public session, he said I was limited to 15 words. The attorney's argument was that it would be improper for me to speak, for two reasons. First, because the gifted and talented students' individualized education programs were personal to the students and their parents. Second, because the issue had now become a legal one: the District had agreed to a Due Process Hearing. My argument was that I would be saying nothing about individual students or about their individualized education programs for the simple reason that no such programs existed. There was only a general program for gifted and talented students that all students had in the 1981-82 school year. It was worthless. The District proposed to offer the same thing in the 1982-83 school year. I wanted to explain why it was worthless so the Board would act before it was too late.

On August 23 I received from the District my daughter's evaluation and her IEP for the 81-82 school year. The IEP had g/t marked on it at various places. I wrote to the Superintendent on September 13, asking him to forward the evaluation to an educational psychologist in Anchorage. I wanted an opinion before the Due Process Hearing, which by law was required to have been held in time for a decision by September 20 --45 days from my request of August 6. The psychologist wrote September 29 saying among other things that the evaluation had no "objective" or "expert opinion" data in the areas of talent or intellectual ability, and that the PIAT test administered is not particularly discriminating at the upper grade levels.

On September 15 the Superintendent wrote to me saying that they wouldn't hold a Due Process Hearing because my daughter wasn't enrolled in the District, and that the DoE agreed with the District's opinion.

On October 20 I sent a complete file on the topic to the Ombudsman in Juneau. On June 7, 1983 he replied. He recommended that the DoE determine if the District's 81-82 program was a gifted/talented program. They said it wasn't --it was a pilot program-- so the statutes didn't apply, i.e they (the DoE) didn't have to make sure the District held a Due Process Hearing. They also said that the District had submitted a gifted/talented program for 1982-83 and 1983-84, and that they would audit those programs. The Ombudsman's opinion was that my daughter's not being enrolled was not a persuasive reason for the DoE's saying it didn't have jurisdiction.

To sum up, the District started a program in 1981-82 that they called a gifted/talented program, complete with IEP's saying so. The program did not have IEP's, as required by statute: it was the same for all the gifted/talented students. The District ignored the report on what the students said about the program. The District didn't give me a copy of the IEP or the evaluation beforehand, although the statutes required them to do so. The District refused all summer to let me have the documents, and refused to work out an IEP for my daughter for the 82-83 year in time for me to invite her back. The DoE refused to make sure that the District complied with the statutes. The School Board refused to let me speak, after the District's attorney said I shouldn't. The District agreed to a Due Process Hearing. (That it had agreed was one leg of the attorney's argument that it would be improper for the Board to let me discuss the program in front of them.) The District subsequently refused to hold a Due Process Hearing, because I hadn't enrolled my daughter. The DoE concurred in the District's opinion. The Ombudsman disagreed. His recommendations led to the DoE's agreeing to audit the District's gifted/talented program in 1982-83 and 1983-84.

The crux of the issue was that I was unwilling to bring my daughter back for another year of poor education. I sought remedy during the summer. The District and the DoE resisted my efforts. When I didn't bring her back, the District used that as a reason for not holding the Due Process Hearing required by law. The DoE washed its hands of the issue. Thus, I couldn't bring my daughter back: I had no assurances that the quality of the District's education would improve.

This experience --and my eight years in the District-- led me to several conclusions:

1. The Superintendent and his staff devised a poor program
2. They knowingly withheld from me information I was entitled by law to receive
3. They showed no interest in the students' opinion of the program, and took no steps to rectify it.
4. With a few exceptions, the teachers are not well-educated nor committed; they teach by rote; the students receive education poor in content and badly taught
5. Numerous students are graduated who are functionally illiterate
6. The Board is not well-equipped to deal with complex issues
7. The Board is easily intimidated by the S perintendent and by the District's attorney
8. The PAC'S don't work
9. The DoE is reluctant to require a District to comply with the law: its general attitude is one of "hands off"
10. Its program audits are pro forma
11. It has no criteria by which to judge whether or not a District's programs are improving
12. It is unable to compare districts in a way that would show legislators what they are getting for the approriations they make

These conclusions lead to several recommendations that I hope this committee might at least consider:

1. That the DoE establish a program for training Board members
2. That some part of a District's appropriations be withheld until its Board has sought and received such training
3. That a further part of its appropriations be withheld pending convincing evidence that its PAC's are working
4. That the DoE establish and apply criteria permitting evaluation of the quality of education the Districts are providing: cross-section and longitudinal
5. That the DoE report semiannually to the legislature or the nature of citizen complaints it receives, and how they were handled
6. That the legislature require Districts to establish a method students can use to evaluate the education they are receiving
7. That the legislature require Districts to institute a Native teacher quota system, for Districts having a Native population of x percent or more. The quota would ideally specify what percent of its teachers should be Native by what year.

The first six recommendations reflect the conclusions. The seventh doesn't. Permit me to explain it. I am convinced that a District such as the one I lived in --none of whose professional staff or teachers is Native in a population that is 84 percent Native-- is a significant contributor to the high and increasing levels of social stress in the villages of rural Alaska. Its contribution has a cultural and an economic component. Others have written along these lines more eloquently than I can. (I remember especially a remarkable article by Senator Sackett in the Tundra Drums three years ago.) I'd be pleased to discuss my reasons more fully at another time and in another place.

Thank you for permitting me to testify. I'm delighted that you've formed this committee. My feeling is that if things are ever to improve it will be because the legislature took the lead. The Districts (with a few exceptions) and the DoE are too stuck in their ways. I hope you may be able to do for education this year what the Senate Select Committee on Suicide did last year. Its work and the consequences are amazing to me.

-END-

David L. Marshall, President
Marshall & Associates
1300 Mendenhall Peninsula Rd.
Juneau, AK 99801

907: 789-3827

Sitka Native Education Program

Phone (907) 747-8105/747-8561 P.O. Box 6210 Sitka, Alaska 99835

SITKA NATIVE EDUCATION PROGRAM

Testimony for Senator Willie Hensley's Education

Teleconference Hearing on October 11, 1988

Statement of Problems: Youth today face crucial decisions on whether to remain in school or leave due to critical home situtations.

Schools today are geared for students who do not have problems and the rules are hard and fast without allowances for young people with problems.

Schools are not putting forth the best effort for hiring minority professional people. An example our local school has 30% Native population with one Native teacher. It is important to have Role Models in this field. There is a need for teachers to have training about the Native people and cultures.

The professional people do not recognize dyslexia as a problem.

There is a need for training for parents to learn parent skills.

Alaska History must include Native Alaskan's perspective.

Isabella A. Brady
Director for SNEP

10-11-88
DATE

TO: Sen. Hensley / Sen. Spec. Comm. on Sch. Performance

FR: Georgina Kacyon, Sitka, AK

NUMBER OF PAGES (INCLUDING COVER SHEET): (3)

THIS IS BEING SENT BY THE
LEGISLATIVE INFORMATION OFFICE,
SITKA, ALASKA

Please note that we have a Rapicom 230 Auto-Telecopier. This machine transmits pages up to 8 1/2 x 14 inches. Our telecopier direct line is (907) 747-5807.

PLEASE TELEPHONE (907) 747-6276 IF ANY PAGES ARE MISSING OR ILLEGIBLE.

BILLING
NUMBER:

From: Georgina Kacyon
Box 1602
Sitka, AK 99835
747-3751

1

My name is Georgina Kacyon. I am beginning my second year as a tribal social worker with the Sitka Community Association. Previous to that I was employed as a counselor for 4 years with the Sitka Native Education Program (SNEP). I am a Tlinget Indian, born and raised in Sitka.

I have continued my relationship with teens which I developed in my position as a counselor with SNEP. Most of the young people I am in contact with are Native. I co-facitate a teen support group with the Sitka Teen Resource Center that meets on a weekly basis.

The concern I would like to address with the Sitka School District is in regards ~~the~~ failure and drop out rates of our Native young people. One factor that contributes to this problem is the attendance policy of SITKA HIGH SCHOOL whereby a student fails a class if he or she has 12+ absenses, excused or unexcused. To get this waived as I understand it, the parents and student must meet with the faculty to justify the absenses.

I do understand the intensions of this policy as a means to address attendance problems. I have hesitated in expressing my concern to our school system due to the lack of a better solution, but at the same time am witness to the fact that it is not working for some of our young people. They loose incentive to continue attending school when they learn they will not recieve credit anyway. It's particularly difficult for 9th graders who are under a different attendance policy for the first time. I am aware of several 9th graders who are repeating the whole 9th grade again, having recieved little or no credit from the previous year.

Some Reasons Students Gave for Skipping Class or having difficulty in school:

- too long days
- too much sitting
- not enough vocational classes offerred
- being put in classes where you don't know anyone
- have to get up too early
- getting "stoned" involvement with chemicals
- teacher attitudes toward "low lifes" students who are not academically inclined
- getting too behind, embarrassing, frustrating
- go out for a smoke gets you late for class and you don't go back cause you have to get an admit slip to get back in class.
- don't feel like going

Bill Demmert -

students need to be nurtured as they move from stage to the next

composite scores put ahead of nat'l average in 56 of 58 areas

reading, problem solving

factors affecting achievement: get from paper

* recommendations

competition e.c.e fund f

" for reorg primary grades K-4 w/incentives

continuing curr dev of sch dist tch trng

partnerships with industry, Nat corp

extend school day

dev. of educ. res. capability

intensive, comprehensive services

poss to do business, reorg, perhaps w/o $, but one of the most important parenting / e.c.e.

(32 districts have a variety of funding sources.
122 programs in those districts.

need: improve the quality of those there, expand

Northip 81 - separation of bdcast from education

greatly underutilized resources - many subjects

all 4 TV provide some inst

produced series, but also live interactive satellite video

repkging of PTV series.

Echo-administrator trng

only RATNET serves all com
time for reevaluation of statewide network
percent reached 80-90 Exec Order 50
chain, far north, some of interior

Emma Widmark — Five concerns
role models.
tchrs with cult awareness — certification req
respect
curricula that has meaning to Native + non-Natives.
support services — pockets of nice work
drawing upon parents/network
we're noting strength
programs that recognize abilities
focus on potential, not upon deficits
(TH provides 3 wk rigorous coursework at VAS

Parson Bledsoe

Project 2000
transition program from middle school
self-contained learning programs · potential dropouts
one tchr covering all subjects.
using corresp. course as basis for transfer students
working at providing day care (28 teenage mothers
who would like to be in school
job training and work experience for alt.
flexible scheduling — after school hours to obtain credit
if they leave, we meet with them at exit to advise etc
parents as advocates for their children

* performance: look at longitudinally

Parson Community of 40, self-selected (Project 2000)
but another 120 or so in other spec programs
trad. h.s. a dinosaur / sch stand has not kept up
rings bell / size) lack of community
more scholars call from
(team from) no going to conf. on restructuring schools
kids are blossoming (4 straight hours. to
employ w/o interruption / teaming
make choices about what they'll learn
! "less is more"
programs need to be site specific
Q: is there one *
funds prob. for planning, exploration

students Sh Taffy - 2000 has helped me a lot / drugs, alcohol.
now getting A's + B's, feel good about myself
learning a lot more, working in groups
Beverly. - not member, has seen a lot of program,
can wash profits, influences others at high
Eric I'm what you call at risk
- had low self image, we act as family,
more time with our indiv. tchrs.
- brother was near dro out, d+a, now getting A's
Robin I'd be skipping out if it wasn't for program
we help each other out
Doug - PAL member - can do what we need to
do at our own pace / in classroom, we're one big family
PAL1 - rec by middle school
PAL2 - already h.s.

Melissa. - now I want to go school / fun / learned more
than in reg. school / like family.
Cathy - Project 2000 - build relationship with tchr, other students
tchrs there to help

Jerry Schoenberg: Yakwat principal. — programs that really work are done locally / sharing resp + dedic. staff
need to encourage local initiative
77 elem. students
Yak selected
— . excellence in acad achievement

Ronalda Cadiente
Christian Hill

Culturally approp curric for schools.
Title IV — s.l.
native culture to be integrated.
two guides avail to tchrs here
experiential, allows all to find success
exploring values which define us as Native peoples
sch values the Native culture
attitudes are [illegible]
exposing adverse feelings:
changes in attitudes will take time
school can be supportive of Native students.
won't happen w/o admin support.
many factors to take into account.

Chris Hill — tchr. implementation / not always welcomed.
tchrs must request
validating for non-Natives to be more global in their
hope to help children face others w/o negative stereotypes Thanks
"knuckle" students.
social issues are huge / there needs to be a naming of issues

"I hate Indian studies"
They aren't important

assessment of concepts. - students with racist remarks

half of our Indian students
non-Native comm. needs awareness

ask multi-cultural element in tchr evaluation
(also other curric not check up on

Davis
Marshall · g. 1975-87 in village / tried to impr G++ program
in 1982 - DOE helped district / ombudsman solved

called "farce"

? right to hearing on worth of program
DOE said we cannot help in any way
"overly involved in problems at local level
no interest in students
with few exceptions, teachers
poor in content, badly taught
board not well equipped to deal with complex issues
sept intimidates
DOE reluctant to comply.
DOE no criteria to eval programs

X rec: DOE should estab prog to train bd members
some w/h of approp until training
also ditto that Par Adv cttees are working
DOE to also eval qual.

DOE to report on complaints rec'd + how dealt with
State to devise for students to evaluate program
Leg to req distr w/ Native population
a Native tch quota system
specifying annual goals
(when none of tchrs in Native
signif contrib to social stress in their district
students are the only one who will give you straight scoop
(others have an interest)
they know what is going on

Larrae
Archeleau

MEAS — alt h.s. 85% Native / 35 diff district
2 fos. counties
75 diff towns + villages.
seven classes a day. too many so-called voc classes not
about 15 percent don't make it

maie hen
my write up

computer curriculum — no programming / applications
85% in one or more
basic utilizations of time 180 - p.1. 170
need to have educ. activities during off
takes month + half to get back on track
too much idle time leads to problems
more after school classes — things that are not basic
JoM & can be useful for many purposes
hard to find staff that will work afterm, eve, weekends
but students would come to programs because they want to be there

hard to teach kids who don't want to be there

too much smorgasbord in some schools

critical factor: teacher expectations

personal qualities

Gail Parson

put her anywhere she'll do a terrific job

* turned away 170 students

Paul Sincich — 10 yrs ago taught at JD High

top heavy admin staff

cuts need to be made

urged AI studies

lack of understanding of non-Native culture

Thorne Bay more disillusioning

'no interest' in learning

Karluk

kids are different.

mat'l s. expt

consistent get blackboard

basic list of mat'l needs

village kids just aren't being provided the

range of courses, otherwise they'll

be placed in lower grades

parents aware their children being shortchanged.

Teachers rarely get feedback.

2 see a bone on the
carcass that has not
been chewed suffering

Christy Miller

work one day a wk

class sizes are too large in lower grade.

Texas 22 max K-3

bonus for low class

test scores raise

18-20

parental involvement increased

Nancy Byers - tch at Johnson Youth Center

taught at Gambell

two issues.

5 now / were 13

if JY Center expands, sch can expand

kids need to remain in s/e Alaska

educ. has improved, real gains

bringing in ESL trainers

mat'ls being written in Siberian Yuwas

Rec: 1) first yr's instruction in Native language.

2). training in ESL for tchrs

use of ESL

3) curr dev; funding

time for comm + school to get together

Slyn Dean

JUNEAU (14)

2

ok ~~Bill Demmert~~.

ok ~~Bruce Johnson~~ ok Emma Widmark.

✓ ~~Kris Gray~~ manager - Education Service THCC

✓ Emma Widmark. Ed Thomas. Marshal Lund 789-4472 Lynn

✓ ~~John Pugh 789-4531~~

✓ Maxine Reichert 586-1512.

✓ ~~Chris Hill 586-3911 x54~~

ok ~~Ronalda Cadiente~~ 463-5105.

✓ ~~Charlie Northrup~~ 2846. trng

Yakutat

Ken Fanning

~~Mel Hoverstein 2841~~

~~Judy Franklet Anke Bay~~

✓ ~~Sasha Soboleff~~, ~~ast~~ principal, JD High School

✓ ~~[illegible]~~

Larrae Rochelean.

Sitka

Isabella Brady.

Georgina Kacyon.

Ketchikan

Bill Thomas.

Paul Berg

463 ~~5288~~ 5228

789-4531

Alaska State Senate

P.O. Box V
Juneau, AK 99811
Phone: (907) 465-2444
465-3862/465-4923

P.O. Box 1069
Kotzebue, Alaska 99752
(907) 442-2494

Tues

Senate Finance Committee
State Affairs Committee
Vice-Chair, Rules Committee
Chair, Administrative Regulation Review

William L. Hensley

Juneau planning

phone calls) Johnson, Kris
Chris Hill
letters → Demmert? Lind
Supt

PTA pres
Ed Thomas
Larrae R. Carla T

• JEA •

2846

display advertisement?

(1) centennial hall -
(2) press release
recording eqpt
teleconference
other legislators - courtesy
Dale will do
AASB - newsletter

teleconference to Yakutat

Project 2000

TUES

Marge Hermans

Chuck Kleeschulte

AP on four

call - Sheraton Lynn Tate
276-8700 -
Sat aft → sect of ballroom
~~250.00~~
250.00 · 250.00
1150 - 3rd floor

warrant ltr
Centennial Hall

Rm
Kusko #1+2

JEA
Steve 586-9702

TUES

LAA → Pam

Centennial Hall

586 9442 Lana

chairs, head table

Egan Room 30 40.00 for 6 hrs not avail

Hammond 50 60.00 avail

Alascom Room Barbara Hodges 586 5050

Jan conf table w/room for 15 more

Mary McCabe
586-9075

memo requesting check

Willie

Emma

Emma Widmark

747-8561

Sitka {Isabella Brady - (Sitka Native Education Program
(Connie Simpson - Higher educ. - Sitka Community Assn)
Lee Demmert - Sitka High vice principal
Jan Craddick Frank O Williams - Vice principal
Gil Truitt - Mt Edgecumbe
Georgina Kacyon

747-3207

Ketchikan Linda Youngblood - Tchr Henness
{Bill Thomas - Indian Educ Program 225 1408
{Paul Young - Exec Dir, Ketchikan Ind Corp. Community
225-5158

Isabella Brady

had brought up issue of at-risk students
we need two types of boarding schools
family problems
dyslexic children
special education classification)

Marion Douglas
master's degree

Joan Schrader
Kenai 99611

283-4359

3820 P.O. Box 1264

SCOMM
71:5

SENATE SPECIAL COMMITTEE ON SCHOOL PERFORMANCE

Senator Willie Hensley, Chairman
Senators Johne Binkley, Jim Duncan,
Jan Faiks, and Ken Fanning

PUBLIC HEARING

7 - 10 P.M.
November 2, 1988
Noel Wien Memorial Library, Fairbanks

---

1. Call to Order/Opening Comments, Senator Willie Hensley

2. Scheduled Witnesses:

~~Fairbanks North Star Borough School District~~
Reva Shircel, Tanana Chiefs

University of Alaska, Fairbanks
Ray Barnhardt, Director, X-CED Program
Jim Kowalsky, Rural Alaska Honors Institute
Judith Kleinfeld, Teachers for Alaska Program

Fred Lau, Superintendent, Yukon-Koyukuk District
~~Rosa Scoutean~~
~~Gene~~ Vanderwaal
Carl Conway
Craig Loudon
John Driscoll
Nathaniel Meyer
~~Wayne Gregory~~

3. Other persons to be heard

4. Adjournment

Reva Shvicel, educ coord TCC

change system, make relevant. problems are at critical level

Bernhardt Ass Res Foundation perf of schools

(1) broaden alternative certif w/o bacc / persons qualified to teach.

(2) to speed up entry of N into educ

Tchr loan fund changes so that students can

(3) Educ Res. Foundation → position to be devoted to support

Nature researchers –

need better understanding of how schools work in

Jim Kowalesky. prog dir of RAHI,

prep of h.S. Juniors for intensive prog / based on GPA

to help prepare for college success

students show gains in testing; difficult to know how many

go on and do succeed, but study now underway

Judy K.

we know a great deal about how to incr test scores, but we don't apply it

we are most attitudes that are hurtful

explo of knowledge about how to teach readin, writing

told of an tchr who gained a year in comprehension, could

summarize, could critique –

applies reciprocal teaching } in culturally sensitive

semantic mapping. } ways

can get results

rec - looking for test bias

sets low expectations in teacher courses - she said that in her

Fred Lau - agree completely with Dr Kleinfeld.

focus on parenting skills, pre-school funding, under sch dist. ~~K-3 devoting centre~~ Battle of Books

workshops have imp. level of entry

reading, writing, oral communication R2R - loc. dev. ex writing consortium

academic, hard work (homework

support for acad. decathlon make regional

positive attitudes self image

need to be stressed in tch trng.

" role models - Natives into all professions

elem + sec counseling / follow-up (post sec. counseling

DOE reorganization urban survival skills

shld be mandatory in state

quality tchr educ

or re define

pilotting programs

disseminating knowledge of programs

too much regulation

26% of staff are Natives (13)

rec. VA Rural Educ/Cross-cult review by outside eval

lacks strong basis in educ, instruction etc.

too much on culture

TD James ~~Van Derwaal~~ Vanderwaal - tchr private school, 3 yrs

in favor of waiving certification for "expert" teacher

(sep - certif. from competence

open who want to teach at one-fourth cost

tuition vouchers - let parents choose

S Carl Conway h.s. student speaking in favor of credit voucher system

competition would make sch better, would involve parents in education

TD Craig Louden - priv. sch princ and tchr

needs tuition voucher. - cost of public educ. is excessive

our cost under 2,000 annually, commitment to education

moderately sized bldg, student take care of bldg, parents make it work
avoidance of high cost programs, we do have above 80th percentile

S (Jonathan Driscoll student in favor of tuition voucher
better quality.

Bob Gregory ~~Rickal~~ Pikok
Rainbow Family Productions - writing, consulting, publishing
business, Rainbow kids book for profit
to empower - end worldwide racism
equal opp. stresses one human race
propose our project -
tches. inside our skins we are much alike
racial myths retard learning of all
how children learn directly affected by sense of identity

Agnes Sweetsir - mother of 3, moved to obtain better educ
in the name of local control, rural areas have
lowered academic standards, look at how funds are administered
there are tchrs in those systems who won't have their children

P (Wayne Gregory, parent
core of problems - parental selfishness / key is family
private sch - parents caring, friends
advocate voucher system

Stan Bippus
Greg Ruff 474-7491
KVA

~~Stan Bippus~~ Sue Sheriff

importance of libraries in imp. achie
reading skills dev by by reading

limited to textbooks will not perform well
not only expenditures, but commitment
many books requested are the kind that should be in libraries

Pauline Carlo - tch Nat culture to 2 bks kids

equity pay is 10.00 per hour,
an expert, others turn to, her knowledge is in head, not books

P

Barbara Tindall, parent, parent and public sch experience

N.H. parental
accountability of sch bds
voucher advocate parents want discipline + results
public schools could win in a competition.

Sam Dementieff, Fairbanks Natives Association

mission inclusion educ.
bd of FNA -
last bd - mediation agreement with FNSB
1) need to educ AKs about ANCSA
2) more native counselors to
3) support prog. (eg. culture clubs)
4) cultural sensitivity train for tchrs
5) inc. effort to hire native tchrs
6) need to limit class sizes.

stronger
remind - workforce readiness

quality state/local voc ed.
tied directly to needs of employers
commit to moving forward with voc ed.
"applied technology" - can motivate lads to learn basic skills

Shirley Dementieff, parent
needs competency tests for tchrs, cross cultn reg on tchrs
should have merit system — master teachers
classes in how to learn
pre-school very important
Halfway house to life
urban - living skills.
parliamentary procedure, local govts

Pat Thurmond, teachr librarian
S:

P < Marilyn Buchanan. private school tchr
voucher system
opposed to funded pre-schools because just

P < Dave Buchanan - private school
money. doesn't assure quality education

Susan Stitham

appl search for solutions

top down solutions not working, decisions best made locally

1) bring in exp. people in good, eff. sch. to think about

2) find a process (Governing schools) to bring about educ change.

would like

students must be engaged in their own education

~~student~~ as worker, teacher as facilitator

challenging students

important to highlight successes

Sybil Skelton

Philip Best - rep priv. school
rep group of 1500 tuition

P

150 students, fdr c

committed faculty, voucher system

no willingness to accept govt aid

re- fundamental - moral fiber

elim of Bible from public school

Margie Thomas - librarian.

1989 The Year of the Young Reader

Accred

literacy, need help in recog. libraries

good school libraries

Al Haynes Ch Vsc Ed Advisory Council

Rural Alaska Honors Institute

Phone (907) 474-7181

507 Gruening Building
UNIVERSITY OF ALASKA-FAIRBANKS
Fairbanks, Alaska 99775-0140

STATEMENT TO SENATE SPECIAL COMMITTEE ON SCHOOL PERFORMANCE OF THE ALASKA STATE LEGISLATURE BY JIM KOWALSKY, PROGRAM DIRECTOR, UAF RURAL ALASKA HONORS INSTITUTE - Fairbanks, Alaska, November 2, 1988

The Rural Alaska Honors Institute ("RAHI" which rhymes with "Rawhide") was organized at the University of Alaska Fairbanks in 1982 at the request of Native leaders of the Alaska Federation of Natives. It is an intervention program who's overall goal is the preparation of high school students for college success. The program is aimed primarily at rural Alaska Native students. Our basic approach is to bring academically promising college-bound students between their junior and senior high school years to the UAF campus for a very intensive six-week academic program. Students with high grade point averages are recruited and brought to the campus to strengthen academic skills they alreday possess (RAHI is not operated as a remedial program), to build a closely knit social and academic support group, to experience campus dormitory living and to get an introduction to college-style teaching and scheduling.

RAHI has now, as of last summer - our sixth summer - hosted about 260 students recruited from over 500 applicants. Students are competitively chosen based upon the strength of their academic achievement in high school, demonstrated leadership and intent to enter and complete college.

RAHI maintains contact and support for its students as they return home after completion of the summer program to finish their senior high school year, and as they enter and progress through college. With co-sponsoring Native corporations RAHI also sponsors UAF RAHI students to participate in career-oriented summer internship programs. UAF students may also choose RAHI sponsored courses featuring guest Native speakers and elders.

Beginning with RAHI 1984, a formal evaluation component has been developed and implemented by a full-time summer staff member hired specifically for this purpose. Purposes include gauging RAHI's success in meeting its academic

goals, gathering data on student, staff and faculty reactions to the program and identifying areas where programmatic changes may be called for. RAHI evaluation includes the gathering of both quantative and qualitative data.

Quantative data is collected from a variety of pre- and post-student tests such as Math and English ACT, Nelson-Denny Reading Test and pre and post tests developed by RAHI instructor. Students also evaluate courses employing a quantative approach.

Qualitative aspects focus on gathering data from students, teaching and dormitory staff. Each group completes a lengthy questionnaire at the beginning and end of the program.

In general, data gathered the past five summers shows a picture of a successful academic program for rural Alaska high school students, and student participants, faculty and dormitory staff consistently share this view.

A copy of the standardized test results from 1984 through 1988 is attached to my printed statement to demonstrate some of the results of our program.

In conclusion I shall list courses in the RAHI curriculum; required courses include: math (4 levels); writing (2 levels); Alaska Native Claims Settlement Act; college study skills, college orientation; speech; team research project; and swimming. College specialty electives (students select one): education, engineering, natural science, business administration, resource management, ethno-archaeology, journalism. High school teachers and UAF professors are hired to teach these courses. Maximum opportunities for individual tutoring and academic help and counseling are built into the schedule.

Thank you.

RURAL ALASKA HONORS INSTITUTE
STANDARDIZED TEST RESULTS

Results are from the 1984 (46 students), 1985 (43 students), 1986 (39 students), 1987 (44 students), and 1988 (46 students) RAHI programs. Students were pre-tested at the beginning of the program and post-tested at the completion of the program.

Math ACT Results

The Math ACT is one of the tests required for UAF admission and a score of 18 or above will admit students into introductory college math courses.

Math ACT	Pre-test	Post-test
1984 mean	11.46	13.70
1985 mean	10.92	15.07
1986 mean	12.33	12.05
1987 mean	15.95	18.71
1988 mean	18.39	20.3

	'84	'85	'86	'87	'88
Percentage of students whose scores rose	67%	84%	49%	63.4%	58.7%
Percentage of students whose scores dropped	26%	14%	44%	31.7%	30.4%
Percentage of students whose scores stayed the same	7%	2%	7%	4.9%	10.9%

Nelson-Denny Reading Test results

The Nelson-Denny Reading Test results are reported in grade equivalents.

N-D RT	Pre-test	Post-test
1984 mean	9.34	10.34
1985 mean	9.26	10.65
1986 mean	9.87	10.57
1987 mean	10.68	11.77
1988 mean	11.34	12.6
1984 range	6.0-15	6.0-15
1985 range	6.0-15	6.0-15
1986 range	6.0-15	6.0-15
1987 range	6.2-15	6.6-15
1988 range	6.9-15	9.5-15

	'84	'85	'86	'87	'88
Percentage of students whose scores rose	80%	75%	64%	68.3%	78.3%
Percentage of students whose scores dropped	15%	16%	21%	31.7%	15.2%
Percentage of students whose scores stayed the same	5%	9%	15%	9.8%	6.5%

UNIVERSITY OF ALASKA, FAIRBANKS
Fairbanks, Alaska 99775

Cross-Cultural Education Development Program
(907) 474-6963

November 2, 1988

To: Senate Special Committee on School Performance
From: Ray Barnhardt RB
Subject: School Performance and Alaska Native Teachers

I have three items that I wish to recommend for your consideration, all of them pertaining to ways to improve the performance of schools in Alaska. Please note that I placed the emphasis on improving the performance of schools, rather than students, because I believe it is the way the school approaches its task that largely determines how well students perform at their task. The three recommendations I wish to make pertain to 1) providing an alternative route to teacher certification, 2) increasing support for Native teacher education students, and 3) creating an Alaska Educational Research Foundation to increase our knowledge base about education in Alaska.

In the eighteen years I have been employed at the University of Alaska Fairbanks I have been associated with a variety of programs aimed at improving the quality of schooling in rural Alaska. These have included curriculum development efforts with small high schools, orientations programs for new

teachers to the state, and various research projects aimed at increasing our understanding of the dynamics of schooling in rural communities in Alaska.

But of all the efforts I have been associated with, that which I believe has had, and will continue to have the greatest impact on education in the State has been increasing the opportunities for Native people to assume professional roles in the schools in their communities. The field-based X-CED teacher education program alone has graduated ~~nearly 150~~ over 100 Alaska Native teachers since its inception in 1970, and 90% of those graduates are continuning to work in school districts around the state, bringing a perspective and a cumulative experience to bear that will have a long term beneficial impact on the quality of Alaskan school performance. It is worth noting, for example, that one of the characteristics that tends to distinguish the rural school districts that ranked highest in the statewide assessment results from those that ranked lower was that the districts with the higher results were also those districts with the highest proportion of Native professional staff.

While I don't put much stock in test scores as a basis for measuring school or student performance, there is some indication that once a school in a rural Native community begins to approach 50% local staff, significant changes begin to occur in many aspects of the schools and the students performance, all of which point in a very positive direction. Since the proportion of Native teachers in the State is ~~still~~ under 5%, such schools are still few in number and our understanding of why these changes occur is still very limited, but the implications are unmistakeable - we need to find ways to increase the number of Native teachers in schools serving Native

communities and students. Whatever we can do in this regard is likely to be the most cost-effective way we'll find to improve the performance of those schools.

I offer three recommendations for legislative action that can help us move in this direction:

1. First, take legislative action to broaden provisions in Alaska statutes (Compiled School Laws, Chapter 20, Article 1, Sec. 14.20.020 (b)) to allow consideration of experience other than the completion of a baccalaureate degree to obtain an Alaska Type A teaching certificate. This would then provide an opportunity for the Alaska Department of Education or some other certification body or licensure board, to establish procedures whereby persons with demonstrated teaching expertise, as determined by appropriate performance criteria, could be recommended by a local school board, in the same manner candidates are now recommended by the University, to receive a Type A certificate. This certificate might, however, contain an endorsement restricting its use to the recommending district, in recognition of the unique and possibly localized nature of the expertise such candidates would bring to their role as a teacher, for example as a bilingual instructor. In this way, we could give recognition and legitimation, as well as equal status and pay, to a significant number of talented teachers, many of them Native, who are currently performing a very significant instructional role in their schools, but at 2/3 the pay of their certificated counterparts.

2. The second step the legislature could take to speed up the entry of talented Native people into the teaching profession would be to increase the amount and the forgiveness provisions of the Alaska Native Teacher Education Loan Fund. Under current provisions, it is virtually impossible for many of the Native aides and bilingual instructors to pursue full time study in a teacher education program, if they are so inclined, because they need the additional income from their jobs to support themselves and their families. The short term investment in financial resources to free students up to pursue full time study will be quickly repaid in the form of earlier entry into the profession and increased longevity in the system, thus reducing the expense of continuing to import and retrain teachers from outside.

3. The third recommendation I put before you is a proposal for the creation of an Alaska Educational Research Foundation as a quasi-independent public agency, supported by a percentage of the annual operating budget for public education, for the purpose of providing an ongoing means to stimulate and support the kind of basic and applied research and evaluation that is needed to address issues of particular educational significance to Alaska, and to improve the educational services in the state. Some of the functions of the foundation might be:

    1. to review and fund solicited and unsolicited proposals for educational research and evaluation activities in Alaska;
    2. to provide stipends and travel support for educational research in Alaska by qualified graduate students;

3. to provide student fellowships and encourage the development of training programs aimed at prepared skilled indigenous Alaskan researchers in the field of education;
4. to provide matching grants where appropriate to help secure external educational research funds that call for local contributions;
5. to provide a forum for discussion and dissemination of research findings pertaining to Alaskan educational issues; and
6. to stimulate the evaluation of programs aimed at assessing the applicability of new educational practices in Alaska.

With the Alaska Educational Research Foundation, we would be in a better position to develop the knowledge base that is needed to increase the performance of the schools in Alaska, including a better understanding of how to better prepare Native teachers in such a way that we don't train out of them the very qualities that they bring to the role that makes a difference. To improve the performance of schools in Alaska, and particularly in rural Alaska, we need to first have a better understanding of how schools work in a cross-cultural environment. Alaska is well situated to contribute to that understanding in a way that will not only benefit those of us in this room, but in other parts of the country and world as well.

I appreciate your willingness to hear me out and wish you luck in your deliberations. I'll be glad to answer any questions you may have.

A Proposed Bill for an Act Establishing

The Alaska Educational Research Foundation

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

Section 1. BACKGROUND. Education is the single largest category of expenditures in the state budget. The State of Alaska currently devotes 39 percent of its operating budget to the support of public education. Yet, little state money is allocated to conducting educational research in Alaska that might contribute to improving this important enterprise and making it more cost-effective. Alaska has a set of educational problems which are not common to many other areas of the country. A central issue, for example, is how to provide effective and relevant education to Alaska Native students in small, rural communities, as well as in the larger urban centers of the state. Since many of these educational problems differ from national educational issues, research funds are not readily available from non-state sources. Moreover, Alaska's widely publicized oil wealth is making both federal agencies and private foundations reluctant to use their own limited funds to assist Alaska with its educational problems.

The State of Alaska has a responsibility to make every effort to insure that the highest quality of educational services are provided to its diverse citizenry. An independent public educational research foundation, supported by a percentage of the annual operating budget for public education, would provide an ongoing means to stimulate and support the kind of basic and applied research/evaluation that is needed to improve the educational services in the state.

Sec. 2.0. THE CREATION OF THE ALASKA EDUCATIONAL RESEARCH FOUNDATION. The Alaska Educational Research Foundation is hereby created as an independent public agency of the State of Alaska. It is an instrumentality of the state in the Department of Administration, but it has the independent authority to disburse its resources as it sees fit, consistent with the terms of this act.

Sec. 2.1. PURPOSE. The purpose of the foundation is to receive, administer, and dispense the amount of one-half of one percent of the funds allocated annually for elementary, secondary, and postsecondary education in the State of Alaska. The funds appropriated to the foundation are to be used to stimulate and support research and evaluation activities that address issues of educational significance in the state. Specific applications for the foundation's resources are as follows:

(1) review and fund solicited and unsolicited proposals submitted by qualified individuals and organizations for educational research and evaluation activities within the State of Alaska;

(2) provide stipends and travel support for educational research in Alaska by qualified graduate students;

(3) provide student fellowships and encourage the development of training programs aimed at preparing skilled indigenous Alaskan researchers in the field of education;

(4) provide matching grants where appropriate to help secure external educational research funds that call for local contributions;

(5) provide a forum for discussion and dissemination of research findings pertaining to Alaskan educational issues;

(6) stimulate evaluation programs aimed at assessing the applicability of new educational practices in Alaska; and

(7) establish an endowment through which gifts may be received and unexpended reserves may be invested to enhance the resources of the foundation.

Sec. 2.2. BOARD OF TRUSTEES. A board of trustees of the foundation is established as its governing body.

Sec. 2.2.1. COMPOSITION OF THE BOARD OF TRUSTEES. The board of trustees consists of seven members appointed by the governor and confirmed by a majority of the members of the legislature in joint session. The seven members shall be appointed with the following qualifications:

(1) one member shall represent the public schools in Alaska;

(2) one member shall represent the State Department of Education and the State Board of Education;

(3) one member shall represent the postsecondary institutions in Alaska;

(4) one member shall represent the general public in the rural areas of the state;

(5) one member shall represent the general public in the urban areas of the state; and

(6) two members shall be nationally prominent educational researchers.

The board shall elect a chairman and other necessary officers from among its members.

Sec. 2.2.2. TERM OF OFFICE. The members of the board shall serve five-year terms and may be reappointed. The terms shall be staggered with the initial terms of appointment to be spread over a seven-year period.

Sec. 2.2.3. REMOVAL AND VACANCIES. (a) The governor may remove for cause from office a board member appointed by him with the consent of a majority of the members of the legislature in joint session. A removal by the governor shall be in writing and state the reason for removal. If the legislature is not in session, the governor may suspend a member of the board. After suspension, a board member may not participate in board business and may not be counted for the purpose of establishing a quorum. The joint session shall be held within 10 days from the date of removal if the removal occurs while the legislature is in session or within 30 days of convening of the next regular session of the legislature if the legislature is not in session. If the legislature refuses to consent to his removal, the board member shall be reinstated to his position by the

governor.

(b) A vacancy on the board shall be filled by appointment by the governor and confirmation by a majority of members of the legislature in joint session. An appointee to fill a vacancy shall hold office for the balance of the term for which his predecessor on the board was appointed. If a vacancy arises on the board while the legislature is not in session, the governor may appoint an interim member, until the legislature has the opportunity to confirm the appointment.

(c) A vacancy on the board does not impair the authority of a quorum of the board to exercise all the powers and perform all the duties of the board.

Sec. 2.2.4. QUORUM. Five members of the board constitute a quorum for the transaction of business and exercise of the powers and duties of the board.

Sec. 2.2.5. COMPENSATION OF BOARD MEMBERS. (a) Board members shall receive compensation while in attendance at meetings of the board.

(b) All board members may receive a per diem allowance and transportation expenses in carrying out the duties under this act.

Sec. 2.2.6. CONFLICTS OF INTEREST. Members of the board are subject to the provisions of AS 39.50.

Sec. 2.2.7. EMPLOYMENT OF PERSONNEL. The board shall employ and determine the salary of an executive director. The executive director may, with the approval of the board, select and employ additional staff as necessary. The executive director and all employees of the board are in the exempt service under AS 39.25.

Sec. 2.2.8. POWERS. In carrying out the powers of the foundation, the board may

(1) prescribe, adopt, amend, and repeal bylaws;

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.7 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE 1988-90

(2) enter into any agreements necessary to the exercise of its powers and functions;

(3) accept grants from the federal government and the state or its political subdivisions and to that end comply with the provisions of federal, state, or local programs when necessary, except that it may not enter into any agreements whereby a permanent state or local government position is funded or partially funded in connection with a project;

(4) accept grants and loans from sources other than those in (3) of this section to be held and used for the purposes of the foundation;

(5) adopt regulations governing the exercise of its powers; and

(6) do everything necessary or desirable to carry out the purposes of the foundation.

Sec. 2.2.9. DUTIES. The board shall, subject to the funds available, create the necessary structure to receive, administer, and dispense its resources to appropriate and qualified individuals and organizations for the purpose of accomplishing the functions outlined in Section 2.1. The board shall consult with the Alaska Council on Science and Technology, the University of Alaska, and other state agencies involved in educational research, in carrying out its duties. External proposal review committees, consisting of in-state and out-of-state members knowledgeable in the area of each proposal, will be employed to assist the board in the proposal review process. Final authority for decisions regarding the dispensing of funds rests with the board.

Sec. 2.2.10. BUDGET AND APPROPRIATIONS. The annual appropriation to the budget of the foundation shall consist of one-half of one percent of the funds allocated annually for elementary, secondary, and post-secondary education in the state. Additional funds may be acquired

through gifts and grants from federal, private, and other sources. The unexpended balance at the end of each fiscal year shall be carried forward to subsequent fiscal years.

Sec. 2.2.11. ALASKAN EDUCATIONAL RESEARCH ADVISORY COUNCIL. An Alaskan Educational Research Advisory Council is established to advise the board on current issues regarding the delivery of educational services in the state. The Council will meet at the discretion of the board. Membership of the Advisory Council is made up of one representative from each of the following constituent interests:

(1) rural school board member;

(2) urban school board member;

(3) NEA-Alaska;

(4) Alaska Association of School Administrators;

(5) Alaska Native Education Association;

(6) University of Alaska;

(7) Alaska Pacific University

(8) State Department of Education

(9) Alaska Federation of Natives

(10) Alaska Association of Student Governments

(11) State Senate, Health, Education and Social Services Committee;

(12) State House of Representatives, Health, Education and Social Services Committee; and

(13) Other members as determined by the board.

PUBLIC TESTIMONY
to
Senate Special Committee on School Performance
November 2, 1988
by
Dr. Stan Bippus

It is my understanding that the goal of this committee is to determine what actions may be required to produce improved performance of schools in Alaska. I believe the following actions needs to be taken:

* The State needs to define the purpose of public education. It's hard to know how well you are doing something if no one is sure what you are suppose to be doing. I submit the following purpose statement:
"To help all students acquire the necessary skills, knowledge, and attitudes to be a happy, productive, and contributing member of any society that respects the rights, beliefs, and property of others.

* The single biggest factor in determining student success in school is parent support and involvement. Therefore, the Department of Education or a consulting firm should rewrite the State's curriculum guides into booklets called, "What To Expect From Your Childs Education." The booklets should be written in lay terms and given to every parent in Alaska. This would outline what basic skills and concepts their children should be learning in school. The booklets should also include activities parents could do at home to reinforce what is being taught in school. The State should provide follow-up assistance to parents in communities throughout Alaska on how to use the booklets to help their children at home while tracking their childrens progress at school. The booklets should also show parents how to ask the right questions to get the right answers from the right people about concerns they may have.

* The most effective teacher is modeling so every effort must be make to reinforce the fact that every teacher, administrator, board member, and school employees must set the example for what they believe is proper conduct, language, and behavior while they are on school property or conducting school business.

* Every school district in Alaska should be required to use and follow the state curriculum guides in language arts, reading, and math in grades kindergarten through eight.

* Every class offered should have minimum performance outcomes listed that every student must master to obtain a passing grade. This must include the method of assessment used to determine mastery. The teacher must verify that every student receiving a passing grade mastered each and

every skill and concept required to pass the course. Students wanting to perform at levels beyond minimum expectations should be give additional outcomes based on the desired grade.

* Elementary students should move from one level to another based on achievement of basic skills rather than the completion of nine months of schooling.

Every high school should develop alternative graduation requirements so that students and parents can choose a diploma programs that best meets their needs. Students and their parents must have more ownership in determining their educational program to increase motivation and support.

There should be at least three levels of nigh school diplomas that require a high GPA, good benavior, attendance, and punctuality, and reflect specific hours of volunteer community service.

* There should be a required problem solving activity held everyday for every child.

* Students must be taught how to set goals so every teacher should be required to start each day or lesson by stating the goals or expected outcomes.

* Every student should be required to set weekly, quarterly, and yearly educational goals that are known by the teacher and parent(s).

* Every student should be required to specialize in something academic so they are a recognized expert in one specific area.

* The compulsory attendance law should be changed to require students to demonstrate they are literate prior to being allowed to legally drop-out of school. It should be illegal to be illiterate.

* Each school should establish an educational ombudsman to facilitate communications for the adults, staff, and students, who are afraid to voice their concerns out of fear of reprisals, intimidation, or being made to look stupid.

* There should be a state-wide educational academy awards type program established to recognize the efforts and accomplishments of educators throughout Alaska Larger communities such as Anchorage, Fairbanks, Juneau, Ketchikan, etc. should be given guidance and support in developing their own community recognition program.

* The state should provide a fact finding report that would be completed by evaluation consultants on the performance of

school board members and superintendents. This report should be submitted to local school board presidents and the Commissioner of Education.

* School board members have too much power and authority to provide the leadership necessary to direct a school district of any size. School board members should be "watch dogs" not policy makers.

* All newly elected school board members should be required to complete a training course in boardsmanship before being allowed to legal vote on board matters.

* The state should require all districts to use the same standardize test and insure what is being tested is being taught.

* Any requirements imposed by the state should be in the form of performance outcomes and not courses or hours. Local districts need to know what is expected of them and they need the power to meet expectations their way.

* Teacher certification requirements should be determined by local school district with recommendations from the National Education Association and the American Federation of Teachers and not the university system or the State of Alaska. Universities are there to serve, not regulate and the State has no business determining who can and cannot teach in local school districts.

TO: Alaska Native Leaders and Helpers

FROM: Elizabeth L. Keating

DATE: September 4, 1987

RE: Social Educational and Other Concerns

For a century or so we have endured a massive impact on our culture and life style. Some of it has been positive, most of it devastating. It has brought about confusion, conflict and great disorder. Many observers including ourselves sometimes thought we were wiped out as a people.

A few among us hung in there quietly living a life of balance as we always have since before history. They are among todays leaders, elders and wise ones. It appears now that we are awakening after the storm and turmoil. We are assessing the effects of what we have been through. We see that we have suffered much damage and loss. But, we also have and enjoy some of the best aspects of technology. We are in a time much like the time after a serious bout of the worst kind of flu(?). We feel so much better but still weak and vulnerable. We must take care and go easy or else get real sick again. We must protect our family against it.

Socially, educationally and politically this is where we are. We should view ourselves as a village that has just suffered a devastating and deadly epidemic and war. We must begin to recover and rebuild our villages. We must help those who still suffer and support those who are recovering. We have to help each other, everyone of us if we are to survive as a people, the original people of this land.

We face many serious problems in our recovery that money alone cannot solve. Money is helpful but money alone is not the answer for what we need. (The nearly one billion dollars we got in 1970 for about 1,000,000 people can prove that). We need to learn to work together again for the collective and common good as we have for centuries before history began. We need to learn to disagree in a healthy way so that we can continue to work together inspite of our differences. You our leaders should learn to accept our disagreements and (hopefully) constructive criticism in the spirit which it is intended, a concern for our individual and or collective needs. We should look for ways of meeting the individual needs of those who cannot agree without hurting the common good.

It is almost time for the annual AFN convention. This is when the largest number of us from around the state gather together. We should look at that convention as a time for working together to problem solve, not merely as a trip to town and getting a change of scenery. Some of you say it is boring and complicated. It isn't if you get involved. It's too bad the village doesn't send someone who cares enough and is serious enough about our problems to work hard at learning how to work for solutions. That is what it will take - each and everyone of us caring and working. We cannot say its too bad about the other person or family. We have to care enough to help. We cannot complain about our leaders and do nothing.

Each and everyone of us has to let them know how we feel about our needs - what the whole village needs.

We have some serious problems facing us. Here in Fairbanks, (the second largest city in Alaska) there are Native people from all around Alaska needing help. I have heard some of you say the Natives in Fairbanks are urban and don't need village concern. Let me tell you some of the guys in prison are from the villages, some of the kids that are taken away from families and put in foster homes are from the villages. Many of the kids in Fairbanks Youth Facility (FYF) are from the villages. All of these people especially the children and youth didn't choose to become an urban Native. They need your/our help. Just money alone won't help, they need sober and caring adults to help them. Many of the youth at FYF should be in a foster home either here or in the village. They get sent there because there is no alternative. Many of the children are in non Native foster homes because there aren't enough Native foster homes. These are our hope of the future. If we don't take care of our kids what kind of future do we have?

The following statistics are general but pretty close:

- Fairbanks Youth Facility (FYF) 40% Native
- Division of Family & Youth Services (DFYS) 25-40% Native
- Hospitality House more than 50% Native
- Fairbanks Correctional Center (FCC) 40-60% Native
- Fairbanks North Star Borough drop-out rate 70% among Native Students

These are mostly children and youth who need adult help. Where is it? It isn't somebody else's problem. It's your/our problem and my problem. What are we going to do about it? Some of us are trying. We need help. AFN convention is a good time to discuss the problems and look for solutions.

403 Wedgewood Drive #J-6
Fairbanks, Alaska 99701

April 11, 1988

Village Councils/Fairbanks Native Association
Yukon Tanana Subregion

Dear Respective Councils and FNA:

The Interior Education Council held a teleconference on Monday, April 4, 1988. I would like to share with you the highlights of our discussion.

Before I begin, I want to take this time to express my appreciation to the Yukon Tanana Subregion for selecting me as your representative to the Interior Education Council. I will do my very best to see that your input and concerns are addressed on this important Council.

The Council will be comprised of 13 members.

Six appointees were selected at the annual TCC Convention by the six Subregional Advisory Boards and they are:

Marie Haley	Holy Cross Subregion
Shirley Wheeler	Fairbanks Subregion
Ted Charles	Tok Subregion
Ronnie Solomon	Ft Yukon Subregion
Peter Demoski	Galena Subregion
Ernie Holmberg	McGrath Subregion

Five members representing the Rural Ed Centers will be appointed by April 25 after the Board of Regents meet in Juneau.

Two at large members will be selected and ratified at the next Interior Education Council meeting.

An Interior Campus Director position is being advertised - closing date is April 22, 1988. Applications will be reviewed by a IEC 3-member committee prior to selection by the U of A. The 3 members are Ernie Holmberg, Peter Demoski and Shirley Wheeler. I have enclosed a copy of the position vacancy announcement for your review and hopefully, your comments and input.

Recruitment for the Galena and Ft Yukon Rural Ed Coordinator positions are being readvertised with a hire date planned for July 1, 1988. This is a faculty ranking position which will include administrative duties along with helping prospective students in all phases of their participation in the program.

There will be an Interior Education Conference held in Fairbanks in May. This will take place on May 11 and 12, 1988 at the North Pole Training Center. This is open and everyone is invited to attend. Transportation will be available from Fairbanks to North Pole and return. Prior to the Conference, the Interior Education Council will be meeting on May 10.

CONTINUED:

I look forward to hearing from you and I hope that I am able to represent our Subregion strongly, adequately, and in your best interests.

Sincerely,

Shirley

Shirley Wheeler
Interior Education Council
Yukon Tanana Subregion

Enclosure(s): Campus Director Positon Announcement
Resolutions: #88-29, 43, 45, 58, 59, 60, 62, 63, 64, 106, and 108

cc: Mitch Demientieff, President - TCC
Reva Wulf, Education Supervisor - TCC
Orie Williams, Director Education & Employment - TCC
Cathie Ipalook, Subregional Director - Yukon Tanana Subregion
Darlene Demientieff, Education Employment Technician - Yukon Tanana Subregion

SW/ci

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

02-576(2/77)

403 Wedgewood Drive #J-6
Fairbanks, Alaska 99701

April 11, 1988

Village Councils/Fairbanks Native Association
Yukon Tanana Subregion

Dear Respective Councils and FNA:

The Interior Education Council held a teleconference on Monday, April 4, 1988. I would like to share with you the highlights of our discussion.

Before I begin, I want to take this time to express my appreciation to the Yukon Tanana Subregion for selecting me as your representative to the Interior Education Council. I will do my very best to see that your input and concerns are addressed on this important Council.

The Council will be comprised of 13 members.

Six appointees were selected at the annual TCC Convention by the six Subregional Advisory Boards and they are:

Marie Haley	Holy Cross Subregion
Shirley Wheeler	Fairbanks Subregion
Ted Charles	Tok Subregion
Ronnie Solomon	Ft Yukon Subregion
Peter Demoski	Galena Subregion
Ernie Holmberg	McGrath Subregion

Five members representing the Rural Ed Centers will be appointed by April 25 after the Board of Regents meet in Juneau.

Two at large members will be selected and ratified at the next Interior Education Council meeting.

An Interior Campus Director position is being advertised - closing date is April 22, 1988. Applications will be reviewed by a IEC 3-member committee prior to selection by the U of A. The 3 members are Ernie Holmberg, Peter Demoski and Shirley Wheeler. I have enclosed a copy of the position vacancy announcement for your review and hopefully, your comments and input.

Recruitment for the Galena and Ft Yukon Rural Ed Coordinator positions are being readvertised with a hire date planned for July 1, 1988. This is a faculty ranking position which will include administrative duties along with helping prospective students in all phases of their participation in the program.

There will be an Interior Education Conference held in Fairbanks in May. This will take place on May 11 and 12, 1988 at the North Pole Training Center. This is open and everyone is invited to attend. Transportation will be available from Fairbanks to North Pole and return. Prior to the Conference, the Interior Education Council will be meeting on May 10.

CONTINUED:

I would like to know your concerns and topics that you would like to see addressed at this Conference. These should range from Preschool on up to College. You may have concerns on the Village level that need to be brought up. I would like to know what they are so that I am better able to represent your interests and needs.

At this Conference, we want to give special recognition to our Native teachers, principals, counselors and aides. We need to show them that we are very proud of their hard work and committment and show them our support accordingly.

Another very important thing we would like to do is show our appreciation to our Elders who have played a strong role in leadership and encouragement to the younger generation in advocating education in coordination with our cultural and traditional lifestyle.

I am asking you to give Cathie Ipalook a phonecall in order to let her know the names of people in our Subregion who we need to list for the above. I don't know who all the people are and want to be sure that we don't miss anyone. Your help on this is appreciated and needed.

At the annual TCC Convention, there were 11 resolutions passed that specifically addressed education issues. I have enclosed copies of these for your information. I will keep you informed as to the status of these resolutions as they are acted upon.

I have some questions that I need your input. Do you have a preschool program in your Village: Are the needs being met? Is there community involvement in your teacher selection process? How do you feel about the "tenure" issue?

I am available for your questions, concerns and suggestions. I need your direction and your input. I can be reached at:

403 Wedgewood Drive #J-6
Fairbanks, Alaska 99701
Phone: 456-5502

I plan on moving in May and will be sure to send you my new address.

You can also reach me through our Subregional Director, Cathie Ipalook at 452-8251 extension 228 or Darlene Demientieff, Education/Employment Technician at extension 296.

CONTINUED:

I look forward to hearing from you and I hope that I am able to represent our Subregion strongly, adequately, and in your best interests.

Sincerely,

Shirley

Shirley Wheeler
Interior Education Council
Yukon Tanana Subregion

Enclosure(s): Campus Director Positon Announcement
Resolutions: #88-29, 43, 45, 58, 59, 60, 62, 63, 64, 106, and 108

cc: Mitch Demientieff, President - TCC
Reva Wulf, Education Supervisor - TCC
Orie Williams, Director Education & Employment - TCC
Cathie Ipalook, Subregional Director - Yukon Tanana Subregion
Darlene Demientieff, Education Employment Technician - Yukon Tanana Subregion

SW/ci

Sbmt No 34

Susan A. Stitham
Box 80913 College Station
Fairbanks, Alaska 99708

November 2, 1988

To: The Honorable Willie Hensley, Senator
Senate Select Committee on School Achievement

From: Susan Stitham

Re: Proposal for "Governor's Schools"

A number of states have begun to fund pilot projects in school reform through a grant process. The grants come through the local school district, but originate with a single school in order to tap into the energy that comes from "site-based decision making".

Proposal: state funded grants for pilot projects in school reform; results would be disseminated and successes could be replicated.

Requirements: To qualify as a "Governor's School", a school must submit a school-based proposal for restructuring, which is supported by the school's stakeholders, working in a collaborative decision-making model. The proposal must have the approval of the local school district.

The panel which decides on the grants should contain representatives from the spectrum of the educational community and the public, with a significant number of classroom practitioners.

RATIONALE:
My proposal would involve the establishment of what could be called "Governor's Schools for Alaska" (the term is not original since Governor Diprete of Rhode Island is using it, according to my friend, his education assistant; but imitation is the sincerest form of flattery.) They could also be called "Senators' Schools". The name is less important than the project.

What would be funded is NOT a particular outcome or PRODUCT, a "shape" for Alaska's reformed schools determined in Juneau, but rather a PROCESS for decision making about the particular shape of a given school at the site level by the "stakeholders", the school's community which would include faculty, administration, parents, elected officials, and the business

community etc. The key to a project's success, however, would be a collaborative process where decisions are reached by consensus or at least bilateral agreement, and where the driving force of the instructional program is determined by the professionals closest to the scene, the classroom teachers.

There are already many exciting projects happening in Alaska, some without any official blessing which came about because of the frustrations of talented teachers with a structure which was always more suited to industry and now no longer works even there. (see the many articles of David Kearns, president of Xerox). Some wonderful examples: Gail Parson's Christa McAuliffe grant project at Juneau-Douglas High School, Homer Junior High, MacNeill Canyon Elementary on the Kenai, McLoughlin and Stellar in Anchorage, and certainly others I haven't heard of yet. In Fairbanks, eight teachers have been working for two years (with the help of a 25,000 grant from ARCO) to plan an ambitious restructuring of the traditional high school for 180 students in a "classical" education, covering both eastern and western classics including three years of Japanese language instruction. This program is still on the drawing boards but Lathrop High School made a small crack in the traditional mold with its adaptation this fall of the 80 minute block, rotating schedule that Bartlett High in Anchorage has used for 15 years.

The point behind the proposal is that the problems with the traditional structure of American public high school education are very real, but there is no single answer that can be imposed from above. Our best chance to re-structure our schools to help them foster more productive adults for both idealistic and pragmatic reasons is to encourage the energy and creativity that is there now in the schools but that is smothered by the false orthodoxy of standardized, centralized uniformity, a system which "works"only for those managing it, if for them.

To quote another well-known statesman, it's time to "let a thousand flowers bloom." There is no sound instructional reason that every school in a district should look exactly the same and many arguments that they should be shaped by their consitituencies. One of the areas of largest potential benefit from such a program, it would seem to me, is the small rural high school.

The state's role, like that of administration and school boards, is critical but I believe that it consists not in prescription but in enabling, through support and funding. The students of Alaska, whether rural or urban, can only benefit.

FAIRBANKS NATIVE ASSOCIATION, INC.
310½ First Avenue
Fairbanks, Alaska 99701
Phone: (907) 452-1648 / 456-5151

November 2, 1988

Senate Special Committee on
School Performance
Senator Hensley and Members
Alaska State Legislature
P.O. Box V (MS 3100)
Juneau, Alaska 99811

Dear Senator Hensley & Members

My name is Samuel S. Demientieff, I am Executive Director for the Fairbanks Native Association.

Fairbanks Native Association has been in existence for over 20 years. Our present Mission Statement directs us to do what we can to address education concerns and offer educational programs to Native people in the Fairbanks North Star Borough area.

Through the years, F.N.A. has offered a variety of educational programs for all ages and today, is still providing educational programs.

Through this experience, the program directors, board, employees, see, hear and experience educational and membership related education problems. The Board of Directors has considered and directed the Executive Director to carry forward their recommendations and suggestions. The immediate past Board and Executive Director was successful in causing a Mediation Agreement between the local school district and F.N.A.

Some specific issues and recommendations are as follows:

1. We think there is need for educating Alaskans about the Alaska Native Claims Settlement Act. This law is having an impact on the whole state of Alaska and will continue to do so, a basic awareness helps us all understand its implications.

2. Native counselors would improve the performance of Native students, primarily because they have a sensitivity that students recognize.

3. Support programs for students such as culture clubs and Native student councils should be considered and implemented.

4. Cultural sensitivity training for rural and urban teachers should be required.

5. There should be an increased effort made to hiring Native teachers, administrators, principals and instructors.

Lastly, there is a definite need to limit the size of classes the teachers in our district are fighting a losing war when they can't control or teach effectively when there are just too many students in a classroom.

Native students are intimidated to a certain extent when introduced to an urban school, the support groups suggested above could help. I appreciate this committee's work and mission. We at F.N.A. would offer any assistance that we can provide.

Sincerely,

Samuel S. Demientieff
Executive Director

SSD/mm

Cly-yes
RM-yes
JS-yes
PBB yes
NIC-yes
BK-yes
JP-yes

FAIRBANKS NATIVE ASSOCIATION, INC.
310½ First Avenue
Fairbanks, Alaska 99701
Phone (907) 452-1648 / 456-5151

BOARD OF DIRECTORS
Resolution #88-15

Inclusion of ANCSA in Alaska History

WHEREAS, the Alaska Native Claims Settlement Act (ANCSA) is a historic land settlement that has and will continue to have important impacts on Alaska and all people in Alaska; and

WHEREAS, classes on Alaskan history are currently offered in Alaska's public schools; and

WHEREAS, the inclusion of the purpose, history and implication of ANCSA in the Alaska history curriculum would be of great benefit in helping Alaska's youth reach a greater understanding of this historic act; and

WHEREAS, the Fairbanks Native Association, Inc. provides services for Alaska Natives residing in the Fairbanks North Star Borough; and

WHEREAS, the Tanana Chiefs Conference provides services and advocacy for Alaska Natives residing in Interior villages;

NOW, THEREFORE, BE IT RESOLVED, by the Board of Directors of the Fairbanks Native Association, Inc. to submit a resolution to the Board of Directors of the Tanana Chiefs Conference, advocating instruction of ANCSA in Alaska history classes in Alaska's public school system to fulfill a gap in Alaska's urban and rural public school curricula.

CERTIFICATION

I, hereby certify, that the above resolution was duly passed by the Board members of the Fairbanks Native Association, Inc. Board of Directors on the 11Th day of March, 1988.

Carol Lee Gho, President
FNA Board of Directors

ATTEST: Ron Manook
Ron Manook, Secretary
FNA Board of Directors

Clg - yes
GS - yes
RRi - yes
PBB - yes
MC - yes
BK - yes
JP - yes

FAIRBANKS NATIVE ASSOCIATION, INC.
310½ First Avenue
Fairbanks, Alaska 99701
Phone (907) 452-1648 / 456-5151

BOARD OF DIRECTORS
Resolution #88-17
Education of Alaska Natives

WHEREAS, the education of Alaska Natives in general, and specifically the education of Alaska Natives residing in the Fairbanks North Star Borough has always been a primary concern of the Fairbanks Native Association, Inc.; and

WHEREAS, statistics from the Fairbanks North Star Borough School District show an unproportionally high failure and drop-out rate for Alaska Native students; and

WHEREAS, these statistics show that failure and drop-out rates for Alaska Native students increase with each grade level; and

WHEREAS, federal, state and private help is needed in the form of funding and innovative programming to further understand and help resolve this dilemma; and

WHEREAS, the theme specified and set forth by the Tanana Chiefs Conference represents great insight into this situation and is a desirable model to follow;

NOW, THEREFORE, BE IT RESOLVED by the Board of Directors of the Fairbanks Native Association, Inc. to support and endorse the education theme set forth by the Tanana Chiefs Conference;

AND BE IT FURTHER RESOLVED that the Fairbanks Native Association, Inc. will continue its efforts to secure federal, state and private funding and continue to develop programs to further the cause of better education for Alaska Native students in the Fairbanks North Star Borough School District.

CERTIFICATION

I, hereby certify, that the above resolution was duly passed by the board members of the Fairbanks Native Association, Inc. Board of Directors on the 11Th day of March, 1988.

Carol Lee Gho

Carol Lee Gho, President
FNA Board of Directors

ATTEST: Ron Manook

Ron Manook, Secretary
FNA Board of Directors

FAIRBANKS NATIVE ASSOCIATION, INC.
310½ First Avenue
Fairbanks, Alaska 99701
Phone: (907) 452-1648 / 456-5151

BOARD OF DIRECTORS
Resolution #87-17
Cultural Sensitivity in Higher Education

WHEREAS, Fairbanks Native Association recognizes the need for higher education among Alaska Native people in order to increase opportunities for employment and full participation in the self-determination process, and

WHEREAS, the number of graduates of the University of Alaska statewide system is totally inadequate to meet the needs of the Alaska Native people, and

WHEREAS, the university system is now undergoing reorganization and the Fairbanks Native Association believes that now is the time to evaluate the University of Alaska's ability to offer programs which respond to the needs of Alaska Native students, and

WHEREAS, the absence of cultural sensitivity and awareness of the traditional cultural values of the Alaska Native people among many University of Alaska faculty as well as the absence of Alaska Native faculty members to serve as role models are factors which contribute to the inadequate numbers of Alaska Native university graduates, and

WHEREAS, the only way to introduce respect for Alaska Native culture and values into the educational system is to hire and involve Alaska Native people, and

WHEREAS, the Fairbanks Native Association recognizes that there are currently few Alaska Native persons at the doctoral level who qualify for tenure track positions, and

NOW, THEREFORE, BE IT RESOLVED, that the Fairbanks Native Association recommends that the University of Alaska increase its efforts to recruit and hire Alaska Native persons as graduate assistants and instructors, that the University of Alaska provide training in cultural sensitivity and cultural awareness to existing faculty, that the University of Alaska hire Alaska Native persons knowledgeable in Alaska Native culture as instructors and that their knowledge and experience be accepted as the credential base and that a committee to promote cultural sensitivity and cultural awareness in higher education be established by the Fairbanks Native Association to assist the university in this endeavor.

CERITFICATION

I, hereby, certify that the above resolution was duly passed by the Board members of the Fairbanks Native Association, Inc. Board of Directors on the 21st day of May 1987.

Carol Lee Gho

Carol Lee Gho, President
FNA Board of Directors

ATTEST: Jeanette Scannell

Jeanette Scannell, Secretary
FNA Board of Directors

March 1987

Resolution on Cultural Sensitivity in Higher Education

Whereas, the Tanana Chiefs Conference recognizes the need for higher education among Alaska Native people in order to increase opportunities for employment and full participation in the self-determination process and

Whereas, the number of graduates of the University of Alaska statewide system is totally inadequate to meet the needs of the Alaska Native people and

Whereas, the university system is now undergoing reorganization and the Tanana Chiefs Conference believes that now is the time to evaluate the University of Alaska's ability to offer programs which respond to the needs of Alaska Native students and

Whereas, the absence of cultural sensitivity and awareness of the traditional cultural values of the Alaska Native people among many University of Alaska faculty as well as the absence of Alaska Native faculty members to serve as role models are factors which contribute to the inadequate numbers of Alaska Native university graduates and

Whereas, the only way to introduce respect for Alaska Native culture and values into the educational system is to hire and involve Alaska Native people and

Whereas, the Tanana Chiefs Conference recognizes that there are currently few Alaska Native persons at the doctoral level who qualify for tenure track positions.

Now therefore be it resolved that the Tanana Chiefs Conference recommends that the University of Alaska increase its efforts to recruit and hire Alaska Native persons as graduate assistants and instructors, that the University of Alaska provide training in cultural sensitivity and cultural awareness to existing faculty, that the University of Alaska hire Alaska Native persons knowledgeable in Alaska Native culture as instructors and that their knowledge and experience be accepted as the credential base and that a committee to promote cultural sensitivity and cultural awareness in higher education be established by the Tanana Chiefs Conference to assist the university in this endeavor.

FAIRBANKS NATIVE ASSOCIATION, INC.
[illegible] First Avenue
Fairbanks, Alaska 99701
Phone: (907) 452-1648 / 456-5151

November 9, 1988

Senator Willie Hensley
Alaska State Legislature
P.O. Box V (MS 3100)
Juneau, Alaska 99811

Dear Sentor Hensley:

I want to express my appreciation again, for the work that the Senate Select Committee on School Performance (education), is doing.

I really support your Senate Bill 436. This is an important recognition of the transfer of traditional knowledge to todays education system and the wide variety of uses made from the knowledge carried in memories the Native elders of Alaska.

A special certificate or "mentoring" recognition is desperately needed for elders that work for school districts in our State, as was reflected in Poldine Carlo's testimony made in Fairbanks on November 2nd, 1988.

I would urge your committee to act in some positive way to implement the above suggestion and we support your Senate Bill 436.

Sincerely,

Samuel S. Demientieff
Executive Director

SSD/mm

Lighthouse Christian Center

P.O. Box 73560
Fairbanks, AK 99707

November 8, 1988

Senate Special Committee
on School Performance
Suite 213
119 North Cushman
Fairbanks, Alaska 99701

Dear Committee Members:

I believe that providing tuition vouchers for students would lend much to the educational well-being of the state of Alaska.

First of all, adopting this voucher system would increase involvement on both the part of the parents and of the students. The parents would be able to send their children to the school they feel is best suited to their personal needs, whether it be a public school in another district or a private school which could not have been afforded before. Also, the students would be more enthusiastic about school if they had a say in the matter of where they would be taught. For example, I have a few friends enrolled at West Valley who would rather go to Lathrop, and vice versa. As a result of this dissatisfaction, they aren't very excited about the school they go to. So you see, using tuition vouchers would not only command family involvement but also promote school spirit.

Next, the vouchers would contribute to better education in the schools. Because they wouldn't have the designated number of students in their district anymore, the individual schools would raise their standards to attract future enrollees. In addition, better qualified teachers would be hired. These are only a few ways that will result in quality education.

In conclusion, I feel that these tuition vouchers are a sound way to get the people involved in their children's education and they are necessary to improve the academic condition of the future generation.

Amy Amstrup
Amy Amstrup
Student

Tanana Chiefs Conference, Inc.
201 First Avenue
Fairbanks, Alaska 99701-4897
(907) 452-8251

November 9, 1988

Senator Willie Hensley
P.O. Box V
Juneau, AK 99811

Dear Willie,

Enclosed is a copy of my presentation to the Special Senate Committee on School Performance on November 2, 1988 in Fairbanks.

Thank you for the opportunity to testify before your committee.

Sincerely,

TANANA CHIEFS CONFERENCE, INC.

Reva

Reva Shircel
Education Director

RS/mln

Enclosure

cc: File

Tanana Chiefs Conference, Inc.
Presentation
to the
Special Senate Committee on School Performance
Noel Wien Library
November 2, 1988, 7:00 p.m.

- My name is Reva Shircel. I am the Education Director for Tanana Chiefs which is a consortium of 43 Athabascan villages in the Interior.
- I appreciate the opportunity to speak before this Special Senate Committee on School Performance.

It is time for us who are involved in the educational system in Alaska to change the system, and to make it relevant for Alaska Native students.

The Alaska Native people have been adapting to the western European education system for a long time now. As a People, where has this system gotten us? In particular where has it gotten Native men? According to a summary of the Statements of the Problem from the recent joint hearings of the Quality Education for Minorities Project and this committee, the problems facing the indigenous people of Alaska are at a critical level:

> The Alaska suicide rate is twice the national average and among Natives, it is twice that. Among Native males aged 20-24, it is 13 times that. Two thirds of Native suicides involve alcohol.
>
> Many Native families are dysfunctional because of racism, alcohol and drug abuse, incarceration, and conflicts between traditional cultures and new ways.

> The university probably loses 60 percent of the Native students between the freshman and sophomore year. They are poorly prepared academically, and the stress they feel over that deficiency seems higher even than over the social issues.

I agree with comments from the hearings that Education is a bittersweet experience for Natives. It is helpful to deal with new times but it, also, drives a wedge between the traditional and the new.

The Alaska Natives have had to learn to live in two worlds, two cultures. When this educational system was introduced to us years ago, our students, subsequently, have had to, also, learn to live in two cultures, two ways of life. As a result, the majority of us have suffered. New ideas, new technologies, a faster way of life of the one culture have conflicted with the values and traditions of the Native culture. We have tried our best to adapt, in our individual ways, the best of each culture. In spite of the fact that the majority of us Alaska Natives live a subsistence way of life, we recognize that we must also have a solid knowledge of our language and culture in order to survive as a People.

Curriculum:

In order to combine the best of our two worlds, we must re-examine current curriculums to promote and incorporate relevancy for Alaska Native students. Basic academic skills must be presented within the environmental realities of the student. Materials and texts must reflect the realities of the Native student's life around him or her. To motivate students to learn, what is learned must have a high correlation to practical application in the community and world in which they live. Current village life requires a grasp and mastery of many basic skills, for example:

Math - measuring and computing quantities, distance, time and estimations based on formulas with interacting variables like wind, current.

Science - animal and plant life, behaviors, habitat, biology, physics, and chemistry.

Health Sciences - physical fitness and endurance, safety, and survival.

Reading and Writing - in learning about oneself from the stories and lessons about the values of one's culture.

History - the tribal/community life, and the lives of admirable leaders past and present history.

Course Development:

It is imperative and crucial that all schools in Alaska integrate Native values, skills development, and languages into all subject areas taught. Cultural values and ideas as well as the deep cognitive thoughts expressed in our languages cannot be reserved for an isolated hour or as an add-on. They must be integrated into the curriculum of every course (math, reading, writing, history, geography, science, etc) and they must be taught at all pre-school, elementary and secondary levels.

We do not have much time to waste in identifying the problems and deciding how to fix them. Our elders, who are now in their late fifties and early sixties, will no longer be with us after the next twenty-five years. When they leave, a large portion of our languages and cultures will leave with them. We urge every school district and school board in the State of Alaska to take a good look at the relevancy of their current materials/course offerings and curriculum. They bear the responsibility to make sure that what is being taught in the classroom stimulates the

students to thirst for knowledge and motivates them to learn. Challenging our Native students with basic skills which they can apply to their cultural and environmental realities must be the heart of curriculum design. Such models and culturally sensitive innovations in curriculum design already exist in other parts of the country and could be readily adapted to the different regions of Alaska. Planners of school district curriculum and the UAF School of Education must actively research such existing approaches, and concentrate their efforts to design curriculums in our schools which are culturally and environmentally relevant.

Staff Orientation:

The number one priority relative to school personnel issues continues to be the need to incorporate qualified Native people into the staffing of public schools at every job level. The Governor's Commission on Children and Youth reported earlier this year that:

> Native children make up a significant proportion of many student bodies but few, if any, Native teachers, counselors or staff are hired to provide role and cultural models. We need more Alaska Native/American Indian male teachers. Many Natives do not possess the degrees or certification requirements these positions require, but they offer the cultural understanding vital for Native young people to succeed in school and for non-Natives to understand Native cultures. One of the most frequent recommendations heard by the Commission from Native youth was the need for more Native teachers, counselors and other role models.
>
> Schools and human services agencies serving Native children, youth and families should hire qualified Natives as service providers to children. Elders and paraprofessionals recognized by the Native community are qualified by their life experiences and should be employed where appropriate.

Native corporations and the University of Alaska should work together to broaden the availability of programs that prepare Native youth for these jobs, actively encourage Native youth to participate and offer sufficient assistance to ensure that students complete these programs.

An affirmative program must be established by every Alaska School District to train Native Educators currently working within their systems to become the administrators and policy makers of the Alaska Educational System.

REAA's pay a premium in teacher salaries. They must receive the same premium in the quality of the educators and administrators that they recruit and hire to staff their schools.

There are many good teachers whose values, commitment toward excellence, and teaching skills afford Native students the opportunities to quality learning.

There are also many teachers who simple do not fit, are not committed to rural values, and through their own individual ethnocentricities demean Native students. These teachers alienate themselves from the village community and do little more than collect a sizeable income, nine months out of the year, from limited resources and then move on to other lucrative school district assignments. This is <u>not</u> acceptable. It is not cost effective and it has a devastating affect on our Native children and <u>it is not Education</u>.

All incoming district personnel should be carefully screened and only the best should be recruited to serve in our schools. What <u>is</u> best must be defined by criteria which takes into full account the personality and philosophical perspectives as well as the academic credentials of applicants for staff, and, more importantly, must be determined by an active partnership of the local community, district administration and school board. Adequate

cultural orientation of 12 credits in Alaska Native Studies for all incoming staff must be mandatory, especially for those who, in many cases, are neither from Alaska nor aware of the cultural tenants of the villages they will work in. Models based on the experience of the recruitment selection and orientation of other cross-cultural service programs like the Peace Corps and Vista might lend toward a body of knowledge necessary to deal with this personnel concern in the educational settings of Alaska's rural villages. Let's listen to what people in the villages see as criteria for teacher success. Let's look at successful teachers and find out why their work is respected by the community. Let's learn what personality traits are predictors of success as a teacher in a rural Alaskan village. Then, let's actively pursue the recruitment of such qualified professionals. The recruitment strategies of many districts too often are based on taking a quick look at the available job pools. We do not have to look outside for teachers until we have exhausted our lists of Alaska Native/ American Indian teachers. Then if we need to recruit outside, let us continue to identify the qualities of what we're looking for then aggressively recruit those types of teaching professionals whose experience, and philosophical and human values are as high as the premium salaries we have been offering.

Coordination/Interfacing Between Agencies:

The bottom line on Education is "Do Alaska's schools prepare Native students for Life?" According to the report of the Governor's Commission on Children and Youth earlier this year:

> Preparing youth for life is everybody's business, but schools have a special role. An Native elder observed that "the best survival kit a person has is their mind". All community resources help create this survival kit, especially the schools.

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

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

The Department of Education can develop a sequence of model curriculums that help enhance student's self-concept, critical thinking, coping and decision-making and refusal skills. Specific topics should include but not be limited to the following: parenting, communication and decision making, self-concept building, family violence, education about sexuality, gender roles and sex stereotyping, sexually transmissible diseases and AIDS, prevention of date rape, sexual abuse and substance abuse, dealing with family dissolution, dealing with grief and similar topics. The focus of this K-12 curriculum should be on wellness and

prevention. Preparation at the secondary level should also include job application skills such as resume preparation, job interviewing, and how to be a responsible dependable worker.

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

As Native people, we need to stem the tide of the overwhelming statistics. Teachers and counseling staff working in conjunction with elders and other natural helping networks are needed to both assist students and their parents and to teach the children in their classrooms the skills necessary to break the multi-generational effects of many of the problems which in the end will affect the student's abilities to learn.

In closing, let me leave you with this one thought, I do not believe that there is a single Native student in any school in this state that <u>has</u> failed or <u>is</u> failing. They are <u>our</u> children. They are in <u>our</u> care. For many reasons, the educational system in Alaska is failing. It is failing, in its responsibilities, to teach and educate. It is our responsibility as parents, as educators, and as community members to work together to make the changes necessary to educate and prepare our children for life and for the future of Alaska.

Thank you for this opportunity to testify.

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-29

UTILIZATION OF UA-RURAL EDUCATION BUILDING

WHEREAS, there exists a University of Alaska Rural Education building in Fort Yukon; and

WHEREAS, said building remains vacant due to no funding to operate; and

WHEREAS, said building is being considered for use as a community library;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference, Inc. Board of Directors opposes the use of the University of Alaska-Rural Education Center of Fort Yukon for any other purpose than the intended: Rural Education Center.

C E R T I F I C A T I O N

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Yukon Flats Subregional
Advisory Board

388-208.30

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-43

FORMATION OF A NATIVE STUDENT COUNCIL
WITHIN THE FAIRBANKS NORTH STAR BOROUGH SCHOOL DISTRICT

WHEREAS, the formation of a Native Student Council could clearly identify problems Native students face within the Fairbanks School District; and the students could work together to find ways to resolve these problems; and,

WHEREAS, a Native Student Council would greatly boost students' self esteem because they would have an important voice on what was being discussed, they would be the most important component to the function of their own student government; and,

WHEREAS, a Native Student Council would create a more vivid cultural awareness within the Fairbanks School District and give the Native students a sense of pride and unity; and,

WHEREAS, a Native Student Council would allow students from all over Fairbanks to gain knowledge in areas of student government and public speaking, both of which could later be used; and,

WHEREAS, a Native Student Council will bring together Native students, unifying them at the time which is most critical to further cultural development;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors supports the formation of a Native Student Council that would positively affect the Native students of Fairbanks and also provide clear cultural awareness among both Natives and non-Natives.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Youth Delegation

388-208.44

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-45

STEVENS VILLAGE JOHNSON O'MALLEY PROGRAM

WHEREAS, the Stevens Village IRA is the legal governing body of the Native Village of Stevens Village, Alaska; and,

WHEREAS, the Native children residing in Stevens Village qualify under the Johnson O'Malley program for Stevens Village; and,

WHEREAS, Stevens Village IRA Council is in a position to contract and administer their own JOM program and has met on March 9, 1988 and decided to contract for their own JOM program for fiscal year 1989;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors direct Tanana Chiefs Conference, Inc. to work with Stevens Village IRA and local parent committee on the JOM application process, as well as the plan of service which will enable Stevens Village to contract and administer their own JOM program, beginning FY1989.

C E R T I F I C A T I O N

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Stevens Village &
Yukon-Tanana Subregion

388-208.46

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution 88-58

J.O.M. FUNDING CUTS

WHEREAS, the J.O.M. Program may suffer 30% cuts in funding; and

WHEREAS, the Johnson O'Malley education program has benefited our children in the past; and

WHEREAS, part of that education includes cultural values and traditions; and

WHEREAS, we as concerned parents believe in the preservation of our cultural values and traditions.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors direct TCC, Inc. to pursue every means possible to maintain the present formula used in deciding funding levels for the Johnson O'Malley Program.

C E R T I F I C A T I O N

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Yukon-Tanana Subregion

388-208.60

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-59

ALASKA HISTORY AS REQUIRED SECONDARY CURRICULUM

WHEREAS, the Native people are an integral part of Alaska History; and

WHEREAS, Alaska Native students need support in the form of education in their struggle to come to terms with U.S. Federal and State Legislation affecting their lifestyles; and

WHEREAS, History of Alaska would promote a better understanding between Native and non-Native cultures; and

WHEREAS, History of Alaska would produce more informed youth today for the future.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors approves and supports efforts to require an Alaska History course at the senior high school level as a requirement for graduation.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Yukon-Tanana Subregion

388-208.61

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-[illegible]

NATIVE EDUCATION COUNSELORS

WHEREAS, recent phone surveys show a high rate of students are not graduating because of personal/family problems; and

WHEREAS, students are not motivated in school; and

WHEREAS, Native role models in school have shown through surveys to be an integral part of students success.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors recommends that Native counselors be available to all schools to work with and/or through Alaska Native Education on solving family problems; and

BE IT FURTHER RESOLVED that parents through training programs volunte more in schools as tutors for our children.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Fairbanks Native Assoc.

388-208.62

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-62

ANCSA IN SCHOOLS

WHEREAS, the Youth of TCC are the future leaders of our ANCSA Corporations; and

WHEREAS, the Youth would like to start learning as early as possible; and

WHEREAS, the best place to accomplish this is in school.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors directs TCC to discuss with the school districts within our region the possibility of setting up ANCSA classes as part of their regular curriculum.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Youth

388-208.64

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-63

SUPPORTIVE PROGRAMS TO FAMILIARIZE PARENTS
WITH SCHOOL ACTIVITIES/ADMINISTRATION

WHEREAS, parent participation with school activities are next to nonexistent; and

WHEREAS, parents can become more involved with their children's education if they were given greater opportunities of volunteer work in schools; and

WHEREAS, the Home School Liaison can be used as a communicator through which the parent can establish a more positive relationship with the school; and

WHEREAS, Commissioner Demmert prioritized strengthening families through Alaska Native Leadership and their representative organizations.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors encourage school districts to implement a Parent "Inservice Day" at the beginning of the year and second half of the year to enhance parent participation.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by:

388-208.65

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-64

IEC RESOLUTIONS

WHEREAS, Interior Education Council passed 5 resolutions on University of Alaska restructuring, needs assessment, Healy Lake school, student tuition and support for 5 rural education centers;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors supports the five Interior Education Council resolutions and directs the TCC to help in their implementation.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Tok Subregion

388-208.66

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-106

YOUTHS REPORT ON EDUCATION

WHEREAS, the TCC 1988 Convention theme is "Tribal Strength through Education"; and

WHEREAS, the youth delegates have discussed and prepared a report on education issues; and

WHEREAS, the concerns identified should be addressed by the TCC for the benefit of the education system and the younger generation.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors hereby accepts the report concerning education issues prepared by the youth delegation, and directs the TCC to investigate and address these concerns as appropriate.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Youth Delegates

388-208.109

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-108

EDUCATION THROUGH WELFARE REFORM

WHEREAS, education is one of the most important aspects which leads toward true self-sufficiency; and,

WHEREAS, many persons and heads of households who are currently receiving public assistance could become more self sufficient if they would avail themselves of the opportunity to receive the training and education needed to compete for today's jobs; and,

WHEREAS, TCC, Doyon, and other entities, state, federal and private, have funds to partially assist students, some of which are single parents, or heads of households currently receiving some public assistance; and,

WHEREAS, the limited scholarship grant and student loans available to these students is adequate to pay for most school-related expenses such as books and tuition, but inadequate to pay for all food and child care needs while receiving training or attending school; and,

WHEREAS, the State Office of Public Assistance, under it's federal guidelines, currently counts student aid in the form of grants, scholarships and loans as income; and,

WHEREAS, these policies are a disincentive for people currently on public assistance to attend training and institutions of higher learning by making it more financially lucrative to collect AFDC and food stamps and other public assistance rather than go on to school to improve their capacity to become self sufficient, tax paying members of our villages and communities, and knowledgeable members of our Native people;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors petitions the State of Alaska and the United States Congress to change those laws and regulations which govern public assistance eligibility formulas to assure that no forms of student aid be counted as income when determining eligibility; and,

BE IT FURTHER RESOLVED that the TCC Board of Directors let each and every state and federal legislator be aware that the Native people of the Interior Region of Alaska strongly believe in forms of welfare reform such as this which truly educate our people and truly make us self sufficient as a Native people.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by:

388-208.111

Administrative
& Support Offices
P.O. Box 00309
Nenana, Alaska 99760

YUKON KOYUKUK SCHOOL DISTRICT

Fred L. Lau
Superintendent

(907) 832-5594

To: Senate Special Committee on School Performance
Public Hearing, November 2, 1988

Dear Senators

My name is Fred Lau Superintendent of Yukon-Koyukuk School District. I appreciate the opportunity to talk to you about school performance because it is an area that our district has worked very hard on since the creation of the district in 1976. In addition, we feel as a district we have found some areas which do affect student performance and we are proud of our accomplishments. Further, there are some other areas that we think will affect student performance over which we presently do not have control. Although our scores on standardized test have improved we still do not feel we have done enough and continue to strive for improvements.

In order to improve student academic performance we feel that there are 10 main areas on which our efforts need to be focused. These are:

1. Parenting Skills
2. Preschool Programs (Early Childhood Education)
3. Reading, Writing and Oral Communication

4. Emphasis on Academics and hard work
5. Development of positive attitudes and self-image
6. Positive role models
7. Elementary and Secondary Counseling Programs
8. Post Secondary Counseling and Follow-up
9. Department of Education Reorganization
10. Quality Teacher Education Programs

First, I must say that our approach as a district has always been to emphasis ways to improve the situation rather than dwell on whose fault it is. It is readily apparent that we do not have the time to waste discussing who caused the situation we are in but instead must focus all of our energy and financial resources on correcting the situation. With this in mind I will try to be brief in my comments on each area with the intent that if there are questions I would be happy to answer them.

1. Parenting Skills - Although many will say this is not an area for schools, we have found that where we have instituted parenting workshops in conjunction with the school staff that the readiness level of those children entering school has increased. We would recommend that this is an area where the Department of Education should become directly involved in the Development of a parenting-skills curriculum and assume the role of disseminating the program.

2. Preschools Programs or Early Childhood Education -

Again this is an area where many feel it is not the responsibility of the school. Because of this, preschool programs are operated by private organizations, non-profit corporations, head-start and the school. At least in our district it is difficult to coordinate these with the school programs. It is our opinion that unless preschool programs are funded by the state under the foundation program and run by individual school districts as part of their regular program, many rural districts will have reached as high as they can go in raising student achievement scores. Raising the entry level of students is critical at this point in time.

3. Reading, Writing, Oral Communication Skills - We have found as a district that the key to success in almost every other subject comes from a firm base in reading, writing and oral communication skills. In light of this our district has placed great emphasis on this area and recommend the following types of programs be instituted especially in rural school districts.

READ -

Locally developed program involving centers for students in grades K-2 designed to improve reading by providing school reading centers and library areas.

R2R -

Reading comprehension and vocabulary skills taught using locally developed material using multi-model holistic reading program for grades 3-6. Also involving motivational holistic programs such as "River Readers" and "Battle of the Books" and extensive parent home involvement in reading.

EXCEL -

Locally developed program involving learning centers for students in grades 7-12 designed to improve the college preparation skills of students through providing school reading and study centers. This involves the use of locally trained librarians working with secondary students on library and research skills. It also involves increased homework assignments.

APPLE & APPLE 2 -

Reading and writing skills taught using microcomputers and district developed computer software packages which foster culturally appropriate writing activities and

bilingual English vocabulary skills.

Alaska Writing Consortium -

Involves initial and advance training in techniques for teachers to use in teaching writing. In addition, the district uses a newly developed computer program designed by the district entitled the Alaskan Writing Machine which is currently being distributed nationally and is recognized by the U.S. Secretary of Education as one of the eleven best bilingual programs in the nation.

4. Emphasis on Academics and that with hard work you can succeed - There needs to be increased emphasis in this area. The following are things that could be done.

a. Increase financial support of the present academic decathlon to include regional contests similar to these held in basketball, track, and wrestling which lead to a State tournament.

b. Increase of local district academic competition such as the one run by our district which brings together finalist from each school site in the areas of Spelling, Mathematics, Speech, Music, Art, Battle of the Books (Reading), Young Authors

(Writing) and cultural activities.

5. Development of Positive Attitudes and Self-Image - Positive self-image and attitudes are learned. They are gained from experiencing successful situations and from being constantly encouraged and told that you can be what you want to be. The school can only do so much in this area but again we must take the students from where they are and do everything in our power to build a positive self image regardless of what happened before.

   We recommend that much more emphasis be placed on training teachers in how to establish a learning environment that leads children to develop positive attitudes. These types of courses should be a required part of the teacher training program. In addition, programs need to be developed for parents so that the development of a positive self-image begins at an early age.

6. Positive Role Models - Our district has always felt that it is important to have role models who reflect the culture from which the students are coming. Therefore we recommend that in particular, programs that promote and support Alaska Natives and other minorities to continue and complete advanced education

or training be funded. It is very important that students in our schools see that it is possible to complete a college education or vocational training program and be able to find a suitable job if they so desire. Areas that should be looked at include additional scholarship opportunities and advanced training programs for local experts. These programs should not just emphasize the area of teaching but should also include areas such as business, accounting, law, medicine, and all aspects of vocation training. In addition, these must be quality programs not watered down version which are designed only to increase the number of minorities in a particular field.

7. Elementary and Secondary Counseling Programs - It is our recommendation that all school districts whether they are urban or rural need to increase the number of counselors. Particularly in the area of drug and alcohol counseling to work with students and the community. In addition, we see a need for districts to fund elementary counselors which is almost entirely neglected in rural Alaska.

8. Post Secondary Counseling and Follow-up - It is our recommendation that every district institute a program of tracking and counseling of high school graduates at least for the first two years they are out of school.

Such a program should provide counseling which follows up and maintains contact with graduates. This program should also provide help in placing individuals in college and vocation programs and in some cases on site visitation to counsel graduates who are having difficulties in college or training programs.

In order to alleviate the problems of transition in rural schools from the small school setting to the university or vocational school each district should have a program in Urban Survival Skills prior to graduation. This program as it operates in our district incorporates such items as bank accounts, shopping and selection of food in a supermarket, dealing with the police, writing checks, and money management.

9. Department of Education Reorganization - It is our recommendation that the Department of Education needs to be given a strong recommendation to reorganize in such a way that it becomes a service and training oriented organization rather than a regulatory one. The problems we presently have cannot be regulated away. The Department needs to take the lead in piloting programs which show potential in increasing student performance. Where programs are found to be successful this information needs to be not only

disseminated to other districts but also actively promoted. The Department needs to assume the leadership role in improving student performance rather than a clearing house for establishment of new regulations.

The Department of Education must take on a leadership role in promoting new educational techniques and strategies.

10. Quality Teacher Education Program - Over the past 11 years we have made a concerted effort to hire and retain qualified teachers and administrators. In addition, we understand the need to hire qualified Alaska Native teachers because in most cases they have a better understanding of the local culture. This emphasis reflects in our overall district which currently employs 13 Alaska Native teachers or 26% of our certificated teaching staff. I might also add that this represents 9% of all the Alaska Native Teachers employed in the State. We would encourage all districts to continue to seek out qualified minorities to work in the schools.

The critical ingredient here, however, does not seem to be whether the teacher is Native or Non-Native but in whether or not they are qualified, well trained, caring

and sensitive individuals. It is recommended that the University of Alaska Fairbanks Rural Education Program and the Cross-Cultural Education Program be reviewed by an outside evaluator because in our opinion both programs lack a strong basis in teaching techniques, child development, reading, writing and communication skills. At present too much emphasis is being placed on the cultural aspects of teaching in Rural Alaska rather than on sound educational teaching techniques which can be used in any environment.

Again I thank you for the opportunity to testify. We as a district think we are doing a good job and think we can prove it. This is not to say that our job is over because we realize we have a long way to go. With your help we will all be able to face any child and say you can be what ever you want to be and believe it ourselves.

Sincerely,

Fred L. Lau
Superintendent

FL/clh

RIVER READERS: REAL BOOKS FOR REAL KIDS
COMPENSATORY EDUCATION THAT WORKS

Like hundreds of other school districts around the nation which serve low-income minority students, the Yukon-Koyukuk School District had worked for a decade to improve the academic achievement of its students through compensatory education programs such as Chapter 1 , Title IV, and Title VII. While steady gains were documented for mathematics, a 1987 24 month sustained gain study for Chapter 1 showed that the reading program showed a flat curve, no gain. Frustrated with 5 years of little or no improvement in the most crucial skill area of all, reading comprehension, YK educators turned to a radically different approach: real book reading reinforced through behavior modification. The success of **River Readers: Real Books for Real Kids** may prove of compelling interest to educators facing similar challenges.

Project Background

Yukon-Koyukuk School District provides a dramatic example of a district facing all the challenges which can beset a group of educators. Located in the remote frozen sub-arctic wilderness to the northwest of Fairbanks, Alaska, YK serves 600 Athabaskan Indian children living in ten isolated villages spread over an area larger than the state of Washington. By all standard predictors of school achievement, as members of a racial minority, coming from low-income families, and from a bilingual background, YK students appeared headed for school failure.

But a dynamic combination of community leaders, parents, and committed educators have refused to accept the inevitability of that recipe for failure. Research suggested the problem and the solution. The entire district reading program was based on basal textbook with a skill focus. Libraries were sparse and little independent reading was going on. It is now fairly well recognized in the research literature that gains in reading achievement are closely correlated to the amount of independent real books reading which children do (cf. *Becoming a Nation of Readers*, NIE, 1983, pp.76-79). So the answer was clearly to get kids to read real books. So the first step was to buy good books which kids could and would read. But even if the libraries were up-graded, how could teachers get kids to read the books?

Project Description and Goals

Using as their model a program developed at a YK school site, the Nulato Roaring Reading Rockets Program, YK staff initiated the River Readers Program for students at all eleven schools. The primary program goal of River Readers is reading fluency and basic comprehension skills. The program offered students a graduated series of rewards for real book reading both in and out of class.

The reward system divided students into four flights, primary (K-2), intermediate (3-6), junior high (7-8) and senior high (9-12). For example, in the intermediate grades the reward system worked as follows: Button 3 books read, pencil 5 books read, balloon 7 books read, pizza party and badge (embroidered) 10 books read, bike lottery ticket every ten books read, hat 15 books read, T-shirt 20 books read, jacket 30 books read. No comic books or magazines were accepted. All books had to be grade level real books from the library. Students received credit for each book only after demonstrating through an oral report, quiz or book report that they had read and understood the book. For primary graders the top prize required 120 books, for intermediate grades 30 books, for junior high 25 books and for senior high 20 books.

River Readers was funded as part of the district bilingual program. It cost about $12,000 for prizes in addition to the hidden but very real costs of library set up (about $30,000 per school site) River Readers was introduced to the school staff through a district-wide teleconference during

which all teachers discussed and hammered out the rules and reward schedule. Through the medium of the teleconference and monthly progress reports, all teachers and students were involved in the program. It was considered to be a significant component of the total reading program of the district and an important sub-component of the bilingual program; it had the support of all the principals and teachers; it was considered a major district effort by staff and parents.

New Directions: Innovation

Seen as a reading contest, River Readers is not exceptional. Public libraries have been running summer reading clubs for half a century. Programs like River Readers have been most popular in middle class communities, a "side-show" something extra from the public library, often rewarding students who are already good readers. In contrast, most federal compensatory programs tend to be skill-based, providing more drills and tutorial. Thus viewed as a primary component of a compensatory program, River Readers was a revolutionary shift in program direction.

Evaluation Results

Making this dramatic change provided both an opportunity and a need to do some kind of interim program evaluation. The achievement data presented in this report targets grades 3-6 because these are the first grades during which children are reading to learn (as opposed to primary grades when they are learning to read). River Reader program evaluation focussed on three questions:

1) Would this type of "middle class" program work in a rural Native American community?
2) Was the reward schedule effective in modifying children's behavior?
3) Did the program improve reading comprehension and fluency?

1. Impact: cultural conflict Issue

Subdimensions of this questions include concerns such as :Is this type of motivational/reward program inconsistent with or in some sense in conflict to local cultural values? In other words, if this type of program has primarily been found in middle class /white communities, will it work in a Native Alaskan Athabaskan rural community?

Another way of looking at this question would be to ask, "Can this technique, which has been successfully used with main stream middle class children, work with Indian children?" At the onset of the program, this was a very real concern of the staff, some of whom expressed doubt that this intervention was appropriate to this population. Perhaps the concern arose because a reward system posits some measure of competition and is based on a pseudo-monetary "payment" schedule of so many prizes for so many books read. A widely accepted belief/myth (held by non-Indian anthropologists and educators) about Indian children and Indian cultures is that they are not competitive and hold values which are incongruent with a cash economy.

The answer to the cultural relevancy question can be found in the total response of the students. It can be measured by the total number of oooks read and the percentage of participation. In other words, if the program was dissonant or incongruent with the Native American culture, students would not have participated, books would not have been read, the level of participation would have been minimal. Large numbers of books and a high level of participation would mean that this type of program can work with an Indian population.

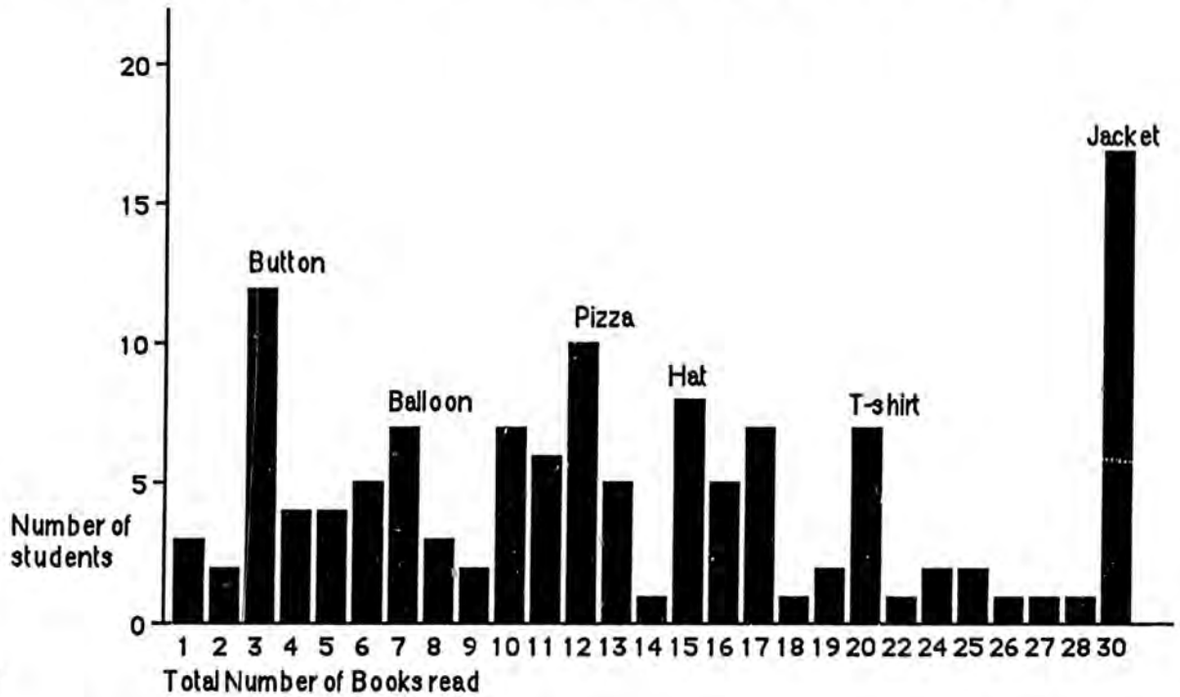
The results were not only positive, but for a first year program, surprisingly strong. Both in the total number of books read, the percentage of students who participated in some fashion, and the high percentage of students who participated at the top levels, it is clear that this type of program was quite appropriate for the target population. For the district as a whole, grades K-12, 401 students out of a possible 535 or 75% of the student population (of whom 96% are Low

income Indian children), read a total of 14,428 books, an average of 35 books per child, or about one per week of school.

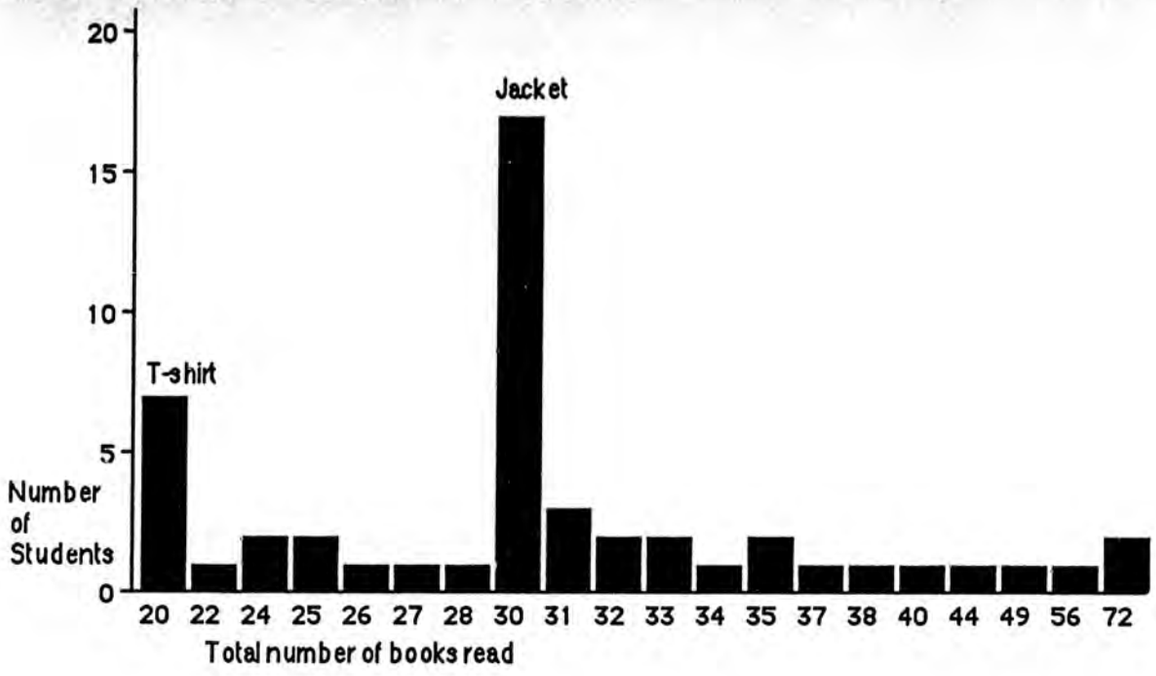
For the target grades 3-6, 86% of the total student population participated in the program, participation being defined as having read any books at all. The first level of ten books defined the basic acceptable participation; 69% of the students achieved at least level I. *A total of 98 students who achieved Levels I-IV read a total of 2435 grade level library books* in the 8 month project period for an average of 25 book er student per year or a little over 3 books per month of school. A surprising 38% of the students achieved Level 4, more than 30 books and 23% achieved beyond the actual highest level with 2 students reading more than 70 books.

2. *Impact: Behavior Modification*

Will the intended behavior modification work? Will students respond directly to the reward system? Can we control student behaviors through a reward system? The answer to this question can be found by analyzing the number of books read per child and relating those numbers to the reward schedule. If the reward worked, the graph will peak at the points of reward. The graph below dramatically illustrates the effect of the reward system on student reading behavior in grades 3-6. The vertical axis shows the number of students who read x many books. The horizontal axis represents the number of total number of books read. Thus the graph shows that 11 students read up to and no more than 12 books for the pizza prize. The number of books reported for each student represents the final total for that student. Note the peaks at the reward points.



A final question may be whether any students read beyond the reward system levels. The graph below represents the number of students who read to from Level III (T-shirt) through Level IV to the 2 students who read the top number of 72 books. It is interesting to note that before the program was initiated, a number of teachers had expressed concern that the number of books (30) for the top award was too high. In fact, as this graph demonstrates, for 23% or almost a quarter of the students, the top mastery level was too easy, not too hard. It also shows that while the behavior modification system had a clear impact on students' reading behaviors, a sizeable percentage of students were clearly not dependent on the rewards as a motivation for reading. Almost a full quarter of the students were apparently reading for the sheer pleasure of reading.



3. Impact: Student Achievement

Did the program make a difference in student reading achievement as measured on a norm referenced achievement test? The achievement instrument used was the *Iowa Test of Basic Skills*, (Form G, 1985 edition, Levels 8-12), reading comprehension sub-test. Pre and Post test paired samples of the 51 students in the lowest quartile were compared using a t-test.

Table 1

Data File: First Quartile NCE
Paired Samples

Variable	FY87NCE	FY88NCE
mean:	21.431	24.784
Std. Deviation	10.821	12.205
Paired observations:	51	
t-statistic	-2.061	
Significance	0.045	

The above data analysis suggests that there is a 96% chance that the growth from pre to post test (spring to spring) was indeed real. The growth was statistically significant to the .05 level. While not a dramatic gain in itself, these results must be compared to the history of absolutely no gain or even a slight loss in the reading programs. For example, although River Readers was not a Chapter 1 program, it impacted Chapter 1 students and was the only change in intervention experienced by Chapter 1 Reading students from FY87 to FY88. And in fact, Chapter 1 Reading students, those identified as being in greatest need for help in reading district-wide, showed a slightly better gain of 4.2 NCEs.

What was not revealed in these results is also illustrative. There was no gain for students in the upper quartile. There was no correlation between the number of books read and gain nor was

there a correlation between between pre-test scores and number of books read. That is, the more books you read had apparently nothing to do with how much you gained and the most prolific readers were not necessarily the best. These negative results were both good news and bad news. The program had been intended to serve the bottom layer and we were afraid that the better readers would be more prolific readers and would gain more than the target group of poor achievers. So in fact, the group we had hoped would gain, did so. But the program certainly did not demonstrate that reading a lot of books would dramatically improve test scores. It may be that for the better readers, a more challenging program to hone higher level reading interpretation skills is needed in addition to a program which focusses on sheer fluency. Other possible explanations might include the fact that River Readers may not have actually increased the number of books read by better readers, but simply rewarded them for an activity they were already doing. Further, anecdotal information from teachers suggested that although some of the non-participants were the poorest readers, some non-participants were also among the best readers who simply chose not to apply for rewards since the book reporting required was too much trouble and they read for their own satisfaction.

Summary

River Readers demonstrated most emphatically four key points. First, "what works works"; i.e., good instructional techniques cross cultural boundaries and as educators we need not refrain from applying methods well validated on mainstream populations to Native Americans in the name of "cultural relevancy." Second, behavior modification through reward is extremely effective, almost frighteningly so; if you want kids to exhibit a certain behavior clearly layout the ground rules for reward and kids will perform. Third, we can set higher standards for Indian children than many teachers dream. Fourth, a reading fluency program can have an educationally and statistically significant effect on the lowest achieving students; on the other hand, the upper quartile, who did not show a growth, may need something more than mere fluency.

By Tim Cline and Niki McCurry

PRESENTATION BY GREG RUFF, PROG. DIR
KUAC-TV

Before the Special Committee On School Performance

Fairbanks - November 2, 1988

I'd like to briefly explain some things that KUAC-TV is doing in K-12 education and in the areas of parent/student involvement. These items were not included in Charles Northrip's letter to the committee of Sept. 16th.

First, in order to take up the slack caused by the demise of Learn/Alaska, KUAC-TV has entered into a partnership with DOE and FNSB School District to air a limited amount of K-12 in-school programming, notably Alaskan interest, Alaska Native culture and current events series. This project is in addition to our regular Adult and College education telecourses that typically reach 1,000 students a year.

Support for the K-12 ITV project is from DOE in rights and program acquisitions, the Borough in direct costs funding and program selection, and KUAC in broadcast and machine time, facilities use, and promotion support. This three-way partnership of State, Borough and University has restored approximately 1/4 of the previous Learn/Alaska amount of ITV to area schools - and with no new funds.

In the area of local production, all of the recent documentary programs produced by KUAC-TV are being used in classrooms in Alaska and the lower 48 - some, including MAKE PRAYERS TO THE RAVEN, are further used in Canada, Denmark and other countries, exposing "outside" audiences to Alaskan values.

In the area of parent involvement, KUAC-TV has aired programs about this subject, including FIRST THINGS FIRST in October, a special that showed examples of programs around the country where teachers, volunteers and parents are trying to instill an appreciation for literacy in young children.

Realizing that the occasional program is not enough, in Nov. we are airing a night and a half of our very popular children's programs, from SESAME STREET through ALASKA HISTORY, in prime time. This is being promoted, with help from the school district, as a time to watch what your children watch, with your children. On Monday, Nov. 14th, we will air a SESAME STREET SPECIAL at 8 PM - it's a program designed for adults and children to watch together. On Tuesday, Nov. 15th, we have a full 3 hours of childrens' interest programs, again in prime time. The

programs include a visit to Moscow by Mister Rogers and a visit to Antarctica by 3-2-1 CONTACT. The night's last two programs are ALASKA HISTORY and ECOSYSTEMS OF THE GREAT LAND - both typical of the type of programs delivered in the ITV service. These nights are intended to help familiarize parents with the things their children watch at home and in school, hopefully involving them in their children's activities. The episodes of each program were selected with adults in mind, as well as children. This type of effort will be repeated.

We will be airing the new season of DEGRASSI JR. HIGH and now air CE NEWSMAGAZINE in prime time for parents and children to watch together. Both series deal with contemporary issues faced by teenagers in and out of school in a way that stimulates discussions at home.

And, beginning in March, we will air LEARNING IN AMERICA, a 5-part series that promises to be the most comprehensive televised examination of education ever attempted.

Our next objective is to develop coordinated utilization efforts. The Borough and KUAC-TV are exploring ways to fund a position so a person could be assigned to provide utilization services to both the University and Borough schools on a regular basis. This would help get information to teachers and parents about programs, and judge their effectiveness.

KUAC-TV realizes its special responsibility in these areas and, even in tight economic times, we're moving to expand and enhance learning in our broadcast area. It's something we want to do and have underway. Finally, remember that every program I mentioned can be received today on regular TV's in schools and homes throughout the Borough and in Manley Hot Springs, Nenana, Delta Junction and Healy.

Thank you for your time.

RAINBOW FAMILY PRODUCTIONS

"The Rainbow Kids Company"

P.O. Box 1826
Fairbanks, Alaska
U.S.A. 99707
Tel: (907) 456-2521
456-5736

TO: Alaska State Senate Special Committee on School Performance

FROM: Rainbow Family Productions
P.O. Box 1826
Fairbanks, Alaska 99707
Tele: (907) 456-2521 or
456-5736

DATE: November 2, 1988

PLACE: Public hearing on "maximizing student benefits from schooling process" held at the Noel Wien Library, Fairbanks, Alaska.

RE: Testimony of Rainbow Family Productions and friends on Human Race identity solution that augments student school performance programs.



© 1988 Rainbow Family Productions

Fair use of the material contained in this testimony may be used by the state government for fulfilling its purposes in gathering these testimonies. Any other use requires the permission of Rainbow Family Productions.

Background For This Rainbow Family Productions Testimony on the Effect of Racial Identity on School Performance

Disclosure of statewide test scores of Alaska students led the Alaska State Senate to unanimously adopt a resolution establishing the Special Senate Committee on School Performance. Early in the summer of 1988, the Senate President Jan Faiks named Senator Willie Hensley to chair the Committee, and Senators Johne Binkley, Jim Duncan, Ken Fanning, and herself as its members.

In broadest terms, the goal of this Committee "is to identify steps that the State should take to help assure that all students benefit more fully from schooling, especially (but not only) in learning of basic skills."

The Committee is reviewing school performance on a statewide basis, utilizing relevant data, school superintendent questionnaires, input from Alaskan educational organizations, and five public hearings. The Committee will complete its report by the end of this year for delivery to the 16th Legislature upon its convening in January, 1989.

At the urgings of some Fairbanks North Star Borough school district personnel and local Alaska Native educational leaders and, most importantly, because Rainbow Family Productions (RFP) is a three-family Alaskan business with many children in the Alaskan school system—ages pre-school through adult—we of RFP took the initiative to make the following presentation at the Committee's public hearing in Fairbanks, Alaska on November 2, 1988. RFP quickly learned that the most fundamental factor affecting school performance is the racial identity perception in the minds of

parents, educators and students. The Human Race identity is not another opinion, rather it is a scientific fact that has been suppressed from the conscious awareness of human educators and learners worldwide. Until this fact is consciously taught, educational programs that are otherwise meritorious shall continue to be ineffective. RFP knows that the Human Race—Many Cultures self-identity is not a wholly sufficient solution, but as parents and human identity professionals we know with certainty that it is an absolutely necessary ingredient for all other solutions. We are proud to present to the world, for the first time in history, the all-inclusive solution to racial identity that represents the best interests of all humans, of every skin color, and every culture. The days of exclusive self-interests must come to an end. We all live on one earth as members of the one Human Race family with only one purpose: to love one another in a way that allows every creature on our planet the opportunity to live successfully with hope for the future.



The Rainbow Family Productions goal is beautifully illustrated by this letterhead logo of the Fairbanks North Star Borough School District Bilingual/Bicultural program.

Rainbow Family Productions (RFP) is a wholly independent, interreligious, interpolitical, Fairbanks-based, for-profit writing, consulting and publishing business composed of three local families of parents and children. Combined, the RFP parents have nine children in the Alaska school system from pre-school through high school. RFP is the creator of the Rainbow Kids project which has resulted in a fully colored camera ready book titled The Rainbow Kids Find A Label and plans for other related educative products and services which will bring jobs and dollars to Alaska. The idea of RFP is to utilize American democratic free-enterprise to empower the dissemination of a history-making solution to world-wide racism. To do this, RFP has created a solution to multiracism that is the final chapter in the courageous struggle for civil rights: It is the Human Race identity for a world learning about Human Rights. The key to the world-wide success of this project is the fact that the Rainbow Kids solution brings equal opportunity justice for everyone. The Human Race identity is all inclusive! And, it is realistic. Though directed primarily toward children and youth, it has proved to be of enormous value for adults. Peoples' comments on the project may be summarized as: "The Rainbow Kids project is simple to understand, straight to the point, includes everybody, is colorfully positive and practical, and is downright entertaining." RFP and friends respectfully propose that the Alaska State Legislature seriously consider the Rainbow Kids project as a significant contribution to the profound responsibility of our

Senators and Representatives to create policies and fund programs for the successful education of all children in our beloved state of Alaska.

The multirace myth, which pseudoscientifically asserts different "subspecies" (called "races") of the species Homo sapiens, sets up the different self-fulfilling expectations in the minds of teachers so that the delivery of teaching programs is skewed by unequal expectation opportunity. This is one of the main ways that the myth effects teachers. Multiracism also impacts students by drastically altering their self-expectation in regards to learning. Therefore, both teacher and student have been taught to believe that different so-called races perform differently on a scale from superior to inferior. Because they are also taught to believe they are a member of one of these so-called racial groups, then they perform, on average, according to the social expectation standard of the group to which they have been assigned. In the academic literature, this well known expectancy-labelling phenomenon is known as the Rosenthal Effect:

> There is increasing concern over what can be done to reduce the disparities of education, of intellectual motivation and of intellectual competence that exist between the social classes and the colors of our school children. With this increasing concern, attention has focused more and more on the role of the classroom teacher, and the possible effects of her values, her attitudes, and, especially, her beliefs and expectations. Many educational theorists have expressed the opinion that the teacher's expectation of her pupils' performance may serve as an educational self-fulfilling prophecy. The teacher gets less because she expects less.
>
> The concept of the self-fulfilling prophecy is an old idea which has found application in clinical psychology, social psychology, sociology, economics, and in everyday life. . . . . experiments are required in which the expectation is experimentally varied and is uncontaminated by the past behavior of the person whose performance is predicted.

Such experiments have been conducted and they have shown, that in behavioral research, the experimenter's hypothesis may serve as self-fulfilling prophecy [Rosenthal, 1966]. Of special relevance to our topic are those experiments involving allegedly bright and allegedly dull animal subjects. Half the experimenters were led to believe that their rat subjects had been specially bred for excellence of learning ability. The remaining experimenters were led to believe that their rat subjects were genetically inferior. Actually, of course, the animals were assigned to their experimenters at random.

Regardless of whether the rat's task was to learn a maze or the appropriate responses in a Skinner box, the results were the same. Rats who were believed by their experimenters to be brighter showed learning which was significantly superior to the learning by rats whose experimenters believed them to be dull. Our best guess, supported by the experimenters' self-reports, is that allegedly well-endowed animals were handled more and handled more gently than the allegedly inferior animals. Such handling differences, along with differences in rapidity of reinforcement in the Skinner box situation, are probably sufficient to account for the differences in learning ability shown by allegedly bright and allegedly dull rats.

If rats showed superior performance when their trainer expected it, then it seemed reasonable to think that children might show superior performance when their teacher expected it. That was the reason for conducting the Oak School Experiment [Rosenthal and Jacobson, 1966].

To all of the children in the Oak School, on the West Coast, the "Harvard Test of Inflected Acquisition" was administered in the Spring of 1964. . . .

At the end of the school year of this study, all teachers were asked to describe the classroom behavior of their pupils. Those children from whom intellectual growth was expected were described as having a significantly better chance of becoming successful in the future, as significantly more interesting, curious, and happy. There was a tendency, too, for these children to be seen as more appealing, adjusted, and affectionate and as lower in the need for social approval. In short, the children from whom intellectual growth was expected became more intellectually alive and autonomous or at least were so perceived by their teachers. These findings were particularly striking among the first grade children; those were the children who had benefited most in IQ gain as a result of their teachers' favorable expectancies.

We have already seen that the children of the experimental group gained more intellectually so that the possibility existed that it was the fact of such gaining that accounted for the more favorable ratings of these children's behavior and aptitude. But a great many of the control group children also gained in IQ during the course of the year. Perhaps those who gained more intellectually among these undesignated children would also be rated more favorably by their teachers. Such was not the case. The more the control group children gained in IQ

the See Saw Syndrome

the more they were regarded as *less* well adjusted ($r = -.13$, $p<.05$), as *less* interesting ($r = -.14$ $p<.05$) and as *less* affectionate ($r = -.13$, $p<.05$). From these results it would seem that when children who are expected to grow intellectually do so, they are considerably benefited in other ways as well. When children who are not especially expected to develop intellectually do so, they seem either to show accompanying undesirable behavior or at least are perceived by their teachers as showing such undesirable behavior. If a child is to show intellectual gain it seems to be better for his real or perceived intellectual vitality and for his real or perceived mental health if his teacher has been expecting him to grow intellectually. It appears that there may be hazards to unpredicted intellectual growth.

A closer analysis of these data, broken down by whether the children were in the high, medium, or low ability tracks or groups, showed that these hazards of unpredicted intellectual growth were due primarily to the children of the low ability group. When these slow track children were in the control group so that no intellectual gains were expected of them, they were rated more unfavorably by their teachers if they did show gains in IQ. The greater their IQ gains, the more unfavorably were they rated, both as to mental health and as to intellectual vitality. Even when the slow track children were in the experimental group, so that IQ gains were expected of them, they were not rated as favorably relative to their control group peers as were the children of the high or medium track, despite the fact that they gained as much in IQ relative to the control group children as did the experimental group children of the high group. It may be difficult for a slow track child, even one whose IQ is rising to be seen by his teacher as a well-adjusted child, and as a potentially successful child, intellectually. . . .

But to come to an end, we shall want a summary. Perhaps the most suitable summary of the hypothesis discussed in this paper and tested by the described experiment has already been written. The writer is George Bernard Shaw, the play is *Pygmalion* and the speaker is Eliza Doolittle:

> You see, really and truly, . . . the difference between a lady and a flower girl is not how she behaves, but how she's treated. I shall always be a flower girl to Professor Higgins, because he . . . treats me as a flower girl, . . . but I know I can be a lady to you, because you always treat me as a lady, and always will.

(Robert Rosenthal and Lenore Jacobson, "Teachers' Expectations as Self-Fulfilling Prophecies," In Davis and Warren, Eds., Psychology of Education: New Looks, 1974. pp. 259-265.)

REFERENCES

Rosenthal, R. *Experimenter Effects in Behavior Research*. New York: Appleton-Century-Crofts, 1966.

Rosenthal, R. Covert communication in the psychological experiment. *Psychological Bulletin*, 1967, 67: 356-67.

Rosenthal, R., and Jacobson, Lenore. Teachers' expectancies: Determinants of pupils' IQ gains. *Psychological Reports*, 1966, 19: 115-18.

Recently, a high level Alaskan education administrator told us that in the tutorial programs for "children at risk" it is "hidden racial identity problems" that are most impacting these students' progress. She also said a school counselor told her that 9 out of 10 times this is the main problem for these students brought to his attention. And the growing racial unrest on college campuses is a legacy of high school and grade school identity confusions. As a community, Alaska can lead the nation in getting the racial disharmony out of the way so that cultures, student identities and school performances can thrive. Simply put, education policies and programs must explicitly teach the one Human Race—Many Cultures identity. Thus, higher or lower teacher and student expectancy effects are applied under the determinative influence of the social system-wide multiracial mythical categories. And these expectancy studies and the experience of some Alaskan educators lead to the conclusion that competency of performance of both teachers and students is a measure more of the effectiveness of implementation of the multirace myth. It is less a measure of hard work and intellectual achievement of either teachers or students.

These multiracial expectation dysfunctions are closely connected with a whole constellation of multirace mythical assumptions. For example, multirace believers reason that slight morphological human "differences" such as skin color are "evidence" of significantly "different" genotype (the particular combination of genes present in the cells of an individual). Actually, human genotypic so-

called differences are on the order of less than one percent. (Ashley Montagu, Human Heredity, 1963, p. 221). Another example of multiracial mythical reasoning is the widespread assumption that: because human language is a result of "genetically determined general intelligence," then the kind of language "deficits" exhibited by so-called cross-cultural people is "evidence" of deficits in intelligence. The majority of Alaskan students who have a Native cultural heritage in addition to American cultural heritage exhibit the effect of a truncated English language usage. The attribution of cause for this language dysfunction is invariably truncated intelligence. By the same faulty reasoning, it is believed that superior English language usage is synonomous with superior intelligence. But, because so-called racial categories are considered to be the primary determinative factor, this latter belief is unilaterally applicable only to whites. Whenever a person of Alaska Native cultural heritage does exhibit superior fluency with the English language, he or she is considered "an exceptional credit to the race." No matter how fascile non-white English language users become, it is "simplistic" (as in "simpleton") —it is never good enough to warrant superior human intelligence status. Ironically, whether or not language and intelligence are correlatively ascribed "between races" bilaterally or unilaterally, any such pronouncement is scientifically erroneous—because such things as "races," do not, absolutely do not empirically exist. Language and general intelligence are independent variables. As

Harvard Medical School neurolinguist Eric H. Lenneberg instructs, "the ability to acquire language is a biological development that is relatively independent of that elusive property called intelligence . . . grossly defective intelligence need not implicate language; nor does the absence of language necessarily lower cognitive skills." (E.H. Lenneberg, Ed., New Directions in the Study of Language, 1964, pp. 78, 80.)

The different racial labels that go along with the multirace myth have an embarrassment effect for most so-called racial minority students. Because languages and cultures are confused with "races," most teachers and students are generalizing their negative feelings toward "racial" categories onto language and cultural categories so that they act inappropriately towards languages and cultures of so-called racial minorities and racial majorities. Because racial differences are placed on a vertical hierarchy from superior to inferior and when languages and cultures are muddled together with "races" then these languages and cultures are perceived on a vertical hierarchy from best to worst. The problem isn't different languages and cultures. The problem is the heartbreaking separatism of the multirace myth, especially when these artificial racial categories affect genuine languages and genuine cultures. The Human Race identity is a way for people to be proud of their language and culture without it being perceived as having anything to do with racial categorization. We're not for American English education and against any other language and culture education, and

we're not for any other language and culture education and against American English education. Rather, we are for both. We are for more education not less. The table of world cultures is a smorgasbord of delight.

For example, along with the Rainbow Kids book, here is one way RFP teaches young children of all colors how to have positive identities. Using inexpensive different colored hand gloves that are black or yellow or brown or white or red, we instruct the children:

> "When you're born, your spirit or personality—who you are way down deep inside you—slips into your body like a hand goes into a glove. Because we all belong to the one Human Race family, our souls or personalities are all human and are very much alike. Inside our skins we have all kinds of feelings like happiness, anger, sadness, joy, and pride. And our skins, like gloves, come in many beautiful colors. Some are black, like black gloves; some are yellow; or brown; or red; or white. They're like the beautiful colors in the Human Rainbow! All the skin colors are special. So we should be nice to each others colors. Because when we're not nice to each others colors, the spirits or personalities inside our skins feel bad. When we make someone in another skin feel sad—like making fun of the way they look, or talk, or the way they do schoolwork, or the way they have fun, their feelings inside their skins start to hurt. We can even make

ourselves unhappy when we don't like our own skins or our own ways of doing things. So, we can make ourselves, way down deep inside, feel happier when we like the way we look. And we can do the same for other people too. We can be kind to their skins and love them and enjoy how beautiful their colors are. We might even want to learn how they like to do things and get them to teach us some words they like to use. So remember, everyone in the world is our one big family—the Human Race family. And we can come in many beautiful skin colors and we talk and do things in many interesting good ways. And when we love each other we make ourselves feel happy inside. 'Cause that's what rainbows are for—to make us feel better, to make us like ourselves, and to make us smile rainbow smiles with each other."

Thus, the child's self-identity comes from society which gets it from cultures which are most affected by racial identity. The multirace myth warps perception of cultures by placing them on an artificial vertical hierarchy from superior to inferior. This, in turn, warps the students' identities which are also culturally defined on a vertical scale from smart to dumb, attractive to unattractive, hard worker to lazy, talkative to silent, hopeful to hopeless. Notice how the pseudoscientific multirace myth most profoundly retards learning by so-called "minorities." Be aware, however, that it also retards the learning of the so-called "majority." The "superiority" self-identity of these majority students is based

upon an artificial multirace mythical foundation. It is not based upon the real world of hard work, creativity and content of character. These students do not experience genuine democratic competition and cooperation experiences. As a result, for too long now, American productivity is declining in a world where non-American productiveness is increasing by leaps and bounds. And with the doors of hope closed, on a world-wide perspective, white children will begin to follow the pathway of hopelessness that non-white American children have been taking: nonliteracy, dropping out, drugging up, drugging down, children raising children, welfare lines, unprofessional "work" (ie. "flying-by-the-seat-of-their -pants," or "wingin'-it" instead of doing the necessary homework), homelessness, abandoned children, violence, lack of values, and graveyards beginning to fill with young victims of Acquired Immune Deficiency Syndrome!

The one Human Race identity presented by the Rainbow Kids project is not sufficient to solve all these problems impacting young learners. It is, however, an absolutely necessary part of any possible solution! How children learn and how they act is directly connected with who they feel they are—way down deep inside themselves. This self-identity is taught by society. Our schools, though not the only teachers, play a very, very important role in this process of identity learning. Therefore, both parents and politicians must help our hard working teachers in this urgent task. Only in a community of people teaching the scientifically and ethically accurate truth of the one Human Race family of many beautiful

colors and cultures, can our children begin to experience learning in a real world where joy and hope are possible once again!

We ask the State Legislature to: endorse the Rainbow Kids project, and urge the Alaska State Department of Education to endorse and recommend to school districts and libraries that they make volume pre-publication purchase orders of The Rainbow Kids Find A Label book, and include the one Human Race—Many Cultures identity in all educational policies, programs, and legislation.

Thank you for this opportunity to testify on behalf of the interests of all the children in our Alaskan community.

Respectfully,

Rob Manring Panamarioff

Rob Manring Panamarioff

Bob Gregory Pikok

Bob Gregory Pikok

Dorothy John

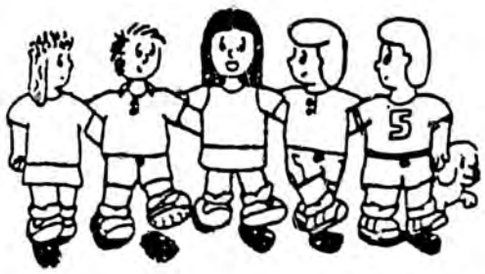
Dorothy John

Rainbow Family Productions
P.O. Box 1826
Fairbanks, Alaska 99707
Tele: (907) 456-2521
456-5736

THE VISION

Life taught the Children of Iris
the Secret of the Ages--
the Vision first held in the eye of the Creator,
now dimmed by the long, beguiling visit of Time.
"You are one," Life told them,
"you are many, but you are one."
And how beautiful
the small buds of Iris
bloomed.
They realized at last
they are the Vision;
they are humankind--
The Children of the Rainbow.

--RFP



Tina Ingrid Kevin

sydney Leroy

★ Fairbanks North Star Borough

809 Pioneer Road · P.O. Box 1267 · Fairbanks, Alaska 99707 · 907/452-4761

August 17, 1987

Adam Pitka, Bob Gregory Pikok, M. David Marks and Rob Panamarioff of Rainbow Family Productions, are members of my local community and the authors of the Rainbow Kids book. I have known them and their artwork for several years and can vouch that they are law-abiding, creative, unbiased citizens possessing integrity and community spirit.

As their mayor, I am honored to review their private for profit Rainbow Kids book and to hear that constituents in my community are supportive of a Human Race Day world holiday to be celebrated sometime in the near future.

I fully endorse the book, the proposed holiday idea, and these fathers and sons working together to earn an income by making our world a more hopeful place for all of us.

I heartily recommend that you support the efforts of this family business and their grassroots community-shared vision of citizen responsibility and initiative for a more loving and peaceful world.

Sincerely,

Juanita Helms

JUANITA HELMS
Borough Mayor

JH:al

Greater Fairbanks Chamber of Commerce

First National Center
100 Cushman Street
(907) 452-1105
P.O. Box 74446
Fairbanks, Alaska 99707

August 21, 1987

From: W.R. Cox
President
Greater Fairbanks Chamber of Commerce

To: Whom It May Concern:

Re: Rainbow Kids Letter of Endorsement

Dear Ladies or Sirs,

Recently, it was my pleasure to converse with members of the local family business called Rainbow Family Productions. I learned of ther proposal for the first world holiday called the Human Race Day. Their book, THE RAINBOW KIDS FIND A LABEL is associated with this proposed world celebration.

Our local community is now experiencing a time of economic decline. That's why I was impressed by RFP's entrepreneural spirit of optimism. We need that sense of business adventure that ultimately creates new business and jobs in communities like ours. It's a very positive "can do" attitude -- an attitude you have to admire. Tough people aren't defeated by tough times. Tough people figure out a way to come through! This characterizes the ideas and enthusiasm of these fine Rainbow Productions people.

I strongly recommend to you the people and products of this for-profit family business who export products, import money and create jobs. More importantly, I endorse these for-profit ideas that strengthen and promote peace.

W.R. Cox
President

Donald D. O'Dowd
President

UNIVERSITY OF ALASKA STATEWIDE SYSTEM
FAIRBANKS ALASKA 99775 5560

September 8, 1987

Rainbow Family Productions
P. O. Box 1826
Fairbanks, Alaska 99707

Dear Rainbow Family Productions:

The old slogan,"necessity is the mother of invention", best summarizes my feelings about your Rainbow Kids book and Human Race Day projects. I'm very impressed with how you have used the for-profit business approach to develop highly marketable ideas that have a potential for positively changing history.

As you know, the theoretical constructs, race, ethnicity, and culture, are three major concepts used to define and analyze society. I agree with you that such use of these terms has resulted in too much pseudo-scientific muddling through and heartbreaking separatism between all human beings. May I be one of the first to congratulate you for bringing forth the ingenious solution clarifying our muddled perception of human relationships. The Human Race label worn by your Rainbow Kids may prove to be the solution the world has been waiting for.

As an educator I'm also impressed with your fathers-sons business approach. The quality of your products and the creativity of your marketing strategy are evidence that your family business is backed by sound educational theory. People learn more effectively when they learn from immediate personal and economic motivations and when the learning process has a direct bearing on their lives.

I recommend you, your business and your product concepts to the public. I hope your ideas bear fruit and that all people realize that both knowledge and love are necessary ingredients for a truly dignified and peaceful human race.

Sincerely,

Donald D. O'Dowd

Donald D. O'Dowd
President

DDO: dm



FESTIVAL FAIRBANKS

A Non-Profit Community Service Organization

October 3, 1988

Dear Friends of The Rainbow Kids,

It is most encouraging to find a young man with a sound idea that is both timely and significant in global terms.

Bob Pikok goes further---he has engaged his entire family along with his close friend and partner, the very talented Rob Manring Panamarioff, and his entire family, in an enterprise to market the idea. One of the first steps has been the preparation of a small, attractive picture book for children and adults.

This might, in time become a universal primer or primary reader.

The message is clear, simple, and direct---all of us, whatever our cultural heritage or place of origin, are one people, the HUMAN RACE. There are no divisions except as we create them out of lack of understanding.

Bob, his talented family, and colleagues, would celebrate the concept "We Are One People, the HUMAN RACE" through the publication of "The Rainbow Kids" and through working to gain world-wide recognition of HUMAN RACE DAY.

Both efforts merit applause and support. Without the concept of the ideal, the practical loses meaning and significance.

Sincerely,

Wm R. Wood

Dr. Wm. R. Wood
President (Emeritus)
University of Alaska

Dr. William R. Wood
Executive Director

Office:
102 Lathrop Building
514 2nd Avenue
Fairbanks, Alaska

Mailing Address:
P.O. Box 74086
Fairbanks, AK 99707

Telephone:
(907) 456-1984

STEVE COWPER
GOVERNOR

STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

November 3, 1988

Mr. M. David Marks
c/o Rainbow Family Productions
P.O. Box 1826
Fairbanks, AK 99707

Dear Mr. Marks:

I have been advised by the Alaska Department of Labor that you show much promise as an artist, and that at age 15 you have already illustrated a book designed for school children. I understand that the book deals with the very sensitive subject of racism in an enlightened and helpful way.

How can those of us charged with guiding the State through these complicated times be anything but optimistic about our future when your generation shows so much promise?

I am proud of you, and thank you for all you are doing for our Alaska and for the cause of peace.

Sincerely,

Steve Cowper
Governor

cc: Commissioner Jim Sampson
Department of Labor

Tanana Chiefs Conference, Inc.

201 First Avenue
Fairbanks, Alaska 99701-4897
(907) 452-8251

November 14, 1988

To All It Concerns:

It is a pleasure to endorse the effort of the Fairbanks-based Rainbow Family Productions to achieve international understanding of the one-ness of the human race, and to address the serious contemporary problems in our society through this awareness.

As the Director of Health Services for the Tanana Chiefs Conference, Inc., my responsibilities include the management of clinical care, health education, and behavioral health service programs for the residents of 40 villages in rural Interior Alaska.

This experience has taught me that self-esteem and understanding of personal identity is fundamentally important to the health of the individual, their families and communities; too often, confusion in this area results in personal neglect, substance abuse, unhealthy relationships, suicide. Those who understand their self-worth find a healthy lifestyle and can make a real contribution to society.

The message of "The Rainbow Kids Find a Label", the draft publication of the Rainbow Family Productions, provides clear insight for persons of all ages. This home-grown, family effort addresses the underlying problem of racial stereo-typing and its accompanying injustice in a straightforward manner.

I am supportive of the efforts of Bob Gregory Pikok, M. David Marks, Rob Panamarioff, Dorothy John, and the other members of Rainbow Family Productions to publish their book on an international scale, and to share their research and knowledge with others in a personal way. Your support is encouraged as well.

Sincerely,

Paul Sherry

Paul Sherry, Director
Department of Health Services

FAIRBANKS NATIVE ASSOCIATION, INC.
310½ First Avenue
Fairbanks, Alaska 99701
Phone: (907) 452-1648 / 456-5151

November 21, 1988

Rainbow Kids Project
P.O. Box 1826
Fairbanks, AK 99707

Dear Sirs:

The mission statement of the Fairbanks Native Association states education as one of their priorities.

Our Board of Directors through the years have passed resolutions concerning education concerns. We think the Rainbow Kids Project is a very worthwhile and special effort to view children as young human beings and that they should be afforded every opportunity for quality education. Their teaching tools recognize children as universal and we support and encourage them to continue their special efforts.

Sincerely,

Samuel S. Demientieff
Executive Director

SSD/bjb
cc: file

City of Fairbanks
Police Department
656 7th Avenue Fairbanks, Alaska 99701
(907) 459-6500

November 30, 1988

Rainbow Family Productions
P. O. Box 1826
Fairbanks, Alaska 99707

Re: Letter of Support

Dear Rob, Bob and Dorothy,

Thank you for your very enlightening presentation of your project. I wish you the very best in your efforts to "market" your product and expand your base of audience. It is encouraging to see a for-profit business venture aimed at improving the quality of life for all human-kind.

I strongly endorse the concepts of your program and a society free of "labels". Where but a better place to start - our children!

Best wishes.

RICHARD L. CUMMINGS
Chief of Police

RLC:rlc

ALASKA FIRE CHIEF'S ASSOCIATION

656 7th AVENUE • FAIRBANKS, ALASKA 99701 • TEL. (907) 459-6500

12-2-88

Rainbow Family Productions
P.O. Box 1826
Fairbanks, Ak. 99707

Ref: For The Rainbow Kids and All Those Who Believe In Them

For nearly 27 years I have been actively involved in promoting fire safety among a wide variety of cultures - from the East coast to the West. Active community involvement stretches from some of the largest cities to the smaller rural Alaskan villages.

The tragedy of life loss, especially among our precious children, has always been an emotional issue. Unfortunately our own perceptions of different 'races' has lead to the unjust feeling that individuals living in rural environments (particularly throughout Alaska) have a reduced appreciation and understanding of basic life/fire safety concepts. The results of these perceptions are all too graphically demonstrated in our dramatic life loss problem in Alaska.

Total elimination of these perceptions and, more importantly, their underlining reasons, which have for some become a fact of life, should be a goal of everyone.

The Rainbow Kids Program has the potential for ultimately reducing the appalling loss of life by addressing the most basic issue which has caused all of us to stereotype various segments of our society.

I would strongly encourage everyone to wholeheartedly support the efforts of the Rainbow Kids Program on local, state, and national levels as all of us work towards total rejection of these unforgivable "racial" barriers into a system of true harmony amongst ALL cultures.

After all what is at stake? - PEOPLE everywhere!

Sincerely,

William Shechter

William Shechter, President, A.F.C.A.
Fire Chief, City of Fairbanks

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.8 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE 1988-90

SCOMM

71:6

14/3 Ft Yukon ~~student council~~ / Youth Council

Albert Springer 11th grader - need for gym, poor ski equipment

Stephanie Williams .. problems of instruction

nothing for kids to do, no sports

need for foreign language

no physics

don't get educ you need to get into college

Indian beadwork, no sewing

Voc Ed Center not being used since students

dorm

no basketball prog in district, but one each site if it has gym

asking for 20,000 for bd for intramural

~~tenure~~ - but several teachers aren't good

not effective, saying

neg agreement ~~slows~~ stands in the way of transfer

teachers need to be rotated about

teacher exchange program

Ft Yukon hearing 11/3

after opening by WH, JB
list of student needs identified

Paul Schaefeld - head of LSAC / LAC (local school
as janitor saw things that would go unnoticed
perspective / hot lunch program ended, no one
said a word / infiltrated pol. organs
"We have the power and control"
people in positions / sm resp to question
make adv. bd in charge / make adv. bds heads
as members of sch bd
→ * req. as conditions of grant
not many people know of timing, like budget
more training

Ronnie Starr - pastor + admin of pan sta school, one of
35 sch using Amer Christian Education program
described program, goals, no advancement w/o learning

Mary Solomon
had already taken ninth grade courses in 6th gr 2 bks
enjoyed tchrs, found herself welcome, but things are changed
daughter doing poorly, can't speak proper sentences
cannot do math
terribly important; communication skills
learning on job is too hard
kids no pride in themselves, in school
"if some body tel you you're dumb, you're going to be dumb

some courses the same no matter what grade level
we made our school before pipeline ~~&~~; now they
just tell kids what to do
need tchrs ~~that~~ really care
just want to return at full pay, without
had to say anything when you're intimidated by the
administration people

Virginia Alexander

problem of tardies — principal
7th - 8th grade curriculum — should take typing 1 and 2
(still read, wr. amt) one yr of accounting
consumer math, Latin I and II (to help in English, Science)
(won't be laughed at for reading something wrong).
Asian studies, You + the Law, Canadian studies
emergency trauma training, physiology. most are prog by 16
one yr 2-dimensional art and another of 3-dimensional art
expectations — they can do, if you accept low
standards that's all they'll do.

* Sch Bd requires tchr to return work every Friday,
but tchrs don't do it

Jonathan Solomon — 4 yrs BIA sch, never saw report card
learned to read, write, stand before people + read a book

SOS better than today's Ft Yukon sch
SB 35, but not local control bill, must have
certif tchrs, not be bound by compiled sch laws
~~other~~ can't
BIA sch — t. tchrs shirts torn, dirty.

if sch bd members sent their children to priv. sch
no kids in school.
dev. alc. corr / mat'l disappeared.
Bi Ling programs
power
tchrs/admin get raise but no hot lunch, sports

Daisy Stevens, Tanana Chiefs, former resident
Knew, moved away because good educ not poss
moved back 3 yrs ago, called conference
no progress, been taught at prev. grade level
DOE prin spec - - thought doing right thing
pay raises for administration; need imps, now, not later
grad around Ft Yukon. cannot handle basic math, English
why is Athabascan not being taught?
employees children are going away from FY.

Marcio Solomon head of Elders Groups
one of first graduates of Nat Edgecumbe
children in primary school dress better
standards in school are low
a lot of blame falls on parents
Bi lin tchrs needs to be brought back
asked to tell stories, are fussing in Gwitchin, but not in English
kids don't learn to ~~write~~ speak English well
more bilingual studies in sch system - 12 mos a year
all day

close review of [illegible]

Virginia Peter, Rt 4

supervisors criticized her for English

nice instructors at TVCC

studied hard; good instructors.

earned As and B

nice tchrs at 2bks for children who were behind

[illegible] son doesn't like tchr. — 12 yr old.

feel — cool tchr

hers to persuade son to go to school

June Talbot, Rt 1

lot of prob in school, kids are living hom for Sitka, Clemmons, Oregon

need change

Betty Fleenor

son is at private school, other out of city

Voc Ed bldg

Sch Bd — we need good members, work

" members send their children away also

complaining for years

ltr from Clarence Alexander

recently elected to FY B

Qual educ moved enable us to complete

maintain trad culture

pursuing legis audit on qual of educ

Delmar Behn parent

you have to fight for what you want

voc ed center should be used for adult, kids education

Pat Stanley

worked benefits for sch district, now works for

Council of Oth Tribal Govt / looks toward h.s. students

for future - tourism, fun industry, land mgmt

Voc Ed Center was expected to be for region

Juana Sanchez

very serious comm problem, as a result of

mtng we'll be having new mtng

we should be recogn as making improvement in scores

new programs, in-service

regional sch bd

good bi-ling prog / tch gm in several villages

want in FY, today posn finally filled

spec ed, excellent staff, Indian Ed.

hampers emphasis educ process?

lack of social services,

if just one thing: fully fund pre school 3-5

staff with paraprof, but need certified professionals

Peter von Borkulo

agree with most everything / trying new hand to make

changes every 2nd -

parents, please to LSAC meeting

Adult night (5) serving night (3) -

2 ~~need to~~ heard more today

Mhrt Springer - 11th
Katie John

some sch are worthless; problems in schools

but some students don't care, some students have drug problem

if parents will come, become involved

maybe students need to communicate more

drugs and alcohol one of worst problems, lack of sports

don't want to disagree with elders, but there is more than

Native culture — a world out there

2 thinks Gov. chris should be taught, but students

don't really care

but should the school do?

communications with our elders not too great

K.J. -

some tchrs have too many subjects to teach

RS some tchrs

Steven Englishoe

past an effic prog home ec, p.e. nutrition

but they were phased out

they need to be brought back

bicult progs very needed

THE COMMITTEE'S GOAL

In broadest terms, the goal of the committee is to identify steps that the State should take to help assure that all students benefit more fully from schooling, especially (but not only) in learning of basic skills.

There are real kids behind the school statistics

By SEN. WILLIE HENSLEY

For one of my constituents, the quality of a school's performance — as she told me in a letter — may be estimated by the fact that her two brothers graduated from the local high school, but "they don't know 8 x 7 56 or how 'mature' is spelled."

Even though creation of the Senate's Special Committee on School Performance was triggered by composite test score results, I think the perspective my constituent brings to the issue is more helpful to the work of the committee than composites and averages of test scores.

What is different about the two ways of looking at school performance is that my constituent is pointing to two real persons left behind by the schools, not, as readily happens with reports of composite scores, allowing them to be overshadowed by reports of school success based on average scores.

I think the most urgent goal of our committee ought to be to discover how schools might assure that those now in the shadow of our statistical reports become beneficiaries of the schooling process, instead of simply passing through it.

Are these students less able to learn than others? Except for small numbers of severely handicapped, they're not.

They are likely to come from families whose incomes and educational levels are low, and in which encouragement of achievement in school is seen as the job of the schools. In Alaska as elsewhere, they may be members of cultural or racial minorities as well.

Too much of the time, these students and their parents are blamed for not accepting the educational opportunities afforded them.

I recognize that it is easier to teach students who are motivated and whose families are actively supportive, but motivating students and reaching out to parents are central tasks of the school, and some seem to do it better than others.

It seems to me that the school that merits our applause is the one that makes a real difference in the lives of those students who come to them less well prepared or motivated than others.

One of the districts that deserves applause for making a real difference is the Yukon-Koyukuk, west and north of Fairbanks. In this 65,000-square-mile district are 10 communities enrolling from 11 to 164 students. By any measure, it would be considered educationally disadvantaged. But its test scores show its students, who enter very poorly prepared, make annual progress and leave with averages resembling those of Alaskans generally. There are very few drop-outs and there are many high achievers. Both the district and its students have won many awards, and deservedly so.

A high performing school should have as its goal graduates who succeed in their next levels of education or in their work, succeed in shaping satisfying and worthwhile lives for themselves, manifest the best values of our society, and are effective in influencing the kind of society we live in.

There is much agreement that these are the kinds of goals a school should have for its graduates. There's less agreement on how these goals may be realized and how progress toward them may be measured.

Although I said earlier that I think our most urgent concern ought to be those students who appear to be barely benefiting from schooling, it certainly should not be an exclusive concern. To the extent we can infer from national data, and some data gathered in Alaska, our schools aren't serving high achievers and those in the middle range of achievement all that well either.

I recognize that the number of factors affecting school outcomes is very large and that our legislative committee will not be able to address them all in our six-month life. I recognize, too, that some factors are beyond the ability of schools to influence. But for our hearings, I think we need to be open to advice and information from Alaskans on the entire range of issues.

The constituent I referred to earlier told me in her letter that her father gets very angry thinking about the education her brothers received, "yet doesn't know what to do."

Nor do we, yet. I am confident that students, parents, and teachers and other education professionals will help us find out.

COMPASS
POINTS OF VIEW FROM OUR COMMUNITY

Senate Special Committee on School Performance

BACKGROUND

Disclosure of statewide test scores (the subject of Dr. Kleinfeld's column below) led the Senate to unanimously adopt a resolution establishing the Special Senate Committee on School Performance. Early this summer, Senate President Jan Faiks named Senator Willie Hensley to chair the committee, and Senators Johne Binkley, Jim Duncan, Ken Fanning, and herself as its members.

Test scores put Alaska's students near middle of the pack

You squeeze into a child-size chair, squirm around, and glance nervously at the manila folder.

"Johnny is doing just FINE!" the teacher says, a shade too brightly.

She opens the manila folder and [illegible] over the test scores. You try to make [illegible] the page full of small printed numbers.

"Johnny scored at the 57th perce[illegible] reading comprehension," the teacher [illegible] "and he's at the 58th percentile in m[illegible] ics."

"Is that good or bad?" you ask.

"It's pretty good," she says, ke[illegible] eyes on the page. "In reading he sc[illegible] than 57 percent of students nation[illegible] above average."

Are you pleased?

Most parents would be disapp[illegible] test results mean that their child d[illegible] up so well in the national compe[illegible] he has done better than 57 childre[illegible] but all the others have outscore[illegible] only in the middle of the pack.

That's the message of the n[illegible] "Basic Skills Performance of [illegible] ients."

Commissioner of Education [illegible] and Project Director Bob Silv[illegible] congratulations for the report[illegible] considerable political and tech[illegible]

For many years, we have [illegible] knowing how Alaska stude[illegible] Each school district did its o[illegible] districts reported the test [illegible] communities while others [illegible] cabinets.

At the request of the le[illegible] partment of Education has [illegible] ment test scores from ever[illegible] Alaska. The report give[illegible] profiles for each distric[illegible] verage.

Although these results seem to show we are [illegible] better than average, we actually have no[illegible] reason to congratulate ourselves. First, an [illegible] important new study has revealed a curious [illegible] fact: Most school districts across the country [illegible] report test scores "above average." This result [illegible] is impossible.

Second, Alaska should have test scores well above average because we have an especially well-educated population. The most powerful influence on children's test scores is their parents' level of education. Alaska ranks first among all states in the proportion of adults who have graduated from high school.

Alaska does have a sizable number of Native students who are bilingual and come from families without much formal education. These students tend to have low test scores. Nonetheless, many other states also have large numbers of minority students who do not speak standard English. Our minority population is not unusual.

Alaska spends an enormous amount of money on schools — more than twice the national average in spending per student. No other state even comes close to us.

So why aren't our test scores higher?

Alaska's large class sizes may be part of the explanation. Most people are surprised to learn that Alaska's class sizes are quite high compared to other states. We rank 22nd in pupil/teacher ratio. The situation is actually worse because of the disparity between rural and urban schools. In many rural schools, class size is very low because of the small number of students in each grade. In urban Alaska, class size is extremely high.

Also important is our political culture. Educational excellence is not an issue in Alaska as it is in so many other states. Whenever I read a national report listing educational reforms in each state, Alaska is distinguished by its absence of effort.

[illegible] results are not exact. All districts do not use the same standardized test. Some districts use recent test norms while others do not. Test scores across the country have been [illegible] up so districts which use the recent [illegible] easure themselves against a higher [illegible]

[illegible]less, the report provides a good [illegible] how Alaska students compare to [illegible] ationally. Our performance is not [illegible]

[illegible]e reading comprehension scores at [illegible]ade levels range from the 55th to [illegible]rcentile. Mathematics test scores [illegible]he 55th to the 61st percentile.

[illegible]e too much of test scores. I [illegible] literature to high school stu- [illegible] go to the university each [illegible] I walk into class, I do not [illegible] to raise test scores. I think [illegible]mous remark — that educa- [illegible]he miracle with each child." [illegible] be upset to learn that my [illegible]n national tests were only a [illegible]verage. . .

[illegible] Dr. Judith Kleinfeld teaches [illegible]ychology at the University of [illegible]aska Fairbanks.

HOW THE COMMITTEE IS PROCEEDING

* Reviewing relevant data and other materials

  These include test scores, materials submitted by superintendents, research articles, books, surveys, Alaska statutes.

* Submitting 12-issue questionnaire to superintendents

  The questions invite superintendents to enlarge upon the performance suggested by test scores, to comment on schooling practices they have found effective, to identify any laws or regulations which handicap them in improving school performance, and to offer any advice to the committee they wish.

* Disseminating information to the Alaska Coalition for Education

  Information and data summaries prepared for the committee are furnished to the Alaska Council of School Administrators, the Alaska PTA, NEA-Alaska, the school board association, and the State Board of Education, and they are invited to comment on the content of the summaries.

* Holding public hearings

  Two public hearings have been held, and three more are scheduled. They are:

November 2	Fairbanks (evening)
November 3	Fort Yukon (afternoon)
November 12	Anchorage (afternoon)

  The committee urges students, parents, and education professionals to participate in these hearings. Those who cannot may write to Senator Hensley, Box V, Juneau, Alaska 99811.

* Preparing to report conclusions and recommendations

  The committee will complete its report by the end of this year for delivery to the 16th Legislature upon its convening in January, 1989.

Senate Special Committee on School Performance

PURPOSE OF SCHOOLING?

Underlying issues of school performance is the question of what schools are for.

Since neither purpose nor goals of schooling are defined in Alaska statutes or regulations, how is school performance to be measured? Schools do more than teach basic skills, and most educators argue that standardized tests are insufficient as sole measures of what they do.

Since the committee is reviewing school performance on a statewide basis, it has reviewed purposes, goals, and mission statements of districts, and other materials on the subject. It is now considering a draft definition of purpose proposed by its project director, Bob Arnold. It is:

> The purpose of schooling in Alaska is to help assure that all learners will:
>
> - succeed in their next level of work or education;
> - shape worthwhile and satisfying lives for themselves;
> - manifest the best values of our society; and
> - be effective in influencing the quality and character of our society.

this is the only change from made so far

He holds that a purpose of schooling should embrace the whole range of goals identified by boards of education, but specific enough to have real meaning; that it should express our noblest and highest aspirations for the whole universe of students, and convey a sense of resolution that the stated intentions will be realized. Further, that a well-stated purpose can contribute to the success of a school program by providing a context into which all of the right things happening in a school fit, integrating the meaning of the school experience.

What are your views? Is the foregoing statement of <u>purpose</u> what schools aspire to do? Should something like it become law or regulation? Should the state define <u>goals</u> of education for Alaskans?

The committee welcomes your comments on these questions, as well on other issues facing the committee. You may write to the chairman, Senator Willie Hensley, or other members of the committee at Box V, Juneau 99811.

Tanana Chiefs Conference, Inc.

201 First Ave.
Fairbanks, Alaska 99701
(907) 452-8251

TO: Senate Commitee on School Performance

FROM: Susan Peter, Subregional Director

SUBJECT: Issues and Concerns of Yukon Flats

DATE: October 31, 1988

****

The Theme of Tanana Chiefs Conference for 1988 is "Tribal Strength Through Education." With this in mind I would like to bring to you some ideas which have been expressed to me through various leaders in our Yukon Flats.

Each school in each village includes a comprehensive drug prevention to their curriculum and actively implement preventive education at every grade level.

Elders are a valuable teaching resource and should be included in schools throughout the year, cultural teaching is valuable to our children

The Johnson O'Malley Program has helped to preserve our cultural values and traditions and this program should be continued to be funded without any cuts.

Alaska History should be a required course in all highschools before completion of graduation, along with a course in the Alaska Native Claims Settlement Act.

A high rate of students are not graduating because of personal or family problems, it is recommended that Native Counselors be available to all schools to work with and through Alaska Native Education on solving family problems.

The state should form a Rural Youth Training and Employment Iniative - (RYTEI) to provide opportunities for the youth to develop to their full potential through training and employment which could lead to job placement and counseling for career development.

Parent participation with school activities should be looked at by the administration as a vital part of childrens education.

We realize that the formulation of the individual school districts came about so that self-determination of the people could better govern their schools, however in some instances when complaints are not addressed by the local advisory committee or by the regional school boards there should be a way for parents to express their grievances.

Locally we do not have a hot lunch program, no sports activities, or so little that it could be called non-existant. Hardly any office training or home economices or vocational shop classes.

Several Years ago a Vocational Training Facility was built in Fort Yukon. It was thought that this would serve those people who were no longer in high-school to achieve vocational training. The Yukon Flats School District took over the facility to use as a regional training center for the school district, they subsequently built a dormitory on the site. The school district then closed down the shop, business education, and home economics portions of the Fort Yukon School. While this might have been beneficial to the villages surrounding Fort Yukon, for Fort Yukon students themselves this was disadvantageous. The building now is run by a superintendent, a secretary, a janitor and very little if any students, the dorm is empty and as far as regional use, it has never been fully utilized for this purpose.

A lot of money for our childrens education is going to administration and very little trickles down to the classroom. Students going on to college or vocational training, find themselves taking non-credited courses in order to come up to entry level because of the poor quality of education received in the district.

I myself, along with a lot of other parents and school board members do not allow my child to attend the Yukon Flats School District because of the many problems within the system and the poor quality of education.

Teachers do not take part in community programs in the villages such as Easter, Christmas, Halloween, Thanksgiving, etc, unless they are paid. This is because of their unions and their demands for overtime pay for such village functions which we in the past looked on as participation of community members not paid teachers.

Because of tenure of some teachers, we as community members cannot get rid of poor teachers, I think that in rural Alaska this tenure clause should be eliminated.

Thank you for this opportunity to express my feelings on these issues.

Enclosures:

Resolutions No. 88-1
88-7
88-11
88-12
88-42
88-43
88-45
88-51
88-57
88-58
88-59
88-60
88-61
88-62
88-63
88-73
88-80
88-112

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-1

SUPPORTING NATIVE ELDERS IN THEIR FIGHT AGAINST ALCOHOL AND DRUGS

WHEREAS, there are many problems which threaten our survival as a Native people, but none have such a devastating impact on our villages and families as does the problem of alcohol and drug abuse; and

WHEREAS, the use of alcohol and drugs offers nothing to our Native villages but broken spirits, broken families, pain, grief, suffering and death; and

WHEREAS, the use of alcohol and drugs never has been and never will be of any value to our Native culture and Native people; and

WHEREAS, since its introduction from other cultures, Native elders have warned their villages that alcohol and drugs are the greatest threat to health, life and cultural values; and

WHEREAS, as the keepers and teachers of Native culture, the elders of today speak stronger than ever against alcohol and drugs and have committed themselves to bring their message against alcohol and drugs to their villages; and

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors request that Governor Steve Cowper and every Alaska State legislature and member of Alaska's delegation in Congress support the efforts of the Interior villages in their fight against alcohol and drug abuse; and

BE IT FURTHER RESOLVED that the Tanana Chiefs Conference Board of Directors direct TCC to pursue state, federal, local, and private sector funding to institute comprehensive region wide alcohol and drug prevention programs utilizing elders, concerned village volunteers, village councils and youth in each village and that these concerned village teams be afforded training and ongoing support; and

BE IT FURTHER RESOLVED that the Village Councils and village courts pass ordinances against alcohol and drugs and strictly enforce these ordinances through their village courts; and

BE IT FURTHER RESOLVED to protect our children and families, Village Councils and courts strongly consider the use of traditional Native justice mechanisms and banish bootleggers and drug pushers from our village; and

BE IT FURTHER RESOLVED each school in each village includes a comprehensive drug prevention to their curriculum and actively implement preventive education at every grade level; and

BE IT FURTHER RESOLVED as an example to our children and to each other, no alcohol to be served at any TCC function from this day forward; and

388-208.1

BE IT FURTHER RESOLVED any TCC employee determined to have a drug or alcohol problem be given the option to receive treatment or be immediately terminated from employment; and

BE IT FURTHER RESOLVED each Native person of strong body and mind lend their hand to help their elders and village leaders in this, their most serious task; and

BE IT FURTHER RESOLVED for the spiritual well being of our children and families and for the survival and strengthening of our villages, from this day forward, let it be known that the elders of the Athabascan Nation have declared war on all those who are associated with alcohol and drug abuse.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: TCC Executive Board

388-141.2

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-7

HEADSTART PROGRAM - Grayling

WHEREAS, the Grayling IRA Council is the governing body for the Community of Grayling; and

WHEREAS, the Grayling IRA Council is requesting a Headstart Program; and

WHEREAS, the IRA Council is interested in Educational Program for the children of Grayling.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors supports a Headstart Program for the Community of Grayling.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Henry Deacon, Chief
Grayling IRA Council

388-208.8

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-11

YOUTH-TEEN COORDINATOR POSITION

WHEREAS, the Village Council of McGrath represents the members of the Native Community in McGrath; and,

WHEREAS, the McGrath Native Village Council has supported the youth in the village by contracting with the State of Alaska Department of Community and Regional Affairs and Tanana Chiefs Conference for youth training programs; and,

WHEREAS, the McGrath Native Village Council has a Teen Center facility; and,

WHEREAS, the McGrath Native Village Council is working with the Tanana Chiefs Conference-McGrath Subregional staff and the Parent Action Committee on Youth Programs;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors support the McGrath Village Council in obtaining funding for a Youth-Teen Coordinator position.

C E R T I F I C A T I O N

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: McGrath Subregion

388-208.12

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-12

ALASKA NATIONAL GUARD TRAINING FACILITY SITE

WHEREAS, the State of Alaska has finalized a land use plan in the Kuskokwim Area; and,

WHEREAS, the Kuskokwim Area Plan has designated three sites to be considered for establishing a military training facility; and,

WHEREAS, the National Guard has set the Dishna site as its highest priority; and,

WHEREAS, the Takotna Native Village Council supports the Takotna Mountain area as the most logical site that has the least conflict with land use and resource patterns;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors requests the State of Alaska drop the Dishna area site and choose the Tatatina area as its primary site for the construction of an Alaska National Guard training facility.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: McGrath Subregion

388-208.13

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-42

SUPPORT FAIRBANKS CULTURAL ARTS PROGRAM

WHEREAS, parents shy away from their children's education today not because of the courses of study offered, but because of the systematic procedure by which the task of teaching is accomplished; and

WHEREAS, Elders are a valuable teaching resource and should be included in schools throughout the year; and

WHEREAS, cultural teaching is only able to be a part of the schools for 18 weeks out of the school year; and

WHEREAS, previous years evaluations by students and teachers of the Cultural Arts Program have had excellent ratings.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors supports the Cultural Arts Program of the Fairbanks North Star Borough School District so that it can be made available throughout the year; and

BE IT FURTHER RESOLVED that Native Leaders and Statewide Native Conferences are urged to implement parent programs with positive perception of their roles in society.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Fairbanks Native Assoc.
and Yukon-Tanana
Subregional Board

388-208.43

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-43

FORMATION OF A NATIVE STUDENT COUNCIL
WITHIN THE FAIRBANKS NORTH STAR BOROUGH SCHOOL DISTRICT

WHEREAS, the formation of a Native Student Council could clearly identify problems Native students face within the Fairbanks School District; and the students could work together to find ways to resolve these problems; and,

WHEREAS, a Native Student Council would greatly boost students' self esteem because they would have an important voice on what was being discussed, they would be the most important component to the function of their own student government; and,

WHEREAS, a Native Student Council would create a more vivid cultural awareness within the Fairbanks School District and give the Native students a sense of pride and unity; and,

WHEREAS, a Native Student Council would allow students from all over Fairbanks to gain knowledge in areas of student government and public speaking, both of which could later be used; and,

WHEREAS, a Native Student Council will bring together Native students, unifying them at the time which is most critical to further cultural development;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors supports the formation of a Native Student Council that would positively affect the Native students of Fairbanks and also provide clear cultural awareness among both Natives and non-Natives.

C E R T I F I C A T I O N

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Youth Delegation

388-208.44

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-45

STEVENS VILLAGE JOHNSON O'MALLEY PROGRAM

WHEREAS, the Stevens Village IRA is the legal governing body of the Native Village of Stevens Village, Alaska; and,

WHEREAS, the Native children residing in Stevens Village qualify under the Johnson O'Malley program for Stevens Village; and,

WHEREAS, Stevens Village IRA Council is in a position to contract and administer their own JOM program and has met on March 9, 1988 and decided to contract for their own JOM program for fiscal year 1989;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors direct Tanana Chiefs Conference, Inc. to work with Stevens Village IRA and local parent committee on the JOM application process, as well as the plan of service which will enable Stevens Village to contract and administer their own JOM program, beginning FY1989.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Stevens Village &
Yukon-Tanana Subregion

388-208.46

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-51

HEADSTART

WHEREAS, our children are our future; and,

WHEREAS, the education of our children is of eminent concern; and,

WHEREAS, Headstart is a quality, comprehensive, interdisciplinary Early Childhood program model providing services to children and families in the areas of health, nutrition, parenting, education, social services, "special needs", and career development; and,

WHEREAS, the Tanana Chiefs Conference, Inc. Headstart program currently provides Headstart services to all of the families with children three years of age to compulsory school age, in four rural villages; and,

WHEREAS, it is through involvement and unity by the parents and communities in these four villages that the Tanana Chiefs Conference, Inc. Headstart program has been successful in providing quality services;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors supports current Headstart programming.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Galena Subregion

388-208.53

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-57

HAZARDOUS PAINTING CERTIFICATION

WHEREAS, the TANANA CHIEFS CONFERENCE has funded private training in the painting and decorating trade for shareholders in partnership with the International Brotherhood of Painters and Allied Trades, and a result of that partnership is the creation of a federally approved Apprentice Program through which to perpetuate training and careers in professional painting; and

WHEREAS, further as a result of this partnership there have been construction jobs created for the TANANA CHIEFS CONFERENCE people in villages and urban areas, and positions within the union which serves as a working example to our youth who seek construction careers; and

WHEREAS, it is commonly known there exists many dangerous chemicals in the painting and decorating industry, and those harmful agents can cause injury, occupational disease, death, and those chemicals create hazards not only for painters but co-workers, the public and families of the painters; and

WHEREAS, for that reason health and safety training is greatly emphasized in the TANANA CHIEFS CONFERENCE PAINTERS APPRENTICE program in order to prevent injury, disease or death to painters, co-workers, the public and their families, and this knowledge should be updated continually to take into consideration the new chemicals that enter the painting industry daily; and

WHEREAS, representatives of the Alaska painting and decorating industry have created legislation to promote these goals for apprentices and professional painters through education and mandatory licensing of painters who apply hazardous chemicals, and that such legislation will protect the health and safety and job opportunities for all Alaskan painters who are trained and licensed.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference strongly endorses the passage of SENATE BILL #141, "Hazardous Painting Certification" now before the legislature.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Nenana

388-208.59

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution 88-58

J.O.M. FUNDING CUTS

WHEREAS, the J.O.M. Program may suffer 30% cuts in funding; and

WHEREAS, the Johnson O'Malley education program has benefited our children in the past; and

WHEREAS, part of that education includes cultural values and traditions; and

WHEREAS, we as concerned parents believe in the preservation of our cultural values and tradicions.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors direct TCC, Inc. to pursue every means possible to maintain the present formula used in deciding funding levels for the Johnson O'Malley Program.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Yukon-Tanana Subregion

388-208.60

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-59

ALASKA HISTORY AS REQUIRED SECONDARY CURRICULUM

WHEREAS, the Native people are an integral part of Alaska History; and

WHEREAS, Alaska Native students need support in the form of education in their struggle to come to terms with U.S. Federal and State Legislation affecting their lifestyles; and

WHEREAS, History of Alaska would promote a better understanding between Native and non-Native cultures; and

WHEREAS, History of Alaska would produce more informed youth today for the future.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors approves and supports efforts to require an Alaska History course at the senior high school level as a requirement for graduation.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Yukon-Tanana Subregion

388-208.61

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-60

NATIVE EDUCATION COUNSELORS

WHEREAS, recent phone surveys show a high rate of students are not graduating because of personal/family problems; and

WHEREAS, students are not motivated in school; and

WHEREAS, Native role models in school have shown through surveys to be an integral part of students success.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors recommends that Native counselors be available to all schools to work with and/or through Alaska Native Education on solving family problems; and

BE IT FURTHER RESOLVED that parents through training programs volunteer more in schools as tutors for our children.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Fairbanks Native Assoc.

388-208.62

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-61

YOUTH EMPLOYMENT AND TRAINING

WHEREAS, the Youth of Tanana Chiefs Region represent the future leaders, managers and workers of our region; and

WHEREAS, there is a need to provide both classroom and job training opportunities for these youth to ensure the development of their full potential; and

WHEREAS, such opportunities should be available in rural Alaska and appropriate for rural villages; and

WHEREAS, the need for both employment and training opportunities exists among all rural Native youth regardless of income; and,

WHEREAS, that education and training does not always lead to employment;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors support the establishment of a Rural Youth Training and Employment Initiative (RYTEI) which provides a comprehensive plan and implementation schedule for ensuring such opportunities; and

AND BE IT FURTHER RESOLVED that the TCC recommend that the State of Alaska, SYEP and other Youth Programs set aside adequate funds to plan for and implement the RYTEI; and,

AND BE IT FURTHER RESOLVED that TCC recommend that the State incorporate an RYTEI in its annual State Plan to the Federal Government to ensure the provision of such opportunities;

AND BE IT FURTHER RESOLVED that RYTEI include in its provisions a plan that provides counseling and job placements.

C E R T I F I C A T I O N

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Youth

388-208.63

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-62

ANCSA IN SCHOOLS

WHEREAS, the Youth of TCC are the future leaders of our ANCSA Corporations; and

WHEREAS, the Youth would like to start learning as early as possible; and

WHEREAS, the best place to accomplish this is in school.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors directs TCC to discuss with the school districts within our region the possibility of setting up ANCSA classes as part of their regular curriculum.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Youth

388-208.64

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-63

SUPPORTIVE PROGRAMS TO FAMILIARIZE PARENTS
WITH SCHOOL ACTIVITIES/ADMINISTRATION

WHEREAS, parent participation with school activities are next to nonexistent; and

WHEREAS, parents can become more involved with their children's education if they were given greater opportunities of volunteer work in schools; and

WHEREAS, the Home School Liaison can be used as a communicator through which the parent can establish a more positive relationship with the school; and

WHEREAS, Commissioner Demmert prioritized strengthening families through Alaska Native Leadership and their representative organizations.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors encourage school districts to implement a Parent "Inservice Day" at the beginning of the year and second half of the year to enhance parent participation.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by:

388-208.65

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution 88-73

ALCOHOL EDUCATION AND REHABILITATION
FOR YOUTH

WHEREAS, the Native Elders have declared a war against alcohol and drug abuse; and

WHEREAS, an alarming number of minors use alcohol and drugs; and

WHEREAS, problems related to alcohol and drug abuse such as suicide and motor vehicle accidents have become the major health problems in teenagers; and

WHEREAS, education on alcohol and drug abuse needs to begin before the teenage years.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference, Inc. Board of Directors recommends that the Alaska State legislature direct the court system to order a drug and alcohol screening and evaluation be administered to minors convicted of alcohol and drug offenses by a program approved by the Office of Alcoholism and Drug Abuse and that the program include community service; and

BE IT FURTHER RESOLVED that the Alaska State Legislature should request the 55 school districts to develop alcohol and drug education programs for their students in elementary schools that are tailored to meet the particular problems of the area.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: TCC Executive Board

388-208.75

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-80

DRUG AND ALCOHOL COUNSELORS

WHEREAS, TCC has declared war on drug and alcohol abuse among its youth; and

WHEREAS, the State of Alaska and the Federal Government supports this declaration by awarding Mental Health grants in the region; and

WHEREAS, there is a shortage of Native trained counselors for Mental Health programs and rural school districts.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors recommends that the State of Alaska and Federal Government make special appropriations to train Native alcohol and drug counselors for its mental health programs and schools; and

BE IT FURTHER RESOLVED that TCC recommends that the University of Alaska initiate a two year Associate Degree program for rural drug and alcohol counselors.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Youth Delegates

388-208.83

TANANA CHIEFS CONFERENCE, INC.
Board of Directors
Resolution No. 88-112

ALASKA NATIVE EDUCATION COUNCIL (ANEC) SUPPORT

WHEREAS, the ANEC works toward improving Native education; and,

WHEREAS, the ANEC works toward getting more funds for Native education;

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference Board of Directors strongly supports the goals and efforts of the ANEC toward the improvement of Native education.

CERTIFICATION

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

Daisy Northway
Secretary-Treasurer
Tanana Chiefs Conference, Inc.

Submitted by: Fairbanks Native Assoc.

388-208.115

TCC Presentation
Senate Committee on School
Performance

November 3, 1988

Good Afternoon!

My name is Daisy Stevens.

I am originally from Fort Yukon but am now residing in Fairbanks.

I came over from Fairbanks to testify at this hearing because I am concerned about the education of my children and the children of Fort Yukon.

After my oldest son had started school, I looked at the education system in Fort Yukon and knew that my son would not get the education that I felt he would need here in Fort Yukon. That was my MAIN reason for moving to Fairbanks.

Three years ago, my son started his 5th year in school. I decided to move back to Fort Yukon because I wanted him to learn to also live off the land. When I enrolled him into school, I called a conference between his teacher and the principal. At that time I stated that if I did not see my son's school work results, I would pull him out of school in two weeks. After watching his school papers for two weeks, it seemed to me like my son was going backwards instead of forwards. In this I mean he was doing long division and fractions in the Fairbanks school but in the Fort Yukon School he was doing addition, subtraction and multiplication. I called another conference between my son's teacher and the Fort Yukon School principal, I explained to them that I am going to be pulling my son out of school and had already contacted Juneau to put him through correspondence. They both agreed with me and to my surprise said "I think you're doing the right thing." That to me means they are admitting not doing their jobs?

After that winter I had no choice but to move my family back to Fairbanks.

During the past years, I have seen the pay raises the administration have received. But our children's education seems to going backwards, Why?

I have seen our Basket ball team go from #2 in the State Regional to where there is not even a gym for our children to play. So there they sit in the school playing cards, such as: Rummy, Poker, etc.

I can remember when President Reagan stated in his speach to make physical education a priority in the school system. What happened to the physical education in our school system?

Now our children do not even have a hot lunch program. They have to run home in the cold, rain, sun or snow or bring their lunch. But I know there are students who cannot afford to bring their lunch every day.

As my children have found out, education has always been important to me. To practice what I preach on education, I returned to school two (2) years ago and received my Secretary/Paralegal certificate during May of this year. Although I wanted to return to Fort Yukon and make this our permanent home for myself and my sons, I cannot and will not return to live in Fort Yukon until I feel satisfied that the school system has improved greatly. We need an improvement NOW, not later. With that I would like to present you with the statistics of how many teachers and students are in the Fort Yukon School.

Why can't our children here in Fort Yukon get the same education that the children in the City are getting? We are only 180 miles north of them

Why are our graduates laying around in Fort Yukon doing nothing after graduation? I think I know the answer to that! Simply because we cannot handle basic Math and English when we return to school. I know this because I had to hire a tutor when I returned to school from my own personal funds. I have seen cases around town where graduates cannot handle multiplication, but they can figure out how much gas it would take to get back and forth to their traplines and fish camps. They can also figure out how much a gallon of gas cost.

Why are they teaching German in the Fort Yukon School? How many Germans do we have in the Village? Or who plans to live in Germany after graduation? Why is athabascan not being taught? I have seen two books: "Teaching Gwitchin: A CURRICULUM GUIDEBOOK FOR NATIVE LANGAUAGE INSTRUCTORS Volumes I & II.
Why can't they use these books in both High School and Elementary?

Why are the employees of the Yukon Flats School District sending their children off to different schools while we are paying them to work for us.

In closing, I would like to thank you for the opportunity to testify and to thank you for the time you have put into this hearing.

STATISTICS

Elementary	79
Junior	17
Senior	23

One (1) Teacher for every grade from K - 6

One (1) Special Ed. Teacher

One (1) Jr. High School Teacher:

10th grade English
Alaska History on Land Claims to 11th & 12th graders

One (1) High School Teacher:

7th grade P.E. and Health
World History
Accounting
Home Economics
High School English
Elementary, Junior & Senior High School Music

One (1) High School Teacher:

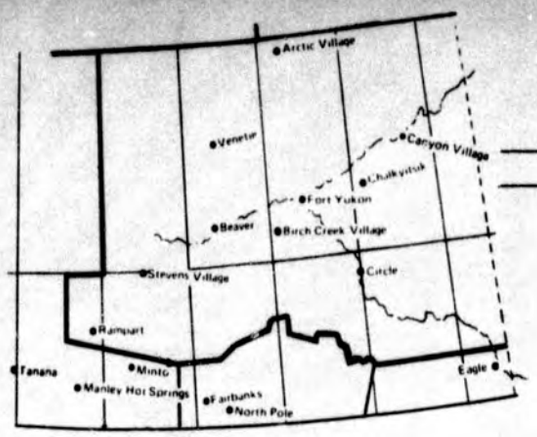
General Science
Biology
Math for 9th - 12th grades
Health and General Science
Chemistry
American History
Junior High Science

One (1) P.E Teacher:

Career Guidance
Art Appreciation to 11th & 12th graders
English to 9th grade
Health to High School
Health & P.E. to 8th & 9th graders

Principal:

German
Creative Writing and Computer Skills to 12th grade
Computer Skills to 7th grade
11th & 12th - Entrepreneur, for Upper Crust Pizza Company



YUKON FLATS SCHOOL DISTRICT

P.O. Box 359
Fort Yukon, Alaska 99740
Phone: (907) 662-2515

November 8, 1988

ARCTIC VILLAGE
99722
BEAVER
99724
BIRCH CREEK VILLAGE
99740
CENTRAL
99730
CHALKYITSIK
99788
CIRCLE
99733
FORT YUKON
99740
NORTHERN LIGHTS
99701
RAMPART
99767
STEVENS VILLAGE
99774
VENETIE
99781

Bob Arnold
P.O. Box V
Juneau, Alaska 99811

Dear Bob,

It was a pleasure meeting you in Fort Yukon and hope that your work is going well. Enclosed please find:

- My comments to the Senate committee
- The Yukon Flats School District's negotiated agreement
- Teacher evaluation procedures and instrument for evaluation
- Handbook for the Local School Advisory Committee
- The district's Professional Development Plan

You did not ask for the last item, but we are very proud of the success we have had. At this time, six local individuals have received their education through our PDP and all are currently certificated employees.

Sincerely,

Juana

Juana Sanchez, Ph.D
Administrative Assistant to
Special Programs & Services

cc: To the file

JS/abp

Senate Special Committee on School Performance
Fort Yukon, Alaska
November 3, 1988

We appreciate the time and effort that you are putting into finding out what is wrong and what is right with education in our state. We are especially appreciative of your sensitivity to the differences in school populations.

The Yukon Flats School District is one of several bush districts identified as having low achievement scores, but I hope that it is also recognized as one of the districts where those scores are beginning to increase.

This increase, however slight, is due in large part to the continuity of leadership in the distirct for the past 4 years. Because we have had the same superintendent we have been able to begin new programs, provide inservice and support to our staff, and evaluate what works and what doesn't. Our Regional School Board has been very supportive of our efforts to improve programming in the district. We have a good bilingual program in place to provide extra tutoring, and where possible we have Gwichin speakers teaching the language either as a maintenance program such as in Arctic and Venetie, or as a second language in Chalkyitsik and Fort Yukon. This depends on the availability of native speakers willing to teach. We have a special education program that I am especially proud of. Our district is in compliance with DOE, we have no parental complaints, children are not overly identified, and our teachers would be superior anywhere they teach.

Our students also receive special help through Indian Ed and Chapter I. Our emphasis in each and everyone of these programs is oral language development, writing to read, and reading to learn.

You asked what hampers the educational process in our district and we would have to say that it is the lack of social services to a population where substance abuse is a major problem.

We can have the best facilities, the best materials, up-to-date technology, the most dedicated and best qualified and caring teachers that we can gather together, but without supportive social services our students will continue to be at risk. This is an area that we urge you t support.

However, if there were just one thing that you could do immediately to help our students be more successful in school, it would be to fully fund preschools for youngsters from 3 to 5 years of age. We presently have preschool for only 60 days. We should have it for 180. We staff our pre-schools with non-certificated instructors. They should be early childhood specialists. We say that these are the most important, formative years of a child's life, but we ignore their education.

We believe that what you learn from this hearing will be very similar to what you have heard in Anchorage, Fairbanks, and in responses to the questionnaires. Thank you again for the opportunity to meet wih you and we hope that we can continue to work with you to meet the many needs of our students.

Juana Sanchez
Administrative Assistant

COUNCIL OF ATHABASCAN TRIBAL GOVERNMENTS
ANNUAL SEPTEMBER CELEBRATION
SEPTEMBER 2-4, 1987

E D U C A T I O N

SEPTEMBER 4, 1987

TRANSCRIPTION OF CLARENCE L. ALEXANDER, CHAIRMAN OF THE CATG:

You know, you can talk about this all day and still get back to where we started. We have representatives here from each village. We talked about Higher Ed at our last meeting. The full board was there and there were two representatives from each village and that is where they brought up the concerns about education. Education got on the table eventhough it wasn't even on the agenda. As far as how the management of the university building works down here, is something that I'm not aware of. How the relationship is with the chairman, I'm not aware of. I gave up. OK? Let's just put it simply. I gave up giving my input to the University of Alaska simply because they don't listen to the curriculum that we want established and those things have not been established. Then, when they weren't being listened to, we asked them, "Hey, maybe you can do some in-house plumbing. You can do some commercial wiring and residential wiring." Now, let's leave it there and go somewhere else. Let's go to our secondary education. OK?

Our education system, in the Yukon Flats - if all the persons that are in this building knew how to read a student assesment, then you would, maybe, feel pretty sad about it - maybe there might be tears in your eyes. There is no direction for our communities and, it looks to me like the system is holding down the Native community - that is what it looks like to me. I've been in a leadership roll here for at least twenty years now and, within that time, I'm telling you the truth, that we have only one graduate that I'm aware of from the university - not from this university - from elsewhere. We might have graduates through the XCED program but, that, in itself, is it good or bad? We don't know that. But we definitely need some sort of a communication established here.

Our communities - we do have people out here who are interested in Higher Ed if the scope is set in motion. But, that - setting it in motion - utilizing the people here from the communities - I consider a PAC as maybe something else that they just dreamed up because, what they see is available in front of them - they choose from what is available - I don't look at that as envisioning what is down the road for us.

We are at a stand still. We have been in a transition stage for some time. I heard that mentioned here. Now, how long are we going to be in a transition stage? Is it because we're missing out? I know that, in the White man's world, they have gone through the agricultural type of thing. They have gone through the industrial area - where they're at today - in modernization - the industrial world. That is the sense of clones that they're dishing out! Now we're asking to be - saying - in order to be successful, in our endeavor, we need to envision some of the things that ar

going to be happening to us and, we are aware of the things that are going to be happening to us.

There is a movement and, for you to realize there's a movement, you have to be a Native. You have to be an Indian out here. There's a movement toward us that is constantly putting pressure on us and regulations and rules or what have you - whether it be University of Alaska - whether it be BLM - statutes - federal regulations - whatever it may be - but we are constantly under pressure and we don't have that educational background to even tread water. We are right at the surface now.

There's issues that we're facing. Do you think that we understand 1991 issues? Do we understand what's written on them? We are ignorant at certain levels -ignorant of knowledge that we don't have - the knowledge that we're seeking in order for us to be able to make our community self sufficient - and enhancing that education is the only way.

I don't know how the system works from that level. I might have to go to the University of Alaska and sit down with all the doctors you have over there. They're overflowing over there with doctors at the University of Alaska - in fact, they're tripping over each other figuring out which way they're going to go tomorrow. I'm not over there but I know this.

We'd like to get them on some of those fields - the field that we're interested in is administration - being able to manage our own systems. Our system is a little bit different than the Western system but the cross over is not that hard - they're parallel - and this is what the discussion is about.

We can talk about it in our Native language. I consider them doctors, OK? They are in the leadership role. Over there they give you a piece of paper that says you're a doctor - you worked for it. We work for our development in our areas. I'm not a doctor - I'm not anything, OK? My limit of High School Education is tenth grade. Now, what I received is what I have today. And, when I'm going back to secondary, our secondary educational system is not even - that is where the break down is and we can't - we cannot take those students - we take those students over to the University of Alaska under some kind of program - they go over each year - when they get over there, they find out that, hey, they're back here - where they should be up front with the rest of the students from the Western mainstream.

Now we have to look at a system - we're trying to look at a system where it'll even include developing a better system where High School education is incorporated into the university building -) is what we asked for before - that while they're working on that, they can be working on some other administrative fields.

But, as far as our communication with the University, it is very nil. We mentioned this before - Mardow Solomon is a direct representative of the Native Village of Fort Yukon - he was chosen to be the direct representative. But, how can he know what goes on in this building when he doesn't even attend our meeting here when we're talking about education? Or what the needs of the people are? We also have the same representative on that board. What we need is to sit down - utilizing all the leadership in the Flats - establishing a brain storming effort - to find out exactly where do they want to go. And then, from there, maybe the advisory committee or PAC member could have a good idea where these people want to go instead of taking it out of thin air and saying, hey, this might be good.

We're bucking all different issues here - education seems to be the top one to us because we're getting into health, we're getting into economic development. Economic development, we've been working on for the last three years. You think we knew what it meant when we first started? No, none of us knew what it meant. But, we had a sense in our mind that tells us that it does have a parallel - our system does have a parallel. And, that is where we said, OK, if we establish a fur co-op, that, in itself, will give us a sense of knowing what skills we have. By incorporating those skills, we can start reaching out into other investment worlds - marketing worlds - whatever world we can on the other side.

I call it other side because, when you came in here it took you probably back a hundred and fifty years. I think there's nothing wrong with your expertise. I like it - because you come from where I'm coming from where they were down in the lower '48 where they had an Indian community college. Now, if you can establish something like that right here for this area, next time I see you, I might shake your hand!

Gerald Mohatt, Dean, College of Rural and Human Development:

I'd like to respond, as well as I can, to what you said. I'd like to be honest in terms of what you're requesting - not really requesting - but, I mean, you're telling me - but what I hear in relation to the University and the Rural College.

All I can say is that, at least, while I'm the acting Dean of the Rural College, that we're going to try to insure that we have in place a way to hear what you want to say and that we start a little bit further back than where this whole process started in the beginning permanently within the University. How much local, not only input, but control - how much of a sense of ownership that you can have of this organization - I don't know. And, I won't try to be glib or I won't try to "snow" you. The reason we had Indian Colleges in the lower '48 - a lot of it - is because of the sense of the people that, whether it was secondary, elementary, or post-secondary education, it wasn't that they wanted the control for the power, they wanted

the results and, the only way to get the results was to have control. Now, how we can insure that sense of ownership - that sense of control - in that responsiveness - we're really going to work towards that.

I think one thing right away, just practically - I don't know how we do that - I have an idea of how we do that just in this working group process - there are any number of us who feel that we have to start a little bit back rather than starting with a working group that is supposed to be representing other people - they've got to insure that those people who are their representatives have spoken to them so they are really representing what their areas are and there are ways that we can do that. I'll carry that back. I hope we can shake hands in the future.

Clarence: With the first graduates.

Gerald: Right. With the first graduates. Well, I was up here - in terms of your points about XCED - I've been in Fort Yukon before - but the two other times I remember most when I was in Fort Yukon was when I was at the graduation of three XCED graduates we had here. I guess I personally feel proud of those individuals. I don't think that's the only opportunity that Yukon Flats students should have to graduate. It's a bad deal when the University of Alaska, Fairbanks, in their campus program doesn't graduate students from the Flats. I guess, Clarence, what I'm saying is that I don't have any things to promise.

Clarence: No, we don't need any.

Gerald: No, I know that's not what you're asking.

Clarence: Like I said, I already been waiting 15 years - I don't need to wait. I think I just need to tell you we are going to be requesting it - in the form of a letter and I think that might be a way of going about it. Because, we do have Representatives - Johne Binkley - we have Kay Wallis - and I think if we give them a copy of our letter regarding the educational system in our area, maybe they might look at the funding part of it too. You know, it's time we started lobbying for the efforts.

Gerald: That's right.

Clarence: But when you talk about a sense of ownership, I wish you would delete that from your mind. A sense of ownership doesn't exist, I think, as far as I know in the Native world, OK? If we were to say we had a sense of ownership then we'd be in bad trouble with everybody. But I think there is other ways of looking at it.

ON EDUCATION IN THE YUKON FLATS SCHOOL DISTRICT, ALASKA

REGIONAL SCHOOL BOARD MEETING
AUGUST 12, 1987, FORT YUKON

TRANSCRIPTION OF CLARENCE L. ALEXANDER, CHAIRMAN OF THE COUNCIL OF ATHABASCAN TRIBAL GOVERNMENTS:

My name is Clarence Alexander. The reason we had a meeting down in Beaver is because of the Council of Athabascan Tribal Governments, a new organization that we established. This new organization is primarily dealing with land issues - also the economic development of our area - but one of the main concerns that was brought out was education. Each leader, dealing with education, seems to find a lot of discrepancies in their own communities - like the curriculum that has been established. But, I think that the representation here, from the message that I've gathered, is leaning too much toward the administration. The administration is controlling the efforts of the educational processes that are supposed to be enhanced in the Yukon Flats. With that in mind, I think that the direction that they want me to tell you is that they do have the vote in each village now, pretty much to the issues that they would like to see addressed.

Number one is that all the kids should have a curriculum in place and that each school's parents should be aware of this curriculum and exactly what it entails. And, if the kids are not achieving in their assessment, then, there must be something wrong. Those definitely need to be analyzed and find out where your teachers are not fulfilling their obligations as a teacher. That's part of the message.

I think that it's time that we take full control of this board - the board take full control for the destiny of the people that are coming behind them. That's not being met. There are a lot of things happening in this community and all the other communities in our region. For the last seventeen years that I've been aware of, we have no graduates. We've monkey-dinked around with education for about seventeen years now. You can see the results of it in our communities. We don't have an accountant - we don't have any kind of administrative or managerial type of position that I can think of that the students have graduated from. You are producing nothing. Just be aware of that. Nothing! And, the message is, it's time you do something.

I see a lot of people getting high salaries. Are they worth it? I think it's time you analyze all these people. I mean, I'm talking to the Board of Directors here. You see the end result in our communities right now. I'd like to see this in the form of a letter that will be addressed to you later on so that you can respond to it. I appreciate being here - at least being able to say this - because - the frustration is out there and it's not being met. You know damn well that it's not being met either but you sit on it. I wonder how long you're going to sit on it - another seventeen years?

Richard Carroll, Sr., Chairman of the Yukon Flats School Board:

Any response to Clarence? I have one question in response for clarification. I agree with part of what you say and the other half, I

disagree on account of the state laws that are binding the school - you tenure - used to be you get a tenure at three years. Now, it's one day after the second year. Sometimes I've seen where this is a problem and a great problem in removing a teacher when they're not doing their job.

Clarence L. Alexander:

I can deal with tenureship. It's the evaluation of the whole organization that is not being recognized here. You don't evaluate your teachers. I don't see you evaluating your teachers ...There are assessments - student assessments that are right upstairs - or wherever they may be - that deal with the individual student and the process they are going through. If those students show that they are on a sixth grade level when they're in tenth or eleventh, that tells me that there's something damned wrong. That's the evaluation that should be placed on the teachers. If they are not fulfilling their obligation, as a teacher, fulfilling those obligations to the curriculum, then I think they ought to do it. That is the evaluation process that I would like to see done because, as long as this tenureship process is there, you know damn well that we got a bunch of yahoos over there that don't do a damn thing except put in two or three hours during the day of active academic skills. The rest of the time, they're probably monkey dinking around. And, it's not as if I don't know about it because I worked for the organization for seven years - and I know that I teach for five of those and three of them in an administrative position. And I'm aware of a lot of things there and, one of the things that I'm aware of is that the teachers are not looking at the assessment - the assessment of the students that are not achieving. Base your evaluation on some of those assessments that are being placed because, every Fall, they take a test - every Spring they take a test. During that time, the test shows that those kids haven't learned from the first test to the next test, there's definitely something wrong. That's an evaluation process for me. I think that's a just cause for booting them out. As far as internship goes, I don't need to be told about internship and the hardship we have with a state contract with our teachers association or whatever. If I had my way of saying things - not publically - but, I think it's communist.

Richard Carroll, Sr.:

Thank you for your reply. Any questions to Clarence? Thank you Clarence.

REGIONAL SCHOOL BOARD MEETING
MAY 13, 1987, FORT YUKON

TRANSCRIPTION OF LARRY WILLIAMS, VENETIE :

First, let me tell you how we came to be down here. The other day, on Sunday, May 10th, we had a tribal meeting in order to have an election to have a tribal chief and three new members and we discussed a lot of different things - pertaining to our land - our future of our children - and, one of the main topics of discussion that came up - and it was a very heated discussion -that was the quality of education that Susan (Susan James, 2nd Chief, Birch Creek) just mentioned. We were saying that the Yukon Flats School District Administration - not particularly the teachers - maybe just the system - but the quality of education is not there. We're not graduating students that are qualified to graduate. And I came before this board one time addressing essentially the same things - I think October of 1985 - and I have not received one answer back since then. What I'm trying to say is, the parents of these graduates and the judge of these students that are in school now are asking why - why are we living with this deplorable situation? And, the people who sent me down are are expecting an answer from the Board, from Administration -whoever addresses these problems. And, I also want to discuss the needs of the Special Ed students. And, I have some letters here from concerned citizens and from the parents of these Special Ed students and I'll go about reading them right now so nobody can say they didn't hear about it.

Richard Carroll, Sr., Chairman of the Yukon Flats School Board:

May I interject just one thing Larry? Are you going to use the names or your going to use John Doe?

Larry Willaims:

They've written their names down - they don't care if it's known. At any time, if anybody wants to interrupt, feel welcome to - if any comments - questions - send it to them or what have you.

OK, this first one here is from MacArthur Tritt - he's the 1st Chief of the Venetie Village Council and it goes like this:

Board of Directors, Yukon Flats School District, Fort Yukon, Alaska. Dear Board Members: At a recent joint meeting of the Venetie Village Council and the Local School Advisory Committee, we discovered that the Special Education needs of our children are far from being met. Venetie, as you are well aware, is the second largest community served by the Yukon Flats School District and our children represent at least 20% of your total student population. We understand that your current Special Education Program is provided to Venetie and two other villages with an itinerant teacher who travels between these three villages staying a week here and a week there trying to meet the needs of the

Special Education students in these villages. We feel like this is inadequate. Piece meal efforts by the current program cannot and will not solve the problems of the disadvantaged children. We feel that the LSAC feels that a full time Special Education Specialist teacher is needed to begin to address the Special Education needs of our children. We also understand that a child find testing program was recently conducted to identify children in need of Special Ed at our school. Was this testing done just to comply with state funding requirements or was it done for the benefit of our children? The responsibility of meeting the educational needs of our children lies in the hand of the Yukon Flats School District and Special Education is an important part of the whole education picture. We support the efforts of the LSAC and recommend you consider a full time Speical Education position for Venetie when you discuss staffing plans for next year. We also want you to understand that we want and need this position in addition to whatever teachers you have allocated to us for next year. Our student/teacher ratio is already unbalanced as it is. In closing, we would like to say that we know that you are realizing some carry over funds. This is not confirmed but it was $450,000 that I heard mentioned from carry over funds from last year. Why not make good use of these funds and give our children education they deserve? We cannot continue to ignore the fact that Special Education has become an important part of the educational system and whatever effort you put into this program greatly enhances the success of our overall goals. We would request that this letter be written into the minutes of your May 13, 1987 meeting because, from the looks of your tentative agenda, staffing for next year is included. We appreciate you taking the time to hear our comments. Sincerely, MacArthur Tritt, 1st Chief, Venetie Village Council.

And, if the Board so desires, they can take this up and include it into the minutes and let everybody have a copy. And, I have another from the Tribal Chief and also directed to the Board of Directors, Yukon Flats School District.

Dear Board Members: It has been brought to our attention that the Special Education needs of the students at John Fredson High School are not being adequately addressed. From what we understand, the itinerant teacher that serves Venetie, also has the burden of serving two other villages. Venetie, as you know, has some 75 students which accounts for about 20% of the total student count. The percentage of studends in Venetie needing some sort of special help is high. The part of this high percentage of disadvantaged students refers back to the old system - the BIA system. These standards have always tended to be lower than most schools in the United States. When the Yukon Flats School District assumed the responsibility of providing educational programs to our children in Venetie, we were under the impression that our children would be receiving the best. Now we hear that one of the most important parts of the educational program is not doing its job in Venetie - not enough individual teaching time. We are not saying that the itinerant teacher is not doing the job.

We are saying that the time spent in Venetie is not adequate. The need is far greater than the effort and this places an extra burden on the existing teaching staff. This extra burden on the teaching staff should not be there because it, in turn, affects their performance and attention to our regular students. We feel that is a responsibility of the Yukon Flats School District to make good for this deficiency to stop depriving our children the benefit of a good Special Ed. We support the recommendation of the LSAC to take a full time Special Education teacher in Venetie. PL94-142 carries details of the responsibility so you should feel some obligation to honor their request. Sincerely, Ernest D. Eric, Chief, Venetie Tribal Government.

This is from the Chairman of the LSAC, Mr. Eddie Frank.

The Board of Directors, Yukon Flats School District. Dear Board Members: Special Education and the need for an adequate Special Education Program here at John Fredson School was a topic of discussion at a joint meeting of the Venetie Council and the Venetie LSAC. The children of Venetie, as you know, are served by highly different educational systems prior to switching over to the Yukon Flats School District. For some reason or another, this system deprived children of some of the basic learning tools such as reading and language arts. This has not only affected the learning abilities of our students but has placed an extra burden on the teaching staff as a whole. We have found that, having to give a student extra and special attention, means taking a child away from regular classroom teaching activities. This deprives our regular students of the time needed to conduct regular classroom activities. This, in the long run, affects the whole student body in terms of receiving an adequate education. The current itinerant Special Education Program offered by the Yukon Flats School District does not adequately meet the needs here at John Fredson School. We have one itinerant teacher who we share with two other villages and our Special Education students are not getting the Special Education they need. We cannot afford to take the valuable teaching time away from our regular teachers because, then, our regular students will be deprived of something. In light of this problem, we are requesting that you strongly consider the idea of putting a full time Special Education teacher here at John Fredson School. This will not only benefit our disadvantaged students but will insure that our regular students receive the teaching time they deserve. We know that public concerns of school districts are making headlines today but we also know that you will be realizing a substantial carry over of unexpended funds. The Yukon Flats School District had the responsibility of providing adequate educational programs to its students and to adequately address the Special Education needs of the John Fredson School. A full time Special Education teacher needs to be placed on site. We hope that when you discuss next years staffing plan that you will give our request areaa consideration. The need is there - you cannot continue to ignore it - it will only compound the problems further down the road. We appreciate your time and consideration in this matter and hope

that you will honor our request. Sincerely, Eddie Frank, LSAC Chairperson.

I also have some letters here from the parents and the guardians of our Special Education students and, if we have the time. OK, the first one is from Mary R. Roberts, Venetie to the School Board.

> Dear School Board Members: I'm writing this letter on behalf of Ala A. Roberts. Ala is five years old. He is a handicapped student attending John Fredson School for two years. After struggling and with frustration I almost got what I want for Ala. I am pretty well satisfied with Ala's aid but, I want a certified Special Education teacher who is qualified in helping kids to work along with the aid. Since Ala is five years old, I will have him in school full time which is required for his age. Because of the long school hours for him, I think a certified Special Ed teacher will work great for him and his aid. I know that John Fredson School got seven Special Ed students besides Ala two of whom belong in full time Special Ed classes. I think they are being cheated out of their education. I will not send Ala anywhere for his education except for summer school so I expect Yukon Flats to provide education he needs according to the state law. Thank you very much. Mary R. Roberts.

And there's another one from Julia Tritt and Paul Tritt, Sr. to the School Board Members.

> We are grandparents. We'd really like to have a full time Special Ed teacher for next year. We have a grandson that has special needs. He's been in one track for three years and he's going to be nine years old this December. He really needs to be taught by a Special Ed teacher. I really hope you members do something about this matter. Thank you very much.

Read one more.

> The regional School Board. My name is Barbara Christian. I'm the postmistress here in Venetie. My son, Gary Christian, is going to John Fredson School and he's going to be in second grade and he's getting Special Education for three years. And, next year it's going to be four years. He's not going anyplace for three years. Gary is taking out If he had a certified teacher, he'd be out of Special Ed in about a year because I know my son very well. There's about seven students in Special Ed back here in Venetie. After the experience of my chile, it is very important to have a full time Special Ed teacher. Thank you. Barbara Christian.

All these letters say, more or less, the same thing - supporting a a full time position for a Special Ed teacher in Venetie. And that's what we got to discussing. I think that the people who sent us down expect some sort of answer from the Board members or the Administration. Like I said, I addressed this board sometime in October - 21st I believe - or sometime around there - 1985 -and I haven't gotten any answer and I expect an answer this time -and my

people expect an answer. Thank you.

Richard Carroll, Sr.:

Thank you Larry. And, Larry, will you make sure that the letters that you have are given to the secretary and we'll enter them into the minutes as part of the reporting documents of this meeting. I very well understand and was present when you came down before with your delegation and I'm very sad to hear that you have not had a reply from the school district in two years. I don't know why. I'd like to apologize to you. I really don't know why the school district has not answered you. I'm at somewhat of a loss for an answer as to why you didn't get an answer when you first came down.

Larry Williams:

Sometime or another, when funding is available, the Yukon Flats School District - the Board and Administration - should have a meeting in Arctic and Venetie Village to address these problems specifically. You have a meeting to discuss only this problem -why are we graduating students that are not qualified. The students are being graduated from High School - being shoved through the system - that can't even - that have poor reading -can't do math. The parents are asking why the school district and the Board of Directors allow this to happen and they would really like an answer - and I would too because I have three kids in school and, if they're going to graduate from that kind of school, no use to graduate at all.

Richard Carroll, Sr.:

Larry, one of my questions I was going to ask you is if its possible for the board to go to Venetie and meet with answers to the sort of questions that you ask? It might do this board good, eventhough we're short of money, that we do go to Venetie and meet with the village.

Larry Williams:

Speaking on behalf of the Council, we're willing to expend a certain amount of money to make this come about if you can't find adequate money. That's how concerned about it people are up there. That's how strongly they feel about this education or lack of education.

COUNCIL OF ATHABASCAN TRIBAL GOVERNMENTS
p. o. box 126 * fort yukon, alaska 99740 * (907)662-2587 or (907)662-2581

October 24,2988

Senator Johne Binkley
1100 W. Barnette, Suite 203
Fairbanks, AK 99701

ATTN: Tina Long

SUBJECT: NOVEMBER 3,1988 HEARING IN FORT YUKON ON EDUCATION

Dear Johne:

The Council of Athabascan Tribal Governments discussed the up coming hearings in Fort Yukon at its Fourth Annual September Meeting as reconvened in Fort Yukon, Alaska October 13,1988. We have advertised the hearings as per the enclosed announcement which was distributed to the villages and in the Native Village of Fort Yukon Newsletter last week.

We appreciate the opportunity that the Task Force on Education is providing to the villages of the Yukon Flats to express their concerns. As our district Senator, you have spoken with us several times over the past few years and offered appropriate advice but, as the test scores show, we have yet to achieve the potential we know that all our students have to begin with. What future do we face without a skilled and educated younger generation prepared to take on all the roles that are necessary for a healthy productive community?

Enclosed are transcripts of remarks which have already expressed a few of the educational concerns in the Yukon Flats. The current school district budget is also enclosed for your information.

People from other villages will be attending this hearing and we feel certain that many from Fort Yukon will also want to participate.

Thank you for your concern and willingness to hear us. Please foreward this information to the rest of the task force.

Sincerely,

Clarence L. Alexander

Clarence L. Alexander, Chairman CATG

SCOMM

71:7

SENATE SPECIAL COMMITTEE ON SCHOOL PERFORMANCE

Senator Willie Hensley, chairman
Senators Johne Binkley, Jim Duncan,
Jan Faiks, and Ken Fanning

PUBLIC HEARING

1 - 5:00 p.m.
November 12, 1988
Sheraton Hotel, Anchorage

---

1. Call to order/opening comments — Senator Willie Hensley

2. Scheduled witnesses:

   Dr. Marianne Inman, Alaska Association for Bilingual Education

   Alaska Pacific University
   Dr. Duncan Ferguson, Dr. M. Inman
   Eric Morrison, Alaska Native Institute

   Brad Raphel, Yupiit REAA, with
   Rob Lapham of Educational Systems Corporation

   Marilyn Buckley, University of Alaska Anchorage

   Becky Dahlager, Alaska Association of School Librarians

   Dona Helmer, Anchorage Municipal Libraries

   Captain Billy Asterik, Alaska National Guard

   Linda Ronan, Dram-edy

3. Other persons to be heard.

4. Adjournment

If you wish to testify, please sign below.

P.3

Please Print Name	Organization, if any	Address	Zip
Christine Scally	teacher	3605 S. Arctic #280	99503

(#1)

If you wish to testify, please sign below.

Please Print Name	Organization if any	Address	Zip
Jim Seitz ✓	A.S.T.M. / School Teacher	8410 E. 12th Anchorage Ct.	99504
BETTY BRECK ✓	MATANUSKA COUNTRY SCHOOL / DIR	BOX 3107, PALMER	99645
Juliet Hartwich ✓	Alaska Native University Student	8540 "L" St. #301	99501
Dave Wangaard ✓	Abbott Loop Christian School / Principal	2626 Abbott Rd	99507
Nancy Stich ✓	A.E.I.O.U.	HC 30. Box 5370-A Wasilla	99687
~~Marilyn Buckley~~	~~U.A.A.~~	~~3211 Providence Dr. Anchg.~~	~~99508~~

If you wish to testify, please sign below. (2)

Please Print Name	Organization if any	Address	Zip
John Antonen	Southwest Region	PO Box 90 Dillingham	99576
Margaret Green	Tom Thuma Montessori	1901 Sp Rd Anchorage, AK	99503
June DEGNAN	ALASKA Native Teacher/Port	540 W 4th St #301 ANCHORAGE, AK	99501
Jim Zuelow	ST. Mary's School District	Box 171, St. Mary's 99658.	
Bill Miller	Dot Lake Village Council	Box 262 Dot Lake AK 99737	

If you wish to testify, please sign below.

Please Print Name	Organization if any	Address	Zip
Cheryl Kajdan	Copper River School Board member	District Glennallen	99588

Anchorage 11/12 110 pm. (1)

Tom Robinson - 1 dist
local schools rarely reflect
values of local area
relinquish autn to parents + residents to decide sch matters
right of parents to decide
20 yr tchr - we haven't done a very good job
propose by fall of 1990 appren progr for
local people to become app to master tchrs
on 3 yr period, only courses those directly needed
will be as good.
a better systems to prepare tchrs for rural tch than current
people best learn by observation.
village coned
those of us prop turned have generally failed despite best efforts
coned things be inferior in outcomes
right of vill prov, resp as well.
to continue to tell

Dr Marianne Norman. Ak Assn for Bil Educ
~~advocacy~~ key elem in prog is qual / back g. of staff
tch trng staff dev. favor efforts continuing educ. need further support
need not only conf for inserv but delivery of educ on-site
and need use of teleco tech to do / need opp to
use teleconferencing
tchrs who have lng. tcult bck very desirable

Dr Duncan

Dr Duncan Ferguson — appl. chair.
emphasize esp. urgency for cooperation among educators, profound needs and limited resources — most basic task: to educ. well
post sec instit.: time for legis to look at ways public and private can cooperate / consortium lib / student life. activities
cross enrollment ~~& desirability~~ allowed in part for, lang. and fine arts: make legally possible.
also instit to. coop. w/ public schools.
for instance w/ Mt Edgecumbe Japanese lang students
imp. for rural students to be enabled to become successful at post sec level

Eric Morrison — APU carries out program to assist Natives
looking at potential, not problems; need for cultural sensitivity on part of tchrs, bds need to be active
lauded MTE conc with acad. excellence / peer student partnerships
"buddy" with fresh/soph / wld like to see in home
this summer. 22 to 30 juniors from bush to try acad. excell, univ. skills
let them get more out of senior year
partnerships with schools - w/ East hgts / counsel, is + support
Mariana [illegible] — specific areas - tchr trng in rural areas when possible / technology / communications thru assns for persons who teach at diff levels
model UN spons. by APU for students from around state
prov. admissions with support — retention rate now reaches 60%

Morrison (cont'd) - problems in some students from rural areas to do college work - third to half require
60 · 65
athletic dept reaches out to assist

Rob Lapham – rep of ESC – heard testimony that
~~Brad Raphel~~ attitudinal changes needed such.
inc. expectations

the prof. educator best to take lead role / educ needs tools
want inc. ach in reading, l.a. and maths, want
them to feel confident and find success.
1800 lessons in c.d. – K-8 builds self-esteem
helps tchr acc. rate of learning
not a panacea, but best answer to raise skills and do so soon
~~check the record~~ but educators
review information
~~m~~ 150 K for capital school as pilot.
less than 5% of annual budget, maint. less
don't overlook role of technology

Brad Raphel – sygt Nujiit / conglomerate of ~~district~~ bldgs owns w/o partitions former
BIA contract schools and from LKSD / sought to standardize
carried out research on programs that work
strong visual, kinesthetic learners but tchrs turned by
univ – wanted to lecture
trying to figure out where to begin / carried out
standardized tests / after first.
Write to Read – very good progress among elem students
approached grade level, searched for successor program
learned about ECS, set up two labs., not gone a
year but the enthusiasm, acceptance overwhelming.
h.s. students who had supposed
want to use labs. had.
rec. investing of computer opp.
hand in hand with computers is

had been appalled at work

amazed at the results already
is dev. working being produced
reading progr based on cultural heritage.
to publish readers grades 3 to 9
no sacrifice
~~They~~ now going into 4th yr. has ideas to share
with other supts, univ.
sugg - 3 wk mini course to help rur. stats become oriented
estab among rural sh districts. share things we
know will work

ESC lab was $50,000 per site
Yuppie reading project less than $50,000.

Marilyn Buckley - after 25 yrs of work in sch. I
come to some conclusions -
1) need to realize ~~sch~~ we created sch, we can change
2 "we can ~~to~~ have any kinds of sch we want!"
only limitat. we impose, or if we think must continue as is
hope you'll be boldenough to not be satisfied with
small changes
3) adopt res. + dev. model / answers aren't in
don't know the best ways to bring out genius in all children
4) trial and error
5) got to stop doing what's not working
6) each sch shld have ~~signature~~ tchrs, parents, students
same appalling bks in Kotz and June etc
standardized but more work well

three groups

need to empower those who have the most at stake

license to imagine and construct new forms

~~them~~ of schooling

tchrs, students, parents

must go hand in hand

Why are schools so terrible? / they disempower students

quality + well being of sch depends on how

commitments are shared and mutual

we need to call commitments from them all

have never met a child who wanted to fail

to tolerate failure is immoral

schools must reject

nothing to substantiate why 6 yrs olds should know how to read/write

4 - 12 - dev. yrs for reading

you don't keep pulling up a plant to see if it is growing

when real sch is created, there must be edu of human spirit

just as imp. as edu of human mind.

tell the student his self-love should make him resp. for his learning

~~Our schools~~ put me against another

human beings love to help each other

teach language through literature, oral tradition

not basal readers, worksheets, textbooks

factum 7

2 have great things not yet spoken

Becky Dahlager - OK assn of Sch Librarians

libraries highest correl betw test sc + library support

good librarian, good collection of mt, challenging materials.

partic w battle of books / distance learning support needed

~~for [illegible]~~ not passive

Dona Helmer - ~~Anch~~ former head of youth services Anch libraries

but 8 yrs rural experience

information is power, access to info is power, ability to use info is power

continued support is essential

ck sp.

Paul Waangard - 285 students in Abbot Loop Christian school.

~~[illegible]~~ 80 are in home sch. prog. tuition about 2500 per yr.

test scores have been high top salary is 28,000

ratio 17 to 1

asks receives support from Shaley Center

state film library until costs rose

no state support ~~[illegible]~~ as such.

want no more regulations — have health, safety reg.

want to avoid corp. punish reg -

Jim Sietz - teacher, ABSD pres AK Com Tchr. of Math

Test results imp, but do they test what is important

nat'l organ. will be advoc use of calc. on tests

children using calc. have better attitude toward math

Tool needs to be used

new test will need to be open to use of calc.

Chi punch 200,000 cal for gr 4 thru 8

too many ~~mat~~ tchrs in math who are not math teachers / Math Consortium need DOE specialists

Betty Breck — AK is number one in its attitude toward private home schools
christian daughter — moved from 8th grade
no state funds spent
now in 4 yr h.s. corres. course
state should consider paying bills for educ by
tuition voucher for instance
to reg. schooling only in public schools is not
resistance would come from teachers
13% of students of Mat Su in alter
406 bos. corr. | 77 st. corres | 274 in private | 300 home sch

Juliet Degnan [Hartnik] - part Eskimo, educ in lower 48
ev yr 2 grad class with certified Alaskans. but districts
continue to hire outside.
haven't gotten support from anyone
Human Rights Commission can decide against hearing

John Antonnen, Supt SW, s. sev. locations
however mandy. testing — elem 30' - 40' percent
middle school 30th perc.
h.s. 20th - 30th perc.
not acceptable level of
performance
should estab comp. mastery based curric in each district

(1) w/ strong language learning expectations
kids can decode, but not comprehend
also ciphering and problem solving

(2) look at bil / bi educ / about $10 million
goal should be learning lang & look to see if we're doing.

(3) Social issues - 17 youth die in in region in three yrs.
accid, self-inflicted.
villages need power, will, dollars to address this problem

(4) dev. early childhood education on language dev.
working closely with parents

(5) look at small h.s - 3 to 10 or 12 kids
hard to do good program
consider regional high school

(6) need tchrs who are skilled in theory and practice, hold themselves accountable

Nortep prog in Canada has exc. tchrs prog.

Native tchrs want basic skill.
need to fully fund education
eval programs should be ~~based~~ used to hold tchrs accountable
(Kodiak

Margaret Green - prop. of pro-sch. - 350 students thru grade 6
no more regs for private schools

DOE used to rev ev 5 yrs, now ev 3 yrs
vouchers would be good, but would be accompanied by ~~interference~~
testing children, if they're ready let them in school

Ann. _____ - home schooler, publ of newsletter
parents need to become engaged in schooling.
need choices. tuition vouchers.
let parents make decisions.
don't take children out of home at an early change
kids need to learn how to learn
tchr certif. doesn't assure / ask kids, take them seriously.

David Elkind

certif tch cum laude

June Degnan, Umalkleet. degree in psych, educ, pub. educ.
applied every yr for job in Ber St REAA, others
J.D., masters arrogant, paternalistic
* asking for audit of Ber St district.
racism and discrim prevalent.
until gov + Commun distem

Jim Zuelow, supt St Mary's. 23 yrs exper
1) sch not perf, but don't have freedom to chg, laboratory school
dev w/ students, parents, tchrs.
2) Mt Edgar can select
less than Mt E / can send kids home
3) Mt Edg is brain drain / we need some
selections of students to be joint with sch district
4) help us with our efforts to help all kids
social workers, state nurses
make partially resp to sch bds.

Bill Miller, Dot Lake Sch Bd
advisory bd members play substantial roles in curric
it pub sch not serving. AK has made exit easy (priv. corres. etc.
students should attend or parents paid
still don't have accountability from teachers
tenure is problems / some
2 wish you could fire quite a few
students need satisfaction and fear that failure would take.
teachers need the same

Christine Scally - tchr in Arch. - spec ed.

8 yrs Art View

sharp diff between verbal IQ and perf IQ.

lang. skills for little kids is a critical need

Cheryl Kidon sp - bd member Copper River SD 5 yrs

check on tim

some kids have highest scores in AK

we try to be student centered -

two factors in our success: high expectations for students

h.e. for expectations

K-6 computer curric

work in to win accredit w/in one year

volunteers supporting activities prog - for children

SCOMM

71:8

SENATE SPECIAL COMMITTEE ON SCHOOL PERFORMANCE

Senator Willie Hensley, Chairman
Senators Johne Binkley, Jim Duncan,
Jan Faiks, and Ken Fanning

PUBLIC HEARING ON EDUCATION

December 9, 1988

Nagozruk Room, Nome, AK

---

1. Call to Order/Opening Comments, Senator Willie Hensley
2. Scheduled Witnesses:

   Perry Mendenhall, X-CEED Program, NWCC

   Bernadette Alvanna, Bilingual Teacher

   Don Evans, Assistant Superintendent, BSSD (call-in)

   Eileen Norbert - Bilingual Program

   Dave Newton, Principal, Nome Elementary

   Richard Miller, Johnson O'Malley Program

   Gladys Bibb, Teacher, NEA

   Participating audioconference sites.

3. Other persons to be heard
4. Adjournment

Nome

Nome

Tom Briscoe -

Wales - concern over coordination between DFYS and school
to help kids / funding to go to schools for children at risk
need pre-school program
in Nome there is program (Kawerak?)

Golovin - Dora Smith! critical need for new, better school
take turns using classes, health hazards too by 1992-93 facility will be inadequate

rec: homework. 3 nights per week daffs subjects
needs coordination / preschools every village / headstart
to be administered by school district

Larry Dunn -

pt Teller
Betsy Kakagaruk students being passed when they
are lower levels of their grades, they
shouldn't do that

1-4

~~Joan Jones~~ Gerald ~~Jerry~~, Giry -
need throughout villages - at risk students is problem
helping network within a village - paraprofessional
full-time counselor probably can't be afforded
more

(Sam Towarak

Don Evans - Unalakleet
Asst Superintendent B.S.S.D.
told of growth of district over 12 yrs 350 empl
1250 students
biling / health coordin, recognized experts
strong vocational, work-study 2 wks intensive in Unal
model prog in G.+T., preparation for college
careful recruitment, broad ~~[illegible]~~ activities, incl academic compete

87 33 of 70 now in G.S.
88 26 - 77 " " " (42 grants, scholarships)
Reads are low, but showing growth
(88th) 26 percentile (87) 30th (88) 34
grad follow up study. drop out rate is 6%
like to have ctee recognize strengths across district

Shirley ~~Ato~~ Atogami. need for local support like counselor

Gambell
district should receive reimbursement for students going to Unalakleet
read that there would be no suspensions during work study
at end of year - should be community input on teacher
gone a mile away - hauling kids

Savoonga. Sally Seplin.
asbestos pipe in Sav. kindergarten rm / falling
recognize tchrs aide 15 - 18 years.
XCEED students should be given part-time jobs at schools

Diomede Eva Mendelook - why - student-tchr ratio is 5 to 1 in pre school
why so many programs - but only one psychologist for district -
too much 'odo
classrooms are too small, too few teachers
sch principal _____: yrs of exp in all systems
agreed with Evans that districts doing good as expected only 12 yrs

Shishmaref.
Rich (Susanko?) tchr and parent conc that people are concerned
there has been improvem in 13 yrs
* state should do more in service drawing upon ~~tchrs~~
experienced rural tchrs and aides
students learn by interacting, need more travel acad. rel.
$ for bb. trav
parent involvement 8 a.m. program too early

more needs to be done early in schooling to help kids prepare for SAT
tchrs are graded already by principals, boards
all parents get list of homework
maybe time to have state policy on homework etc

Elim 'Joe Murray, Jr. agree with need for counselors like Wales said
new SB board elected and our priority dropped
lack of classroom space, basement is for lunch area, part for classroom
gym is used for classroom, no place for exercise
maybe BSSD should take care of pre-school

Luther Nagorzek' – ~~population~~ need for classroom space, growth
lack of representation in BSSD, village should be represented
Elim never has

Frank Savak – city council, have lost things forefathers had
namely central meeting place (Khasgji) SP
for educ. of young by elders, younger generations does not meet
where it hurts: the children are in streets, causing problem
not unique to Elim: if village owned gym
cannot state provide funds for gymnasium.

no summer gyms

Tom Genet – sch princ. many goals for students, can be
achieved if funding applied right manner
more aides, tchrs, needed. more resources may be required

Perry Mendenhall 'Exceed instructors, had students visit classrooms
concluded to "teachers need to ask more of learners
expe clas
attitude needs to be improved"
career ladders good idea, but need to be speeded up
maybe yearlong lev. for aides to go to campus
suppl. programs need to assist in acad programs
hard to find persons for mid mid management personnel

Kathy
sentinance

Bernadette. alvanne
biling tchr
concern 2 to 3 yrs behind
high scholars 3 to 4 yrs behind
many materials irrelevant (Frogs) state should produce readers

Eileen Norbert. coord Natprog Nom sch.
~~migrant~~ concerned that grads may be at 4th 5th 6th gr. reading level
Native students: 20% elem below grade level, 40-45%.
some do very well two grade levels below
not many in between
Causes: ~~[illegible]~~
higher standards are needed
33 kids alt. prog. - some h. s. at 3rd grade level
(we have summer program) attendance, may be not motivated to attend
problems in family life too

David Newton Nom elem princ.
imp. - support gov. endow, stable funding
in the subject
reform - money not answer / reform needs to be local based
what then should state do - instructional leadership academies
Kelly Tonsm more than anything else
~~ideas, thoughts~~ "methodology is out there" - regional training
model for quality schools need to be defined
imp to sch, businesses,
work
BASB - Adm - Univ. NEA

Richard Miller - JOM concern over qual of prog relating to rest of world
need more acad based travel

Gladys Bibb - tch spec ed Nom - tchrs do not have lang exper
to read matl's avail, (Bernie is right
districts could devise tests, statewide tests not desirable
plan individually for each child
need consistent and timely funding, plan fund for educ endowment

Richard Burmeister - Ach Att H.S. - don't give tests too much meaning

K K - 2 most important years - you can discover who'll be drop out

shldn't learn 2 w/o reading on level, spec prog. are only based on 2-yr behind

trying new

state may need dual diploma / survival skills.

elders in Savoonga working with boy on survival skills

use of audiotapes by inmates kids listen

mandatory attendance law - courts don't want to enforce

new need for better university system

Janet Tobick - pres., PSA - if state wants better it will get it

Kindergarten shld be mandatory for children

stricter certification of teachers teach in areas of specialization

Sys to obtain certif. / DOE needs transfering in-service

dropouts can be noted earlier / summer programs based on soft money

extended sch yr, ext. sch day perhaps

kids need help to believe in themselves

Craig Oleson - parent of children all 3 levels

vast diff between sch district, ea with phases/minerals

NW Coll allows h.s. students to take coll courses, good

forward funding.

Dan Johnson - NW College

allow student to dev. acad. / use media to learn

using existing L/A stations / cultural norms are like Calif many "says

no way for them to shape what television tells

using VCR at transmitter

use elders + students to document village life

Camcorders are out there

Shirley Daniels - dir of vill health services

comm. health aide training prog. 15 vill w/ practitioners

some but not all are certified, ETF - are earning college credits

could proceed to AA or BS - crisis 5 mln allocated statewide.

Norton Sons - comm health aide training center needs support

bridge programs more science: need by those not going into program

Francis Elmore - parent - earlier curric 4 yrs ago, is not there
because of reductions in funding squeeze in classroom

Jeannette Zyg - Savoonga
the 1985 task force report - re
post sec
credit for life experience, and
so that classified aides, [illegible] experience 8 or more yrs to
university getting better / each run village exp cult shock
when persons come into village
becomes a stumbling block

Ken Christiansen - voc ed tch, parent
state advisors avail as tchrs, resource, info exchange
abolished in 1985
need in student voc. program
teacher can become apathetic
when students and parents are lackadaisical

advisory ctee for every school
prep. of non-call bound for job mkt or
training to do something
gov endowment
absenteeism owing to athlete's travel
strengthen home ec, family life curric
work-study program - employability rate that is the issue
support for RSVP
"Content Reading" Darby A. was good, needs to be reconvened
NW mining tech program

Tom Mizzoni - drugs, alcohol edus problem 11 or 12 yrs old
parents neglect / tutored them
start first yr in school
formation of groups
to help with home / sch exp lea
state needs to make comm where lang predomin
"my mind thinks in Yupik" (can't read)

June Wardell - Ch 1 reading tchr

~~to test at 4th grade~~. to get out of 3rd grade

then hold our feet to fire

lv out science, soc. studies

Vera Metcalf :- N.W.

St Adv. Council Bilingual educ in general

Oppose why students - increased awareness of

innovative tchng methods for tchng / too many interruptions

college survival skills

hiring practices of sch — tchng gn of cult, not

conc about pay, benefits, tenure

80-90% of kids still in village

Unless we can help them prepare, there will be alcohol, etc

* language policy needed

certific of bilingual instructors

encourage rewards

Fev 89

Russian Alaska exchange

DISTRICT OFFICE
BERING STRAIT SCHOOL DISTRICT
P.O. BOX 225
UNALAKLEET, ALASKA 99684
(907) 624-3611

UNALAKLEET SCHOOLS
UNALAKLEET ELEMENTARY/F.A. DEGNAN HIGH SCHOOL
P.O. BOX 130
UNALAKLEET, ALASKA 99684
907-624-3444

December 12, 1988

BREVIG MISSION
COUNCIL
DIOMEDE
ELIM
GAMBELL
GOLOVIN
KOYUK
SAINT MICHAEL
SAVOONGA
SHAKTOOLIK
SHISHMAREF
STEBBINS
TELLER
UNALAKLEET
WALES
WHITE MOUNTAIN

Alaska State Senate
William L. Hensley
P.O. Box V
Juneau, AK 99811

Dear Mr. Hensley:

We had received your letter on audioconference of the performance of State schools at a late date. We hope that writing this letter will insure our input on our schools.

The Unalakleet Elementary program has a very strong and good educational curriculum for our children. We now have a beautiful new elementary building which will be in operation after the new year holiday. Be assured that both teachers and students are looking forward to moving into these new classrooms.

We can always add more good to the program by:

1. Possible funds for swimming pool, not only for students but for the community. Unalakleet is surrounded by three sides of water. So the importance of learning how to swim is important.
2. Day Care - We have a large number of infants in our community.
3. AEC and parent involvement in teacher evaluation and curriculum at the end of school year.
4. Workstudy program - It does not benefit the students in Unalakleet.
5. Increase the number of native teachers and substitute teachers.

The interest of parent involvement in our schools is there. Thank you for your continued interest in Education throughout the State particularly in Rural areas.

Sincerely,

Joan Johnson

Joan Johnson
Chairperson - AEC

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.9 SCOMM 71: SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE, 1988-90

SCOMM
71:9

SENATE SPECIAL COMMITTEE ON SCHOOL PERFORMANCE

Senator Willie Hensley, Chairman

Senators Johne Binkley, Jim Duncan,
Jan Faiks, and Ken Fanning

PUBLIC HEARING ON EDUCATION

December 10, 1988

NANA Museum, Kotzebue, AK

---

1. Call to Order/Opening Comments, Senator Willie Hensley

2. Scheduled Witnesses:

   May Kenworthy, President, Kotzebue PTA
   John Creed, Chukchi Community College
   Polly Schaeffer
   Della Reich
   Pete Schaeffer
   Al Peacock
   Joanne Walker
   Carol Suchland
   Artha Luke
   Abbe Hensley
   Tom Hill
   Marian Mann
   Jackie Hill
   Bobbe Bluett
   Kim Franklin
   Wynn Huss
   Bruce Kovarik
   Jan Hanser
   Jerry Covey, Superintendent, NWABSD

   Participating audioconference sites.

3. Other persons to be heard

4. Adjournment

KOTZEBUE

Eileen, Richard present

Kiana

Donna Atoruk tchr — kids ~~need~~ hear Eng. pay, not much English
used at home, ~~[illegible]~~ bias in tests, new math
importance of staff — good tchrs, kids do well
high turnover of tchrs, expectations (p, s, tch) need
to be raised
maybe would have been better to have regional schools
need to adopt curriculum

Lee Bow, like to have kids
tired of tchr wasn't

~~[illegible]~~ Mary Kenworthy, pres KotZ PTA — ~~[illegible]~~
persistent to obtain region from sch system / parent made to
feel not know what he's doing or is ignored
comm. to enhance parental involvement / parents not being asked about changes
sch seg welcome, but diff. w/ little comm.
decisions made daily — good, not so good, parents seldom asked
prime, tchr adv need to half "don't know what is going on

John Creed, Engl, journ at Chukchi
first here 79 as h.s. can offer coll. level credit
for advanced students
rural students
two h.s. states in freshman comp class foster honor and prestige for coll level
describe RAHI program for h.s. jun rise
prob more courses shld be taken over facilities
needs support from principals + tchrs in villages
"SWV100 level coll credit on writing for village high schoolers
~~placement tests~~

for some time
fr
border

Polly Schaeffer - elders in bilingual program / elders
do not have h.s. educ, but expected to earn coll credits
to rise on pay scale

Pete Schaeffer - history lesson of sorts sch system eventually
reflects parents low level of education
~~[illegible]~~ villages not really were prepared for Molly H decision
advantages in mt Edge / some problems of tchrs, but other prob more serious
tenure 2yr too short, something like Univ
drug problems sometimes seems overwhelming, people not trying to
become ~~[illegible]~~ more effective, uncer (damp wet
bi lingual situation - stop treating our N. lang as curiosity, and
show we really care about it"
worries about categorization of children early; will the expectation
for them fair
help them enjoy learning, reading, writing
prob of testing system

Matt Gamley - concerns about those who want
~~agree with those who~~ to go on living in village
they're probably shortchanged / need mix of subsist / cash econom
too much lack of motivation / so
many of so-called bad students do eff hunt, trap, fishing etc
school does little to encourage, a few days
need to incorp loc + reg. resources, esp. in social studies
NANA as doncultural studies of diff regions
regions with wildlife, hist of area, science

Jo Ann Walker - tchr - ded, comm. staffs all, bds,
cooperative effort produces qual we enjoy
what do we want for them
do not reduce funds or return to good old days
needs are diff
much of schooling is based on industrial revolution, we're now in age
of technology, each faced with problem. they need direction

know what to say "yes" to,
class size critical issue / res ~~[illegible]~~ thinking of school day.
parents, teachers – each school.
42 8th gr – about half one at grade level

Carol Suchland · tchr parent
we start tching realm in K, we shouldn't / lowers self esteem
teachers that sch is too hard, neg att to school.
what can be done? pre K screening, kept out perhaps.
Summer children – retention policy
ungraded primary and modified

? Buckland Grace · Pan Tchr tchrs dir. ag
need expansion of facility, classroom + gymnasium
elem.

Edna MacLean · knowledge unprepared students at Univ / youth at risk
problem compounded in rural areas diff cult, ling bckgnd
and schooling system; in w. culture → prep. for sch, exp to books
emphs concern over e/c/e ③ lang dev of children (lack of ESL tchrs for tchrs
(St. Bd has asked for comp plan on both e/c/e and lang dev
also have dialogue going with Univ on tch prep
⑤ cult · rele curric in schools / looking at how # of
Native tchrs can be increased

corres course growth / many were remedial courses

incentive grants can be used, make sure comm. involv
in any grant proposal

tests { review by minority
Native comm wants to know how their children are doing

Jerry Covey Supt NWASD

listened to conversations pub trops, have tried to many things we have to do
to meet chall of future, kids must have cult ident
" acad ability
" competence to compete

comm must feel more
nearly a part of school / sc need to take initiative
~~staff~~ is greatest resource

Can tch lang + hist of region, bring local people into sch who can do this
job expansion expected in region so career opp important
Board has revised goals, inc. perf. expect of staff + students
have raised academ standards.
~~have~~ revised curric. req. comm. from all participants

have an opportunity to achieve at a higher level than before
we can be successful

perhaps look at opp for employees who have skill to become
bro bd broad powers of consult by ab

Inupiat values

Public hearing on Education
Kotzebue, AK

- Abbe Hensley - (last part of testimony)
- parents have the most to loose, their children.
- only 50% work with teachers .
- why aren't more parents working with teachers? why aren't more parents attending school acitivities?
- recommend that DOE motivate all REAAs to have a written policy on parent involvement (appoint a parent, teacher task force to look into this issue, develop a set of guidelines).

Marian Mann, Public Health Nurse, Maniilaq Assoc.

- 1. promote school health nursing. If children are not healthy, they tend not to learn as much.
- 2. school district to implement a school health curriculum. By not providing children with health education, is a tremendous deficit.
- 3. support for a vocational and technical education tho, it is a social and political issue.

Bobbe Bluett,
Two things the committtee should know:

- Need a clearer statement of goals- a distinction from the state; need a stronger instructional leadership;

- Need parent participation, concern and quick process from parents to work out problems. How can we go about working this out? by: willingness to share than to blame, work together, volunteer, willingness to set goals and high expectations, a willingess to promote school attendence- than why are it is our kids don't succeed?

Q do we have a feeling of this situation when some students are not inclined to further their education?

is there an interest from the school district to have a dual diploma?

Career-prepare students with basic skills to enable them to go either direction?

A- Summer school is not offered, but the district has pledged two weeks this summer that would allow "targeted" students to enroll and hoping this program will be expanded.

- need forward funding for schools to plan ahead.

Senate Special Committee on School Performance
Kotzebue, Alaska
December 10, 1988
Abbe Hensley

Thank you for coming to Kotzebue to hear from people in this region what we think about our schools' performance. I would like to thank Senator Hensley in particular for his increasing commitment to our children's education.

I'm speaking today as a parent and an active PTA member.

Like others speaking here, I do have some complaints to share with you, but I also have some ideas for improvement. I know that **you** can't solve all our problems for us, but perhaps some of the recommendations you make will have a positive impact on our school system.

I would like to deal with the issue of parent involvement. Every article you read these days about educational reform talks about "effective schools" -- and one of the primary components of effective schools is parental involvement. Studies show that student achievement levels rise when their parents become involved in their schooling.

But "parental involvement" means different things to different people. Too often, to school board members, administrators, and teachers, it means making cookies for the Valentine's party, playing the piano for the Christmas program, and making sure homework is done. Increasingly, parents and other PTA members believe that their role includes at least the following:

1. to protect access to quality education for all children,
2. to seek information on policies, curriculum, and laws that affect children,
3. to share accurate information with their members and the school community,
4. to know, help, and interact with teachers and administrators,
5. to work within the PTA and the school in a constructive manner,

6. to work in partnership with school professionals to determine appropriate levels of program and services, and

7. to participate in making decisions affecting policies, rules, and regulations.

Finally, PTAs should ensure that the process for establishing school policy is clear and provides an opportunity for the public to express its concerns.

Quite a step from fund-raising and tea parties.

All the "interested parties" in schooling here **say** they want parent involvement, and I think we all have the best interest of children at heart. But our actions speak louder than words.

Our district-wide school board says advisory school boards, elected by the citizens in their respective communities, are important. Yet the chain of communication is cumbersome -- from the board to the superintendent to the principal to the ASB -- and does not work. Communities know the value placed on ASBs by the district board -- this is evident by the fact that vacancies are hard to fill and so far this school year, the Kotzebue ASB has yet to have a quorum present for a regular meeting.

I recommend that the district board communicate directly with every ASB and every PTA unit established in the school district. Copies of meeting agendas and minutes should be mailed directly to ASB members and presidents of PTA units at the same time they're mailed to board members.

A system should be devised which would allow at least each ASB **chairman** the opportunity to address the board at least once a year.

I was disappointed to read in the newspaper that the board has decided to have daytime meetings starting at 9 a.m. again. The rationale was that no one came when the meetings started at 1 p.m. It's difficult for people to finish work, get their families fed, and get to a meting before 7:00 or so. I heard that the last meeting finished up at

6:30.

During the past two years, I have attended school board meetings fairly regularly. During those meetings, I and other parents have been allowed to speak by virtue of an item on the agenda dealing with persons who wish to address the board on items not on the agenda. I felt that my comments were tolerated, but the board never actively sought Kotzebue PTA's views. I think that's a mistake -- Kotzebue PTA has more than 225 members.

Everyone agrees that the school board's job involves making policy, not deciding in which classroom to teach which grades or subjects. The board was not involved in the decision to move the kindergarten classes from the new Kotzebue Elementary School to the north wing of the elementary school. Why did the district-wide board make the decision to move 7th and 8th graders into classrooms in Kotzebue High School?

Administrative decisions sometimes seem to be made in a vacuum here. When our Curriculum Council was formed last year to oversee curriculum review, there was not one Inupiaq person on the six-member council. I must say that, when the issue was discussed with the superintendent, an Inupiaq person was appointed, and another one joined the council this year.

Several years ago, the Kotzebue ASB, teachers, and community clearly decided they wanted 7th and 8th graders in a middle school separate from the high school. During the summer of 1987, an administrative decision was made to include 5th and 6th graders in the Middle School. Due to many reasons, this did not seem to be working, and after discussing the Middle School issue during four different meetings last year, there seemed to be a consensus that Middle School should be 7th and 8th grades. We began school this year with an Elementary School principal, a High School principal, and a Middle School assistant principal. A few weeks ago, an administrative decision was made to put our Middle School teachers, students, and program under the

supervision of the High School principal. I do not quarrel with the fact that the superintendent has the power to make this change of assignment. But a lot of consternation and bad feelings could have been avoided by calling a meeting of the ASB, PTA board, teachers, and parents to discuss the problem and arrive at a solution in which we all participated.

The superintendent has been supportive of Kotzebue PTA, always comes to our meetings when invited, is always willing to meet with us when we ask, and has helped get our president to statewide PTA conventions.

Teachers are the "T" in PTA and we show our support of teachers in many ways. I know the majority of our teachers are hard working people who want the best for our children. I'm pleased to note that 100% of Elementary and Middle School teachers in the regular program are Kotzebue PTA members as are several teachers' aides and High School teachers.

But I'm bothered when a grandfather waits for his first-grade grandson **outside** the school fence, feeling uncomfortable to even step into the school **yard**, let alone the school building.

I'm bothered that the majority of the teachers my children have had here don't take the time at the beginning of the year to send home even a one-page sheet stating what they expect my child to learn during the year.

I'm bothered when a teacher tells me she knows the head lice problem is caused by certain children, who happen to be poor, not as clean as others, and with family problems. From all I can tell, head lice don't care about kids' socioeconomic status.

I know that hearing a classroomful of primary grade children saying "Arii!" all day, sometimes in a whiny tone, can be annoying. But how can we say learning the Inupiaq language and culture is important and worthwhile when a teacher forbids her students to say "arii" in her classroom? And she doesn't even know what it means. As one

parent said, "It sounds like when my mother went to school in the 40s."

I've read of several schools which have changed their record of low achievement, high absenteeism, and disinterest on the part of students and parents. One of the things teachers in these schools have done is visit their students and their parents at home at the beginning of the school year. While some teachers will be eager to institute this practice, I can hear others say, "But it's not in our contract -- how will we be paid for this extra time?" My response is twofold. First, our teachers are among the most highly paid in the country. And second, the real payoff for teachers is down the road a way. When teachers and parents really get together for children, students will do better in school and score higher on those SRA tests, and teachers will look better.

Parents have the most to lose if our schools are not doing a good job -- we can lose our children. Parents must ask questions, encourage children to think positively about school, pat people on the back when appropriate, and probe for answers if things aren't going well. But too many parents feel that schooling is the teachers' job, and everything that has to do with school should be the professionals' responsibility.

Teachers are pleased when as many as 50% of Middle School parents show up for parent-teacher conferences. I'm **disturbed** that **only** 50% came to talk with teachers about their children. I was at the Middle School basketball tournament this morning when our 7th and 8th grade girls were playing at 9:30. There are ten girls on the team and a manager. But there were only **two** parents there. The topic of sex education always causes a big stir among parents. Before beginning a unit on sex education in our high school's health class, parents were invited to come to school one evening to review the materials. There are nineteen students in the class. Only one parent showed up. Several children in one upper elementary school classroom have gotten Fs in reading on the mid-quarter report. But not one parent has called the teacher to discuss the problem.

Why aren't our parents more involved in their children's schooling? I think the answer is a complicated one. If people have traditionally been shut out of the school house, they're not apt to want to enter without some changes being made. And if a college-educated white woman like me, brought up in middle class American like most of our teachers, can feel discouraged and stymied by our school system, you can imagine how that grandfather I mentioned earlier must feel. We need to figure out how to do a better job of involving all parents in their children's schooling.

I would like to see you recommend that the State Board of Education motivate in every way possible all school districts to have a written policy on parent involvement.

I hope our school board will take the lead and appoint a Task Force of parents, teachers, an administrator, and a school board member to develop such a policy. Then the Task Force should look at how we in this district can forge a better partnership between school -- school boards, administrators, and teachers -- and the home -- parents. We need a set of guidelines and suggestions detailing what works with the parents in this school district. We all need to make a commitment to our children. We can't afford not to.

Dear Members of the Committee,

I would like to address this committee concerning Developmentally Appropriate Practices that should be used in our Early Childhood Programs serving children through age 8.

In 1986 the National Association for the Education of Young Children came out with a position statement, based on current research, concerning this topic. This statement reads:

" The National Association for the Education of Young Children (NAEYC) believes that a high quality early childhood program provided a safe and nurturing environment that promotes the physical, social, emotional, and cognitive development of young children while responding to the needs of families. Although the quality of an early childhood program may be affected by many factors, a major determinant of program quality is the extent to which knowledge of child development is applied in program practices–the degree to which the program is *developmentally appropriate*. NAEYC believes that high quality, developmentally appropriate programs should be available to all children and their families.

Definition of developmental appropriateness
The concept of developmental appropriateness has two dimensions: age appropriateness and individual appropriateness.

1. **Age appropriateness.** Human Development Research indicates that there are universal, predictable sequences of growth and change that occur in children during the first 9 years of life. These predictable changes occur in all domains of development... Knowledge of typical development of children within the age span served by the program provides a framework form which teachers prepare the learning environment and plan appropriate experiences.

2. **Individual appropriateness.** Each child is a unique person with an individual pattern and timing of growth, as well as individual personality, learning style, and family background. Both the curriculum and adults' interactions with children should be responsive to individual differences. Learning in young children is

the result of interaction between the child's thoughts and experiences with materials, ideas, and people. These experiences should match the child's developing abilities, while also challenging the child's interest and understanding."

Along with this policy statement, NAEYC published guidelines for Developmentally Appropriate Practices for each age group up to children 8 years old. These guidelines are based on current research of how children learn. They are something I feel people should take the time to read through, think about, and take action on.

I am concerned that the schools are not meeting the individual needs of the children. Young children learn primarily from their play, their experiences and their interactions with others. Young children need materials that are concrete, real, and relevant to their lives. Finished products or "correct" solutions in a workbook, that conform to adult standards, are not very accurate criteria for judging whether learning has occurred.

I strongly urge that Developmentally Appropriate Practices become a priority in the educational system we have for young children. Let's teach young children, using the techniques that they will learn the most from. By doing so, we will also foster the development of positive self esteem in all of our children.

Thank you.

Monica Luther
Curriculum Developer/Trainer
Children's House

Susan L. Adams
President
Ililgaat Tupgat, Inc.
(Children's House)

Kim Franklin, high school student.

-support voc ed and student leadership programs.
why? 5 reasons:

1. according to U.S. bureau census, 38% of those who graduated from voc ed are keeping their jobs.

2. better chance of success when pursuing higher ed.

3. 23% gain local employemnt and higher wages.

4. employment. 6.5% are more productive, need less "on the job training"; learn good working habits, and other good building blocks.

Bruce Kovarik, parent of 5, Comptroller, Maniilaq.

-professionall, there is a need in this ; that is delivery of services.

-The challenge is the need for technical and professional skilled people. solution: the population of people who

to fulfill their potential, need cooperation of every institution.

need an educational system that allow (my kids) to meet their potential

Reggie Joule

"if we think education is expensive, try ignorance"

-parent involvement (we as parents are teaching the children by our invovlement or lack of)
ex: proficiency. some parents are proficient in some areas. those without academic skills, can take the child out of school to learn survival skills-if we take them out during the day, the kids could get marked. But with right planning, this could be worked out to insure that the traditional skills can be educational kinds of things, when the agreement could be written or verbal. Whatever, it would be a meaningful experience to value.

-role models. (reggie's dad, a teacher, would send upper classmen to teach younger students) This was a way to share with kids what they knew.

-parenting. didn't realize I was struggling with parenting (I have 5 kids) It is important that we as parents need to find some way of helping each other learn in the school, the importance of being parents, but also to those who are parents.

language in the school (2 parts)
1. can't learn much in 25 minutes, makes the course less important to teachers and students.

2. the things that come out of children's commission are needed, ex: school suicide counselors, especially for elementary students and students at risk.

Need local people to be in the school who can identify the problem and to work with them.

w's response-every communications with DFYS, DHSS and REAAs, we have become in tune to the idea that an institution will do it, but at some point some people, the community have to get together.

Pat Peacock, 19 yr kotz resident.

Budgetary process:

-take a look at the school district to plan the travel schedule, all students should have the opportunity to travel not only for those who in sports.

-the travel budget should be reduced.

Buckland- Nita Thomas . children wanting to learn, but studying in hallways
- need bigger school facility, classrooms are too small.

Kiana Jean Gearhart Cyrus?
- establish ptas in villages, the contact with parents is important, need the open communications.
it provides parents and staff to exchange ideas.

all schools should have access to same opportunities

conclude hearing - 5 15

SCOMM

71:10

YUKON FLATS

File: BCF

LOCAL SCHOOL ADVISORY COMMITTEE
Table of Contents

I. ROLE AND RESPONSIBILITIES

A. Local School Advisory Committees
1. Definition.....BCF (1.1)
2. Role of the LSAC, including information dissemination and collection of PL 874 matters...(1.2)
3. Legal Status of the LSAC.....(1.3)
4. Committee Responsibilities.....(1.4)
5. Conflict of Interest.....(1.5)

B. Individual Members
1. Individual Members of the LSAC.....BCF (2.1)
2. Duties of the Chairperson.....(2.2)
3. Duties of the Vice Chairperson.....(2.3)
4. Duties of the Secretary.....(2.4)
5. Duties of Executive Officers.....(2.5)
6. Qualifications.....(2.6)

II. ORGANIZATION

A. Membership.....BCF (3.1)
B. Vacancies.....(3.2)
C. Election of Officers.....(3.3)
D. Term of Office.....(3.4)
E. Absences.....(3.5)
F. Resignations.....(3.6)

III. OPERATIONS

A. Methods of Election.....BCF (4.1)
B. Regular Meetings.....(4.2)
C. Special Meetings.....(4.3)
D. Meeting Agenda.....(4.4)
E. Executive Sessions.....(4.5)
F. Quorum.....(4.6)
G. Public Participation.....(4.7)
H. Minutes of Meetings.....(4.8)
I. Operations and Procedures Manual.....(4.9)
J. School Calendar.....(4.10)

IV. DISTRICT WIDE COMMITTEES

A. District Wide Committees.....BCF (5.1)
B. District Parent Advisory Committee.....(5.2)

File: BCF (1.1)

DEFINITION

A "Local School Advisory Committee" or LSAC shall mean the elected groups of community citizens who serve the Board of Education in an advisory capacity.

File: BCF (1.2)

ROLE OF THE LOCAL SCHOOL ADVISORY COMMITTEE

The Local School Advisory Committee shall:

1. Seek to learn the will of the people of the local community and represent their interests to the regional School Board.

2. Gain the necessary knowledge concerning state law, the Department of Education regulations, the policies and programs of the Yukon Flats School District and the programs of the local school.

3. Serve in an advisory capacity to the regional School Board.

4. Develop A Local School Operations and Procedures Manual.

5. Maintain a student handbook, K-12, and submit proposed addition or revision to the regional School Board for approval.

6. Maintain a two-way communication with the various people served in order to be constantly aware of desires, needs and interests. It is the express intent of the Yukon Flats School District to comply with the purpose and regulations of PL874. The coordinating means for this at the site level shall be the Site Administrator and the Local School Advisory Committee. Applications, program information, review procedures and other matters involving PL 874 shall be disseminated via the Site Administrator and the LSAC to all village leaders and community.

7. Make written recommendations to the regional School Board as necessary.

File: BCF (1.3)

LEGAL STATUS OF THE LOCAL SCHOOL ADVISORY COMMITTEE

The Yukon Flats Board of Education shall establish Local School Advisory Committees and by regulation shall prescribe their manner of selection and organization and their powers and duties (Sec. 14.08.046).

File: BCF (1.4)

COMMITTEE RESPONSIBILITIES

1. Use of School Facilities

The LSAC shall develop procedures regarding the use of school facilities following policy/procedures of the regional Board (see 14.03.100).

2. School Calendar

The LSAC together with local school personnel will prepare the local school calendar as directed by the superintendent of schools. A common calendar date for beginning of school will be established by the superintendent.

The LSAC will submit a prepared calendar by April 15th of each school year for regional School Board approval.

3. Grievance Procedure for Classified Staff

At Level Three the LSAC will meet in formal session within twenty (20) school days of receiving a request and will attempt to resolve the issue. If unresolved at this level, the LSAC will make a written recommendation within five (5) school days to become part of the proceedings at Level Four. If this hearing is not held within fifteen (15) school days of written notice of the decision for the grievance to progress beyond Level Two to Level Three, the grievance automatically shall proceed to Level Four.

4. LSAC's will be involved in the recruitment and hiring of certificated staff in the following manner: LSAC's are asked to make a list of desirable qualifications to be carefully considered during the advertising and recruitment process. Finalists will be interviewed by YFSD administrators and/or members of the LSAC. Such interviews are at the expense of the applicant.

5. The LSAC shall hold regular scheduled meetings.

6. The LSAC shall keep minutes of the regular scheduled meetings.

7. The LSAC shall refrain from interfering with the performance of the duties of school personnel.

8. The LSAC shall make written recommendations to the regional School Board regarding concerns with the performance of the duties of school personnel.

File: BCF (1.5)

CONFLICT OF INTEREST

In an instance where conflict of interest arises, the LSAC member will disqualify him/herself from voting on the question.

A conflict of interest is voting on any issue in which the member or some member of his/her household would have a substantial financial interest.

However when full disclosure of the interest is known by the membership and such interest is approved by a majority, no conflict shall exist.

File: BCF (2.1)

INDIVIDUAL MEMBERS OF THE LOCAL SCHOOL ADVISORY COMMITTEE

Individual members of the LSAC have advisory powers only when acting as a group during a regular or special LSAC meeting. The LSAC shall not be bound by any action or statement made by an LSAC member except when action or statement is due to specific instructions of the LSAC.

File: BCF (2.2)

DUTIES OF THE CHAIRPERSON

It shall be the duty of the chairperson to:

1. Conduct all meetings.

2. Appoint members to those committees established by the Board of Education and the LSAC.

3. Appoint a secretary to record, type, post and send a copy of the minutes to the Yukon Flats School District (someone other than the principal teacher or teacher, preferably a LSAC member).

4. Post notices of date, time and place of meetings.

5. Make a reasonable effort to notify all LSAC members and the Public of meetings.

6. Lead the community in the development and updating of the Local School Operations and Procedures Manual.

7. Communicate in written form any recommendations for school improvement to the Board of Education.

File: BCF (2.3)

DUTIES OF THE VICE CHAIRPERSON

The Vice Chairperson shall perform all duties of the Chairperson during the absence of the Chairperson.

File: BCF (2.4)

DUTIES OF THE SECRETARY

It shall be the duty of the secretary to:

1. Record and type the minutes.
2. Conduct correspondence as directed.
3. Distribute copies of minutes.

File: BCF (2.5)

DUTIES OF THE EXECUTIVE OFFICERS (PRINCIPALS OR PRINCIPAL TEACHERS)

It shall be the duty of the executive officer to:

1. Assist the LSAC in preparing the agenda.
2. Prepare and present administrative and budget reports to the LSAC.
3. Assist the LSAC as needed.
4. Provide individual LSAC members with a copy of the LSAC Manual.

File: BCF (2.6)

QUALIFICATIONS

A person may be elected to membership on a LSAC who:

1. Is a citizen of the United States.
2. Has passed his/her 18th birthday.
3. Is a registered voter and resident of the community served by the school.
4. Employees of the school district shall not be members of the LSAC. Relatives of employees may be members but must abstain from participation on matters which directly affect their relative.

Election to a LSAC is not an election to a civil office of this state.

File: BCF (3.1)

MEMBERSHIP

The LSAC will consist of five (5) voting members.

Student Representative
A high school student, from each attendance area (village, community) shall serve on the LSAC as an advisory member without voting power.

Executive Officer
The principal or principal teacher shall serve as Executive Officer of the LSAC. He/She will serve as an advisory member without voting power.

File: BCF (3.2)

VACANCIES

Vacancies on LSAC's will be filled by the remaining members until the next regular election. At that time, an election will be held for the remaining portion of the term.

In the event of a vacancy, the LSAC will fill the seat within thirty (30) days. The executive officer shall insure that notices advertising the vacancy will be posted in the village for at least ten (10) days preceding the meeting when the seat will be filled. Those wishing to be considered for placement on the LSAC shall notify the executive officer or the LSAC in writing at least twenty-four (24) hours before meeting. The vacant seat will be filled at the next regular meeting of the LSAC.

File: BCF (3.3)

ELECTION OF OFFICERS

At the first regular meeting after the election, the LSAC shall reorganize and elect the following officers: Chairperson, Vice Chairperson, and Secretary. Terms of office shall be for one year or until the next organizational meeting.

File: BCF (3.4)

TERM OF OFFICE

Voting members will be elected to staggered terms of three years. Persons appointed to serve as interim members in the case of a vacancy shall serve until the next regular election when the community will elect a new member to serve the remainder of the term of the position vacated.

File: BCF (3.5)

ABSENCES

Members of the LSAC may declare a position vacant when an advisory committee member acquires three (3) total unexcused absences without having been granted prior excuse by the chairperson. Any vacancies shall be filled in accordance with Policy BCF (3.2).

File: BCF (3.6)

RESIGNATIONS

A member of the LSAC wishing to resign will notify the LSAC in writing at least two days before a meeting. Action will be taken at the meeting where the resignation letter is received. Replacement will be according to Policy BCF (3.2).

File: BCF (4.1)

METHODS OF ELECTION

The date for the election of LSAC members shall be at the same time and place as the district school board elections. It shall be the responsibility of the executive officer to advertise expired terms of office or vacancies on the LSAC. Notice of seats to be filled will be posted in the community by September 10th of each year. Those wishing to be placed on the ballot will notify the executive officer in writing. The executive officer will cause ballots to be made, shall make necessary arrangements with the election officials to have the ballots counted, including if necessary hiring election judges and shall notify the superintendent of the results by mail and telephone the day after the election. Ballots will be kept in a secure place for no less than thirty (30) days after the election. Winning candidate is the one who receives the most votes. In case of a tie vote, a run-off election will be held.

File: BCF (4.2)

REGULAR MEETINGS

Regular meetings of each LSAC shall be held monthly during the school year.

Each LSAC shall establish a specific regular meeting date and file with the district office.

Each LSAC shall establish a regular meeting place. This place shall be large enough to accommodate the general public who may attend the meetings.

Notice of regular meetings of the LSAC shall be posted in public places at least three days before the meeting. The LSAC shall designate the person responsible for posting notices.

File: BCF (4.3)

SPECIAL MEETINGS

Special meetings of the LSAC may be called by the chairperson, or by a simple majority of the committee for the purpose of dealing with issues which require immediate attention. A 24 hour notice of a special meeting and its topic shall be given and notices posted in public places in the village.

The only subjects which may be discussed in a special meeting are those given on the notice as "purpose of the meeting", and may include setting agenda items for the next regular meeting.

File: BCF (4.4)

MEETING AGENDA

The executive officer will prepare, under the direction of and subject to the approval of the chairperson of the LSAC, the agenda for all regular meetings. Any person wishing to add an item on the agenda will contact the executive officer or LSAC by the closing of school one day prior to the meeting.

Copies of the agenda will be provided for the meeting.

File: BCF (4.5)

EXECUTIVE SESSIONS

LSAC's are authorized by law to discuss the following matters in closed or executive session on majority vote of the committee:

1. Subjects that tend to prejudice the reputation and character of any person; provided, however, that the person may request a public discussion.

2. Matters, the immediate public knowledge of which would clearly have an adverse affect upon the finances of the Yukon Flats School District.

3. Matters which by law are required to be confidential.

No subjects shall be considered during the executive sessions except those mentioned in the motion for the executive session unless they

pertain to the subject. When personnel issues are to be addressed the individual involved will be notified in advance of the meeting. The individual to be discussed however has the option to have the meeting open.

No action (including action to adjourn) shall be taken in executive session. If action is to be taken as a result of the executive session, or if the committee wishes to adjourn immediately after the executive session, the LSAC must convene in open session prior to taking action.

File: BCF (4.6)

QUORUM

A majority of the LSAC membership constitutes a quorum. However, three positive votes are needed to pass any motion.

File: BCF (4.7)

PUBLIC PARTICIPATION

All regular and special meetings of the LSAC shall be open to the public and all actions of the committee shall be taken publicly.

File: BCF (4.8)

MINUTES OF MEETINGS

Minutes of each regular or special meeting of the LSAC will be kept.

The LSAC will designate the person responsible for taking the minutes.

Minutes of the LSAC will be filed at the school.

Within ten days after a LSAC meeting, copies of the unadopted minutes of the meeting will be sent to the superintendent and filed in the district office.

Minutes of meetings (regular and special) shall be approved at the next regular meeting.

File: BCF (4.9)

OPERATIONS AND PROCEDURES MANUAL

Each LSAC shall develop its own local advisory committee handbook which should include:

- District philosophy and district wide goals.
- Sections from the Yukon Flats School District Policy Manual governing LSAC's.

- Local definitions of the LSAC's goals, duties and responsibilities.

- Activities and tasks which may and may not be assumed by the LSAC.

- Procedures for implementing policies as designated by YFSD policies, i.e. local school discipline policy.

- A regularly updated record of recommendations and requests made by the LSAC.

- Student/Parent complaint procedures (YFSD Policy JFH).

File: BCF (4.10)

SCHOOL CALENDAR

The LSAC will approve and submit to the Yukon Flats School Board their operation calendar for the next school year by April 15th of each year. A common starting date for all schools may be determined by the superintendent of schools by April 1st of each year. In the event that local circumstances should warrant changes in the approved school calendar the LSAC, together with the local administration, will submit in writing to the district office the request for the change with the specific reason for the request. Any such change may be approved by the District Superintendent of Schools.

File: BCF (5.1)

DISTRICT-WIDE COMMITTEES

The LSAC will appoint community representatives to district-wide committees as directed by the office of the Superintendent of Schools.

File: BCF (5.2)

DISTRICT PARENT ADVISORY COMMITTEE

It is the policy of the Yukon Flats School District that a parent be selected from each LSAC membership to participate in a district-wide Parent Advisory Committee.

This committee will address programmatic issues pertaining to categorical programs including approval, modifications and evaluation.

Adopted: date of manual adoption
Amended: February 16, 1988

Yukon Flats School District, Fort Yukon, Alaska

ADVISORY SCHOOL BOARD

ARTICLE VII

I. Establishment 7000

A. General Organization 7100

B. Qualifications of Advisory School Board Members 7110

C. Terms of Office 7120

D. Filling of Vacancies 7130

E. Resignation 7140

F. Removal 7150

G. Censure 7160

H. Advisory School Board Election 7170

I. Officers and Duties 7200

J. Powers and Duties of the Advisory School Board 7210

K. Role of Advisory School Board Members 7220

L. Conflict of Interest 7230

M. Code of Ethics 7240

N. Advisory School Board Relationship to Local Administration 7250

O. Advisory School Board Employment 7260

II. Advisory School Board Meetings 7300

A. Quorum 7310

B. Minutes 7320

C. Executive Session 7330

D. Special Meetings 7340

E. Advisory School Board Records and Files 7350

III. Conducting Elections and Certification of Results 7400

IV. Relationship between Advisory School Board and the Site Administrator 7500

I. Establishment 7000

A Borough School Board may establish Advisory School Boards and, by regulations, shall prescribe their manner of selection and organization and their powers and duties. (AS 14.12.035)

A. General Organization 7100

Each community, in the district shall have an Advisory School Board. The ASB shall consist of at least five (5) members, but no more than seven (7) members elected at large to lettered seats by qualified voters.

In communities qualifying for a five (5) member Advisory School Board, voters may increase the Advisory School Board to seven (7) members by referendum at an election coinciding with an election for Advisory School Board members.

B. Qualifications of Advisory School Board Members 7110

An Advisory School Board member must have the same qualifications as required to become a municipal voter in the District. At the time of declaration of candidacy for the Advisory School Board, the candidate must be a resident of the community where the school is located and indicate the seat for which he or she is a candidate.

A person serving on the Borough School Board may be elected to the Advisory School Board of his or her community.

C. Terms of Office 7120

Members elected to the Advisory School Board shall serve staggered three (3) year terms.

D. Filling of Vacancies 7130

If a vacancy occurs on an Advisory School Board, the remaining members shall, within thirty (30) days, appoint a person to fill the vacancy. The person appointed shall serve until the next regular election, when a successor shall be elected to serve the balance of the term.

E. Resignation 7140

An Advisory School Board member, wishing to resign, shall notify the President of the Advisory School Board in writing.

F. Removal 7150

Should an Advisory School Board member, having been duly notified at the regular meeting of the Board, be absent from three (3) consecutive regular meetings without prior excuse by the President of the Board, the other members of the Advisory School Board may declare the position vacant and shall notify the ex-member by registered mail.

G. Censure 7160

A member may be censured by the Advisory School Board for willful and persistent violations of these articles.

H. Advisory School Board Election 7170

The date of election for Advisory School Board members is the same as that for regular municipal elections.

Elections shall be conducted upon such notice in the same manner as regular municipal elections. Elections shall be conducted upon at least thirty (30) days published or posted notice of the election. The election nominees to be voted on shall be posted seven (7) days prior to the election. Elections relating to Advisory School Boards shall be administered within second class cities as part of the regular municipal election.

The Superintendent or his/her designee, shall be the final authority regarding all questions concerning Advisory School Board elections.

I. Officers and Duties 7200

The officers of any Advisory School Board shall consist of a President and such other officers as the Board considers necessary. It shall be the duty of the Advisory School Board President, working in conjunction with the site administrator, to orient newly elected members prior to the first regular meeting after the election.

J. Powers and Duties of the Advisory School Board 7210

The powers and duties of the Advisory School Board are subject to final ratification by the NWABSD Board of Education.

Specific powers and duties are as follows:

Powers:

establishment of school calendars;
approval of inservice proposals;
approval of all student activities and travel;
approval of student conduct regulations;
approval of student handbooks;
approval of all local hires, except for site maintenance personnel and bilingual instructors;
approval of all operating budgets;
approval of all grant proposals;
approval of all budget transfers;
approval of school's plan of service and modification of school's plan of service;
establishment of a parent-teacher association;
approval for usage of school facilities subject to Borough School Board approval;
establishment of fees for usage of school facilities after minimum fees have been set by the Borough School Board;
establish lunch prices after minimum price has been set by Borough School Board.

J. Powers and Duties of the Advisory School Board

Duties:

advise on the development of school curriculum;
advise on the length of school session and grade organization;
advise on the selection of the school principal;
advise on district curriculum development;
advise on construction and/or remodel projects;
advise on district policies;
advise on district textbooks;
review of internal school operating procedures.

K. Role of Advisory School Board Members 7220

To devote time, thought, and study to the duties and responsibilities of an Advisory School Board member so that effective and creditable service may be rendered.

To work cooperatively with my fellow Advisory School Board members in spite of differences of opinion that arise during vigorous debate of points at issue.

To base personal decision upon all available facts in each situation; to vote with an honest conviction in every case, unswayed by partisan bias of any kind; thereafter, to abide by and uphold the final majority decision of the Advisory School Board.

To remember that as individuals no one has legal authority to act on school matters outside of official meetings of the Advisory School Board.

To resist every temptation and/or outside pressure to use the position as an Advisory School Board member to benefit oneself or any other individual or agency.

To recognize that it is as important for the Advisory School Board to understand and evaluate the educational program of the schools as it is to plan for the business of the school's operation.

To bear in mind, under all circumstances, that the primary function of the Advisory School Board is to establish the policies by which the schools are to be administered, but that the actual administration of the educational program and the conduct of school business shall be left to the employed administrator of the school and his/her staff. Moreover, Advisory School Board members shall use the chain-of-command established by the District.

To welcome and encourage active cooperation by citizens, organizations and the media in establishing policy on current school operations and proposed future developments.

To support the NWABSD Board of Education, as well as State and National School Boards' Association.

To strive for teamwork and for devotion to public education as the instrument for the preserving and continuation of the representative government.

L. Conflict of Interest 7230

A board member having direct or indirect financial and/or personal interest in a contract for erection of buildings, heating, ventilation, furnishing or repairing buildings, or in a contract for the furnishing of supplies, shall be disqualified from voting on any question involving his/her financial and/or personal interest, unless the member has disclosed that interest to the Board and the remaining members have approved of the member's participating in the voting. In any other instances in which a conflict of interest may arise, a Board member is expected to disqualify himself or herself from voting on the issue in question.

M. Code of Ethics 7240

Advisory School Board members should be bound by the code of ethics for school board members as adopted by the Board of Directors of the National School Boards' Association.

As a member of my local Advisory School Board representing all of the citizens of my community, I recognize:

that my fellow citizens have entrusted me to assist with the educational development of the children and youth of this community;

that the public expects my first and greatest concern to be in the best interest of each and everyone of these young people without distinction as to whom they are or what they background may be;

that the future welfare of this community, of this state, and of the nation depends in the largest measure upon the quality of education we provide in the public schools to fit the needs of every learner;

that my fellow Advisory School Board members and I must take the initiative in helping all the people of this community to have all the facts, all the time, about their schools to the end that they will readily provide, working cooperatively with the site administrator, the finest possible school program, staff and facilities;

that legally the authority of the Advisory School Board is derived from the Borough School Board, which ultimately controls the organization and operation of the District, and which determines the degree of discretionary power left with the Advisory School Board and the people of this community and the exercise of local control;

that I must never neglect my personal obligation to the community or state, e.g., will not attend meetings while intoxicated and shall abstain from using illegal drugs.

N. Advisory School Board Relationship to Local Administration 7250

The local administrator shall be the chief executive officer of the Board.

The executive officer shall prepare board meeting agendas, under the direction of and subject to approval of the board President, and shall prepare informational materials

N. Advisory School Board Relationship to Local Administration

and reports requested by the Board at least five (5) days prior to an Advisory School Board meeting.

Recommendations for program improvement or other matters may be made at the initiative of the District administration, local administrator or the request of the Advisory School Board to the Superintendent.

O. Advisory School Board Member Employment 7260

Advisory School Board Members may not be employed by the District.

II. Advisory School Board Meetings 7300

Regular and special meetings shall be open to the public, and all actions of the Board shall be taken publicly. Members of the public shall be allowed to voice their ideas, problems, and opinions at board meetings, subject to such reasonable controls as may be necessary for the orderly and efficient conduct of Board business.

A. Quorum 7310

A simple majority of the Advisory School Board shall constitute a quorum. In order for a motion to pass a majority vote of the quorum must occur.

B. Minutes 7320

Each Advisory School Board shall keep or cause to be kept, complete records of the meetings of the Board. These minutes shall include, among other things, whether the meeting was regular or special, the time and location of the meeting, the names of the board members and school officials in attendance, actions taken by the Board and discussion items.

The records of the Advisory School Board shall be open to inspection by the public at the office of the site administrator during regular business hours.

The Advisory School Board secretary shall keep, or cause to be kept, complete records of meetings of the Board. These minutes shall include:

a record of all actions taken by the Advisory School Board, with the vote of each member recorded, except in the case of a unanimous vote or a voice vote;

resolutions and motions in full. Reports and documents relating to a formal motion may be omitted, if they are referred to, are identified by title and date, and are kept in a permanent file;

a record of the disposition of all matters which the Advisory School Board considered, but did not take act

Copies of unapproved minutes shall be sent to all members before the meeting at which the minutes are to be approved.

B. Minutes

Minutes shall be tentative and unofficial until they are approved by action of the Advisory School Board, and all minutes, on file or distributed, must be clearly marked as to their status. Official minutes, duly approved by the Advisory School Board. shall carry the signature of the Secretary and be mailed by the site administrator to the Superintendent and each Borough board member.

C. Executive Session 7330

Advisory School Boards are authorized, by law, to discuss the following subjects in closed or executive session by majority vote of the Board:

matters, the immediate knowledge of which would have an adverse effect upon the finances of the Northwest Arctic Borough School District;

subjects that tend to prejudice the reputation and character of any persons;

matters, which by law, are required to be confidential.

All meetings shall convene in open session. No subject shall be considered at the executive session, except those mentioned in the motion calling for the executive session, unless they relate to the main question.

No action shall be taken in executive session. If action is to be taken as a result of the executive session, the Board shall reconvene in open session prior to taking such action.

D. Special Meetings 7340

Special board meetings may be called by the President or on a petition signed by a majority of the members. Such meetings should be held to a minimum and should be advertised and given all the publicity of regular meetings. They should be held in the regular meeting place, unless otherwise specified in the meeting call and the location specifically publicized.

The only business which may be legally conducted at a special meeting is the business which is outlined in the call for the meeting. Each boardmember shall be given notice of the special meeting by personal contact at least twenty-four (24) hours prior to the special meeting, or by mail postmarked at least three (3) days prior to the special meeting. Before conducting the business of a special meeting, it is advisable to have all board members sign a certification to the effect that they received due notice to the special meeting.

E. Advisory School Board Records and Files 7350

To the extent required by state law, records and files of the Advisory School Board are open to inspection of the public at the school during regular working hours.

III. Conducting of Elections and Certification of Results 7400

State law designates the Borough School Board as the supervisor for Advisory School Board elections. The following policy shall be adhered to in the conduction and certification of Advisory School Board elections:

the Superintendent or his/her designee, is delegated authority to act on all questions concerning Advisory School Board elections, including, but not limited to, the following:

seating of Advisory School Board members;

certification of election results;

run-off elections;

seats up for re-election and length remaining on each seat;

date of Advisory School Board elections.

IV. Relationship Between the Advisory School Board and the Site Administrator 7500

The site administrator shall act as the Advisory School Board's chief executive officer and professional advisor.

The Advisory School Board has the following responsibilities toward the building administrator:

enable the site administrator to perform his/her administrative duties;

consult with the site administrator on all matters that concern the school in which they may act;

support publicly the site administrator in all decisions that conform to District and local Advisory School Board policy;

attempt to hold all Advisory School Board meetings with the principal, or his/her designee, present;

refer complaints to the principal through agreed upon procedures following the chain-of-command;

channel school employee matters requiring action through the principal;

will not surprise the principal at meetings and insist on the same consideration from the principal in return.

The principal has the following responsibilities toward the Advisory School Board:

keep the Advisory School Board informed of all school operations and programs;

interpret the school's educational program;

IV. Relationship between Advisory School Board and the Site Administrator

provide leadership in the school's educational program;

develop a program for school/community relations;

manage the school's day-to-day operations.

SCOMM

DANIEL K. INOUYE, HAWAII, CHAIRMAN
JOHN McCAIN, ARIZONA, VICE CHAIRMAN

DENNIS DeCONCINI, ARIZONA
QUENTIN N. BURDICK, NORTH DAKOTA
THOMAS A. DASCHLE, SOUTH DAKOTA
KENT CONRAD, NORTH DAKOTA
HARRY REID, NEVADA

FRANK H. MURKOWSKI, ALASKA
THAD COCHRAN, MISSISSIPPI
SLADE GORTON, WASHINGTON

ALAN R. PARKER, STAFF DIRECTOR
PATRICIA M. ZELL, CHIEF COUNSEL
ERIC EBERHARD,
MINORITY STAFF DIRECTOR/COUNSEL

United States Senate

SELECT COMMITTEE ON INDIAN AFFAIRS

WASHINGTON, DC 20510-6450

Hearing before the
Select Committee on Indian Affairs
on Policies and Programs of the Office of Indian Education

Friday, October 27, 1989
10:00 a.m. to 12:00 p.m.
Senate Russell 485

PANEL 1

Ms. Jo Jo Hunt, Executive Director, National Advisory Council on Indian Education, Washington, D.C.

Mr. Roger Bordeaux, Executive Director, Association of Community Tribal Schools, Vermillion, South Dakota

Ms. Lorena Bahe, Executive Director, Association of Navajo Community-Controlled School Boards, Window Rock, Arizona

Ms. Karen J. Funk, Legislative Analyst, National Indian Education Association, Washington, D.C.

PANEL II

Honorable Dan Bonner, Acting Assistant Secretary, Department of Education, Washington, D.C.

Accompanied by: **Neal Shedd**, Acting Director, Office of Indian Education

Also Accompanied by: **Tom Corwin**, (Elementary, Secondary, and Vocational Analysis Division), Director, Office of Planning, Budget and Evaluation.

DANIEL K. INOUYE, HAWAII, CHAIRMAN
JOHN McCAIN, ARIZONA, VICE CHAIRMAN

DENNIS DeCONCINI, ARIZONA
QUENTIN N. BURDICK, NORTH DAKOTA
THOMAS A. DASCHLE, SOUTH DAKOTA
KENT CONRAD, NORTH DAKOTA
HARRY REID, NEVADA

FRANK H. MURKOWSKI, ALASKA
THAD COCHRAN, MISSISSIPPI
SLADE GORTON, WASHINGTON

ALAN R. PARKER, STAFF DIRECTOR
PATRICIA M. ZELL, CHIEF COUNSEL
ERIC EBERHARD,
MINORITY STAFF DIRECTOR/COUNSEL

United States Senate

SELECT COMMITTEE ON INDIAN AFFAIRS
WASHINGTON, DC 20510-6450

October 24, 1989

MEMORANDUM

TO: CHAIRMAN INOUYE, VICE-CHAIRMAN McCAIN, AND MEMBERS OF THE SELECT COMMITTEE ON INDIAN AFFAIRS

FROM: Bob Arnold, Professional Staff Member

RE: October 27, 1989 Oversight hearing on policies and programs of the Office of Indian Education

---

Purpose

The broad purpose of this oversight hearing on the Office of Indian Education (OIE) in the Department of Education is to enable the Select Committee on Indian Affairs to assess the performance of the Office in enhancing the educational achievement of American Indians and Alaska Natives.

More specifically, the Select Committee's purposes are:

(1) To learn why timely action on formula grants and fellowships was not taken for the current school year;

(2) To learn what actions the Department is taking to make OIE an efficient and effective agency (including planning for appointment of staff and implementation of the Indian preference requirements passed by Congress last year);

(3) To obtain briefings on each program directly administered by OIE, and the Department's evaluations of the effectiveness of each program; and

(4) To obtain briefings on each Indian program administered elsewhere in the Department whose policies and practices are coordinated by OIE, and the Department's evaluations of the effectiveness of each.

Background

The Department of Education is the principal recipient of Federal funds for Indian education. The $400 million appropriation (FY 1988) for Indian programs goes chiefly to public school districts, but also to states, and -- to a much lesser extent -- to tribes to assist in the provision of education to the 300,000 Indian students who attend public schools.* About one-eighth of the appropriation is transferred to the Bureau of Indian Affairs for programs in its schools.

The largest program benefiting Indian students in the Department is the $250 million (FY 1988) for impact aid -- a program to compensate school districts for students who reside on Federal or Indian lands. The next largest is the $66.3 million (FY 1988) Indian Education Act program administered directly by the Office of Indian Education (OIE), located within the Division of Elementary and Secondary Education. Other programs, such as bilingual education or vocational rehabilitation, are managed by other divisions.

The immediate stimulus for this hearing was the reported failure of the OIE to take timely final award actions in both formula grant and fellowship programs, a failure that may be attributable to a continuing delay in the appointment of a permanent director of the OIE and to fully staff the Office. The larger issue is the extent to which the OIE is meeting its responsibilities to produce improvement in the education of Indian and Alaska Native students.

By law, the OIE director is to be appointed from a list of nominees submitted by the National Advisory Council for Indian Education (a presidential commission made up of 15 Indian members). That list was submitted in May. In the appointment of persons to positions in OIE, Indian preference is to be exercised.

The OIE director is responsible for policy development and administration of the Indian Education Act, including:

(1) formula grants for planning and operation of programs to meet special needs of children and youth;

(2) competitive grants for demonstration projects, services, evaluations, postgraduate fellowships, and for other purposes;

(3) competitive grants to improve opportunities for the education of adults.

---

* In 1989, there were 324,000 Indian students in public and private schools and 37,785 Indian students in BIA-funded schools.

The OIE director is also charged with coordination and development of policies and practices for all programs within the Department relating to Indians and Alaska Natives, including:

(1) impact aid for maintenance, operations, and construction;

(2) set-aside grants for adult and vocational education;

(3) set-aside grants for vocational rehabilitation;

(4) discretionary grants for science improvement in minority institutions;

(5) discretionary grants to assist postsecondary institutions in becoming self-sufficient;

(6) grants for bilingual programs and research; and

(7) grants to tribes for library services.

Attached is a summary portrayal of Indian programs of the Department of Education, appropriations authorized for FY 1988, and an identification of current issues. This summary was prepared by the National Advisory Council on Indian Education.

Attachment

PROFILES OF PROGRAMS BENEFITING INDIAN STUDENTS IN FISCAL YEAR 1988

PROGRAM	FY'88 Budget # of Students	Issues in FY'88 and FY'89
Beth Fine Library Services for Tribes U.S. Department of Education 555 New Jersey Avenue, N.W. Washington, DC 20208-1430 (202/357-6315)	Total $ 2,405,000 Indian Tribes $ 1,803,700 Basic (175 Grants) $ 646,893 Special (17 Grants) $ 1,156,857 Hawaiian (1 Grant) $ 601,250	• Direct grants to Indian tribes for the provision of library services and facilities. • Library Services and Construction Act will be considered for reauthorization in 1989.

PROFILES OF PROGRAMS BENEFITING INDIAN STUDENTS IN FISCAL YEAR 1988

PROGRAM	FY'88 Budget # of Students	Issues in FY'88 and FY'89
A. Neal Shedd, Acting Director Office of Indian Education Office of Elementary & Secondary Ed. U.S. Department of Education 400 Maryland Ave., S.W., Room 2177 Washington, DC 20202-6138 (202/732-1887)	Total $66,326,000 Part A $ 45,670,000 A-ICS $ 3,500,000 Part B $ 11,707,000 Part C $ 3,000,000 Admin. $ 2,449,000 Students Total 350,247 A 324,176 ICS 5,366 B 14,914 Fellow. 141 C 5,650	• BIA schools are eligible, as Local Educational Agencies, for Subpart 1 grants in FY'89. • New Gifted & Talented pilot program will be funded in FY'89. • Indian preference in OIE currently being implemented. • Received 617 applications for fellowship program; funded 88 continuation fellowships and 53 new fellowships in FY'88.
Greg Spencer Impact Aid-Maintenance & Operations U.S. Department of Education 400 Maryland Ave., S.W., Room 2075 Washington, DC 20202-6244 (202/732-5929)	P.L. 81-874 Indian "A" Students $234,853,559 No. of students: 105,331	• Program compensates LEAs for the cost of educating children who reside on Indian lands.
Willia Patterson Impact Aid-Construction U.S. Department of Education 400 Maryland Ave., S.W., Room 2117 Washington, DC 20202-6244 (202/732-4663)	P.L. 81-815 To be obligated $ 16,578,200 No. of projects: 4	• Direct grants to school districts serving children who reside on Indian lands for construction or repair of school facilities. • Over $10 million was carried over from FY'87 to FY'88.
Harvey Thiel/Tim Halnon Indian Tribes & Organizations Prog. Adult and Vocational Education U.S. Department of Education 330 "C" Street, S.W., Room 4512 Washington, DC 20202-7242 (202/732-2380)	1.25% set-aside $ 10,462,352 Projects About 50	• Congress is considering reauthorization of the Carl Perkins Voc Ed Act in FY'89. • BIA matching appropriations language needs to be met or deleted from the act. • States need to recognize tribes as eligible entities for matching grants. • Inadequate travel money for monitoring programs and providing technical assistance.

PROFILES OF PROGRAMS BENEFITING INDIAN STUDENTS IN FISCAL YEAR 1988

PROGRAM	FY'88 Budget # of Students	Issues in FY'88 and FY'89
Edward Hofler Indian Tribes & Organizations Prog. Vocational Rehabilitation U.S. Department of Education 400 Maryland Ave., S.W. (Room 3318 Switzer Building) Washington, DC 20202-2575 (202/732-1332)	.25% set-aside $ 3,448,750 No. of students: About 2,500 in 14 projects (6 new/ 8 continuation)	• State grants and set-aside service grants to tribes to provide vocational rehabilitation services to handicapped Indians.
Dr. Angelia Velez-Rodriguez Minority Science Improvement Program American Indian and Native Alaskan Institutions Office of Postsecondary Education 7th & "D" Streets, S.W., Room 3022 Washington, DC 20202-5339 (202/732-4396)	$ 710,501 No. of students: 1,375 in 6 institutions	• Discretionary grants to develop specific educational programs; funds reflect amount going to predominantly Indian institutions.
Dr. Louis J. Venuto Institutional Aid U.S. Department of Education 400 Maryland Ave., S.W. Room 3042, ROB-3 Washington, DC 20202-5335 (202/732-3314)	$ 1,703,728 No. of institutions: 9	• Discretionary grants to develop self-sufficiency at institutions; funds reflect amount going to predominantly Indian institutions.
Rudolph Munis, Division Director Div. of State & Local Programs Office of Bilingual Education U.S. Department of Education 330 "C" Street, S.W., Room 5609 Washington, DC 20202-6510 (202/732-5700)	Indian Exclusive $ 11,286,180 No. of students: 15,392 (94 programs in 18 states) Indian included but not exclusive $ 3,392,231 No. of students: 2,255 (22 programs in 9 states)	• Discretionary grants awarded to Indian projects. • More research needs to be done on Indian bilingual education needs. • Need more Indian staff on the national level due to the large Indian population that is served. • FY'87 awards are 3-5 year grant awards.

NATIONAL
ADVISORY COUNCIL
ON INDIAN EDUCATION

330 C Street, S.W., Room 4072
Washington, D.C. 20202
(202) 732-1353

TESTIMONY OF THE NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION

On Office of Indian Education and Other Department of Education Programs

Before the Select Committee on Indian Affairs

United States Senate

October 27, 1989

Good morning, Mr. Chairman and Members of the Select Committee on Indian Affairs. I am Jo Jo Hunt, Executive Director of the National Advisory Council on Indian Education. I bring you greetings from the new Chairman of the Council, Mr. Eddie L. Tullis, and from the Members of the Council. I am very pleased to present the Council's views on programs and operations of the Office of Indian Education (OIE) and other education programs within the Department of Education which benefit or could benefit Indians and Alaska Natives.

The National Advisory Council on Indian Education has been in existence since 1973, having been established pursuant to the Indian Education Act passed as title IV of the Education Amendments of 1972 (Public Law 92-318). The Indian Education Act has undergone five reauthorizations with the last being Part C of title V of Public Law 100-297. The Council consists of 15

Members who are Indians, as defined in the Indian Education Act (including Alaska Natives), and are appointed by the President from lists of nominees furnished, from time to time, by Indian tribes and organizations, and representing diverse geographic areas of the country. The Council's charge has remained virtually unchanged in these reauthorizations and includes, among other things, the duty to advise the Secretary of Education with respect to the administration of any program in which Indian children and adults participate or from which they can benefit, including the programs under the Indian Education Act, and the duty to submit to the Congress each year a report, including any recommendations necessary for the improvement of federal education programs in which Indian children and adults participate or from which they can benefit.

I cannot speak regarding the attitude of previous Members of the Council on the breadth of its mandate. However, the current Council unanimously passed a motion at its meeting in January 1989 that it recognizes that its mandate to advise and/or recommend on federal education programs in which Indians participate or from which they can benefit includes all federal education programs, regardless of the department in which the program is located. Consequently, the Council interprets its charge as including programs ranging from early childhood education to higher education to adult and vocational/technical education in any department of the federal government, including programs in which Indian children and adults are currently participating or those from which they can benefit but have not yet done so.

Please let me begin by noting that I have been with the Council since December 1988. My comments will reflect interactions with and observations of the Office of Indian Education (OIE) and the Department of Education since that time. During this period of time, many events have occurred, including the appointment of an Acting Director of OIE, the posting and reposting of vacancy announcements for seven mid-management positions, the posting of a vacancy announcement for the Director of OIE with subsequent interviews and submission of a NACIE list of nominees for that position, the posting of other vacancy announcements for jobs within OIE, and the signing of Indian preference and non-Indian preference memoranda of understanding between the Department and the labor union. Programmatically, OIE has completed a cycle of formula grant, discretionary grant, and fellowship awards as well as publication for comment of proposed rulemaking and publication of final regulations for formula grants, discretionary grants, and fellowships. Consequently, this short period of time has encompassed most of the possible events that could happen to OIE with the exception of hiring of permanent staff under the Indian preference policy.

Mr. Chairman, let me make it clear that the National Advisory Council on Indian Education began an effort in December 1988 to try to work with the Department of Education within the confines of our reading of the Council's enabling legislation. Section 5342(b)(1) of Public Law 100-297 provides that the Council shall "advise the Secretary with respect to the administration (including the development of regulations and of administrative practices and policies) of any program in which Indian children or adults participate or from which they can benefit," including the Indian Education Act programs. The Council felt that this provision covered administrative policies,

including the development and implementation of an Indian preference policy in OIE. In addition, section 5342(b)(6) provides that the Council shall "submit to the Secretary a list of nominees for the position of Director of the Office of Indian Education whenever a vacancy in such position occurs." Based on these statutory mandates, we began in December in conversations with the Assistant Secretary for Elementary and Secondary Education Beryl Dorsett regarding the implementation of Indian preference under section 5341(c) of Public Law 100-297 and regarding the placement of an Acting Director for the Office of Indian Education. However, we learned that the Assistant Secretary had simply been told by the Department who the Acting OIE Director would be, and we got negative responses to requests for a copy of the Department's Indian preference policy statement and advance copies of mid-management vacancy announcements prior to posting. Accordingly, a letter, dated January 4, 1989, was sent to Secretary Cavazos seeking his intervention to acquire these documents. Unfortunately, this request was denied and the announcements were posted showing the first evidence to the Council of the Department's Indian preference policy. The Council staff nevertheless mailed several hundred copies of these announcements out to Indian tribes and organizations and other entities to encourage Indian and Alaska Native people to apply for the jobs.

Acting OIE Director Aaron Neal Shedd reported to the Council at its meeting on January 18, 1989, that there were neither sufficient funds nor full-time equivalents available in OIE to fill all 7 mid-management positions. He stated that all of the positions could not be filled until October 1, when the new appropriation would become available. Based on this

information, the Council voted unanimously to recommend to the Secretary that the Department not fill these positions until after the permanent Director of OIE is selected. Mr. Shedd later reported in mid-February at a meeting of United South and Eastern Tribes that there would be sufficient funds to fill one branch chief job in mid-May and another in early summer with the remaining positions having to wait to be filled in October. On February 23, 1989, the Chairman of the Council sent a letter to the Assistant Secretary for Elementary and Secondary Education reflecting the Council's position on this matter.

It should be noted that Secretary Cavazos responded on February 2 to the Council's January 4 letter by stating that Department Officials do not believe that the Council has any statutory role for advising on internal management or personnel issues related to OIE or any other office of the Department. He noted the one exception relating to "the Council's role in nominating a Director of OIE." In a follow-up letter on February 23, 1989, the Council requested a meeting and a desire to establish a cooperative and open relationship with the Secretary. The Secretary replied on April 26 but did not respond to the request for a meeting. There has been no response to the February 23 letter to the Assistant Secretary recommending that the 7 mid-management personnel be selected by the new OIE Director.

In late April and early May, the Acting Director of OIE (who was also an applicant for the permanent OIE Director position) conducted very hastily scheduled interviews for the mid-management jobs with one applicant reportedly

being told in the morning of an afternoon interview and another applicant having reported being first telephoned 30 minutes before the interview was scheduled and held. Since the Department had waited since February 14 when these vacancy announcements had closed, it seemed a little strange to fill them just prior to what was thought to be the conclusion of the process for selection of the new OIE Director. The Council had taken a position in January that the OIE mid-management staff should not be selected by an acting director; that the selection process for the permanent director should be expedited; and that filling these mid-management positions should be the new director's first order of business. The Council felt that the best way to get the Office of Indian Education off to a good start under Indian preference is to begin by the top staff being selected by the new director with the attendant allegiance to that director.

On February 2, 1989, the Council submitted comments on a draft vacancy announcement for the OIE Director position. Although we commented on the Indian preference provisions, which were the same as in the previously announced mid-management vacancies, no changes were made in these provisions in the final director's vacancy announcement. The vacancy announcement for the position was posted on February 21, 1989, and closed on March 31, 1989. The position is a Senior Executive Service (SES) position, and the Executive Resources Board rating panel met on April 19, 1989. A NACIE Member served on this panel. There were initially 25 applications, of which 11 were found by the Office of Personnel to be at least minimally qualified, so the rating panel scored these 11 applications. However, on May 2, the Council was

advised that 5 additional timely filed applications had been found, of which 3 were at least minimally qualified and had to be scored by the panel. Scoring of these were done by express mailing of copies of the applications and faxing back of the scores. Shortly after May 18, 1989, the Office of Personnel provided, at the Council's request, the names and applications of the candidates who were rated highly qualified by the Executive Resources Board rating panel. Office of Personnel had previously provided the applications of three candidates who were rated as best qualified and one candidate who was found to be SES reinstatement eligible. The Council moved quickly to schedule a meeting. Pursuant to section 5342(b)(6) of Public Law 100-297 and the provisions of the NACIE Charter, the Council's Search Committee met in closed session on May 22, 1989, and the full Council met in closed session on May 23, 1989, to consider candidates for the position of Director, Office of Indian Education. Interviews of the 6 candidates were conducted on May 23, 1989, and the same 11 questions were asked of each of the candidates. Ten of the current 14 Members of the Council were present for the interviews. One Council Member did not participate in the interviews or selection because she had been interviewed by one of the candidates (Acting OIE Director) for one of the mid-management positions. Acting Assistant Secretary Daniel Bonner also interviewed the candidates on May 23. On May 24, 1989, a letter, containing the names of the Council's 3 nominees, was submitted to the Secretary of Education. The letter ranked the nominees in order of preference, giving the top choice and first and second alternates, respectively.

The Council received from Acting Assistant Secretary Bonner a written acknowledgment of the Council's submission of the list of nominees. Subsequent to this written response, Mr. Bonner and I spoke on several occasions regarding the selection process, and he advised me that he sent his recommendation for OIE Director to the Secretary on June 14 but did not tell me who he recommended. On June 26, he advised me of the name that the Secretary had sent to the Office of Personnel Management (OPM) for clearance, and this was the individual listed as first alternate on the NACIE list of nominees. While it now appears that all of Indian country has since learned this information, Mr. Bonner and I agreed not to make the name of the Secretary's choice public until such time as the individual is cleared by OPM because there have been situations in which OPM determined that the selected individual did not meet Senior Executive Service qualifications.

Mr. Chairman, this is where the selection process has broken down. I understand that there has been some opposition to the Secretary's choice for OIE Director and that various investigations have been underway. The Department's Office of Inspector General has called me on several occasions regarding the individual selected but recently called for the telephone numbers of the two other NACIE nominees. Perhaps, there is some movement now to change the Secretary's choice. The Council recommends that the director be placed as soon as possible so that he or she can select the top management staff and the Office of Indian Education can move toward becoming fully staffed and fully operational.

The Department did not change its negative position regarding sharing of policy statements with the Council on Indian preference issues, and the Indian preference and non-Indian preference memoranda of understanding with the labor union and personnel manual instructions were provided to Council representatives, together with everyone else, on September 29, 1989, at a general meeting held for employees. It should be noted that expectations of non-Indian staff within OIE had apparently been raised regarding promotions even after enactment of the Indian preference provisions requiring the Secretary to "give a preference to Indians in all personnel actions within the Office of Indian Education." Consequently, there has been hostility by non-Indian employees towards implementation of Indian preference and reported threats of lawsuits to block its implementation. I understand that morale in OIE is not at its highest. This is understandable with many of us advocating Indian preference and non-Indian employees reportedly unsure of their futures, although there is a one-time non-Indian preference to assist them in securing jobs outside of OIE. However, Mr. Chairman, it is obvious to me that affirmative action has not worked for Indians in OIE with only four Indian permanent employees there.

The Council staff has helped in the dissemination of the vacancy announcements for the director, the initial announcements for the seven mid-management positions, education specialist positions, and most recently senior program specialist positions. The mid-management positions were reannounced due to complaints that the overall dissemination was not broad enough and complaints that Indian people with many years of experience working

at Bureau of Indian Affairs Office of Indian Education Programs had been sent letters by Department of Education's Office of Personnel indicating that they had no experience in Indian education and had been summarily disqualified. The Office of Personnel reopened the vacancies for these jobs, requested and received the Council's mailing labels, and sent out more announcements. However, none of these various positions have been filled, and non-Indian employees are continuing to move out of OIE under the one-time preference for non-Indians to move to other positions in the Department of Education. It should also be noted that there has been an Acting Director of the Office of Indian Education for 5 out of the last 7 years.

On October 12, 1988, the Department of Education published for comment proposed rulemaking for the Indian fellowship program. The comment period closed on December 12, 1988. Although these regulations were not final, the 1989 fellowship applications cited these regulations and the scoring of the applications was based on the criteria in these yet-to-be-finalized regulations. On May 18, 1989, final fellowship regulations were published and became effective on July 19, 1989. On November 16, 1988, the Department published for comment proposed rulemaking for the Indian Education Act general provisions, the formula grant program, and the discretionary grant program. The comment period ended on January 17, 1989. The Department published final formula grant regulations on May 4, 1989, and final general provisions and discretionary grant regulations on May 11, 1989. While the Council is required by its enabling legislation in subsection (b)(1) to advise the Secretary with respect to the administration, including the development of

regulations of any program in which Indians participate or from which they can benefit, including the OIE programs, and in subsection (b)(5) to assist the Secretary in developing criteria and regulations for the administration and evaluation of grants made under the formula grant program, the Council received the notice of proposed rulemaking like everyone else--in the Federal Register. However, the Department did accept the Council's comments on the formula and discretionary grant regulations after the deadline for public comments. Among other things, the Council recommended that all the notices of proposed rulemaking published on November 16, 1988, be republished as an amendment in the nature of a substitute so that grantees and other interested parties could determine how the regulations would actually read with such changes. This recommendation was made because the OIE Acting Director had reported to the Council on January 18 that no comments were received from the field on the proposed rulemaking and also because of the tedious process one had to follow to determine what actual changes were being proposed in existing regulations. For example, in reviewing changes effected by the proposed formula grant rulemaking, one had to review not only the Federal Register notice of proposed rulemaking but also Public Law 100-297, the technical amendments to such law, the regulations as printed in the newest available bound volume of title 34 of the Code of Federal Regulations (revised as of July 1, 1987), and the final formula grant regulations published in the Federal Register on July 28, 1987. Mr. Chairman, this tedious review and comparison was difficult for me as an attorney with a background in legislation and regulations and would be virtually impossible for the average layperson in Indian country. The OIE Acting Director related at a subsequent meeting of an Indian organization that, although quite costly, any future

proposed rulemaking and final regulations for OIE programs would be published as an amendment in the nature of a substitute. However, the final regulations were not in this promised format.

One further point on the promulgation of regulations for OIE programs must be made. There were only minor changes made in the proposed regulations prior to publication as final regulations. In addition, the proposed fellowship regulations were used for the 1989 awards, so it is clear that only very minor changes could be made prior to publication of the final regulations in May 1989 after the fellowship recipients had been selected using those criteria. These facts about the process leaves one wondering about the futility of commenting on any OIE proposed regulations, even if you take the time and make the considerable effort to try to figure out the proposed changes.

Mr. Chairman, the Council learned in September that although the formula grants to public school districts were to be effective on July 1, 1989, grant award documents had not been sent to the majority of some 1,100 public school districts as of mid-September. There were complaints that some school districts were considering laying off Indian education staff and putting the program on hold until the grant award documents were received. The Council also received complaints that some Indian fellowship recipients had to make loans to cover tuition prior to their schools receiving the actual funds. While the Indian Education Act of 1988 provides that the fellowship recipient must receive written notification of the amount of the award no later than 45

days before the commencement of the academic term, there is apparently still a problem with the actual arrival of the funds at the universities. If this is the case, the Indian Education Act may need further amendment to address this problem. These problems may be resolved simply with full staffing of the OIE and effective regulations in place. Another concern is whether OIE is able to do the necessary monitoring of grantees with the staff shortage.

Mr. Chairman, I do not want you to think that everything has gone wrong since December 1988 between the Department of Education and the Council. I must tell you that administrative matters have gone very smoothly for the most part. The Acting Assistant Secretary for Elementary and Secondary Education and the Acting OIE Director have assisted in moving necessary paperwork for the Council to perform its duties and conduct its meetings and, in fact, has allowed the Council to use $6,000 of OIE funds, which would have lapsed, to print our annual report. This was the amount of funds the Council needed because of the unexpected OIE Director search activities which the NACIE budget had to sustain. In addition, OIE has been tremendously helpful to us in our quest for a computer for the Council. I am pleased to report that we have been told by the OIE Acting Director to expect the computer to be delivered to us in November. Other Department of Education administrative components have also been very helpful. The Council and I very much appreciate this assistance.

Mr. Chairman, the Council began requesting a meeting with the Secretary of Education as early as January 1989. In February, the request was put in

writing. The Council finally met with Secretary Cavazos on October 8, 1989, in Anchorage, Alaska. At that time, he requested that the Council provide him with information. He had just delivered a keynote speech at the opening assembly of the National Indian Education Association Annual Conference in which he indicated that Indian and Alaska Native education is a priority of the Department of Education. He agreed with the Council's most recent annual report in that reliable, uniform data and statistical information are needed regarding Indian and Alaska Native educational status, achievement levels, and dropout rate. He agreed that we cannot plan for the future of Indian education without knowing where we are now. These are very welcome words from the Secretary. The Council and I look forward to working with him in improving the educational status of Indians and Alaska Natives. However, we need to get the Office of Indian Education staffed and functioning well to assist in accomplishing these goals. The Council believes that much of the needed data should and could be provided by OIE's formula grantees. These grantees consist of some 1,100 public school districts and about 200 BIA-operated and tribally controlled schools. With the inclusion of BIA-funded schools in the formula grant program, we now have one federal education program which funds approximately 93 percent of the Indian students, since 82 percent of such students are in public schools and 11 percent are in BIA-funded schools. Uniform data should be required of these grantees; however, we may need Congressional action to direct this data collection and to avoid Paperwork Reduction Act restrictions.

Although OIE has a relatively small budget compared to other education programs in the Department of Education and compared to the education budget

of the Bureau of Indian Affairs, OIE programs touch the lives of more Indian children and adults in this country than any other federal education program. The Council has consistently recommended that the Office of Indian Education be reestablished as an independent division within the structure of the Department of Education with the Director of OIE upgraded to an Assistant Secretary to report directly to the Secretary of Education. The Council believes that this placement would afford Indian education the attention it deserves. We do not believe that an Assistant Secretary's position would be left with individuals in an acting capacity for five out of seven years. The original Indian Education Act in 1972 established OIE as a bureau under the direction of the Commissioner of Education and to be headed by a Deputy Commissioner of Indian Education. Of particular importance is the placement of OIE at this bureau level with its deputy reporting directly to the Commissioner, then the highest ranking federal government official in the field of education. The Council's recommendation would put Indian education back at its orginal level of importance. In addition, it is inappropriate for an office with a fellowship program component and an adult education component to fall within the jurisdiction of the Office of Elementary and Secondary Education.

Mr. Chairman, your invitation to present testimony indicated that this hearing would also focus on other Department of Education programs outside of OIE which benefit American Indians and Native Hawaiians. The statutory charge of the National Advisory Council on Indian Education does not include education issues affecting Native Hawaiians, but it does include Indians and

Alaska Natives. As indicated in the first paragraphs of this document, the Council is charged with providing advice to the Secretary and recommendations to the Congress regarding education programs in which Indian children and adults participate or from which they can benefit. The Council staff has identified a number of Department of Education programs in which our constituent population is participating, and we have included a chart of such programs in our fiscal year 1988 annual report. We have provided this chart to your staff and have mailed it to our entire mailing list. We have also begun a bigger project to review federal education programs in which Indians are not participating, determine impediments to such participation, and develop recommendations to ensure Indian and Alaska Native access to such programs, as appropriate. Additionally, the Council held in early October five two-hour issues sessions at the National Indian Education Association Conference to hear from Indian and Alaska Native people the problems and issues facing them in education. Issues sessions were held on public school concerns, BIA/tribal school concerns, tribal college concerns, adult and vocational-technical education concerns, and higher education and scholarships. We will shortly be compiling a summary of these sessions, which we will distribute to the Administration, the Select Committee, and other appropriate Congressional committees. Consequently, we have recent input from Indian and Alaska Native people regarding these programs and some sense of current Indian/Alaska Native participation or lack thereof.

The participants in our public school issues session were concerned with the use by school districts of Indian Education Act formula grant-funded staff

to provide guidance and counseling services and often as truant officers or attendance officers. This is a basic supplanting issue with school districts apparently using this staff which is to provide supplemental education services to perform duties for which the school district should pay. Consequently, this again goes back to the need for monitoring of the grants by OIE staff. We also received a telephone call just this week from a Houma Indian from Louisiana who indicated that the school district in Theriot has told its Indian parent committee members that they are only advisory and do not have to sign off on the grant application and that the school district can spend the Indian Education Act funds as it sees fit.

Other concerns from the issues session indicate that Indian and Alaska Native people are, for the most part, unaware of the special impact aid provisions for school districts that claim entitlements based on the number of children residing on Indian lands. Consequently, the Impact Aid Office should provide additional technical assistance to tribes on how to assert their rights under the regulations for tribal officials and parents of Indian children to actively consult with the school district and regularly be involved in the planning and development of education programs assisted with impact aid funds. The Council will devote part of its next newsletter to this subject.

The BIA/tribal schools session reflected the need for a working and ongoing task force between the Bureau of Indian Affairs and the Department of Education to work out problems which may develop with eligibility of BIA and

tribal schools for Department of Education programs. One of the programs already identified which exclude Indian children in tribal and BIA schools is the Even Start Program. The impediment to participation is that the eligible entity is a local educational agency (LEA), and the Department of Education has determined that tribal and BIA schools are not LEA's. The tribal school representatives in this session also pointed to the overall problem of their exclusion from the definition of "LEA" for most state-administered federal grant-in-aid programs. While the Council has not yet taken an official position on this issue, it appears that the inclusion of tribes in the definition of "LEA" would put them and their tribally chartered schools in a position to deal, if they so desired, more effectively with the states to get into the state plans and compete for state-administered federal funds for vocational education, adult education, and so forth. Now, for the most part, states can and do exclude tribes and tribal schools from such funds and are able to do so because of the definition in the federal statutes. One caveat raised was that any inclusion in the state program should not put tribes at odds with sovereignty issues with the states. The Council has encouraged the Even Start Program staff and the Office of General Counsel to interpret statutory language to be as inclusive as possible to serve Indian and Alaska Native children. We would appreciate the help of the Committee in this "attitude change" effort with the Administration and other Committees of Congress since we realize that the Select Committee on Indian Affairs will not be able to unilaterally deal with changing this definition to include tribes in general education legislation.

Mr. Chairman, a number of tribal college presidents and representatives attended the Council's issues session on tribal college concerns. They were particularly concerned about the dwindling funding sources with Title III Developing Institutions apparently pulling back from tribal colleges, obstructions in research programs and other general grant programs because many such programs are linked to four-year institutions, the futility of counting on funding from the OIE discretionary grant program, the need for teacher training with no such funding available this year from the educational personnel development component of OIE, and the need for operational and construction funds for their college libraries. Mr. Chairman, the Council has heard the colleges' concern regarding teacher training echoed in all of the issues sessions. There is a critical need for Indian and Alaska Native teachers to fill classrooms. The tribal colleges, particularly Sinte Gleska and Oglala with their baccalaureate degree programs and now with Sinte Gleska's masters program, have worked to bring teacher aides already working in schools forward to receive degrees and take their places as certified teachers of Indian youngsters. The Council recommends that the Office of Indian Education and the Department of Education place a special emphasis in all programs, together with the necessary funds, to address this critical teacher training need.

The adult education and vocational-technical issues session included funding concerns with a call for a two percent set-aside for Indian and Alaska Native programs in the federal Adult Education Act. There was also a recommendation that an assessment be conducted of Indian and Alaska Native

adult and vocational education needs. There was a definite preference expressed to keep Indian vocational education grant programs at Department of Education rather than moving any component part to Bureau of Indian Affairs.

Although a number of the concerns in the higher education and scholarships issues session were directed at BIA, there was a concern that universities which receive Indian fellowship funds are sometimes delinquent in passing on the cash to recipients after tuition has been paid and that OIE should look at the possibility of establishing uniform guidelines for universities to disperse Indian fellowships funds. In addition, there was discussion of the great wisdom of conducting an assessment of the professional needs of Indian tribes and Alaska Native villages and corporations for determining eligible fields of study and matching graduates back to available jobs.

Mr. Chairman, there is one last related issue which I want to address. Part E of title V of Public Law 100-297 authorized the President to call the White House Conference on Indian Education. Since this conference has the broad purpose to develop recommendations for the improvement of educational programs to make the programs more relevant to the needs of Indians, I want to reiterate a portion of our previous testimony before this Committee. Part E needs some technical amendments, and while we do not currently have any recommendation of a vehicle for these amendments, such a vehicle should be found. The needed technical amendments include correction of section 5508 to authorize appropriations for fiscal year 1991 to correspond to the authorization to call the conference to be held as late as September 30,

1991. Currently, the section authorizes appropriations for fiscal years 1988, 1989, and 1990, and it is clear that these years were not pushed back when the bill (H.R. 5) introduced very early in the first session was passed in the second session of the 100th Congress. In addition, there has been concern expressed by Council Members and the Indian and Alaska Native education community that the task force to be established under section 5504 to plan and conduct the conference is to consist of "such employees of the Department of the Interior and the Department of Education as the Secretary of the Interior and the Secretary of Education determine to be necessary to enable the Task Force to carry out its duties." The reported fear is that the task force will consist totally of seasoned bureaucrats who may seek reasons to preclude innovations rather than find ways to get things done. It should be noted that there are no provisions in Part E for NACIE involvement in the conference, although the Council does expect to be involved and has already begun soliciting and receiving comments from Indian and Alaska Native organizations and individuals regarding issues that should be addressed by the conference. It has been suggested that the NACIE Executive Director should be specified in the legislation as a member of the task force and that the NACIE Chairman should be an ex officio member of the advisory committee for the conference under section 5506. At its January 1989 meeting, the Council voted unanimously to support such an amendment. Of equal concern, however, is some language to direct the Secretary of the Interior and the Secretary of Education to appoint an equal number of employees from within the departments who know the current system with its constraints and new employees specifically hired from outside to bring a fresh approach. The Council would

appreciate the Committee's consideration of these recommendations and would hope that the Committee, in its wisdom, would direct staff to find the appropriate vehicle on which to attach these amendments.

Mr. Chairman, as you can see from the length of this document and the breadth of the issues discussed at the Council's issues sessions, the Council and Indian and Alaska Native people are very concerned about education issues. Although we may be critical of government programs and we often lament about Indian and Alaska Native youngsters dropping out of school, we do have some success stories. However, those do not lessen the urgency with which we approach the Department of Education and other government agencies because we do not have to worry about the Indian children and adults who are success stories. I often say that the Department of Education, like many other agencies, does not want advisory councils; but, Mr. Chairman, this Council wants to be on the scene observing, advising, and sometimes tugging on coat sleeves because it is our boys and girls who desperately need educational services to face the 1990's and the 21st century. We sometimes seem impatient to the Department and that is because we are and need to be. With the available statistics showing American Indian and Alaska Native educational status still at the bottom in America, we are the people with something to lose if we do nothing but we have so much to gain if we work together. Mr. Chairman, the National Advisory Council on Indian Education does not have the answers but we are working with the people to find them. The Council wants to work closely with the Congress and the Administration to make Indian and Alaska Native education exemplary in this country. With the special

relationship between Indian tribes/Alaska Native villages and the federal government and our smaller population, we challenge you to help us to be the model for the rest of the country, for with our diversity, if educational programs will work for us, they will work for the rest of America.

The Council and I greatly appreciate this opportunity to appear before the Committee today to address Indian and Alaska Native education concerns. I will be happy to answer any questions you and the Committee Members may have or to supply any additional requested information for the record.

Thank you.

TESTIMONY OF
LORENA M. BAHE, EXECUTIVE DIRECTOR
ASSOCIATION OF NAVAJO COMMUNITY CONTROLLED SCHOOL BOARDS
BEFORE THE SELECT COMMITTEE ON INDIAN AFFAIRS
UNITED STATES SENATE

October 27, 1989

Yá á t'eeh, Mr. Chairman and Members of the Committee. My name is Lorena Bahe. I am the Executive Director of the Association of Navajo Community Controlled School Boards, an association of 13 schools on the Navajo Reservation which are operated by popularly elected School Boards under Self-Determination Act contracts or Tribally Controlled School grants from the Bureau of Indian Affairs. We refer to our Association by the acronym "ANCCSB" -- a practice that I understand is quite common with federal agencies in Washington.

ANCCSB's mission is to assist local Indian school boards in exercising their self-determination rights to directly operate education programs for Navajo children; to help our schools find solutions to shared problems; to work with the Navajo Tribe on important education policy issues; and to provide a voice for these school boards in Congress, the BIA and the Department of Education on federal policies affecting the education of Indian children.

Since the focus of this hearing is the role the Department of Education plays in Indian education, I would like to address several DoEd-related matters of concern to ANCCSB.

OIE Director. The first relates to the administrative activities of the Office of Indian Education. ANCCSB is eager for the selection of a permanent Director for that Office. P.L.

100-297 gives the Director considerable new responsibility for development of and coordination of departmental policies in Indian elementary and secondary education.

We are aware that the National Advisory Council on Indian Education has submitted a list of nominees from which the Secretary of Education must select the Director. ANCCSB has reviewed the impressive credentials of John W. Tippeconnic, one of the candidates on the NACIE nomination list, and heartily supports him for the post of Director. His 20+ years of experience in educational affairs -- including classroom teacher, university professor, curriculum designer, Indian education association president and former official of the Department of Education -- make him an excellent choice for this important job.

Continuity is very important in Indian education, especially at DoEd, which serves Indian children in tribally-run schools, BIA-operated schools and public schools, and which must work with tribes in some 27 states. We need to know the people we work with at the Department and who we contact to rectify specific problems. For example, this year there was a considerable delay in getting Title VII bilingual education funds to tribal schools. With an OIE Director involved in coordinating the Department's delivery of services to Indian schools, perhaps such problems can be minimized.

ANCCSB would appreciate any assistance this Committee can provide to encourage the Secretary to make the final Director selection as soon as possible.

Even Start Program. The second matter we want to address is Indian school and Indian tribe eligibility for grant programs administered by the Department of Education, particularly the Even Start program.

ANCCSB member schools and other contract and grant schools funded by the BIA suffered a great disappointment this year when the Department of Education refused to let them compete for grants under the new "Even Start" program.

"Even Start" was created by Congress last year as a part of the Hawkins-Stafford Education Act (P.L. 100-297). It is designed for very young children whose parents have limited educational achievement and limited English proficiency. Congress realized that parents are their children's first teachers, and created this family-oriented education program to better equip parents to contribute to their children's early learning years. In essence, the program is to give youngsters in the target families an "even start" in life with children from more educationally advanced families.

This program could be of immense value in Indian reservation communities. A high percentage of Indian parents have not finished high school. In many parts of Indian country where native languages are spoken in the home, parents are often not proficient in English. I know this is the case in many households on the Navajo Reservation, where I grew up. My family spoke Navajo in our home; my siblings and I learned English when

we went to school. While we want to continue to teach our children the Navajo language, we also want them to learn English at the same time so they can enjoy the same educational opportunities as other American children.

In some statutes, Congress has expressly "set aside" a portion of grant funding for Indian schools or otherwise expressly stated that Indian schools are eligible applicants. Since Indian schools were not expressly mentioned in the Even Start statute, DoEd decided they had no status at all, not even the opportunity to compete on an equal basis with state-funded public schools.

The Department has drafted an amendment to the Even Start law which, if enacted, would make Indian tribes and schools operated by tribes or tribal organizations eligible for Even Start grants. We seek the Committee's support and advocacy of this amendment.

The amendment would allow tribes and tribal organizations to compete equally with public schools for DoEd-awarded grants in years when the Even Start appropriations are less than $50 million. (For fiscal year 1990, Congress has recommended an appropriation of $24.5 million.)

In higher funding years -- when Even Start appropriations reach $50 million -- current law requires that block grants be made directly to states who make grants to individual school applicants. The Indian amendment would create the equivalent of a block grant for Indian applicants, with the DoEd

administering the funds set aside for this purpose. While DoEd did not suggest what portion of the appropriation should be set aside for the Indian grants, ANCCSB recommends 3%, the same percentage reserved for Migrant Programs.

We would like to see an Even Start amendment enacted as soon as possible so that Indian children can have a chance to benefit from this program in 1990. We suggest that perhaps the amendment could be added to the Vocational Education bill currently being considered by the Senate Labor and Human Resources Committee. Any assistance this Committee can provide in that regard will be greatly appreciated.

Other DoEd Grant Programs. We fear that Even Start is but one example of federal education grant programs closed to Indian schools and Indian tribes because DoEd interprets the authorizing statutes as excluding them from eligibility. It is for this reason that we asked the Department to survey each of its elementary and secondary grant programs and indicate whether the Department deems Indian schools/tribes eligible or ineligible applicants. If statutory amendments are necessary, we hope we can count on this Committee to support them.

White House Conference on Indian Education. Mr. Chairman, the Indian education community thanks this Committee for designing the P.L. 100-297 statutory framework for the White House Conference on Indian Education. We look forward to help-

ing with the planning of and participating in this important event. There is a problem, however, with which we need the Committee's help.

P.L. 100-297 authorized funding for the Conference for fiscal year 1990, only. Through the efforts of many members of this Committee -- particularly Senator DeConcini -- Congress agreed to appropriate $500,000 in FY1990 to begin Conference planning. This clearly will not be sufficient funding. We ask, therefore, that the Committee take steps to amend the law to authorize the appropriation of funds in FY1991, also, the year in which the law requires the President to call this Conference.

Mr. Chairman, it was a pleasure to appear before you today. I will be happy to answer any questions you have.

NATIONAL INDIAN EDUCATION ASSOCIATION

1819 H STREET, N.W., SUITE 800
WASHINGTON, D.C. 20006
(202) 835-3001

Testimony of the National Indian Education Association
before the
Senate Select Committee on Indian Affairs
On Department of Education Programs

October 27, 1989

The National Indian Education Association is pleased to present testimony before this Committee on Department of Education programs as they apply to Indian and Alaska Native people.

The Department of Education has a much greater effect on Indian schools than on public schools generally. By the term "Indian schools", we refer to tribal contract and grant, BIA and public schools with large numbers of Indian students. Only 7% of funding spent on education in this country is federal money, but for Indian schools federal monies are the primary source of funding. Federal budget cuts and sequestrations have an immediate and negative impact on Indian schools. Indian Education Act, Chapter 1 and Impact Aid monies are the funding foundation for Indian schools. For Bureau-funded elementary and secondary schools, the funding from the BIA also plays a significant role in those schools' budgets.

Department of Education Initiatives. The National Indian Education Association held its annual conference in Anchorage earlier this month, and Secretary of Education Cavazos participated in that conference. In his keynote address to the NIEA members, the Secretary announced two very welcome initiatives: (1) the creation of an Indian/Alaska Native education database, and (2) a study of Indian/Alaska Native education.

NIEA and others in the Indian education field have been advocating for some time for the creation and upkeep of an Indian education database. While we have statistical information specific to certain schools or areas, often our data is out of date, not national in scope and/or is not broken down in such a way as to be as useful as it might be, i.e., divisions of information by tribal, BIA, public, private, on-reservation and off-reservation categories. Education statistics frequently include no Indian/Alaska Native information or, as in the case of a recent National Center for Education Statistics Report, classified everyone as either Black, White, or Hispanic, with "Hispanic" being everyone who is not black or white.

In our communications with the Department of Education concerning the database, we will ask that care be taken to

coordinate the Department's efforts with others who may be engaged in research and survey work so that unnecessary duplication does not occur. The Secretary specifically mentioned that one focus of the research would be the Indian/Alaska Native dropout rate. This is information we are particularly eager to have. However, the National Education Association and Arizona State University have been planning to jointly undertake such an effort, and we would want the Department of Education's and the NEA/ASU efforts to be complimentary.

NIEA is also eager that there be Native input into the design of the Department of Education's data gathering efforts so that the products are of the greatest possible benefit to schools and to tribal, state and federal governments.

Secretary Cavazos said he intends the study on Indian/Alaska Native education be comparable to the landmark "A Nation at Risk" report and, indeed, will entitle the study "Indian Nations at Risk." The report, which is scheduled to be completed in one year, is intended to look at the status of education for Indian and Alaska Native people and to identify and analyze programs that succeed and those that fail. Secretary Cavazos told the NIEA conferees that his hope is that the study will help develop an action plan for Indian education and feed into the deliberations of the White House Conference on Indian Education.

Bureau-funded Schools' Access to DOE Programs. NIEA is disturbed by the inconsistent treatment Bureau-funded schools receive under the law and under Department of Education legal interpretations regarding eligibility for DOE grant programs. Often the laws authorizing DOE grant programs are silent or vague or narrowly interpreted with regard to Bureau-funded schools' eligibility for funding. Efforts by the Association of Navajo Community Controlled Schools Boards (ANCCSB) and NIEA to bring this issue to the attention of the Department of Education may bring some good results. The Department ruled this year that Bureau-funded schools are not eligible for the Even Start Program. While the law is not explicit on this point, we felt that there was a legal case that the schools are eligible for the program.

That experience, however, resulted in a request by ANCCSB and NIEA that the Department survey all of its grant programs in the Division of Elementary and Secondary Education and let us know for which grant programs they feel Bureau-funded schools are eligible, for which they are not eligible and those for which we need legal clarification. The Department agreed to this request and we expect the survey to be available in the near future. We expect to then prepare a legislative package of amendments which will clarify the eligibility of Bureau-funded schools for a number of grant programs currently denied them.

The support of the Senate Select Committee on Indian Affairs will be critical to this legislative effort, and we look forward to working with you on this matter.

Vocational Education. NIEA testified before this Committee, September 15th, on vocational education legislation. We will not repeat that testimony here, but want to reemphasize the fact that under current law Bureau-funded schools have to compete annually for a limited pot of vocational education monies. Under the House-passed vocational education bill, H.R. 7, public secondary schools will receive vocational education monies based primarily on their number of Chapter 1 and Handicapped-eligible students, while Bureau-funded secondary schools will have to compete with other Indian organizations for monies. Certainly all the Bureau-funded secondary schools, if they were defined as LEAs, would automatically qualify under H.R. 7 for funding. We have been working with your Committee on getting language in the Senate's version of the vocational education legislation which would provide Bureau-funded schools a stable funding base of vocational education monies.

NIEA supports the formula in HR. 7 for distribution of vocational education monies to public schools, and feels that it will benefit public schools with Native students.

Indian Education Act Programs. NIEA urges the Department to fill the position of Director for the Office of Indian Education as soon as possible, and to fill the vacancies in that office utilizing Indian preference. NIEA adopted a resolution at its recent conference supporting the choice for Director pursuant to the priorities of the National Advisory Council on Indian Education. We seem to be in a perpetual state of limbo at the Office of Indian Education (and at the BIA's Office of Indian Education Programs) because of people working in acting capacities and because of unfilled positions.

Funding for the Indian Education Act (Title V), the major Indian-specific program in the Department of Education, has not kept up with inflation. If funding for the Indian Education Act had increased commensurate with an average rate of education inflation of 7.5% since FY1981 when the appropriation was $81.6 million, the program would now be receiving $155 million instead of the $74 million FY1990 appropriation. An example of increased costs which the Title V programs have had to absorb is fringe benefits. A Title V program in Washington reports to us that mandatory costs increases for fringe benefits for personnel have doubled in the past five years, but no funds have been made available to cover this specific cost. The result has been people laid off and positions not filled even though the number of students being served by the program has increased.

NIEA supports the efforts of Alaska Natives to have a regional Resource and Evaluation Center established in Alaska. Currently, there are five regional Resource and Evaluation Centers which provide technical assistance to Indian Education grantees, LEAs, SEAs, Tribes and Indian Organizations. The DOE contracts for these Centers under the authority of the Indian Education Act.

The regional Center which serves Alaska is in Spokane, Washington. That Center also serves the states of Oregon, Washington and Idaho. Alaska has 48 Indian Education program grantees with 21,501 eligible students plus there are other potential grantees within the State. However, only 25% of the 48 current Alaska grantees have ever received services from their regional Resource and Evaluation center. We believe that geographic considerations make it imperative that a regional Resource and Evaluation Center be located in Alaska. We understand that the travel costs last year associated with travel from the regional Center in Spokane was $40,000. This is not an efficient use of money and it would be better spent in providing direct services in Alaska. The Department of Education is currently accepting comments on a pre-soliciation notice to establish a Resource and Evaluation Center in Alaska, and we urge your support for the establishment of this Center.

NIEA would like the Department to work with Indian tribes and organizations to develop a requirement that students receiving Indian Education Act fellowships be required to work for a certain period of time in programs which serve Indian or Alaska Native people. The IHS scholarship and loan repayment program carry this type of requirement, and we believe it is appropriate to ask recipients of Indian Education Act fellowships to do likewise.

Our final comment on the Indian Education Act programs is a word of appreciation to the Office of Indian Education for changing the Adult Education Grants back to a three-year cycle. The program used to be funded on a 3-year staggered basis, but in recent years was changed to a 2-year cycle. Two-year programs do not provide an adequate amount of time for Native people who are learning to read and write to complete their GEDs. Termination of the programs at the end of two years has caused many people to not complete their courses of study. NIEA testified on this matter in our FY1990 appropriations testimony, and we appreciate the quick response of the Department of Education.

Adult Education. NIEA supports amending the Adult Education Act to provide a 2% allocation of monies to tribes and tribal organizations. Currently, funding goes to states who do not generally provide monies to tribes. The FY1990 appropriation for adult education grants to states under the Adult Educa-

tion Act is $160 million, up from a FY1989 funding level of $136 million. Many laws contain tribal allocations of monies. Direct allocation of federal monies to tribal governments is consistent with their legal status. In addition, education, social and other programs can better serve Indian and Alaska Native people if they are tribally designed and administered.

NIEA advocates for a study of the number of Native adults and the level of education services being provided by the DOE and the BIA to Native adults. We need better statistical information and evaluation of projects in order to prepare for the next reauthorization of the Indian Education Act in 1993.

We also suggest that a National Technical Assistance Center for Indian Adults be established. Adult education grantees are scattered throughout the country, and there is no way that each grantee or the Resource Centers can each hire a person with expertise in Indian/Alaska Native adult education. A National Technical Assistance Center for Indian Adults would fill this need in a cost-efficient manner.

Gifted and Talented. P.L. 100-297 authorized the establishment of two Gifted and Talented Centers dedicated to provide research and assistance for gifted and talented programs for Native people. There is strong interest among the tribal colleges of having the centers located in two of their institutions. The establishment of these Centers is critical to any serious effort to provide services to Native gifted and talented students. We need to programmatically test the gifted and talented identification procedures, apply recently-developed concepts in the gifted and talented area, develop in-school and alternate school programs, follow the progress of gifted and talented students and initiate research in teaching methodologies for Native gifted and talented students. The Office of Indian Education had $500,000 in FY1989 monies to begin working on a Gifted and Talented program. This money was not obligated in FY1989 and has been carried over to FY1990.

Standardization of Grant Application Scores. We believe that the awarding of competitive grants under the Library Services and Construction Act, the Title III program and the TRIO programs are often dependent upon the luck of the draw with regard to the review panel. These particular programs have, as with other grant programs, numerous panels of field readers who review the application. Because the raw scores are not standardized, the applicant who is successful is likely the applicant who got a panel which tended to give higher scores. The Indian Education Act and Indian vocational education competitive grant applications are awarded using standardized scores, and we believe this is a fair method. We urge that the Library Services

and Construction Act, Title III and TRIO programs grant process be changed to require standard deviation of field reader scores.

Title III. The funding distribution formula for the competitive grants for the Title III or Developing Institutions program, in addition to adopting a standard deviation on application scores, needs to be changed to provide for a separate allocation for tribally controlled colleges. There is, as you know, an allocation under the Title III program for historically black colleges. The historically black colleges will receive about half of the Title III funding in FY1990, or $85 million.

Tribally controlled colleges are certainly developing institutions and institutions which serve predominately minority students. Tribal colleges have had difficulty accessing Title III monies. For instance, this year, Sinte Gleska College, which has a student population that is 75% Indian, received a score of 90 on its Title III application. They were not funded, but a school in Puerto Rico, which serves 100% minority people, but scored only 65 on its application, was awarded a Title III grant.

Fetal Alcohol Syndrome Initiative. Efforts to prevent fetal alcohol syndrome (FAS) and fetal alcohol effect (FAE) are gaining more attention and NIEA fully supports expanding these efforts. FAS and FAE are tragic and preventable situation whose victims are all innocent people. We also, however, want to work in the schools with students and adults who have FAS and FAE. Schools have little information on how to diagnose the varying symptoms of FAS and FAE, how to react to these diseases, or how to create or modify school curricula which will serve FAS and FAE victims.

There must be untold thousands -- or hundreds of thousands -- of Indian and Alaska Native people who are the victims of FAS or FAE, people who have been misdiagnosed, people who have been labeled troublemakers, and, certainly, many of whom are in prison. We do not want to give up on this generation of school children nor on the several generations of adults who may be affected by FAS and FAE.

Some members of this Committee may have read the wrenching book by Michael Dorris, Broken Cord. Dorris adopted a Sioux child who, as it turned out, is severely affected by FAS. His story of years of work with his son and the lack of knowledge by those in the medical and counseling fields shows very clearly what we are up against with FAS. We understand that the movie rights have been bought for this book, and expect the movie will provide a catalyst for public action on this issue. NIEA would like to work with the Department of Education, BIA

and IHS on the issue of appropriate education techniques and curricula for young people and adults who suffer from the wide array of FAS and FAE disabilities.

DEPARTMENT OF EDUCATION

Witnesses appearing before the
Senate Select Committee on Indian Affairs

Daniel F. Bonner

Acting Assistant Secretary for
Elementary and Secondary Education

accompanied by

A. Neal Shedd, Acting Director, Office of Indian Education Programs,
Office of Elementary and Secondary Education

Thomas M. Corwin, Director, Division of Elementary, Secondary, and
Vocational Analysis, Office of Planning, Budget, and Evaluation

October 27, 1989

DEPARTMENT OF EDUCATION

Statement by the Acting Assistant Secretary for

Elementary and Secondary Education

on

Indian Education

October 27, 1989

Mr. Chairman and Members of the Committee:

I am happy to be here today on behalf of Secretary Cavazos to discuss matters pertaining to programs in the Office of Indian Education as well as other programs that benefit Indians and are administered elsewhere in the Department of Education. With me today are Neal Shedd, Acting Director of the Office of Indian Education, and Thomas Corwin, Director of the Division of Elementary, Secondary, and Vocational Analysis in the Department's Office of Planning, Budget, and Evaluation.

In your letters to Secretary Cavazos requesting this hearing, you listed several issues that you wished to discuss. I will address each of those issues in turn.

Indian Education Act Programs

The Office of Indian Education administers a wide array of programs authorized by the Indian Education Act of 1988. These programs currently receive a combined appropriation of $71.4 million. The bulk of the funds -- about $52 million -- is distributed by formula primarily to public school districts, but also to tribally operated and Bureau of Indian Affairs schools. The amount of funds going to each district or Indian school is based on the number of Indian children enrolled. These funds are used to supplement

the regular school program by providing educational services designed to meet particular needs of the Indian children. Local projects are characterized by an especially high level of parental involvement.

Your letter of October 4th raised a concern about the timing of the 1989 formula grant awards. It is true that awards were made later than usual this year. The delay was caused by a number of factors related to reauthorization of the program, including the newly authorized eligibility of BIA-operated schools. However, notification letters were mailed to all grantees by August 11th. Further, to ensure that there would be no lapse in services from one fiscal year's grant to the next, the Department authorized grantees to expend funds for appropriate pre-award costs. For school districts with special problems, we "faxed" copies of grant award letters confirming this authorization. All fiscal year 1989 funds were obligated by the Department before September 30, 1989. Now that the Department has implemented the provisions of the 1988 reauthorization, this delay should not recur in the future.

In addition to the formula grant program, the Indian Education Act authorizes several competitive grant programs. The $18 million for these programs are provided primarily to tribes, Indian educational organizations, and colleges and universities. They support such activities as early childhood programs, dropout prevention, adult education, technical assistance to grantees, training of Indian teachers and school administrators, and fellowships for graduate and undergraduate students.

Your letter of October 4th also questioned the timing of the fellowship awards. The statute governing this program requires the Secretary to provide written notification to fellowship recipients no later than 45 days prior to the beginning of the academic term. The Department complied with this

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.10 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE,1988-90

requirement. The actual obligation of funds could not take place until after July 19th, because regulations implementing the newly reauthorized program were not final until that date -- due, in part, to the delayed effective date provisions of the General Education Provisions Act.

Other Department of Education Programs

In addition to the programs authorized by the Indian Education Act, the Department of Education administers many other programs that provide educational services to Indians. Indian students participate in most of these programs on the same basis as the rest of the population -- that is, to the extent that they meet eligibility criteria related to educational need. The programs are generally targeted to public schools and include, for example, the Chapter 2 block grant, the Drug-Free Schools State Grant program, Education for Homeless Children and Youth, Bilingual Education, Magnet Schools Assistance, Migrant Education, the Chapter 1 LEA Grants program, many of the Special Education programs for the handicapped, and a host of small discretionary programs.

In addition, several of the Department's programs contain set-asides of funds specifically for Indians -- usually those attending Bureau of Indian Affairs Schools. In accordance with your request, we are providing the Committee with detailed descriptions of these programs, including budgetary and organizational information. These include Vocational Education, Compensatory Education programs authorized by Chapter 1, Mathematics and Science Education, Library Programs, Drug-Free Schools and Communities, Education of the Handicapped Act-Part B, and Programs for Handicapped Infants and Toddlers. In addition, many public schools enrolling Indian students receive funding from the Impact Aid program.

In March of this year, the Office of Indian Education began a new coordination effort by holding a two-day conference to share information among OIE staff, coordinators or directors of State Indian education programs, managers of "set-aside programs" for Indians, and directors of the Indian Education Regional Resource Centers. Because the Office is newly authorized to coordinate the development of policies and practices for all Department programs serving Indians, we have created a new staff position to aid coordination of policy development among those programs.

Additionally, staff of OIE are working with an informal interagency committee to conduct a policy review of each agency's Indian programs, and they also have membership on the White House Task Force on Indian Affairs, which meets monthly. The Task Force is chaired by Mary McClure, Special Assistant to the President for Indian Affairs.

Director of the Office of Indian Education

The remaining issues raised in your letters concern the administration of the Office of Indian Education -- namely, appointment of a director for the office, filling other staff positions, and implementating new statutory provisions that require the application of Indian preference.

The Director of the Office of Indian Education is a career position in the Senior Executive Service. Following the death of the previous director, Mr. John Sam, the Department advertised the position and evaluated the applications in accordance with Office of Personnel Management procedures. Next, as required by the Indian Education Act, a list of qualified applicants was submitted to the National Advisory Council on Indian Education, which, in turn, gave the Department its recommendations. I personally interviewed each candidate and submitted my recommendation to the Secretary. At this point we received a number of allegations concerning some of the candidates. These

allegations were turned over to the Department's Office of Inspector General for investigation. The hiring procedures have been suspended until the investigations are complete. Secretary Cavazos and I are quite anxious to have this position filled, and we are working diligently toward that end.

Staffing the Office of Indian Education

On the matter of fully staffing the Office of Indian Education, we are moving ahead and expect to have choices made on several newly created mid-level management positions next month. Selection certificates were submitted to us on Tuesday, October 24th. There were eligible Indian applicants for each vacancy.

Indian Preference

As you know, the reauthorized Indian Education Act of 1988 requires the Department to apply Indian preference in filling all positions in the Office of Indian Education. It also requires that non-Indian members of the staff be given a one-time preference when they apply for positions outside the office. Because we have had no previous experience in implementing such preferences and because the legal ramifications are complicated, it has taken a while to develop the policies and procedures to implement the new requirements. However, we have done that and are currently applying the preference policies in filling all the vacancies.

On a personal note, Mr. Chairman, two years ago the Department of Education was very fortunate to hire Mr. John Sam as Director of the Office of Indian Education. Mr. Sam brought to that position a wealth of experience and talent, as well as a deep and personal understanding of the educational needs of Indian children and adults. Because he believed that the office was not administratively organized to produce the best possible delivery of services, Mr. Sam proposed a new organizational structure. Among other things, that new

structure created several badly needed mid-level management positions that will help put the office on a sounder management footing and will provide opportunities for professional growth among Office of Indian Education employees. Although John died before he was able to hire new staff, it is his reorganization that we are implementing, and the positions for that reorganization that we are in the process of filling.

Commitment of the Secretary

Mr. Chairman, I would like to close by assuring you that Secretary Cavazos has placed the improvement of educational opportunities for Indian students high on his list of priorities. In fact, soon after becoming Secretary, he and Interior Secretary Lujan travelled West together to visit schools attended by Indian children. Secretary Cavazos returned convinced that a tremendous amount of work and commitment is necessary if we are to improve learning conditions for these children. He is also convinced that cooperation between our two agencies is essential. We believe we are establishing a good record of cooperation and coordination with the Department of the Interior's Bureau of Indian Affairs. We have negotiated memoranda of agreement to transfer funds under the Drug-Free Schools Act, Chapter 1, and other programs to bring the benefits of these programs to children attending BIA and contract schools. The Office of Indian Education has been working closely with the Office of Indian Education Programs at the BIA, and this year, for the first time as required under new provisions in our reauthorized legislation, we have transferred $2.6 million to BIA schools for supplemental services under subpart 1 of the Indian Education Act. We are also making every effort to back up these dollars with technical assistance services from our staff and our five regional resource centers.

Mr. Chairman, I have given you an overview of programs within the Department of Education that benefit Indian children, and I have tried to address each one of the concerns of the Committee as stated in your letters to Secretary Cavazos. My colleagues and I will be happy to answer any questions you may have.

Indian Education Act Subpart 1 Program

Program Title: Formula Grants to Local Educational Agencies

FY 1989 Appropriation: $49,248,000
FY 1990 Budget Request: $49,248,000
FY 1990 Appropriation: $51,541,000

Program Purpose: To support supplemental elementary and secondary education projects designed to meet the special educational and culturally related academic needs of Indian students in public schools, tribal schools and, beginning in FY 1989, in Bureau of Indian Affairs (BIA) operated schools.

Funding Procedure: Formula grants are provided to LEAs, tribal schools and BIA-operated schools. Funds are allocated on the basis of the number of eligible Indian students claimed by each applicant. Funds are allocated first to FY 1988 grantees (the FY 1988 amount plus two percent), and the remaining are allocated to the BIA-operated schools (approx $2.6 million in FY 1989).

Funding Requirements and Limitations: Funds are used only for activities that supplement the regular school programs. The new legislation also limits FY 1989 funding to LEAs and tribal schools that were grantees in FY 1988.

Types of Activities Funded: Remedial instruction and tutoring in the basic academic skills, counseling, activities to improve communications between the home and school, cultural education activities, and drug abuse prevention education.

FY 1989

No. of Applications.....1,169
No. of Awards.....1,112
No. of Participating Students.....240,000
No. of States with Grantees.....41

Award Notification Dates: 8/11/89

Program Evaluation: The last formal evaluation study on the impact of the formula grant program was conducted in 1983. Although improvements on standardized achievement test scores could not be attributed to the formula grant projects, the study showed that student performance improvements were made in reading and mathematics. Additionally the study also showed improvements in school attendance, particularly among students with severe attendance problems, but there was an absence of documentation showing an effect on reducing the school dropout rate. The study concluded that the program had also increased opportunities for Indian students in public schools and tribal schools to learn more about their tribal culture and heritage.

Further, findings from our annual audits indicate that LEAs continue to improve their documentation of student performance and that this documentation is showing more evidence of student academic improvements.

Five-Year Funding History

FY 1990	$51,541,000
FY 1989	$49,248,000
FY 1988	$45,656,000
FY 1987	$43,700,000
FY 1986	$43,675,000

Indian Education Act Subpart 1 Program

Program Title: Indian-Controlled Schools

FY 1989 Appropriation: $3,500,000
FY 1990 Budget Request: $3,500,000
FY 1990 Appropriation: $3,500,000

Program Purpose: To assist development and implementation of special enrichment programs that supplement regular elementary and secondary education programs offered by Indian-controlled schools.

Funding Procedure: Grants are awarded on a competitive basis at a total amount not exceeding 10% of the amount appropriated for Subpart 1.

Funding Requirement and Limitation: Grants are limited to schools on or near reservations that are not LEAs, or have not been LEAs for more than 3 years, including BIA schools and schools for Indian children that are not eligible for BIA funding.

Types of Activities Funded: Projects have included cultural enrichment, tutoring, counseling, remedial reading and mathematics, drug abuse prevention education, and computer-based instruction.

FY 1989

No. of Applications.....32
No. of Awards.....22
No. of Participating Students.....5,366
No. of States with Grant Awards.....11

Award Notification Dates: 6/30/89

Program Evaluation: A limited study conducted in 1986 concluded that students in Indian-controlled schools were performing below the national average on standardized achievement tests and that the per pupil cost was considerably higher than the national average.

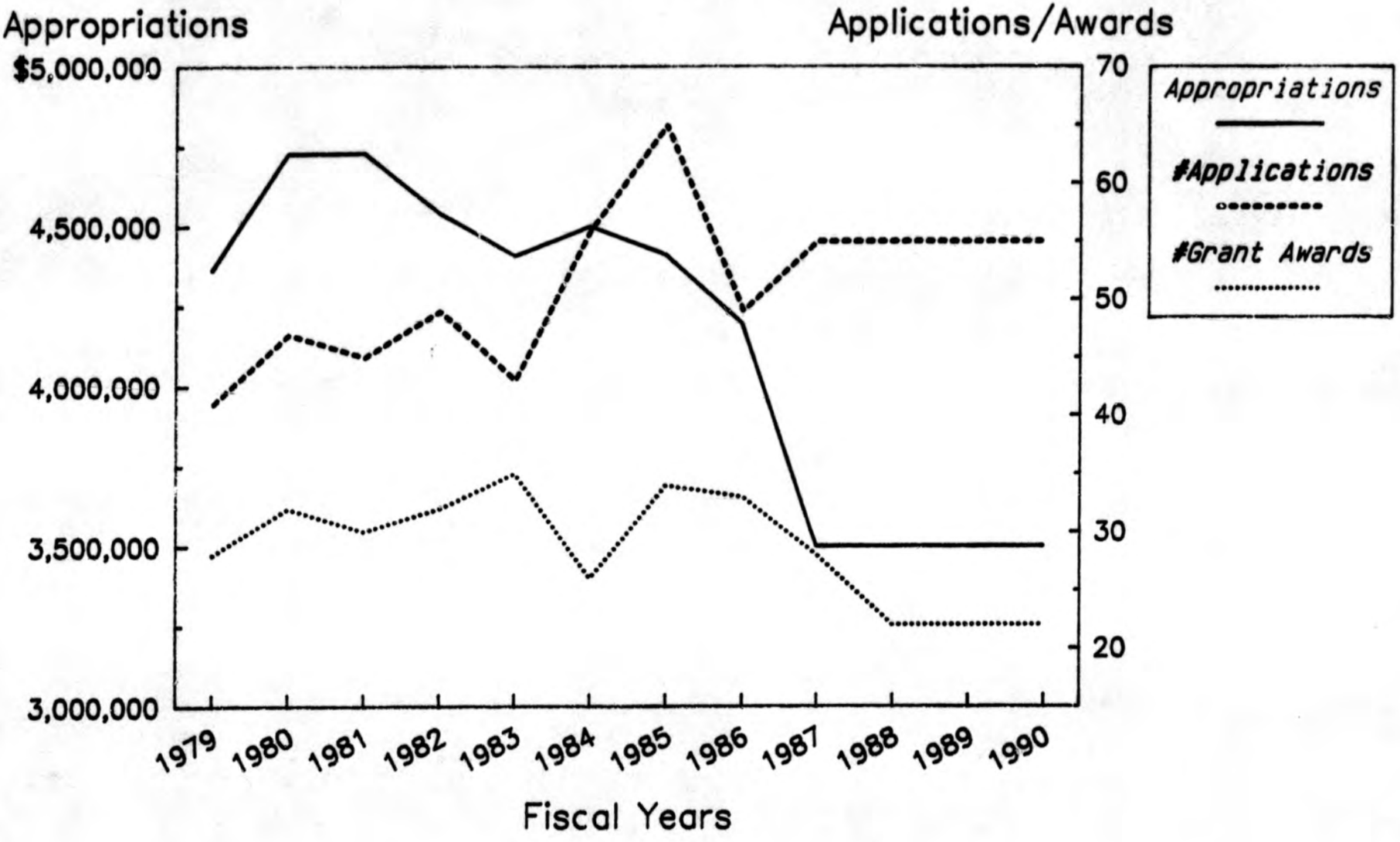
Five-Year Funding History

FY 1990	$3,500,000
FY 1989	$3,500,000
FY 1988	$3,500,000
FY 1987	$3,500,000
FY 1986	$4,195,000

OFFICE OF INDIAN EDUCATION

Cultural Enrichment Programs

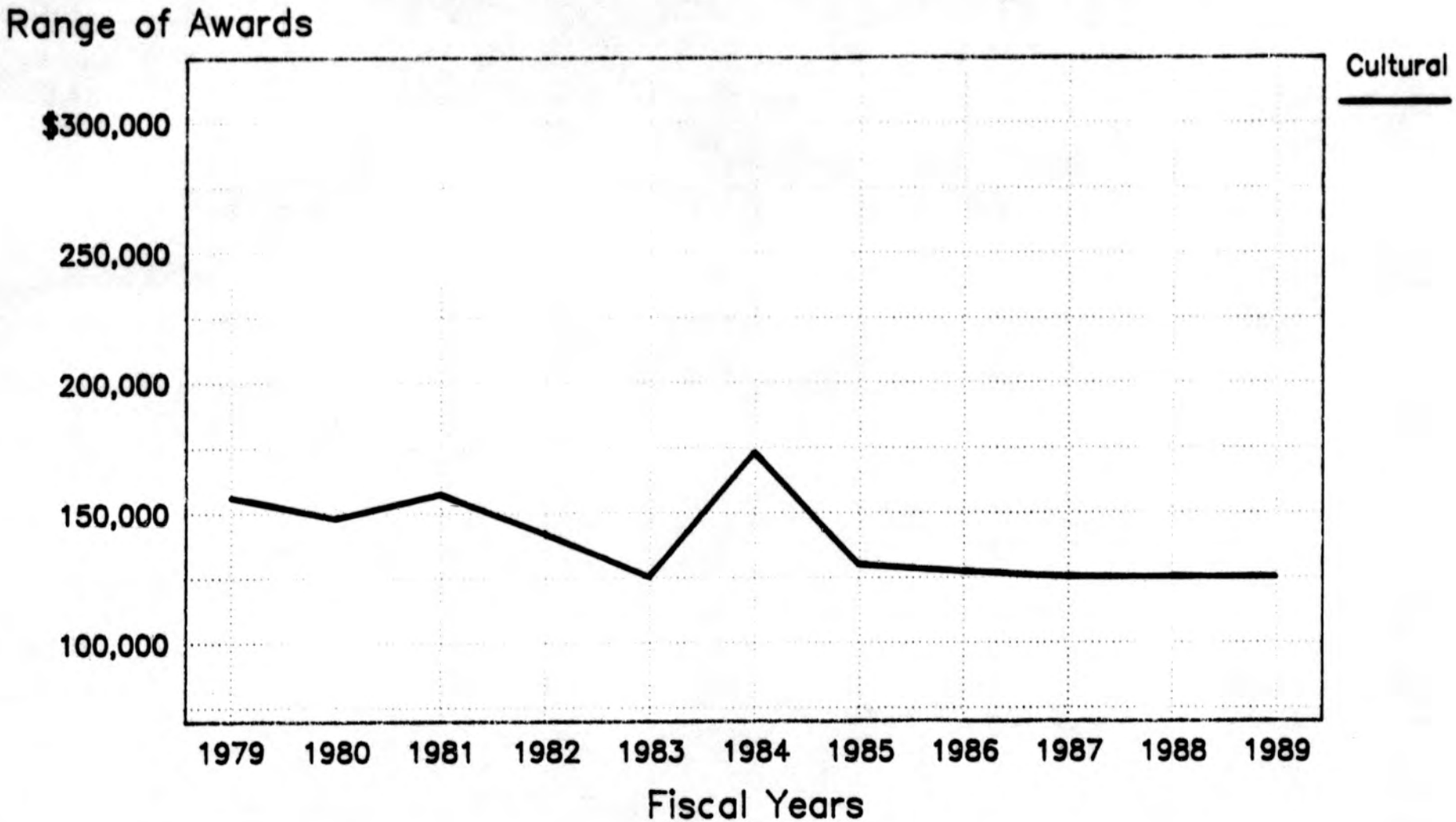
Fiscal Years 1979–1990



OFFICE OF INDIAN EDUCATION

Cultural Enrichment Programs

Average Grant Awards FY 1979–1989



Indian Education Act Subpart 2 Program

Program Title: Special Programs for Indian Students - Educational Services Projects

FY 1989 Appropriation: $3,700,000
FY 1990 Budget Request: $4,100,000
FY 1990 Appropriation: $4,128,000

Program Purpose: To support educational programs or services for Indian preschool, elementary, and secondary school students for whom the programs or services are not available in sufficient quantity or quality.

Funding Procedure: Funds are provided through competitive discretionary grants to Indian tribes, Indian organizations, State Education Agencies (SEAs) and Local Education Agencies (LEAs). Grants may also be awarded to consortia of Indian tribes and organizations, LEAs, and higher education institutions for projects to reduce dropout rates or encourage Indian students to obtain a higher education.

Funding Requirement: Twenty-five (25) priority points are given to applicants that are Indian tribes, organizations, or institutions, including those that are members of a consortia.

Types of Activities Funded: Activities include preschool instruction, cultural heritage activities, dropout prevention activities, tutoring, special instruction for gifted and talented students, language instruction, counseling, leadership training and alcohol and drug abuse education.

FY 1989

No. of Applications.....89
No. of Awards.....28
No. of Participating Students.....6,600
No. of States with Grant Awards.....16

Award Notification Dates: 3/2/89 Continuation Grants
6/6/89 - 9/29/89 New Grants

Program Evaluation: None

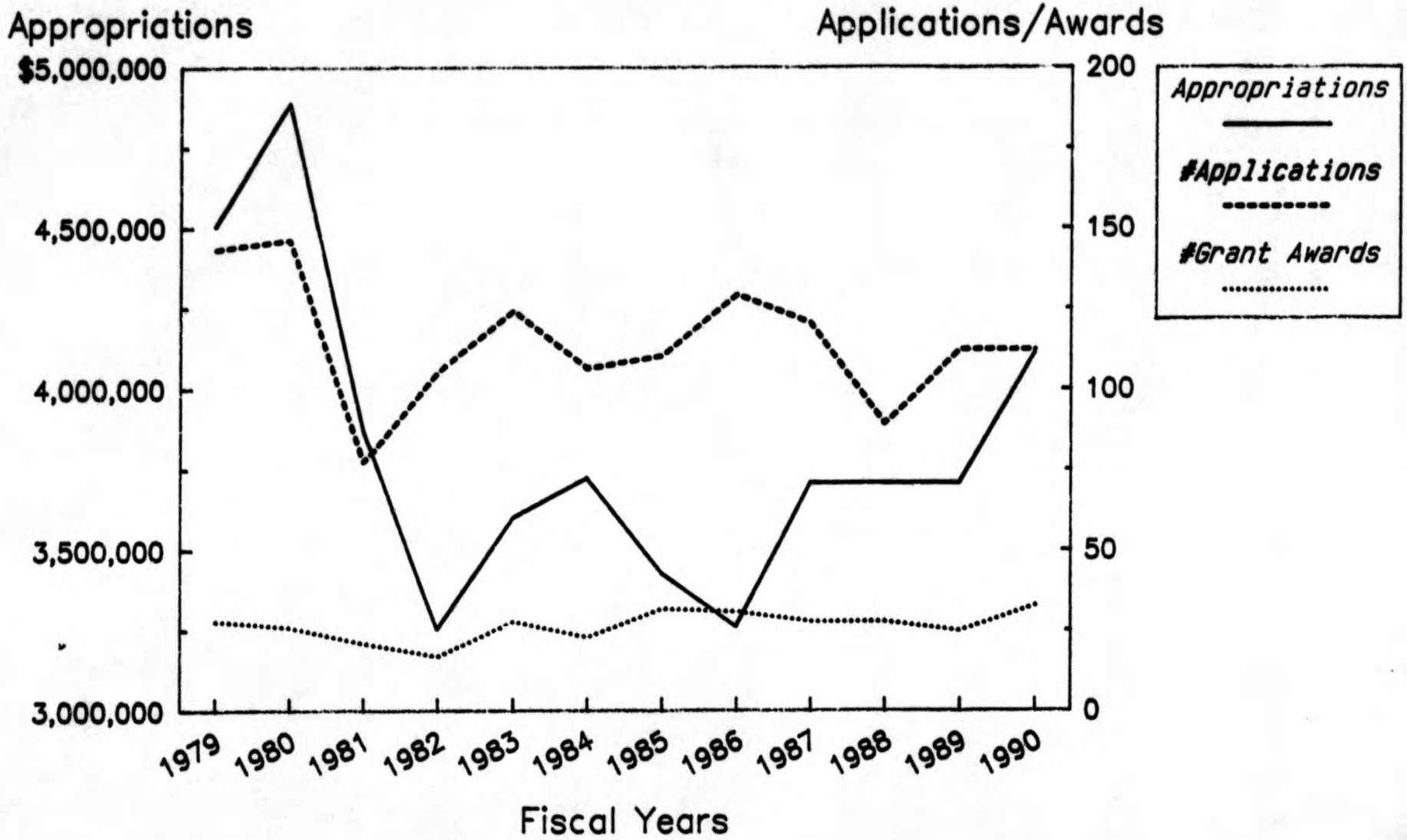
Five-Year Funding History

FY 1990	$4,128,000
FY 1989	$3,710,000
FY 1988	$3,710,000
FY 1987	$3,710,000
FY 1986	$3,263,000

OFFICE OF INDIAN EDUCATION

Educational Services Program

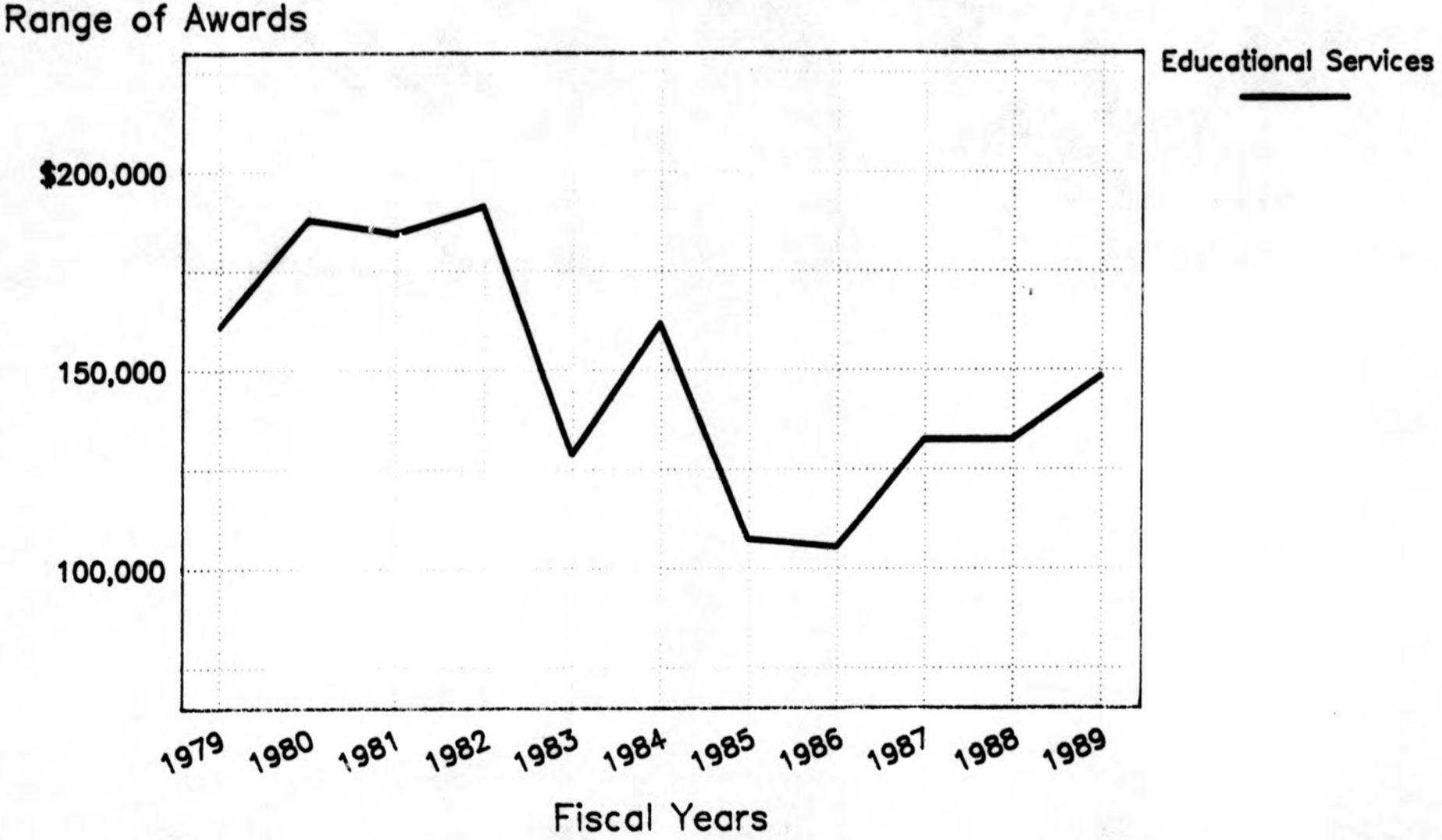
Fiscal Years 1979–1990



OFFICE OF INDIAN EDUCATION

Educational Services

Average Grant Awards FY 1979–1989



Indian Education Act Subpart 2 Program

Program Title: Special Programs for Indian Students - Planning, Pilot and Demonstration Projects

FY 1989 Appropriation: $1,900,000
FY 1990 Budget Request: $1,900,000
FY 1990 Appropriation: $1,935,000

Program Purpose: To support planning, pilot and demonstration projects to develop, test and demonstrate programs which effectively improve educational opportunities for Indian children.

Funding Procedure: Funds are provided through competitive discretionary grants to Indian tribes, Indian organizations, BIA funded schools, SEAs and LEAs.

Funding Requirement: Twenty-five (25) priority points are given to applicants that are Indian tribes, organizations, or institutions.

Types of Activities Funded: Funds support activities to improve education from preschool to high school and include curriculum development in mathematics, science and the basic skills, special programs for gifted and talented students, and demonstrations of computer-based instructional programs.

FY 1989

No. of Applications.....54
No. of Awards.....16
No. of Participating Students.....7,900
No. of States with Grant Awards.....7

Award Notification Dates: 3/2/89--3/30/89 Continuation Grants
6/6/89--6/30/89 New Grants

Program Evaluation: None

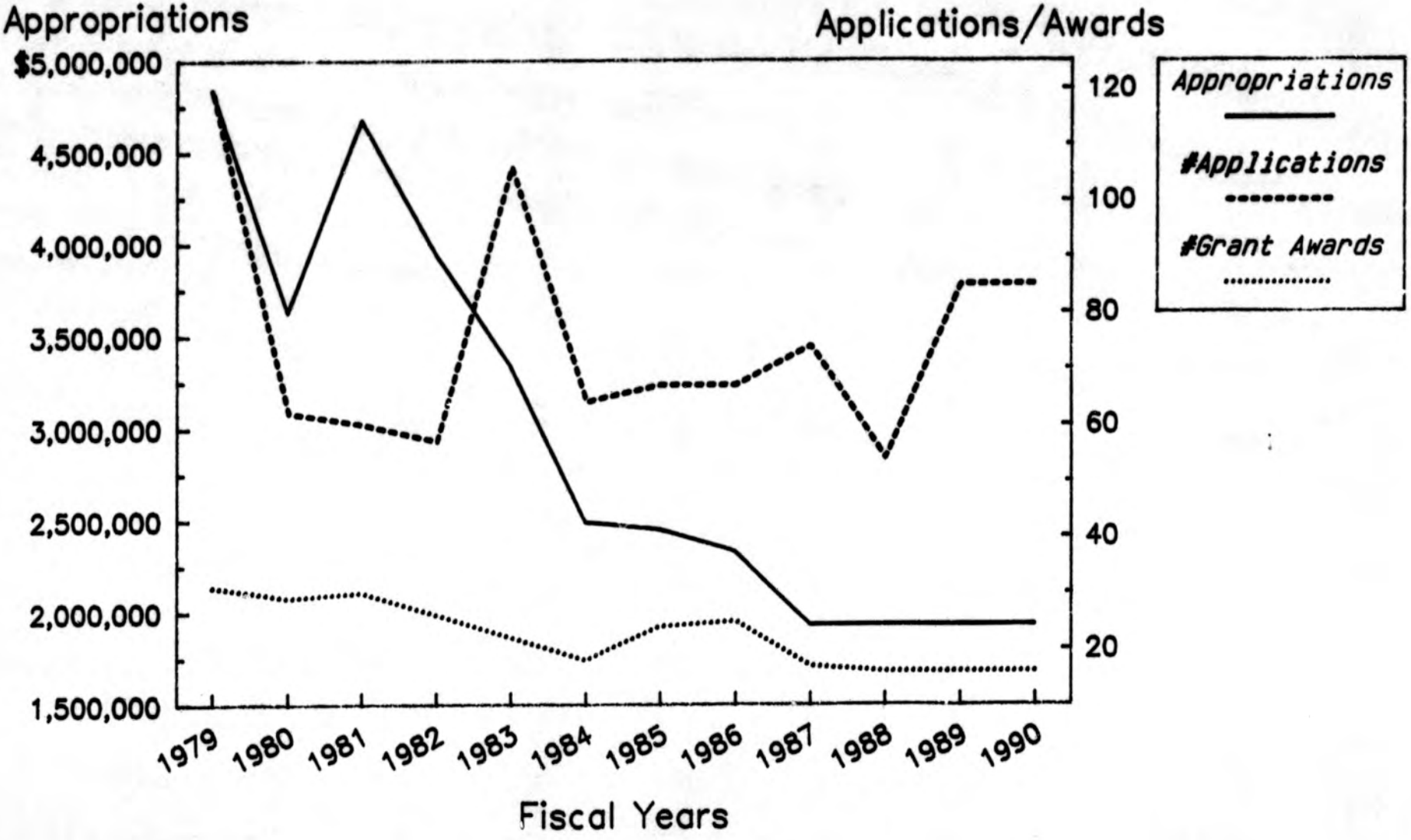
Five-Year Funding History

FY 1990	$1,935,000
FY 1989	$1,935,000
FY 1988	$1,935,000
FY 1987	$1,935,000
FY 1986	$2,330,000

OFFICE OF INDIAN EDUCATION

PPD Programs

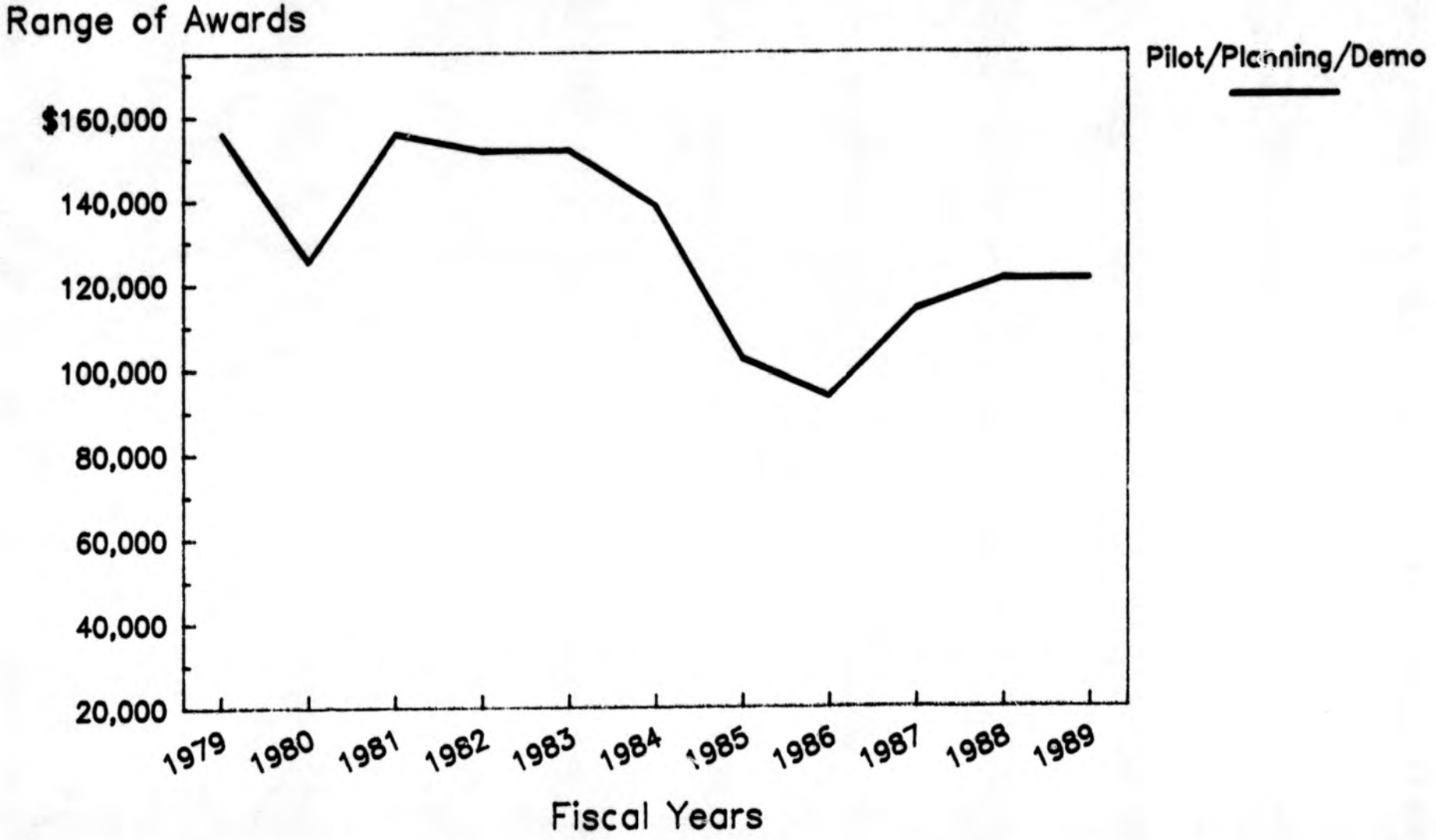
Fiscal Years 1979–1990



OFFICE OF INDIAN EDUCATION

Pilot/Planning and Demonstration Program

Average Grant Awards FY 1979–1989



Indian Education Act Subpart 2 Program

Program Title: Educational Personnel Development Programs

FY 1989 Appropriation: $2,262,000
FY 1990 Budget Request: $2,262,000
FY 1990 Appropriation: $2,262,000

Program Purpose: To prepare persons to serve, or to improve the qualifications of persons who serve Indian students as teachers, administrators, teacher aides, social workers and ancillary educational personnel.

Funding Procedure: Funds are provided through competitive discretionary grants to institutions of higher education, and SEAs and LEAs in combination with institutions of higher education under Section 5321(d) of the Indian Education Act of 1988, and to institutions of higher education, Indian organizations and Indian tribes, with priority given to Indian groups under Section 5322 of the Act.

Funding Requirement: Priority points are given to Indian tribes, organizations, and institutions and for programs leading to a bachelors degree or postbaccalaureate credits. Priority points are also given to applicants for projects in which all of the participants are Indian under Section 5321(d).

Types of Activities Funded: Funds under Section 5321(d) are provided to universities for assistance to Indian students in graduate programs in education, and under Section 5322, to Indian students in Indian tribes which anually subcontract with a local university or college for undergraduate programs to train Indians for careers as teachers or teacher aides.

FY 1989

No. of Applications.....21
No. of Awards.....16
No. of Participating Students.....320
No. of States with Grant Awards.....8

Award Notification Dates: 5/30/89--6/30/89

Program Evaluation: None

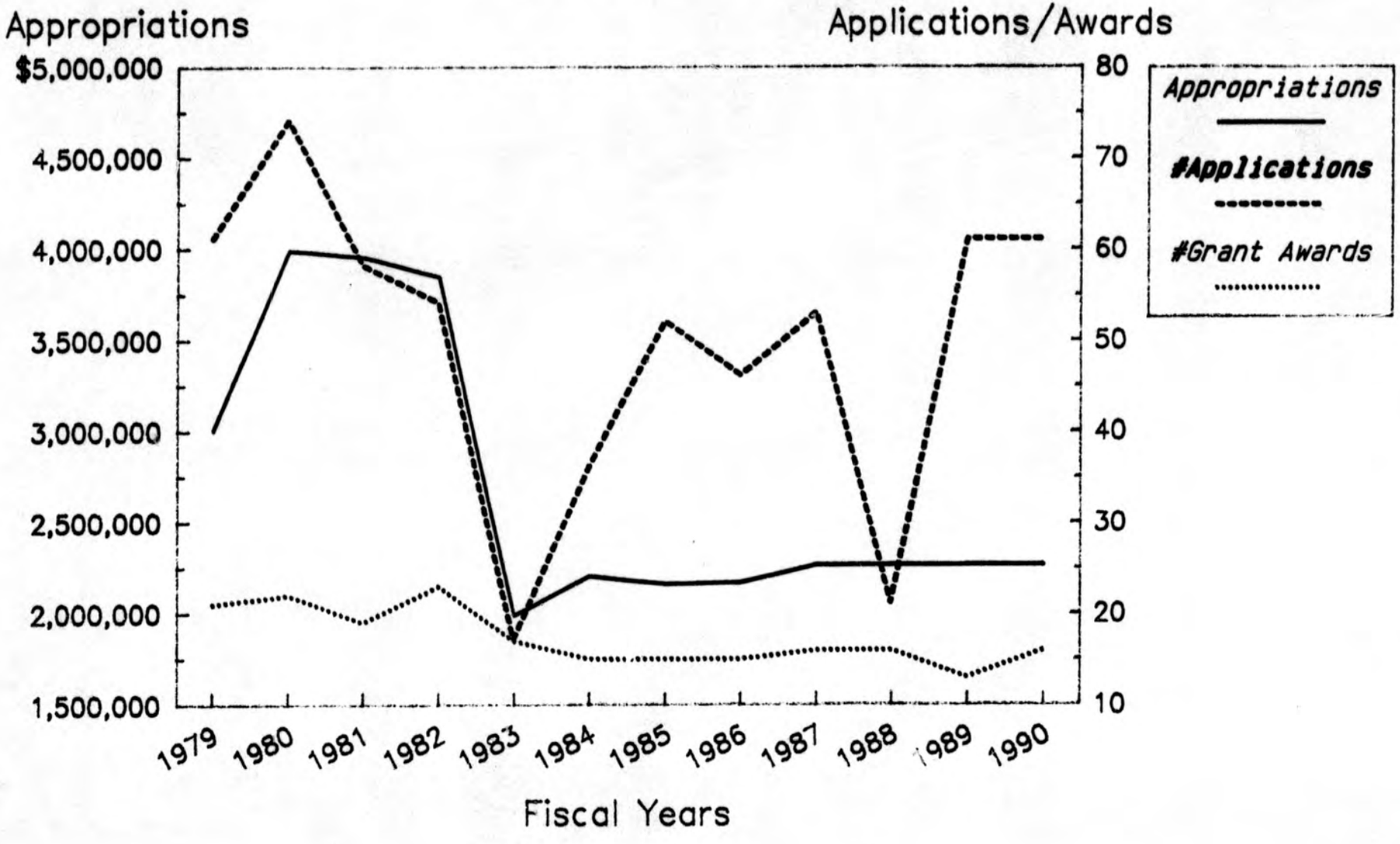
Five-Year Funding History

FY 1990	$2,262,000
FY 1989	$2,262,000
FY 1988	$2,262,000
FY 1987	$2,262,000
FY 1986	$2,165,000

OFFICE OF INDIAN EDUCATION

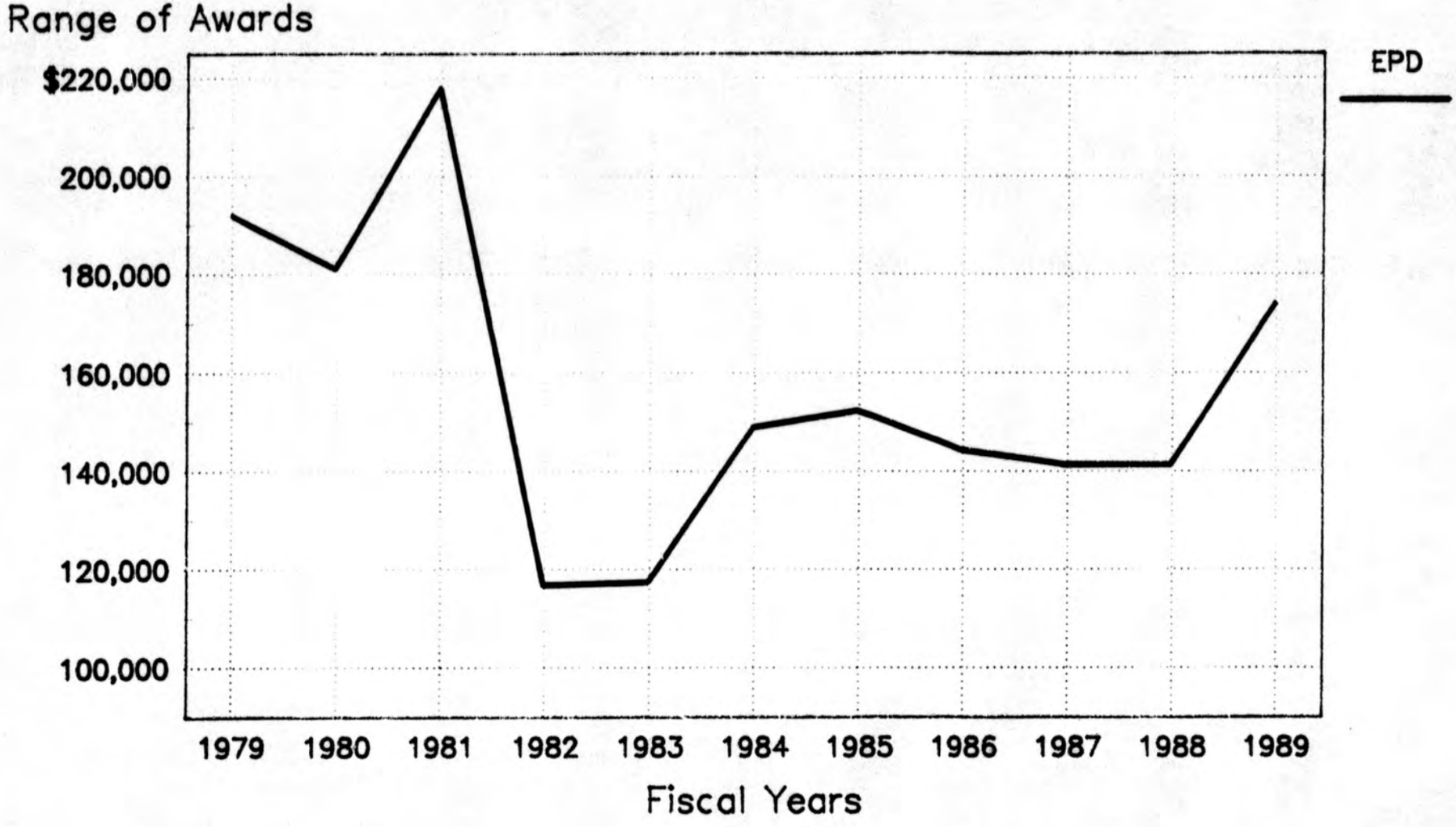
EPD Program

Fiscal Years 1979–1990



OFFICE OF INDIAN EDUCATION

Educational Personnel Development
Average Grant Awards FY 1979–1989



Indian Education Act Subpart 2 Program

Program Title: Fellowships for Indian Students

FY 1989 Appropriation: $1,600,000
FY 1990 Budget Request: $1,600,000
FY 1990 Appropriation: $1,600,000

Program Purpose: To enable Indian students to pursue courses of study leading to graduate or professional degrees in medicine, clinical psychology, psychology, law, education, and related fields and to graduate or undergraduate degrees in engineering, business administration, natural resources, and related fields.

Funding Procedure: Fellowships are awarded on a competitive basis to individuals.

Funding Requirement and Limitation: Awards may be used for stipulated education costs as long as other financial aid (other than loans) has not been awarded to the student for those costs.

Types of Fellowships Awarded: Full time graduate and undergraduate study in a degree program at an accredited institution of higher education.

FY 1989

No. of Applications:.....676
No. of Awards:.....124

Award Notification Dates: All Fellows notified 45 days or more before the opening of school.
Schools notified July 19, 1989 - effective date of Fellowship regulations.

Program Evaluation: A follow-up study of past fellows is planned for this spring.

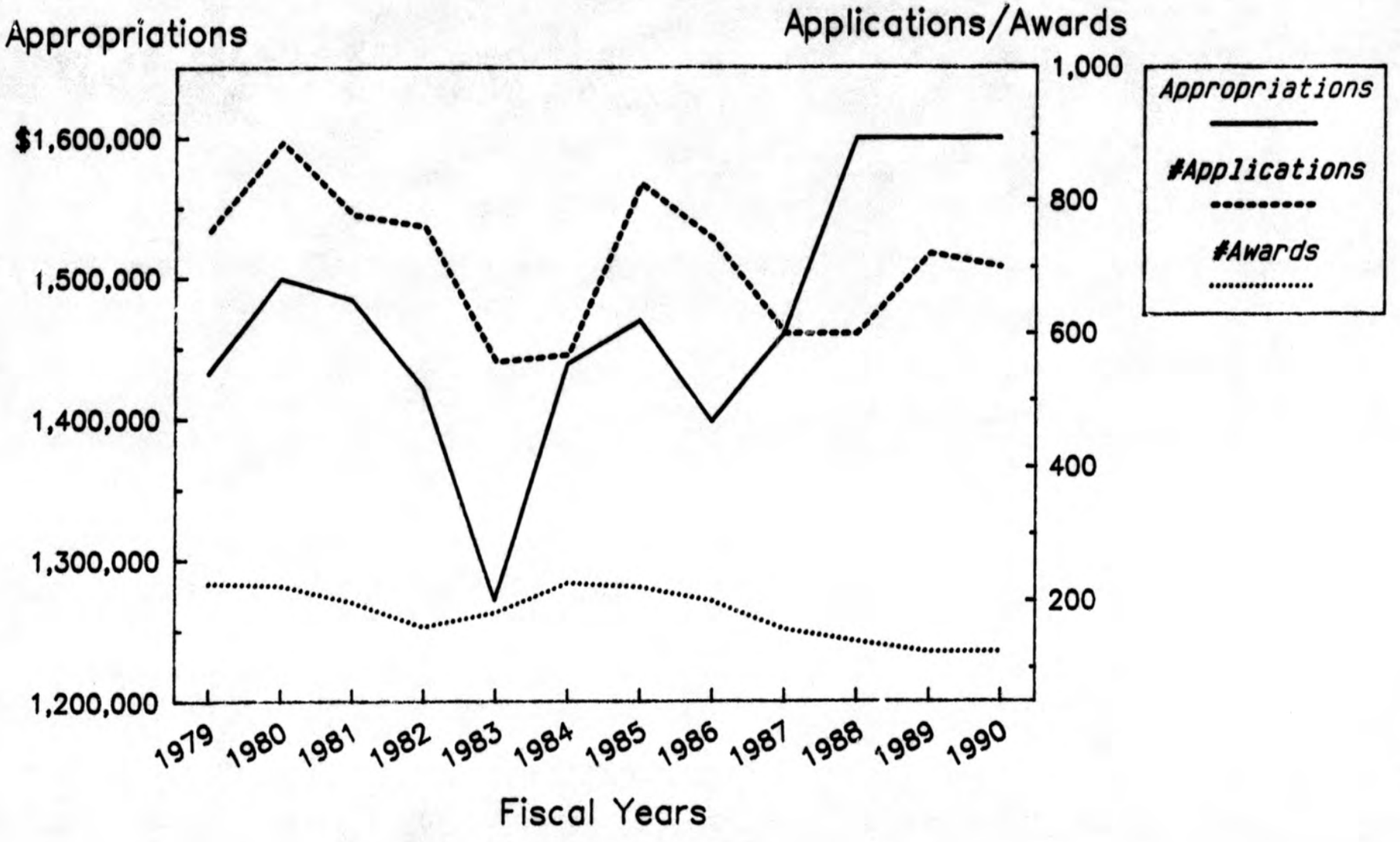
Five Year Funding History

FY 1990	$1,600,000
FY 1989	$1,600,000
FY 1988	$1,600,000
FY 1987	$1,461,000
FY 1986	$1,398,000

Office of Indian Education

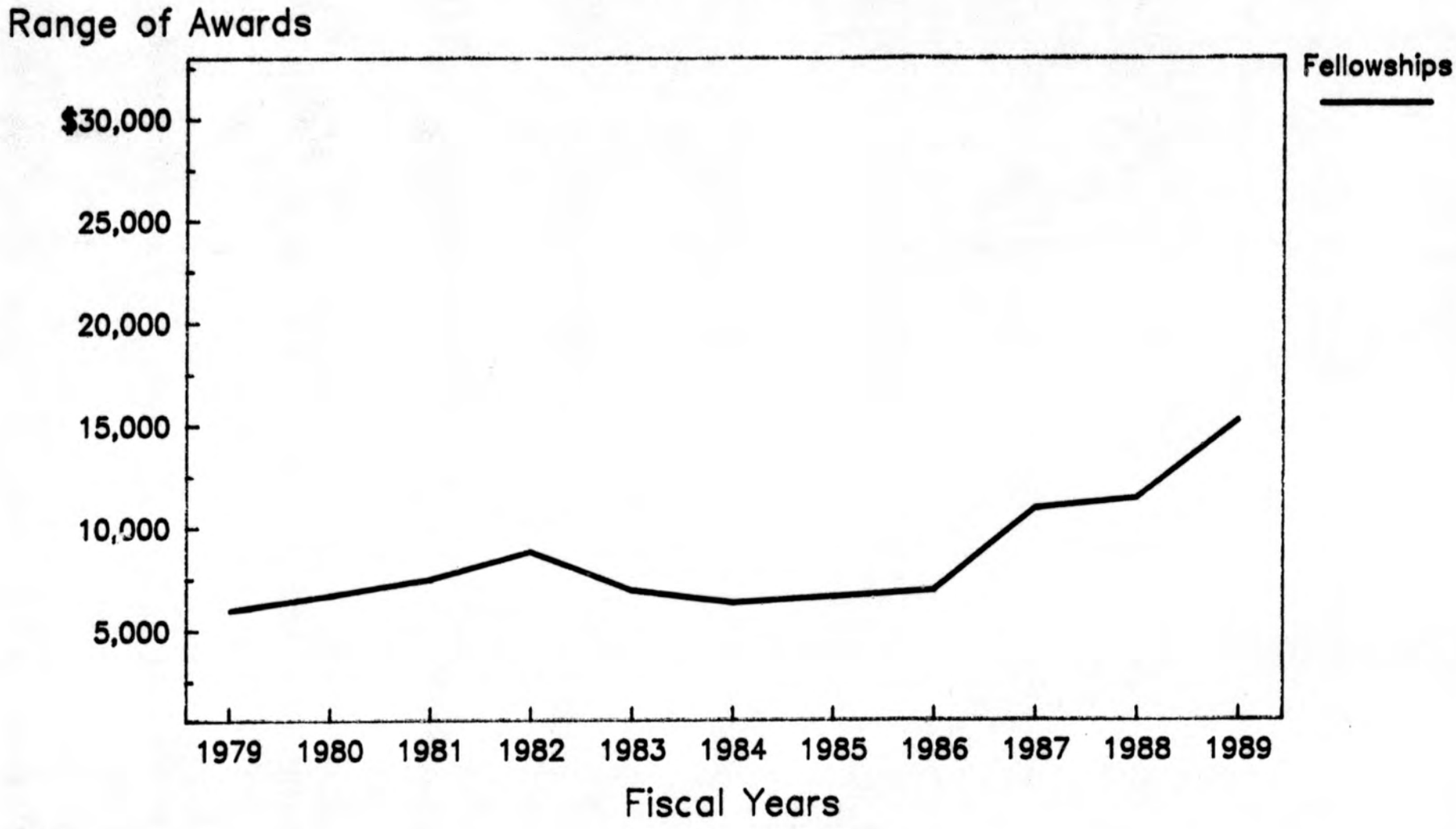
Fellowships Program

Fiscal Years 1979–1990



OFFICE OF INDIAN EDUCATION

Average Fellowship Grant Awards
1979–1989



Indian Education Act Subpart 3 Program

Program Title: Adult Education Services

FY 1989 Appropriation: $4,000,000
FY 1990 Budget Request: $4,136,000
FY 1990 Appropriation: $4,136,000

Program Purpose: To enable Indian adults to acquire basic literacy, complete secondary school, and obtain skills necessary for them to benefit from vocational training.

Funding Procedure: Funds are provided through competitive discretionary grants to Indian Tribes, Indian organizations, and Indian institutions.

Funding Requirement and Limitation: Funds may not be used to prepare individuals to enter a specific occupation or cluster of closely related occupations.

Types of Activities Funded: Project activities include adult basic education, preparation for the General Education Diploma, consumer education, academic and career counseling, development of skills in aptitude and vocational testing, and job referrals.

FY 1989

No. of Applications.....73
No. of Awards.....30
No. of Participating Students.....7,500
No. of States with Grant Awards.....14

Award Notification Dates: 3/1/89 Continuation
4/29/89 - 9/29/89 New

Program Evaluation: The last evaluation study on the Indian adult education program was conducted in 1984 in which project activities were found to be consistent with the intent of the program statute and regulations, and that services based on needs were provided. The study also suggested an overlap of activities between the services projects and planning, pilot and demonstration projects; and that some planning, pilot and demonstration projects were not cost effective. Based on these findings, the Department discontinued funding for planning, pilot and demonstration projects in adult education.

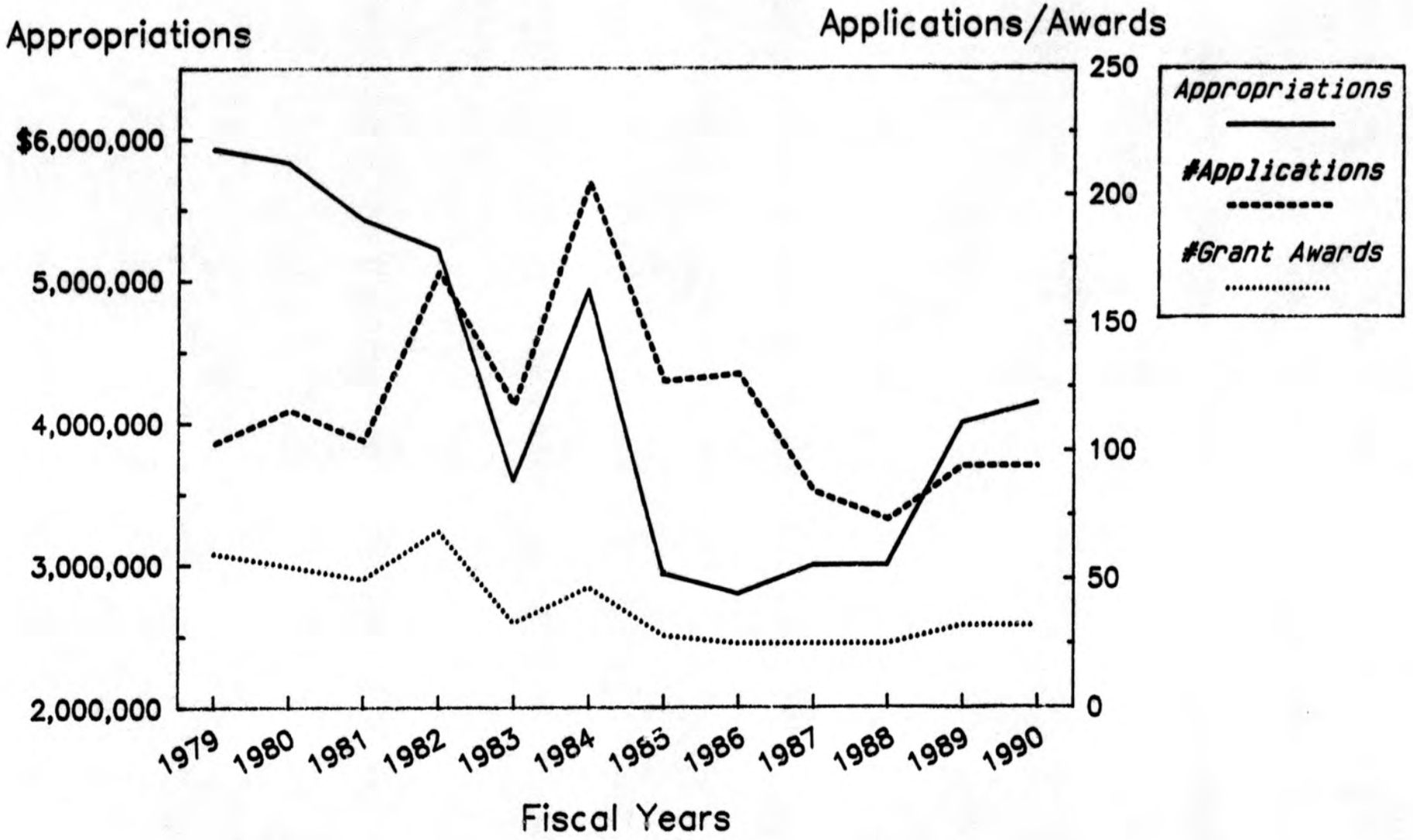
Five-Year Funding History

FY 1990	$4,136,000
FY 1989	$4,000,000
FY 1988	$3,000,000
FY 1987	$3,000,000
FY 1986	$2,797,000

OFFICE OF INDIAN EDUCATION

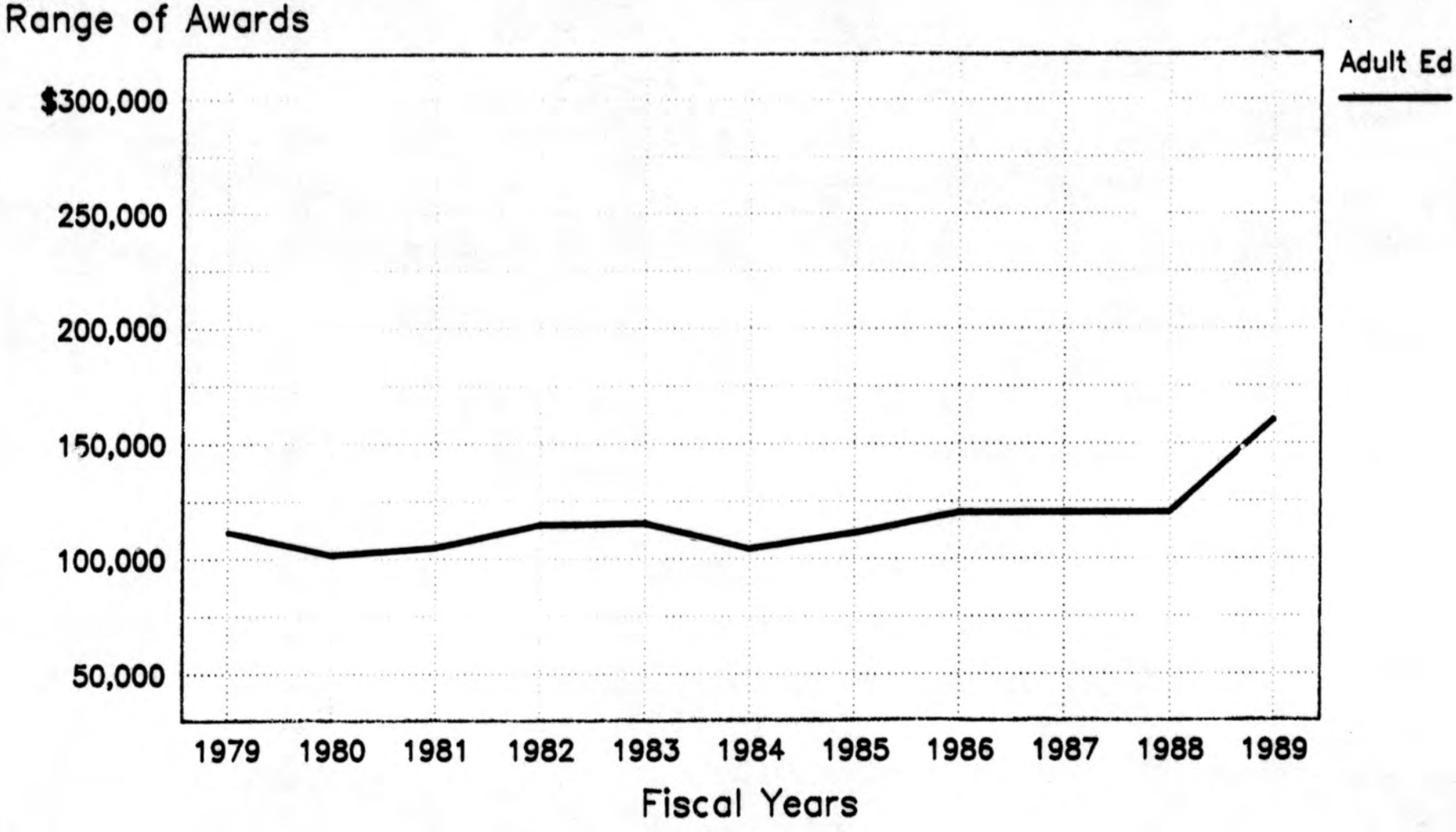
Adult Education Program

Fiscal Years 1979–1990



OFFICE OF INDIAN EDUCATION

Adult Education Programs
Average Grant Awards FY 1979–1989



Indian Education Act Subpart 2 Program

Program Title: Resource and Evaluation Centers

FY 1989 Appropriation: $2,300,000
FY 1990 Budget Request: $2,300,000
FY 1990 Appropriation: $2,300,000

Program Purpose: To provide technical assistance and training to LEAs, SEAs, Indian Tribes and organizations in program design, program development, management and evaluation upon request by such entities and to disseminate information to grantees and potential grantees.

Funding Procedure: Competition for five contract awards is held every three years. Any Indian tribe, organization or educational institution serving American Indian and Alaska Native children can apply. Fifteen (15) priority points are given to applicants who are an Indian tribe, organization, or Indian operated institition. Awards are made for one-year with two succeeding option years. Contractors are currently completing their first option year and will be going into the second year continuing option in February, 1990.

FY 1989

No. of Awards.....5
Range of Awards.....$391,235 - $489,039
Location of the Regional Center:
Center I - Washington, DC
Center II - Bismarck, ND
Center III - Spokane, WA
Center IV - Phoenix, AZ
Center V - Norman, OK

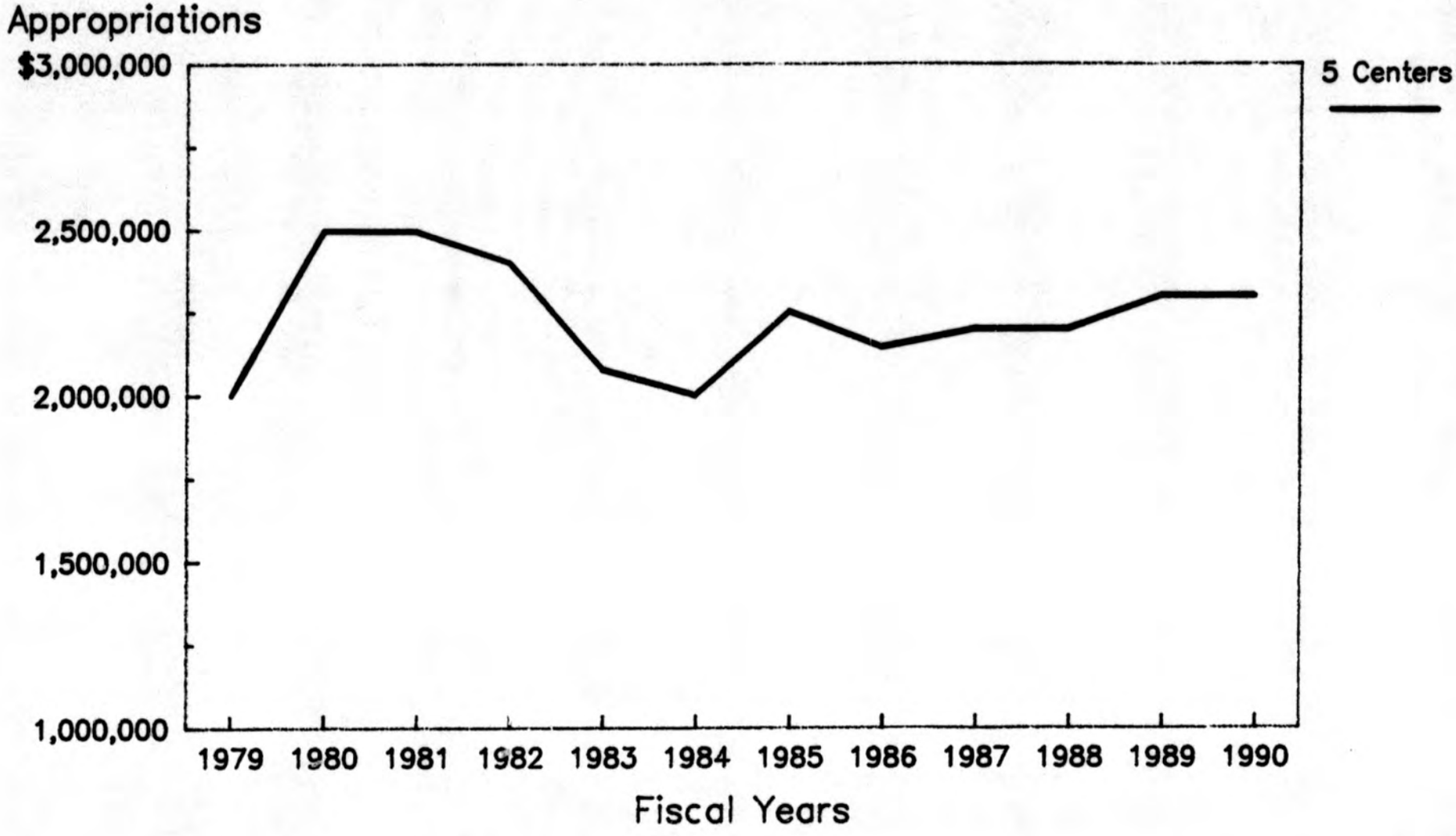
Award Period: 2/1/88 - 1/31/91

Five-Year Appropriation History

FY 1990	$2,300,000
FY 1989	$2,300,000
FY 1988	$2,200,000
FY 1987	$2,200,000
FY 1986	$2,100,000

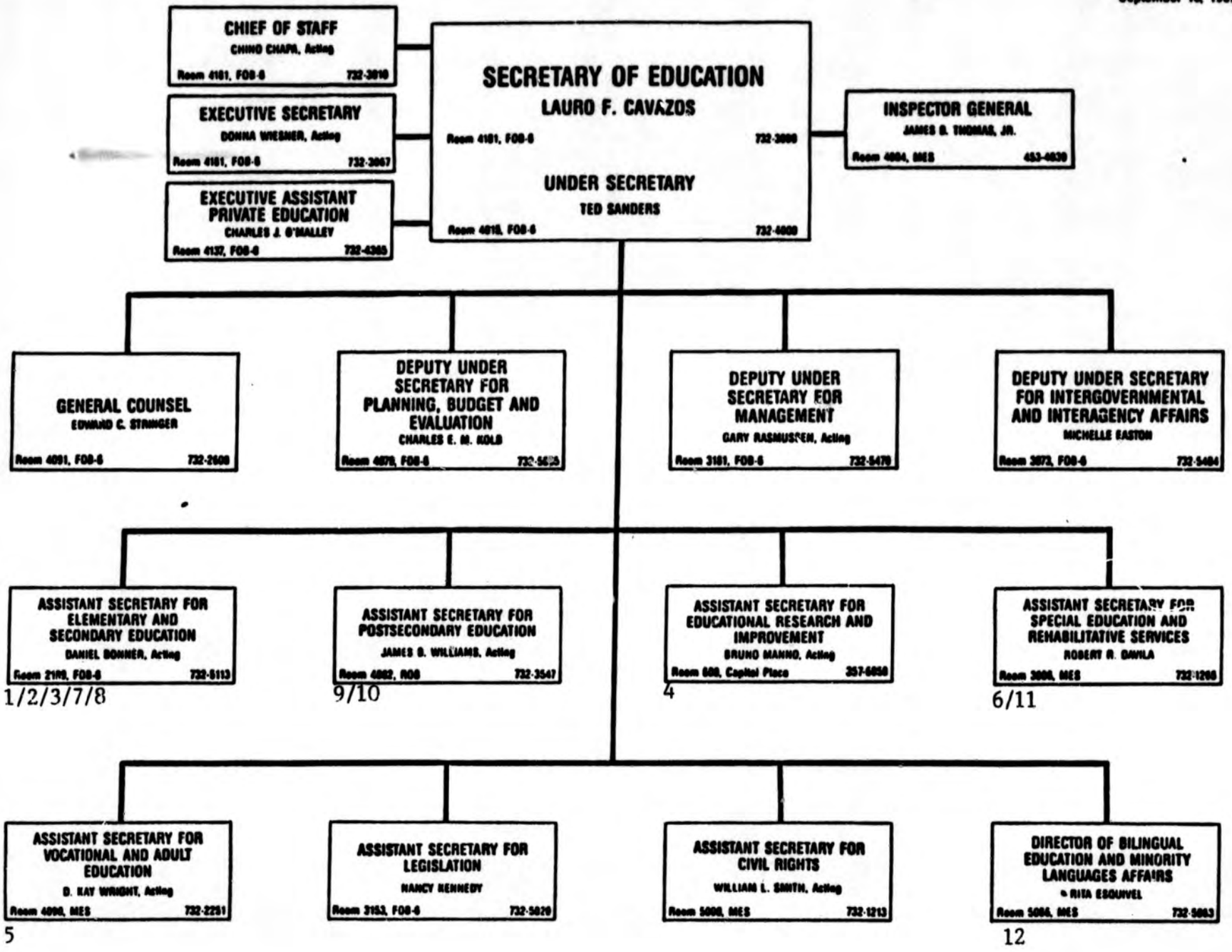
OFFICE OF INDIAN EDUCATION

Resource and Evaluation Centers
FY 1979–1990



U.S. DEPARTMENT OF EDUCATION

September 15, 1989



DEPARTMENT OF EDUCATION FUNDS TARGETED TO INDIANS

PROGRAM

---

1. IMPACT AID - MAINTENANCE AND OPERATIONS
   To compensate LEAS for the cost of educating children who reside on Indian lands.
2. IMPACT AID - CONSTRUCTION
   Direct grants to school districts serving children who reside on Indian lands for construction or repair of school facilities.
3. CHAPTER 1 - BIA SET-ASIDE
   Direct transfer of ED funds to the BIA for use at BIA-operated and contract schools. Provides compensatory education services to disadvantaged children.
4. LIBRARY SERVICES FOR TRIBES
   Direct grants to Indian tribes for the provision of library services and facilities.
5. VOCATIONAL AND ADULT EDUCATION - SET-ASIDE
   1.25% of the funds appropriated for vocational education basic grants and national programs is reserved by ED for competitive grants to Indian tribes and tribal organizations.
6. VOCATIONAL REHABILITATION
   State grants and set-aside service grants to tribes to provide vocational rehabilitation services to handicapped Indians.
7. MATH AND SCIENCE EDUCATION - SET-ASIDE
   Set aside of .5% of the total appropriation for programs for children in BIA-operated elementary and secondary schools.
8. DRUG-FREE SCHOOLS AND COMMUNITIES
   1% set-aside supporting alcohol and drug abuse and prevention programs for children served by the BIA.
9. MINORITY INSTITUTIONS SCIENCE IMPROVEMENT
   Discretionary grants to develop specific educational programs; funds reflect amount going to predominantly Indian institutions.
10. INSTITUTIONAL AID
    Discretionary grants to develop self-sufficiency at institutions; funds reflect amount going to predominantly Indian institutions.
11. EDUCATION OF THE HANDICAPPED - BIA SET-ASIDE
    1.25% of appropriation for Grants to States and Grants for Infants and families is transferred to BIA for use in BIA schools.
12. BILINGUAL EDUCATION
    Discretionary grants to Indians.

PROGRAM OVERVIEW

Program Title: Impact Aid, P.L. 81-874

FY 1989 Appropriation: $708,396,000
FY 1990 Budget Request: $603,670,000
FY 1990 Appropriation: $717,354,000

Program Purpose: To compensate school districts for the cost of educating children when enrollments and the availability of revenues from local sources have been adversely affected by Federal activities.

Types of Assistance and Eligible Applicants: Formula grants to local educational agencies.

Types of Activities Supported: Impact Aid funds are general funds which can be used for current expenditures except that increased payments received for handicapped children must be used for programs and projects designed to meet the special education needs of handicapped children.

FY 1988 1/:

No. of Indian Districts 2/ Funded:...674
No of Children Served:.....106,119
Amount for Children Residing on Indian Lands:.....$235,724,985

Five-Year Funding History:

Fiscal Year	Total Appropriation (in millions)	Amount for Children Residing on Indian Lands (in millions)
1989	$708.4	Data not complete
1988	685.4	$235.7
1987	695.0	225.4
1986	666.0	221.7
1985	695.0	224.0

1/ Data for FY 1989 are not complete.
2/ Indian districts are those comprised mainly of Indian lands or serving children residing on Indian lands.

PROGRAM OVERVIEW

Program Title: Impact Aid Construction Program, P.L. 81-815

FY 1989 Appropriation: $24,700,000
FY 1990 Budget Request: $25,590,000
FY 1990 Appropriation: $14,998,000

Program Purpose: Provides assistance to school districts for the construction and repair of urgently needed minimum school facilities in areas affected by Federal activities, including districts that are comprised mainly of Indian lands or that educate children who reside on Indian lands.

Types of Assistance and Eligible Applicants: Grants to eligible local educational agencies.

Types of Activities Supported: Activities related to the repair or construction of school facilities.

FY 1989:

Total No. of Awards: 24
Total Amount: $18,014,675

Total No. of Awards to Indian Districts 1/: 3
Total Amount: $7,081,000

Five-Year Funding History:

Fiscal Year	Total Appropriation (in millions)	Amount to Indian Districts 1/ (in millions)
1989	$24.7	$ 7.1
1988	23.0	24.0 2/
1987	22.5	---
1986	16.7	7.2
1985	20.0	8.5

1/ Indian districts are districts comprised mainly of Indian lands or serving children residing on Indian lands.

2/ Includes carryover funds from the prior fiscal year.

PROGRAM OVERVIEW

Program title: Chapter 1 Basic Grants to Local Educational Agencies

FY 1989 Appropriation:	$3,853,200,000	BIA set-aside:	$25,217,026
FY 1990 Budget Request:	3,900,000,000	BIA set-aside:	24,635,643
FY 1990 Conference:	4,427,250,000	BIA set-aside:	28,974,378

Program purpose: To make financial assistance available to local school districts for providing compensatory education services to educationally disadvantaged students.

Type of assistance and eligible applicants: Funds are allocated to local school districts through a statutory formula based on the number of children in low-income families and each State's per-pupil expenditure. Students served are educationally disadvantaged children (defined as those who achieve below a grade level appropriate for his or her age) who are selected by the local school district based on their need for services.

Special funding requirements: One percent of the funds appropriated for Basic Grants to LEAs is set aside for the BIA and the Outlying Areas. Roughly 66 percent of this set-aside is transferred through an interagency agreement to the BIA to meet the needs of educationally disadvantaged Indian children attending BIA-operated schools or BIA-contract schools.

Types of activities supported: Local school districts use Chapter 1 funds primarily for providing instruction in basic skills. Nationally 76 percent of all Chapter 1 students served receive reading instruction; 47 percent receive math instruction.

FY 1989:

Number of Indian students served (estimated):

BIA schools.....	15,088
In non-BIA schools.....	55,806
Total.....	70,894

Program evaluations: Evaluation data from the National Assessment of Chapter 1 (1987) indicate that the program has had success in improving the basic academic skills of participating students. Chapter 1 students gain more than similar students who do not receive compensatory services. No evaluations have been done to assess the specific impact of Chapter 1 on Indians.

Five-year funding history:

	Chapter 1 Grants to LEAs	BIA Set-aside	
1989.....	$3,853,200,000	$25,217,026	1/
1988.....	3,829,600,000	27,247,217	
1987.....	3,453,500,000	24,835,195	
1986.....	3,062,400,000	22,225,768	
1985.....	3,200,000,000	23,224,101	

1/ Reflects passage of P.L. 100-297 which changed the basis of how the BIA and Outlying Areas set-aside is calculated.

PROGRAM OVERVIEW

Program title: Library Services for Indian Tribes

FY 1989 Appropriation:	$1,836,525
FY 1990 Budget Request:	-0-
FY 1990 Conference:	1,703,250

Program purpose: To assist in developing or improving public library services for Indian people.

Type of assistance and eligible applicants: Discretionary grants are made to Federally-recognized tribes and Alaskan native villages. Basic grants of equal size are available to each tribe; those funds not awarded are made available for special projects grants awarded through a competition of basic grant recipients.

Special funding requirements: Funding of title IV of the Library Services and Construction Act is provided through a mandated set-aside of 1.5 percent of the sums appropriated for titles I, II, and III of LSCA.

Types of activities supported: Training of Indians as library personnel; purchase of library materials; special library programs; salaries of library personnel; construction or renovation of facilities; transportation; dissemination; assessment of needs; and contracting authority to provide any of the above.

FY 1989 Impact Data:

Number of eligible tribes.....	506
Number of basic grants.....	159
Average award.....	$3,629
Number of special projects grants.....	17
Average award.....	$72,849

Program evaluations: No studies have been conducted to date.

Five-year funding history:

1989	$1,836,525
1988	1,803,750
1987	1,807,500
1986	1,658,250
1985	1,770,000 (first year of program)

PROGRAM OVERVIEW

Program Title: Indian Vocational Education Program

FY 1989 Appropriation: $10,808,990
FY 1990 Budget Request: --- 1/
FY 1990 Appropriation: $11,073,333

Program Purpose: To assist Indian tribes and tribal organizations to provide vocational education programs. The services provided under this program are in addition to services Indians are eligible to receive under other provisions of the Perkins Act.

Type of Assistance and Eligible Applicants: Discretionary grants to Indian tribes and tribal organizations.

Special Funding Requirements: Under the vocational education Basic Grants program, 1.5 percent of the combined appropriations for Titles I (other than Section 112), II, and IV (other than Part E) is set aside for Indian and Hawaiian Natives programs. Of this amount, 0.25 percent is used to serve Hawaiian natives and 1.25 percent is used for the Indian program.

Types of Activities Supported: Vocational projects funded under this program must be linked to tribal economic development plans. Types of training provided include bookkeeping, commercial fishing, administrative and secretarial skills, tribal management, and corrections administration.

FY 1989

No. of Applications	73
No. of Awards	50
Participating Students	5,600 2/

Five-year funding history:

1989	$10,808,990
1988	10,462,777
1987	10,414,352
1986	9,564,364
1985	9,895,639

1/ For fiscal year 1990, a total of $949,387,000 was requested for Vocational Education. Amounts for the Indian Vocational Education program and other vocational education activities were not specified pending enactment of new authorizing legislation.

2/ Estimate based on previous years' reports.

PROGRAM OVERVIEW

Program Title: American Indian Vocational Rehabilitation Services Grants

FY 1989 Appropriation :	$3,625,000
FY 1990 Budget Request:	$3,777,000
FY 1990 Conference Action:	$3,875,000

Program Purpose: To provide vocational rehabilitation services to handicapped American Indians residing on Federal or State reservations in order to prepare them for suitable employment.

Types of Assistance and Eligible Applicants: Discretionary grants to governing bodies of Indian tribes and consortia of those governing bodies located on Federal and State reservations.

Special Funding Requirements: Applicants ~~must~~ must provide a broad scope of vocational rehabilitation services in a manner and at a level of quality at least comparable to those services provided under the Vocational Rehabilitation State Grant Program.

Types of Activities Supported: Projects provide financial assistance for the establishment and operation of tribal vocational rehabilitation service programs. Vocational rehabilitation programs provide comprehensive rehabilitation services, diagnostic services, vocational assessment, plan development, restoration, vocational training, placement and post-employment support. Individual projects also conduct outreach activities to acquaint potential clients with the range of services available.

FY 1989

Number of Applicants	24
Number of Awards	14
Number of Individuals Served (Estimated)	3,500
Number of Participating States	9

Program Evaluations: The Rehabilitation Act of 1973, as ammended by PL 99-506, mandated a "Study of the Special Problems and Needs of American Indians with Handicaps Both On and Off the Reservation." The 1987 study reported the following barriers to State Vocational Rehabilitation service delivery to American Indians: a lack of employment opportunities on or near the reservation, cultural differences affecting traditional service delivery patterns, geographic isolation, lack of interagency cooperation, itinerant service delivery strategy, and a high level of substance abuse. The Study recommendations will be utilized to assist State and Federal Vocational Rehabilitation Agencies to work together with Indian tribes and other local agencies to provide improved rehabilitation services.

Five - Year Funding History*

FY 1989:	$3,625,000
FY 1988:	$3,449,000
FY 1987:	$3,203,000
FY 1986:	$1,340,000
FY 1985:	$1,430,000

* The Rehabilitation Act Ammendments of 1986 require that 0.25 of 1 percent up to 1 percent of the appropriation for Vocational Rehabilitation State Grants be set aside for Grants to Indians.

PROGRAM OVERVIEW

Program Title: Dwight D. Eisenhower Mathematics and Science Education State Grants — BIA Set-Aside

FY 1989 Appropriation:	$128,440,000	BIA set-aside:	$686,660
FY 1990 Budget Request:	$132,807,000	BIA set-aside:	$710,005
FY 1990 Conference:	$128,440,000	BIA set-aside:	$686,660

Program Purpose: To provide financial assistance to State educational agencies (SEAs), local educational agencies (LEAs), and institutions of higher educations (IHEs) to strengthen the economic competitiveness and national security of the United States by improving the skills of teachers and the quality of instruction in mathematics and science.

Types of Assistance and Eligible Applicants: Discretionary grants to BIA-operated elementary and secondary schools serving Indian students.

Special Funding Requirements: Of the total amount appropriated, one-half percent is allocated to programs for Indian children in elementary and secondary schools operated by the Department of the Interior.

Types of Activities Supported: Funds may be used for expansion and improvement of preservice and inservice training and retraining of teachers in the fields of mathematics and science; recruitment or retraining of minority teachers to become mathematics and science teachers; training in and instructional use of computers, video, and other telecommunications technologies as part of a mathematics and science program; integrating higher-order analytical and problem-solving skills into the mathematics and science curriculum; or projects for individual teachers to improve their teaching ability or improve instructional materials.

Program Evaluations: None planned.

Five Year Funding History:

	State Grants	BIA Set-Aside
1989	$128,440,000	$686,660
1988	108,904,000	598,375
1987	72,800,000	400,000
1986	39,182,000	215,286
1985	100,000,000	500,000

PROGRAM OVERVIEW

Program Title: Drug-Free Schools and Communities Programs for Indian Youth

FY 1989 Appropriation:	$3,475,000
FY 1990 Budget Request:	$3,593,150
FY 1990 Conference:	$3,583,150

Program Purpose: To provide support for alcohol and drug abuse education and prevention programs for Indian children attending schools operated by or under contract with the Department of the Interior.

Special Funding Requirements: Since 1987, the Department of Education has continued an agreement with the Department of the Interior under which the Bureau of Indian Affairs (BIA) operates this program. Under the agreement, at least 90 percent of the funds transferred are used for awards of at least $5,000 to BIA schools serving Indian children. Up to 10 percent of the funds may be retained by the BIA for training programs; the design and implementation of curricular materials; demonstration projects; special assistance to economically disadvantaged areas; technical assistance; and (subject to a 2.5 percent cap) administration of the program.

Types of Assistance and Eligible Applicants: Formula grants to BIA-operated elementary and secondary schools serving Indian students.

Types of Activities Supported: In fiscal year 1988, funds supported curriculum implementation, inservice and preservice workshops, training of students and school teams, and drug education conferences.

FY 1988:

No. of Schools..... 182

Program Evaluations: None planned.

Five Year Funding History:

1989	$3,475,000
1988	2,226,512
1987	1,945,000
1986	None
1985	None

PROGRAM OVERVIEW

Program title: Minority Science Improvement Program

FY 1989 Appropriation:	$5,307,000
FY 1990 Budget Request:	$5,487,000
FY 1990 Conference Action:	$5,487,000

Program purpose: To enhance the capacity of minority institutions to develop and maintain quality science education programs and to increase the flow of underrepresented minorities into the fields of science, mathematics and engineering, one-year grants are awarded to postsecondary institutions with minority enrollments greater than 50 percent.

Types of assistance and eligible applicants: Private and public accredited 2-year and 4-year institutions of higher education are eligible if their enrollments are predominantly (50 percent or more) American Indian, Alaskan native, black (not of Hispanic origin), Hispanic, Pacific Islander, or any combination of these or other disadvantaged ethnic minorities who are underrepresented in science and engineering. Proposals may also be submitted by nonprofit, science-oriented organizations, professional scientific societies; and all nonprofit, accredited colleges and universities that will provide a needed service to a group of institutions eligible for the Minority Science Improvement Program (MSIP) or provide inservice training for project directors, scientists, or engineers from eligible minority institutions.

Special funding requirements: None

Types of activities supported:

- Institutional Project grants provide assistance to individual minority institutions to support implementation of comprehensive science improvement plans, which may include any combination of activities designed to improve the preparation of minority students for careers in science.

- Cooperative Project grants assist groups of nonprofit, accredited colleges and universities to work together to conduct science improvement projects.

- Design Project grants provide assistance to minority institutions to plan and develop long-range science improvement programs.

- Special Project grants support activities that: improve the quality of training in science, mathematics, and engineering; enhance minority institutions' general scientific research capabilities; provide needed services to groups of eligible minority institutions; or provide in-service training for project directors and faculty from eligible minority institutions.

Program evaluation: A study conducted in 1982 visited 10 participating institutions. Study staff found that the MSIP effort has been of considerable value in improving the quality of the science departments in most of the institutions. In particular, the program increased the number and quality of faculty, increased the percentage of students majoring in science, and

enhanced the research capabilities of those science departments. However, the science education outcomes were not uniform. Instruction was improved when it included acquisition of permanent laboratory equipment. Faculty retention was most likely to be enhanced by improving the institutions' programs as a whole rather than by faculty development, which was more likely to help the faculty find other positions.

Five-year funding history:

FY 1989	$5,307,000
FY 1988	$5,266,000
FY 1987	$5,000,000
FY 1986	$4,785,000
FY 1985	$5,000,000

FY 1989:

Number of Applicants.....130
Number of Awards.....37
Number of Individuals Served.....N/A
Number of Participating States...N/A

PROGRAM OVERVIEW

Program title: Aid for Institutional Development (Title III)

FY 1989 Appropriation:	$174,577,000
FY 1990 Budget Request:	$202,366,000
FY 1990 Conference Action:	$198,747,000

Program purpose: To help eligible institutions equalize educational opportunity by providing financial assistance to enable them to solve problems that threaten their ability to survive, to stabilize their management and fiscal operations, and to build endowments. An important objective of this program is for participants to improve their management and programs and become financially independent.

Types of assistance and eligible applicants: The Institutional Aid Programs consist of five components:

1. The Strengthening Institutions Program (Part A) provides 3-year renewable grants or 4- and 5-year grants to eligible institutions, which may be renewed only after a 4- or 5-year wait.

2. The Strengthening Historically Black Colleges and Universities Program (Part B) provides grants to eligible historically black colleges and universities (HBCU). To be eligible, an institution must have been established prior to 1964 and its principle mission must be the education of black Americans. The appropriation is allotted among HBCUs according to the number of Pell Grant recipients among currently enrolled students (50 percent), graduates (25 percent), and graduates attending graduate or professional school in degree programs in which blacks are underrepresented (25 percent).

3. The Strengthening Historically Black Graduate Institutions Program (Part B, Section 326) provides no more than two 2-year grants to the following five postgraduate institutions: Morehouse School of Medicine, Meharry Medical School, Charles R. Drew Postgraduate Medical School, Atlanta University, and Tuskegee Institute of Veterinary Medicine. Except for Morehouse School of Medicine, which is authorized to receive $3 million, each institution is limited to $500,000 unless the institution agrees to match the grant.

4. The Challenge Grant Program (Part C, Section 331) is not currently funded. Multiyear awards made before FY 1983 eneded in FY 1987.

5. The Endowment Challenge Grant Program (Part C, Section 332) provides eligible institutions with Federal grants that match endowment funds raised by the institutions.

Special funding requirements: Part A - When the appropriation equals or exceeds the FY 1986 level ($60 million), a minimum of $51.4 million must be available for 2-year institutions, and 25 percent of the funds above the FY 1986 level must be allocated to eligible institutions with the highest

percentage of minority students. To qualify for this set-aside as a minority institution, a school must have an enrollment that is 20 percent Mexican-American, Puerto Rican, Cuban, or other Hispanic; or 60 percent American Indian; or 5 percent Alaskan native; or 5 percent native Hawaiian, American Samoan, Micronesian, Guamian, or Northern Marianian.

Part C -

- o Authorizes grants for eligible institutions to establish or increase institutional endowment funds.

- o Individual grants may not exceed $500,000 or be less than $50,000, and must be matched dollar-for-dollar by the institution. However, if the Part C appropriation exceeds $10 million, the Federal-institutional match for Endowment Challenge Grants of $1 million or more is $2 Federal to $1 institutional; such recipients are prohibited from reapplying for a period of 10 years.

- o Two-year, 4-year, or graduate institutions generally must meet the Part A or Part B eligibility criteria.

- o Generally an institution may receive up to two endowment grants in any five-year period.

- o During the 20-year grant period, an institution may not spend the endowment corpus but may spend one-half of the interest earned on the endowment for an institutional expenses.

Types of activities supported: Funds may be used to plan, develop, and implement activities for: faculty and academic program development, funds and administrative management, joint use of libraries and labratories, acquisition of equipment to be used in strengthening fiscal management and academic programs, and student services.

FY 1989

Number of Applicants.....1214
Number of Awards.....613
Number of Individual Served.....N/A
Number of States Participants....N/A

Program evaluations: Not available

Five-year funding history:

FY 1989	$174,577,000
FY 1988	$152,370,000
FY 1987	$147,208,000
FY 1986	$135,136,000
FY 1985	$141,208,000

0163f

PROGRAM OVERVIEW

Program Title: Education for the Handicapped Grants to States

FY 1989 Appropriation:	$1,475,449,000
FY 1990 Budget Request:	$1,525,614,000
FY 1990 Conference Level:	$1,564,017,000

Program Purpose: To help States, territories, and the Secretary of the Interior meet the costs of providing special education and related services to all handicapped children aged 3 through 21 years.

Type of Assistance and Eligible Applicants: The Secretary of the Interior receives 1.25 percent of the aggregate amounts available to all States for the education of handicapped children on reservations served by elementary and secondary schools operated for Indian children by the Department of the Interior.

Special Funding Requirements: The Secretary of the Interior must submit an approvable application that meets statutory requirements, includes satisfactory assurances that all 3 through 5 year olds are receiving a free appropriate public education, and includes an assurance that there are public hearings, notice of such hearings, and an opportunity for comment by members of tribes, tribal governing bodies, and designated local school boards on the policies, procedures, and programs that are in the Plan submitted to the Department of Education.

Types of Activities Supported: A wide variety of activities are supported by grant funds, including the provision of aides, teacher in-service training, the purchase of special supplies and equipment, the provision of related services, such as speech therapy and occupational therapy, and parent training.

FY 1989 Award: $18,215,420

Program Evaluations: The program was monitored in fiscal year 1988, with an on-site visit made November 11-December 4, 1987. The Plan must be approved before funds can be awarded.

Five-year Funding History:

1989:	$18,215,420
1988:	$17,675,765
1987:	$16,518,518
1986:	$11,239,059
1985:	$10,582,921

0163f

PROGRAM OVERVIEW

Program Title: Education for the Handicapped Grants for Infants and Families

FY 1989 Appropriation:	$69,831,000
FY 1990 Budget Request:	$72,205,000
FY 1990 Conference Level:	$80,624,000

Program Purpose: To help States, territories, and the Secretary of the Interior develop and implement a statewide, comprehensive, coordinated, multidisciplinary, interagency program of early intervention services for handicapped children, aged birth through two years, and their families.

Type of Assistance and Eligible Applicants: The Secretary of the Interior receives 1.25 percent of the aggregate of the amount available to all States for handicapped infants and toddlers and their families on reservations served by the elementary and secondary schools operated for Indians by the Department of the Interior.

Special Funding Requirements: The Secretary of the Interior must submit an approvable application that meets statutory requirements.

Types of Activities Supported: Development of the 14 statutory requirements for the statewide system is the major activity supported. Funds may also be used to provide direct services that are not otherwise provided from other public or private sources and to expand or improve services that are otherwise available.

FY 1989 Award: $853,490.

Program Evaluations: None.

Five-year Funding History:*

1989:	$853,490
1988:	$819,109
1987:	$611,111

---

* The program was first funded in fiscal year 1987.

PROGRAM OVERVIEW

Program Title: Bilingual Education (projects that serve Indian students)

FY 1988 Funds: $10,729,000*

Program Purpose: To assist LEAs in the establishment, expansion, or operation of instructional programs to serve limited English proficient students.

Type of Assistance and Eligible Applicants: Discretionary grants, primarily to LEAs.

Special Funding Requirements: None.

Types of Activities Supported: Instructional services. Most projects are either transitional bilingual education (use the native language to the extent necessary to teach English and assist students to meet grade promotion and graduation standards), or special alternative instructional programs (such as English-as-a-second language or immersion that primarily use English as the language of instruction).

FY 1988

# of applications	not available
# of awards	87*
Participating Students	14,861*
States Participating	18*

Program Evaluations: The "National Evaluation of Instructional Services for Native American Students" collected data on the academic performance of American Indian students in Bilingual Education projects at elementary schools in isolated rural schools on or near Indian reservations. This study found that students in the study scored substantially below the national average on standardized achievement tests of mathematics and English language arts. Over the two years of the study, scores declined or remained the same.

Five-year funding history

1989	not available
1988	$10,729,000
1987	10,514,000
1986	9,656,000
1985	10,085,000

---

*The numbers reflect services provided to Native American students under the Bilingual Education Program in 1988, the last year for which data are available. It is likely that participation in 1989 was similar to 1988. There is no specific set-aside for Indians under the Bilingual Education Act. Applicants proposing to serve Indian students compete with all other applicants.

U.S. DEPARTMENT OF EDUCATION

PERSONNEL MANUAL INSTRUCTION

PMI 335-3

DATE SEP 21 1989

APPROVED: Veronica D. Trietak

Director of Personnel

SUBJECT: Selection Program for Office of Indian Education

I. Authority

Section 5341 of the Indian Education Act of 1988, enacted at Title V, Part C, Subpart 4, of the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988 (Public Law No. 100-297).

II. Applicability

A. This Instruction sets forth the Department's policies and requirements for implementation of the "Indian Education Act of 1988" with respect to filling positions in the Office of Indian Education (OIE).

B. This Instruction provides the policies and requirements for applying the one-time preference for non-Indians and non-tribal Indians for selection to other positions within the Department.

C. This Instruction also provides the policies and requirements for applying Indian preference in the implementation of a reduction-in-force (RIF).

III. Definitions

A. Indian means an individual who is:

1) a member of an Indian tribe, band, or other organized group of Indians (as defined by the Indian tribe, band or other organized group), including those Indian tribes, bands, or groups terminated since 1940 and those recognized by the State in which they reside, and a member of any recognized Indian tribe now under Federal jurisdiction; or

2) determined to be an Indian under regulations promulgated by the Secretary of Education.

Distribution: FPM Chapter 335

B. Indian Tribe - means an individual who is a member of any group or community, including any Alaska Native Village, or regional or village corporation (as defined in or established pursuant to the Alaska Native Claims Settlement Act (85 Stat. 688) that exercises the power of self-government.

C. Indian Education Program - experience or equivalent education with or directly related to the education of Indians.

D. Non-Indian or non-tribal Indian - an individual who is not a member of an Indian tribe, band or other organized group of Indians (as defined by the Indian tribe, band or other organized group), including those Indian tribes, bands, or groups terminated since 1940 and those recognized by the State in which they reside, and a member of any recognized Indian tribe now under Federal jurisdiction.

E. Office of Indian Education - the organizational unit in the Department of Education which is assigned responsibility for programs under the Indian Education Act, as amended, and predecessor offices.

F. One-time Preference - priority referral until selected which is accorded to a non-Indian or non-tribal Indian who was serving in a position in OIE on April 28, 1988. The referral is for a vacancy in another office of the Department and may be at any grade level for which the employee is qualified and applies.

G. Priority Referral - referral on a certificate of eligibles with preference for selection given to identified eligibles.

H. Professional Position - a position which has a positive education requirement and/or one which is classified at two-grade intervals.

IV. Policy

A. In filling positions in OIE for which a best qualified list of candidates is certified from an OPM register or developed in accordance with the Department's Merit Promotion program, it is the Department's policy that if an Indian is evaluated as being among the best qualified, he or she must be selected in preference to other non-Indian or non-tribal Indian employees on the list unless an exception is authorized or a justification for non-selection is approved as indicated below.

In the event that an Indian applicant for an OIE position is not selected for the position for which he or she is evaluated as being among the best qualified, the selecting official must submit, in writing, a justification for the non-selection. The justification must be addressed to the Assistant Secretary for the Office of Elementary and Secondary Education, via the Director, Personnel Management Service, Attn: PPPES.

B. In filling positions in other offices of the Department for which a best qualified list of candidates is certified in accordance with the Department's Merit Promotion program, it is the Department's policy that if a non-Indian or non-tribal Indian employee who was serving in OIE on April 28, 1988 is evaluated as being among the best qualified, he or she must be selected in preference to other employees whose names appear on the list unless an exception is authorized or a justification is approved as indicated below.

Should a non-Indian or non-tribal Indian employee of OIE not be selected for a position in this Department outside of OIE for which he/she is evaluated as being among the best qualified, the selecting official must submit, in writing, a justification for the non-selection. The justification must be addressed to the Deputy Under Secretary for Management, via the Director, Personnel Management Service, Attn: PPPES.

C. The justification for non-selection must be approved prior to filling the position.

D. In the event of a RIF that would affect the Office of Indian Education, placement of employees within OIE as a result of the RIF will be consistent with the Indian Education Act of 1988 and any applicable provisions of a negotiated collective bargaining agreement.

V. <u>Procedures</u>

Implementing procedures for Indian and non-Indian preference are attached.

Procedures for Implementing the Indian Preference Provisions for Selection and Reduction in Force (RIF) for Positions in the Office of Indian Education (OIE)

Effective immediately, Indian candidates will be given preference for selection for all positions in the Office of Indian Education. Indian employees in the Office of Indian Education will also be given preference when implementing a RIF in the Office of Indian Education. For the purposes of implementing these procedures, an "Indian" is defined as a member of an Indian tribe, band or other organized group of Indians (as defined by the Indian tribe, band or other organized group), including those Indian tribes, bands or groups terminated since 1940 and those recognized by the State in which they reside, and a member of any recognized Indian tribe now under Federal jurisdiction. The term "Indian tribe" means any Indian tribe, band, nation, or other organized group or community, including any Alaska Native Village, or regional or village corporation (as defined in or established pursuant to the Alaska Native Claims Settlement Act (85 Stat. 688) that exercises the power of self-government. As indicated below, the procedures that will be used are as follows:

- Indian preference will be applied in filling all positions in the Office of Indian Education.

- All staff appointed to professional positions in OIE must have experience at the appropriate grade level in Indian education programs and such knowledge must appear as a selective factor on the vacancy announcement. Related education may be substituted in accordance with criteria in X-118, OPM Qualification Standards.

- In accordance with Section 5341 of the Indian Education Act of 1988, enacted at Title V, Part C, Subpart 4, of the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988 (Public Law No. 100-297), when filling positions in the Office of Indian Education, the Department shall give a preference to Indian candidates who present proof of eligibility for Indian Preference. Proof of eligibility includes, but is not limited to, a copy of a tribal membership card or tribal voter registration card; written certification of membership by an authorized representative of the tribe; or any other proof deemed acceptable by the Secretary of Education.

- If rated among the best qualified for a position in OIE, an Indian applicant will be placed on the certificate of eligibles (CERT) along with other best qualified candidates but will be identified as an Indian Preference Eligible (IPE).

- If determined to be eligible for reassignment in connection with a vacancy announcement, the employee will be placed on a reassignment CERT along with other reassignment eligibles, but will be identified as an IPE.

- The selecting official must interview each IPE certified and must select one unless a written justification for non-selection is approved by the Assistant Secretary for the Office of Elementary and Secondary Education.

- If two or more IPEs are certified for selection any one of them may be selected.

- The selecting official will indicate on the certificate of eligibles (OPM or ED) the employee(s) selected for the position(s) and will return the certificate to the servicing personnel office. The selecting official will not notify the employee of his/her selection. This will be done by the servicing personnel office.

The following actions are exempt from the selection provisions of this procedure:

o Placement resulting from judicial or administrative appeal decisions (e.g., EEOC, MSPB or court decisions or settlements) or other non-discretionary entitlement (e.g., employee exercising reemployment rights).

o Actions required by statute.

o Non-competitive promotions.

o Temporary promotions and temporary appointments.

o Details.

o Non-competitive lateral reassignments of a non-Indian or non-tribal Indian in OIE to a position within OIE at the same grade level or to one with equivalent promotion potential. (Does not include reassignments in connection with a vacancy announcement.)

- Placements as a result of RIF in OIE under which Indian preference has been granted.

- Other personnel actions which are employee based rather than based on management discretion, such as performance awards and ratings, training, separation for conduct and related actions.

Preference for Reduction-In-Force

In the event of a RIF that would affect the Office of Indian Education, placement of employees within OIE as a result of the RIF will be consistent with the Indian Education Act of 1988 and any applicable provisions of a negotiated collective bargaining agreement.

DEPARTMENT OF EDUCATION
OFFICE OF ELEMENTARY AND SECONDARY EDUCATION
OFFICE OF INDIAN EDUCATION

CERTIFICATION OF INDIAN PREFERENCE FOR EMPLOYMENT

NAME _____

VACANCY
(INCLUDE ANNOUNC. NO.) _____

In accordance with the Indian Education Act of 1988, application is made for preference as a member of an Indian tribe, band, or other organized group of Indians (as defined by the Indian tribe, band or other organized group), including those Indian tribes, bands, or groups terminated since 1940 and those recognized by the State in which they reside; and a member of any recognized Indian tribe now under Federal jurisdiction.

The term "Indian tribe" means any Indian tribe, band, nation, or other organized group or community, including any Alaska Native Village, or regional or village corporation (as defined in or established pursuant to the Alaska Native Claims Settlement Act (85 Stat. 688) that exercises the power of self-government.

As evidence of your eligibility for Indian preference for employment, attach a copy of one of the following documents, and indicate which document is attached:

_____ Certification by an authorized representative of the tribe, band or other organized group of Indians

_____ Tribal voter registration card

_____ Tribal membership card

_____ Other (PLEASE SPECIFY) _____

_____

I certify under penalty of perjury that the foregoing information provided by me is true and correct.

Executed on _____ _____
Date Signature

Procedures for Implementing the One-time Preference for Selection for Non-Indians in the Office of Indian Education (OIE)

Effective immediately, non-Indian and non-tribal Indian employees of OIE who were serving in the OIE on April 28, 1988 and who wish to apply for a position elsewhere in the Department may use a one-time preference for selection to such a position. One-time preference is defined as priority referral until selected for a vacancy at any grade level, for which qualified, in any other office of the Department. For the purpose of implementing this procedure, a non-Indian or a non-tribal Indian is defined as an individual who is not a member of an Indian tribe, band or other organized group of Indians (as defined by the Indian tribe, band or other organized group), including those Indian tribes, bands, or groups terminated since 1940 and those recognized by the State in which they reside, and a member of any recognized Indian tribe now under Federal Jurisdiction. As indicated below, the procedures that will be used are as follows:

- The one-time preference for selection extends to a vacancy announcement at any grade level for which qualified in any other office of the Department.

- A non-Indian Preference Eligible (NIPE) wishing to exercise his/her one-time preference for an announced vacancy must complete ED Form NIPE-1 (see attached) and attach it to the front of the SF-171 on which application is made.

- If rated among the best qualified for the position, the NIPE will be placed on the certificate of eligibles (CERT) along with other best qualified candidates, but will be identified as a NIPE.

- If determined to be eligible for reassignment at the same grade level in connection with a vacancy announcement, the employee will be placed on a reassignment CERT along with other qualified reassignment eligibles, but will be identified as a NIPE.

- The selecting official must interview each NIPE certified and must select one unless a written justification for non-selection is approved by the Deputy Under Secretary for Management. Approval will be given only for legitimate, work-related reasons, which may include, but are not limited to: FTE (ceiling) limitations, a NIPE performance rating of record below Fully Successful, or lack of specialized skills or abilities necessary to perform the duties of the position at the level required.

- If two or more NIPEs are certified for selection, any one of them may be selected.

- After a NIPE has been selected while using his/her one-time preference, his/her entitlement under these procedures is terminated. However, a NIPE may withdraw his/her application from consideration, prior to an offer being made by the personnel office, and still retain the preference.

- A NIPE will be notified upon having his/her entitlement terminated and will be given any relevant information regarding his/her current status.

- A NIPE who voluntarily leaves OIE loses his/her entitlement under these procedures. The employee will be required to sign a statement acknowledging that his/her entitlement to the one-time preference is terminated. Reassignments by management direction are not considered "voluntary" for the purpose of this paragraph.

With respect to NIPEs, the following actions are exempt from the selection provisions of this procedure:

o Placement resulting from judicial or administrative appeal decisions (e.g. EEOC, MSPB or court decisions or settlements) or other non-discretionary entitlement (e.g. employees exercising reemployment rights).

o Non-competitive lateral reassignments to a position at the same grade level or to one with equivalent promotion potential. (Does not include reassignments in connection with a vacancy announcement).

o Non-competitive promotions.

o Actions required by statute.

o Temporary promotions and temporary appointments.

o Details.

o Selection of an employee to avoid or reduce the impact of a RIF.

APPLICATION FOR ONE-TIME PREFERENCE

(FORM MUST BE ATTACHED TO FRONT OF SF-171)

NAME_____

ORGANIZATION IN WHICH
CURRENTLY EMPLOYED_____

VACANCY FOR WHICH
APPLICATION IS MADE_____
(INCLUDE ANNOUNC. NO.)

In accordance with the Indian Education Act of 1988, which authorizes a one-time preference to non-Indian and non-tribal Indian employees serving in the Office of Indian Education, I am applying for the above cited position.

I understand that, should I be selected for this vacancy, my one-time preference will be terminated.

I certify that on April 28, 1988 I was serving in the Office of Indian Education and have remained in that office until the present date.

_____ _____
Signature Date

MEMORANDUM OF UNDERSTANDING

In accordance with Article 8 of the Collective Bargaining Agreement, this memorandum is entered into between the United States Department of Education (the Employer) and the American Federation of Government Employees, Council 252 (the Union) represented here by AFGE Local 2607, upon delegation by the Council.

The Employer and the Union agree that the Employer may implement the Department selection program and procedures for implementing the Indian preference provision of the Indian Education Act 1988, a copy of which is appended to this Memorandum and is initialed on each page by a representative of each Party. Those provisions of the selection program and procedures which are within the scope of mandatory bargaining under 5 U. S. C. Chapter 71 and the Parties Collective Bargaining Agreement are hereby agreed upon by the Parties. Both Parties recognize and understand that provisions of the selection program and procedures which do not concern conditions of employment of unit employees, which concern the filling of positions outside the bargaining unit, or which represent rights reserved to management by statute or the Collective Bargaining Agreement have not been negotiated and are not subject to this Memorandum.

In addition to the provisions of the selection program and procedures for implementing the Indian preference which are subject to negotiation and have been negotiated, the following is also agreed to:

> In the event of a reduction-in-force that would affect the Office of Indian Education, placement of employees within OIE as a result of the RIF will be consistent with the Indian Education Act of 1988.
>
> In the event that the employer determines that a reduction-in-force that effects the Office of Indian Education may be necessary, the Department recognizes that the Union reserves its rights, as may be applicable under 5 U.S.C. Chapter 71 and the Collective Bargaining Agreement, to negotiate over impact and implementation of the RIF at that time.

For the Employer — Date 9/6/89 — For the Union — Date 9/15/89

For the Employer — Date 9/15/89 — For the Union — Date 9/15/89

For the Employer — Date 9/15/89

MEMORANDUM OF UNDERSTANDING

In accordance with Article 8 of the Collective Bargaining Agreement, this Memorandum is entered into between the United Sates Department of Education (the Employer) and the American Federation of Government Employees, Council 252 (the Union) represented here by AFGE Local 2607, upon delegation by the Council.

The Employer and the Union agree that the Employer may implement the Department policy on the one-time preference for selection for non-Indians in the Office of Indian Education, a copy of which is appended to this Memorandum and is initialed on each page by a representative of each Party. Those provisions of the policy which are within the scope of mandatory bargaining under 5 U.S.C. Chapter 71 and the Parties' Collective Bargaining Agreement are hereby agreed upon by the Parties. Both Parties recognize and understand that provisions of the policy which do not concern conditions of employment of unit employees, which concern the filling of positions outside the bargaining unit, or which represent rights reserved to management by statute or by the Collective Bargaining Agreement have not been negotiated and are not subject to this Memorandum.

In addition to the provisions of the policy which are subject to negotiation and have been negotiated, the following is also agreed to:

> The Employer will offer training or other assistance to non-Indian preference eligibles on preparation of SF-171's, on identifying other occupations within the Department for which they might apply, and on the preparation of SF-171's for the purpose of meeting qualification requirements for such occupations.

The Employer recognizes that the Union reserves its right, as may be applicable under 5 U.S.C. Chapter 71 and the Parties' Collective Bargaining Agreement, to negotiate the Indian preference provisions of Public Law No. 100-297 pertaining to personnel actions in the Office of Indian Education.

James P. Keenan	3/17/89	Maryann J. Nelson	3/20/89
For the Employer	Date	For the Union	Date
Hazel L. Menzie	3/17/89	Mary L. Suazo	3/20/89
For the Employer	Date	For the Union	Date
Daniel F. Bonner	3/20/89		
For the Employer	Date		

for Beryl Dorsett

TESTIMONY BEFORE THE

SELECT COMMITTEE ON INDIAN AFFAIRS

UNITED STATES SENATE

ON

EDUCATION PROGRAMS ADMINISTERED BY

THE DEPARTMENT OF EDUCATION

PROVIDED BY

ASSOCIATION OF COMMUNITY TRIBAL SCHOOLS

Mr. Roger Bordeaux, Executive Director

449 NORTH PLUM STREET - SUITE 100
VERMILLION, SOUTH DAKOTA 57069

OCTOBER 27, 1989

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE, THANK YOU FOR THE OPPORTUNITY TO ADDRESS YOU THIS MORNING CONCERNING PROGRAMS AND OPERATIONS OF THE OFFICE OF INDIAN EDUCATION AND OTHER EDUCATION PROGRAMS WITHIN THE DEPARTMENT OF EDUCATION WHICH BENEFIT AMERICAN INDIAN AND NATIVE HAWAIIANS.

P.L. 93-638 AND P.L. 100-297 AUTHORIZES CONTRACTS AND GRANTS WITH TRIBES AND TRIBAL ORGANIZATIONS TO OPERATE ELEMENTARY/SECONDARY SCHOOLS. THERE ARE OVER 12,000 STUDENTS IN CONTRACT AND GRANT SCHOOLS. WE HAVE OVER FIFTY PERCENT OF THE INDIAN STUDENTS ENROLLED IN OUR MEMBER SCHOOLS. THEY RECEIVE BASIC SUPPORT FROM THE INDIAN SCHOOL EQUALIZATION PROGRAM (ISEP). ISEP GENERATED $2,407.50 PER WEIGHTED STUDENT IN FISCAL YEAR 1989. THE COMMUNITY/TRIBAL SCHOOLS STRIVE FOR EXCELLENCE THROUGH CULTURAL RELEVANCY OF THEIR CURRICULUM. THE STUDENTS WHO TAKE FULL ADVANTAGE OF THE PROGRAMS WILL BE PREPARED FOR FUTURE LIFE.

THE COMMUNITY/TRIBAL SCHOOL STUDENTS ARE ELIGIBLE FOR TITLE V, PART A, INDIAN EDUCATION PROGRAMS BECAUSE THE SCHOOLS ARE DEFINED AS LOCAL EDUCATION AGENCIES. THE SCHOOLS ARE ELIGIBLE, AS INDIAN CONTROLLED SCHOOLS AND ORGANIZATIONS, FOR PART A SET-ASIDE DISCRETIONARY FUNDS, PART B FUNDS, AND PART C FUNDS.

THE SCHOOLS RECEIVE SOME OF THE DEPARTMENT OF EDUCATION FUNDS, AS FLOW THROUGH FUNDS, FROM THE BUREAU OF INDIAN AFFAIRS (BIA). THEY ARE ELIGIBLE FOR OTHER DOE FUNDS BECAUSE THEY ARE DESIGNATED AS PRIVATE ORGANIZATIONS OR PRIVATE SCHOOLS.

CONCERNS ABOUT U.S. DEPARTMENT OF EDUCATION

1. TITLE V - INDIAN EDUCATION ACT. WE ARE CONCERNED THAT THIS PROGRAM HAS EXPERIENCED AN APPROXIMATELY 10% REDUCTION SINCE FY 1981. IN FY 1981

THE APPROPRIATIONS WAS $81,680,000. IF THE AVERAGE INFLATION RATE WAS 4%, THE TOTAL FOR FY 1990 SHOULD BE $107 MILLION.

WE ARE CONCERNED ABOUT THE SENATE APPROPRIATIONS LANGUAGE WHICH REQUESTS THE DEPARTMENT OF EDUCATION TO LOOK INTO WAYS TO EQUALIZE PER PUPIL FUNDING BETWEEN PART A AND PART A SET-ASIDE. IT MUST BE REMEMBERED THAT PART A IS AN ENTITLEMENT PROGRAM FOR ALL INDIAN STUDENTS IN PUBLIC SCHOOLS AND INDIAN CONTROLLED SCHOOLS. PART A SET-ASIDE IS A DISCRETIONARY ENRICHMENT PROGRAM FOR INDIAN CONTROLLED SCHOOLS. THE SET-ASIDE IS ONLY $3,500,000. THE PART A SET-ASIDE MUST BE FUNDED AS AUTHORIZED BY P.L. 100-297.

2. CHAPTER I. THE CHANGES LEGISLATED BY P.L. 100-297 WILL IMPROVE DELIVERY OF SERVICES TO STUDENTS IN COMMUNITY/TRIBAL SCHOOLS. THE IMPLEMENTATION OF SCHOOL WIDE PROJECTS WILL INCREASE DELIVERY OF SERVICES AND SHOULD DECREASE PAPER WORK.

3. CHAPTER 2. COMMUNITY/TRIBAL SCHOOL STUDENTS ARE ELIGIBLE FOR THESE PROGRAMS THROUGH LOCAL EDUCATION AGENCIES (PUBLIC SCHOOL DISTRICTS), BUT ONLY IF AN L.E.A. WISHES TO ENTER INTO A CHAPTER 2 AGREEMENT. IT WOULD BE MORE EQUITABLE FOR THE COMMUNITY/TRIBAL SCHOOLS TO BE DESIGNATED AS LOCAL EDUCATION AGENCIES THEREBY INSURING SERVICE DELIVERY.

4. IMPACT AID. COMMUNITY/TRIBAL SCHOOLS ARE ELIGIBLE TO RECEIVE FUNDS FOR STUDENTS ENROLLED, WHO ARE NOT ELIGIBLE FOR ISEP. THE LEA IS NOT REQUIRED TO COUNT THE STUDENTS. THERE MUST BE A REQUIREMENT THAT LEA'S COUNT STUDENTS IN COMMUNITY/TRIBAL SCHOOLS WHO ARE ELIGIBLE FOR IMPACT AID AND NOT ELIGIBLE FOR ISEP.

5. EDUCATION OF THE HANDICAPPED. COMMUNITY/TRIBAL SCHOOL STUDENTS ARE ELIGIBLE FOR THESE PROGRAMS, AS FLOW THROUGH PROGRAMS, FROM THE BUREAU OF INDIAN AFFAIRS. STUDENTS RECEIVE SERVICES BASED ON ABILITY OF LOCAL GRANTSMANSHIP AND DISCRETION OF BIA SPECIAL EDUCATION STAFF. THESE FUNDS MUST BE DISTRIBUTED THROUGH THE EXISTING CATAGORICAL FUNDING MECHANISM WITHIN ISEP.

6. VOCATIONAL EDUCATION. COMMUNITY/TRIBAL SCHOOL STUDENTS ARE ELIGIBLE FOR THIS PROGRAM VIA THE SET-ASIDE FOR INDIAN TRIBES AND TRIBAL ORGANIZATIONS. THE PROBLEM IS, THESE FUNDS ARE NOT GENERALLY GIVEN TO SECONDARY PROGRAMS. THE SCHOOLS COULD RECEIVE THE FUNDS FROM THE STATE IF THEY CAN ACCESS THROUGH THE STATE PLAN. THERE ARE VERY FEW SCHOOLS THAT HAVE BEEN ABLE TO ACCESS THROUGH THE STATE PLAN. WE HAVE PREVIOUSLY PRESENTED TESTIMONY ON OUR POSITION EARLIER THIS YEAR WHEN TESTIFYING ON S. 496. HOWEVER, MR. CHAIRMAN IF I MAY, LET ME UNDERLINE ONCE MORE AN IMPORTANT POINT CONCERNING VOCATIONAL EDUCATION. FUNDS ALLOCATED UNDER THIS PROGRAM ARE DONE SO UNDER A NATIONAL FORMULA. INDIAN STUDENTS AND EVEN ADULT INDIANS ARE INCLUDED WHEN A STATE'S ALLOCATION IS DETERMINED UNDER THE EXISTING FORMULA. ALTHOUGH AS PREVIOUSLY MENTIONED, THERE IS A SET-ASIDE FOR TRIBES AND CERTAINLY THERE HAVE BEEN SOME VERY GOOD VOCATIONAL EDUCATION PROGRAMS BEGUN AT THE TRIBAL LEVEL UNDER THIS PROGRAM, BIA FUNDED SECONDARY SCHOOLS DO NOT RECEIVE ANY FUNDING UNDER THE FORMULA. I REPEAT THERE ARE NO DOLLARS COMING INTO BUREAU FUNDED SECONDARY SCHOOLS. ISEP IS AN EXCELLENT FORMULA PROGRAM WHICH IS COMPARABLE TO STATE AND LOCAL FUNDS RECEIVED BY A LOCAL EDUCATION AGENCY (PUBLIC SCHOOL DISTRICT). A LOCAL EDUCATION AGENCY DOES HOWEVER, RECEIVE A GUARANTEED LEVEL OF FUNDING UNDER THE CARL PERKINS ACT. IT ALLOWS THEM TO DO A GREAT NUMBER OF THINGS. THE CURRENT SITUATION IS TERRIBLY DISCRIMINATORY. AS WE SPEAK, THE SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES IS MARKING-UP THE CARL PERKINS ACT. ABSENT FROM THAT LEGISLATION -- AT LEAST

TO MY KNOWLEDGE -- IS ANY ATTEMPT TO ALLOW BIA FUNDED SCHOOLS THE ABILITY TO LEVERAGE DEPARTMENT OF EDUCATION VOCATIONAL EDUCATION DOLLARS. ANYTHING THIS COMMITTEE COULD DO TO INCLUDE LANGUAGE WHICH WOULD DESIGNATE BIA FUNDED SECONDARY SCHOOLS AS LOCAL EDUCATION AGENCIES FOR PURPOSES OF THE CARL PERKINS ACT WOULD BE APPRECIATED.

7. OTHER CONCERNS.

a) SCHOOLS ARE TROUBLED BY THE DEPARTMENTS LIMIT ON THE AMOUNT OF FUNDS THAT CAN BE USED FOR ADMINISTRATIVE COSTS. THERE IS CURRENTLY A 8% LIMIT ON DEPARTMENT OF EDUCATION PROGRAMS.

b) THE WHITE HOUSE CONFERENCE ON INDIAN EDUCATION MUST BEGIN.

SUMMARY

IF DEPARTMENT OF EDUCATION PROGRAMS DO NOT GO DIRECTLY TO THE COMMUNITY/TRIBAL SCHOOLS OR VIA THE BUREAU OF INDIAN AFFAIRS, THE COMMUNITY/TRIBAL SCHOOLS MUST BE DESIGNATED AS LOCAL EDUCATION AGENCIES. STUDENTS IN COMMUNITY/TRIBAL SCHOOLS DO NOT HAVE EQUAL ACCESS TO ALL DOE PROGRAMS. IF THIS IS NOT DONE, CONGRESS IS AUTHORIZING DOE TO DISCRIMINATE AGAINST COMMUNITY/TRIBAL SCHOOL STUDENTS.

SCOMM
71:12

Literacy Council of Alaska
823 3rd Ave. • 456-6212
Fairbanks, Alaska 99701

December 6, 1988

Bob Arnold
Office of William L. Hensley
Alaska State Senate
P. O. Box V
Juneau, AK 99811

Dear Mr. Arnold:

Thank you for all of the information on HIPPY. It's exactly what I needed. What I had been sent was more of a brochure so the material will be very useful.

After I mailed off the proposed regulations for EVEN START, I realized I have some other information on programs involving parents that might interest you. Enclosed are brief excerpts from each. The article titled "Parent Involvement: A Practical Approach" came to me with a complete Parent Handbook and units on home learning activities for K, 1, 2, 3, and 4 as well as a section called "trade book sheets".

The Intergenerational Literacy Model Project Handbook is 115 pages and includes an appendix which overviews the 21 week core curriculum.

Project Pact: Parents and Children Together contains 126 pages of 20 lessons for parents to conduct with children.

I hope the excerpts convey enough about each article to be of use to you.

Sincerely,

Riki Sipe

Riki Sipe
Executive Director

Enc.

P·A·C·T

PROJECT PACT: PARENTS AND CHILDREN TOGETHER



CIU 10 Development Center for Adults

Centre County Vocational-Technical School

Pleasant Gap, PA 16823



PROJECT PACT: PARENTS AND CHILDREN TOGETHER

Special Demonstration 310 Project

#98 - 6001

Mary Catherine Spence, Project Director

Anni Delsandro Matsick, Illustrator

Joann Beal, Typist

This is a result of a project supported in whole or in part by the U.S. Office of Education and the Pennsylvania Department of Education. However, the opinions expressed herein do not necessarily reflect the position or policy of the U.S. Office of Education and Pennsylvania Department of Education, and no official endorsement should be inferred.

Drawings © Anni Delsandro Matsick, 1986. All rights reserved. Drawings in this book are copyrighted by the artist and may not be reproduced except for project-related purposes without her written permission.

TABLE OF CONTENTS

PAGE

INTRODUCTION

TO THE TEACHER

TO THE PARENT

HELPING YOUR CHILD WITH MATH

LESSON 1: COUNTING 1

PARENT ACTIVITY 1

PARENT-CHILD ACTIVITY 3

LESSON 2: ADDING 7

PARENT ACTIVITY 7

PARENT-CHILD ACTIVITY 9

LESSON 3: LEARNING CALENDAR TIME 12

PARENT ACTIVITY 12

PARENT-CHILD ACTIVITY 15

LESSON 4: TELLING TIME 17

PARENT ACTIVITY 17

PARENT-CHILD ACTIVITY 19

LESSON 5: GEOMETRY - SHAPES 25

PARENT ACTIVITY 25

PARENT-CHILD ACTIVITY 28

LESSON 6: MEASURING 31

PARENT ACTIVITY 31

PARENT-CHILD ACTIVITY 33

HELPING YOUR CHILD WITH SCIENCE

LESSON 7: OBSERVING 38

PARENT ACTIVITY 38

PARENT-CHILD ACTIVITY 40

HELPING YOUR CHILD WITH SOCIAL STUDIES

LESSON 8: OUR FAMILY 43

PARENT ACTIVITY 43

PARENT-CHILD ACTIVITY 47

LESSON 9: OUR COMMUNITY 51

PARENT ACTIVITY 51

PARENT-CHILD ACTIVITY 54

HELPING YOUR CHILD WITH READING

LESSON 10: READING A RECIPE 61
PARENT ACTIVITY 61
PARENT-CHILD ACTIVITY 64
LESSON 11: READING A MENU 67
PARENT ACTIVITY 67
PARENT-CHILD ACTIVITY 70
LESSON 12: READING FOOD PACKAGES 73
PARENT ACTIVITY 73
PARENT-CHILD ACTIVITY 75
LESSON 13: READING CHILDREN'S BOOKS 78
PARENT ACTIVITY 78
PARENT-CHILD ACTIVITY 80
LESSON 14: READING A TELEPHONE BOOK 82
PARENT ACTIVITY 82
PARENT-CHILD ACTIVITY 84

HELPING YOUR CHILD WITH LANGUAGE

LESSON 15: USING THE TELEPHONE 87
PARENT ACTIVITY 87
PARENT-CHILD ACTIVITY 89
LESSON 16: LEARNING LANGUAGE 92
PARENT ACTIVITY 92
PARENT-CHILD ACTIVITY 94
LESSON 17: TELLING STORIES 96
PARENT ACTIVITY 96
PARENT-CHILD ACTIVITY 97

HELPING YOUR CHILD WITH WRITING

LESSON 18: NOTE WRITING 99
PARENT ACTIVITY 99
PARENT-CHILD ACTIVITY 101
LESSON 19: LETTER WRITING 103
PARENT ACTIVITY 103
PARENT-CHILD ACTIVITY 105

HELPING YOUR CHILD WITH HEALTH

LESSON 20: HEALTHY EATING 107
PARENT ACTIVITY 107
PARENT-CHILD ACTIVITY 111

EVERYDAY ACTIVITIES..... 114
ACTIVITY 1: SORTING LAUNDRY..... 115
ACTIVITY 2: FOLDING LAUNDRY..... 116
ACTIVITY 3: MAKING A BED..... 117
ACTIVITY 4: PICKING UP TOYS..... 118
ACTIVITY 5: SETTING THE TABLE..... 119
ACTIVITY 6: PLANNING A MEAL..... 120
ACTIVITY 7: MAKING A SHOPPING LIST..... 121
ACTIVITY 8: PLANNING A TRIP..... 122
ACTIVITY 9: TAKING A BATH..... 123
ACTIVITY 10: GETTING DRESSED..... 125
CONCLUSION..... 126
OTHER BOOKS YOU MAY ENJOY..... 127

Parenting Tips, found throughout the materials apply to individual lessons but are also intended to be transferred to other lessons and other situations. They can also provide good topics for individual or group discussion. Questions such as these will help parents think about the reason for the tips.

Do you agree with this? Why or why not?

When would you use it?

When would you not use it?

How does it make a child feel?

How does it make a parent feel?

Encourage the parent to try some of the suggested activities in each lesson if they are appropriate for the child. Check with the parent after the lesson to see how the activities went. Praise and encourage the parent for trying the lesson. Talk about and analyze what happened. Find out if the parent felt the lesson was a success. Discuss different approaches for future lessons. Most of all, emphasize that the lessons are intended to help the parent and child have fun together.

INTRODUCTION

TO THE TEACHER

PACT materials are intended for use by ABE students who are parents or others who interact with children. They can be useful to child care workers, baby sitters, grandparents, aunts, uncles, neighbors or anyone interested in helping children learn. The word "parent" in these materials refers to any of these people who assist parents in the very important job of raising happy, healthy children.

The lessons are constructed to be used first by ABE teacher or counselor with the "parent" and then by parent and child at home. The teacher should go over Section I: Parent Activity, with the parent and then make sure that the parent understands what is expected in Section II: Parent - Child Activity.

The lessons introduce concepts that a child can learn "naturally" and easily from a parent. In some cases the parent may be learning the concept himself. In other cases the parent may be reviewing the concept and learning how to structure a situation in which the child can learn the concept. He may also be learning that the skill is not as easy to learn as it may seem. In many cases the child (or the adult) may not have the prerequisite skills that the new skill builds on. The parent (or the ABE teacher) may find it necessary to adjust the lesson and/or teach a prerequisite skill first. It may be necessary to do a "task analysis", that is, look at the skills necessary to complete the task. Many lessons can be adjusted simply by having the parent do part of the task for the child and having the child do as much as she can independently.

It is important that the parent understand that the main purpose of these lessons is to help the child learn that learning can be fun and natural. When a lesson stops being fun the lesson should be stopped. No individual lesson is important enough to have both child and parent become frustrated over it. The parent should be taught how to change activities without parent or child feeling like a failure. A simple statement like "Let's quit now," or "That's enough for now," is far better than "This is too hard," or "You'll never learn this." The parent should continue to play with the child but forget "the lesson" if it becomes too difficult.

PARENT INVOLVEMENT: A PRACTICAL APPROACH

an article written for the

International Reading Association

by

Vicki L. Bowers, Coordinator

Parent Involvement in Basic Skills Program
Montgomery County Public Schools
850 Hungerford Drive
Rockville, Maryland 20850

PARENT INVOLVEMENT: A PRACTICAL APPROACH

"Parent involvement" conjures up a wide variety of activities related to parents, children, and schools. One type of parent involvement, that in curriculum-related learning activities at home, has been shown to be highly beneficial to parents, teachers, and children. (Epstein, 1986, 1987; Gordon, 1969, 1976, 1979; Mattox and Rich, 1977; Moles, 1982; Rich, 1977, 1979) Experience in the Montgomery County (Md.) Public Schools with the Parent Involvement in Basic Skills Program (PIBS) has shown that such involvement can be effectively mobilized without adding to the workload of teachers and at minimal cost.

THE CHANGING ROLE OF PARENTS

Any successful parent involvement program must recognize the changing roles of parents from their involvement in their children's preschool education to the parts they play after their children enter school. Parents have a pretty good feel for what their children know and can do until they enter school. Parents eagerly watch for learning milestones such as the baby's first steps, first words, and that happy day the child finally understands about toilet training. They anticipate their children's interests and provide opportunities and encouragement for their children to observe, explore, and imitate the world around them and to develop the skills necessary to thrive in such a world. Their children's latest accomplishments become topics of conversation with spouses, relatives, and friends.

As the first day of school approaches, parents begin to prepare their children for the routines and environment they will encounter. With the first day of school, the initial milestone in the child's formal education, parents find

themselves cast in a new role. Within a few short months, parents who once knew themselves to be key players on the stage of their children's learning become relegated to playing bit parts or selling popcorn in the lobby.

The fact that parents no longer have full responsibility for planning and supervising their children's education does not diminish their natural interest in what their children are learning. Typical questions parents ask most often are: What's my child learning? and How can I help? Too often teachers find these questions threatening, as if they imply a lack of confidence in the teacher's professional ability. At other times parents are given the distinct impression that these questions are not what they should concern themselves about, but that their attention and energies should be directed elsewhere, such as into PTA activities. After a while many parents stop voicing their questions, but they still maintain a vital, if unsatisfied, curiosity about what their children are learning and a commitment to helping them as best they can. In studies conducted by Johns Hopkins University, researchers found that parents "overwhelmingly agreed that teachers should involve parents in learning activities at home and that homework was useful for their children. Over 80 percent of the parents said they could spend more time helping if they were shown how to do specific learning activities." (Epstein, 1986, p. 280)

TRADITIONAL PARENT ROLES IN SCHOOL

From a teacher's perspective, providing timely answers throughout the year for parents' questions creates problems. Kindergarten and first grade teachers in particular spend countless hours writing parent involvement material for their classes. Considerable time and energy are needed to create such material, and

there is often very little support for teachers who feel this kind of involvement is important, especially for those who teach higher grade levels. Some textbooks do come with a limited amount of parent involvement material, yet the intent of some of this material seems to be less to inform and involve parents than to provide a selling point for the textbook. Furthermore, since these materials are intended for a nationwide distribution, they cannot refer to local resources or specifically address local needs. There is also a variety of general material available for parent involvement. In some cases these materials are expensive, and they require teachers to spend time coordinating what is available with what they are teaching if parents are to receive pertinent information.

In many ways a strong partnership between home and school already exists. Teachers and administrators are more skilled with traditional forms of parent involvement over which they exercise a great deal of control, such as PTA, school volunteer programs, fund-raising efforts, the provision of workshops for parents, or seeking parental input on matters of policy or priorities. Parents are almost always the first troops called out in the battle over funding the school budget, a very important and highly valued role. All of these things are important, but they still do not adequately answer the two nagging questions that plague parents. They do not tell parents what their children are learning or provide significant guidance for parents to help their children succeed in school. Exciting things happen every day in classrooms across the country. Unless a conscious effort is made by teachers to include parents, each party works in isolation with the results less than they could be for the children.

Research findings from studies of parent involvement practices in the State of Maryland conducted by Johns Hopkins University found that over 70 percent of the parents had never participated in activities at school and only 4 percent were able to volunteer frequently (over 25 times a year) in the school. Parent involvement requiring parents to attend workshops or meetings at school is obviously going to work with only a small segment of the school's population, regardless of how well planned, conducted, and received the sessions are.

However, the researchers found that parents were both willing and able to help their children at home when the teacher asked them to and told them how, regardless of the parents' income, education, or marital status. In fact, single parents reported spending more time helping their children with school work than did married parents. Dr. Joyce Epstein writes about the findings:

> What is important in our findings is that teachers' frequent use of parent involvement practices improved parents' knowledge about their child's instructional program, after grade level, racial composition, and Parent education composition of the classroom were taken into account. Also, teachers' use of these practices mitigated the disadvantages associated with race, social class, and grade level. (p. 288-289)

The most compelling finding from the work done at Johns Hopkins is that students whose teachers emphasize parent involvement did significantly better on standardized reading tests than their peers in the classrooms of teachers who did not emphasize parent involvement. American educators serious about improving the academic achievement of students, especially disadvantaged and minority students, would do well to start by improving their parent involvement practices. The logical question is how.

PARENT INVOLVEMENT IN BASIC SKILLS PROGRAM

In Montgomery County, Maryland, the problem of providing timely and pertinent information and suggestions to parents about their children's instructional program has been solved with activity sheets written by parents in the Parent Involvement in Basic Skills Program. These activity sheets were written to accompany each reading/language arts unit and each mathematics objective from kindergarten through third grade. Activity sheets have also been developed for the Head Start curriculum, and there are prototypes for the instructional programs in grades 4-6. There are also sheets that give parents guidance in discussing library books they read aloud to their children.

Each activity sheet begins with a "Dear Parents" note that explains the focus of instruction--what the students are learning and often why. The rest of the sheet contains various suggestions for things parents can do with their children that relate directly to the focus of instruction. The activities show children the practical use of the things taught in class, providing more than just an opportunity for students to practice their lessons. Letting parents know what their children are learning allows them to put the things taught in school into a familiar, real-world context for their children.

Following are two representative PIBS sheets. The first complements a kindergarten unit on folktales, and the second helps fourth graders see and use common decimal fractions.

****

Insert sample activity sheets.

****

As the samples illustrate, there are very few paper and pencil activities. The most frequent suggestions include cooking, shopping, watching and discussing television, reading stories together, working outside, taking walks, recording observations, planning family events and activities, and talking about family memories and traditions.

Since Montgomery County is a suburb of Washington, D.C., numerous local resources such as the Smithsonian Institutions and the National Geographic Society Headquarters are available to families in the school district. However, the size and wealth of these institutions are often intimidating--with so much to see, it's hard to know where to begin. Consequently, PIBS hired a museum educator to write museum activities for the sheets to direct parents to specific buildings, floors, and exhibits and to suggest discussion topics that pertain to what is being taught in class. Although the D.C. area abounds in enrichment possibilities, every community has resources that are not fully utilized because parents need the kind of information contained on the PIBS sheets.

As previously stated, except for the museum activities, the PIBS materials were written by parents. In a number of writers' workshops, parents worked in grade level teams of three or four people to review curriculum, develop a "Dear Parents" note to explain in plain English what the children were being taught, and to brainstorm and write activities that would reinforce or enhance the lessons taught in class and, at the same time, capitalize on the everyday opportunities for learning that occur in the home.

The aim of the PIBS Program is not to give parents, a child's first and most important teachers, a crash course in teaching methods or learning theory or to show them how to set up "learning stations" in their homes. The aim of PIBS is to point out the many ways that parents can use their knowledge of their children and their skills as parents to encourage their children to use the skills and information introduced in school and to enhance their children's education through shared experiences and discussions. The PIBS sheets serve as a bridge between the differing demands, goals, supports, and environments of the home and school, enabling parents and teachers to work together for the benefit of the child.

On the back of each sheet, a curriculum reference tells the teacher which mathematics objective or which reading/language arts unit the sheet complements. The teacher then sends home copies of the appropriate sheets with each of the children as they progress through the year. Thus, when parents get a sheet at home, they know that their child is currently working on the things covered on the sheet.

Since the sheets are directed at parents, they do not have to be returned to school for grading. They are not homework, and they do not replace homework for the students; they do, however, make the help parents give their children on homework more useful than before.

Parents are encouraged to choose one or more of the activities on each sheet to do with their children, but they are also encouraged to modify any activity to suit the way their family normally works. The variety of suggestions is to

give parents ideas to use as springboards to help their children. Parents are told often that the activities should be enjoyable, not high-pressure, right-or-wrong, must-do situations.

The PIBS materials developed in Montgomery County are specific to the MCPS curriculums and the needs and resources of that area. There are, for instance, a number of translations of PIBS sheets for the large number of families in the area who speak a language other than English at home. But the process used to develop curriculum-related material in this school district can be used in other districts to develop material designed for their curriculums, area resources, and local needs.

EVIDENCE OF EFFECTIVENESS

In the first year of the program, the PIBS material was pilot tested in nine elementary schools throughout the district. All of the schools were Title I (Chapter 1) schools. Before the material was made available to teachers and parents, teachers completed a written questionnaire. Approximately one-third of the parents were randomly selected and surveyed by telephone to gather base-line data on parent involvement practices. After the surveys were completed, teachers were given an overview of the PIBS Program at a teachers' meeting, and the material was distributed. Teachers were encouraged but not compelled to use the material. After teachers were introduced to the program, parents were given an overview at meetings held at each school. PIBS Parent Handbooks were sent home to parents who did not come to the orientation meeting, and there were blurbs in the Principals' Newsletters.

In the spring, after the material had been in the schools for the year, teachers again filled out a questionnaire, and another third of the parents were surveyed by phone. Below are some of the results of those surveys:

Parent Survey Results

1. The availability of PIBS material substantially increased the percentage of parents who received home learning activities. (54 percent before PIBS, 80 percent after)

2. Of the parents who received PIBS material, 84 percent said they understood more about their children's instructional program this year than before.

3. Forty-two percent of the parents said they were spending more time with their children as a result of the activity sheets.

4. Over 98 percent of the parents who got PIBS sheets said they felt the home learning activities had helped their children learn.

Teacher Survey Results

1. All of the teachers used PIBS material when it was available.

2. Over 84 percent said they felt the students enjoyed the activities.

3. Eighty-four percent of the teachers felt the activity sheets promoted a positive parent/student attitude towards school.

4. When asked if they had observed any positive effects in the classroom behavior of students, 79.9 percent said "yes" to some degree, with 10 percent saying "very much."

5. All of the teachers thought sending home learning activities related to specific skills in reading/language arts and mathematics had helped students learn.

In the pilot year, nine additional schools asked to participate in the PIBS Program which was unprecedented in the school system which was then in the throes of implementing new instructional programs K-8 in four major subject areas. Over 90 percent of the elementary schools have formally begun to implement the PIBS Program. Since participation in PIBS is purely voluntary, this speaks of the high value teachers, parents, and principals place in the support PIBS provides.

Several schools have sent home questionnaires at the end of the school year to parents. Responses on these questionnaires have remained very positive. Comments such as the following are typical: "Very often they give a simple suggestion on how to get a point across to the child, one that we have overlooked," or "It gives you something to sit down and do with your child and realize what they know and can do," or "They give ideas that are new to me and refreshing for my child's learning."

Head Start parents are asked to respond to an annual survey about the Head Start PIBS sheets. Over 98 percent of the parents said they were helped to understand what their children were learning, and virtually all of them found the activities helpful. The Head Start Parent Policy Committee has set aside funds for the last three years for the development of additional PIBS sheets.

The response of teachers, parents, and principals to the PIBS Program can best be stated in the words of a letter to the superintendent of schools from one of the principals:

> Our kindergarten through third grade teachers who participated in this project found it to be extremely valuable, not only in terms of the worksheets that were completed by students but in the whole area of home-school communications and relationships. Through this project parents were made more aware of exactly what their children were doing in reading and mathematics and were able to be involved in this instruction in very precise ways. The feedback that I have received from parents and teachers has been very positive and all the parents with whom I have talked have expressed a strong desire to continue this program next year.
>
> This is one project that has had a significant positive impact on the instructional program in the school and the home-school relationship, and has required little or no additional time or effort from the classroom teacher.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.11 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE,1988-90

The PIBS Program of the Montgomery County Public Schools used a process for the development and dissemination of curriculum-related material for parents that can be used in other school districts with other curriculums. Experience in this school system has shown that parents can be informed and involved in their children's school learning very easily and that doing so has a significant positive impact on teachers, parents, and, most importantly, on students.

BIBLIOGRAPHY

Epstein, Joyce L. "Parents' Reactions to Teacher Practices of Parent Involvement," The Elementary School Journal, Vol. 86 #3, 1986.

Epstein, Joyce L. "Effects of Teacher Practices of Parent Involvement on Change in Student Achievement in Reading and Math," Literacy Through Family, Community, and School Interaction, Silvern, (ed.). Greenwich, Connecticut: JAI Press, 1987.

Goodson, Barbara, and Hess, Richard. Parents as Teachers of Young Children: An Evaluation Review of Some Contemporary Concepts and Programs. Palo Alto, California: Stanford University Press, 1975

Gordon, Ira. Reaching the Child Through Parent Education: The Florida Approach, University of Florida, College of Education, Institute for Development of Human Resources, Gainesville, Florida, 1969.

Gordon, Ira. "The Effects of Parent Involvement on Schooling," R. S. Brandt (ed.), Partners: Parents and Schools, Association for Supervision and Curriculum Development, Alexandria, Virginia, 1979.

Gordon, Ira. "Parents as Teachers," Theory Into Practice, Nov. 1972.

Gordon, Ira, and Breivogel, W. Building Effective Home-School Relationships. Boston, Massachusetts: Allyn and Bacon, 1976.

Herman, Joan, and Yeh, J. P. "Some Effects of Parent Involvement in Schools," paper presented at the Annual Meeting of the American Educational Research Association, Boston, Massachusetts, April 1980.

Mattox, Beverly, and Rich, Dorothy. "Community Involvement Activities: Research Into Action," Theory Into Practice, Feb. 1977.

Moles, Oliver. "Synthesis of Recent Research on Parent Participation in Children's Education," Educational Leadership, Nov. 1982.

Rich, Dorothy. A Family Affair: Education, The Home and School Institute, Trinity College, Washington, D.C., 1977.

Rich, Dorothy, and Jones, Cynthia. The Three R's Plus: Teaming Families and Schools For Student Achievement, The Home and School Institute, Trinity College, Washington, D.C., 1978.

Dear Parents,

We are learning about folktales. Folktales include tales of wishes and magic, fairy tales, and fanciful answers to "why" questions. We are talking about what is real and what is make-believe in the stories. You can help your child by doing some of the activities below.

PARENT INVOLVEMENT IN BASIC SKILLS

FOLKTALES



Story Time

When you read or tell stories to your child, talk about the things that might really happen and the things that are fun, but not real. You might ask:

"Do bears really talk?"
"Where do real bears live?"

A Visit to the Zoo

Compare the animals in the stories that your child knows with the animals he or she has seen around your home, on farms, or on visits to the zoo. Could real animals do what the animals in the stories do? Zoos in the area you might visit are:

Cabin John Regional Park's Childrens' Zoo
Wheaton Regional Park's Childrens' Zoo
The National Zoological Park in Washington, D.C.
The Insect Zoo in the National Museum of Natural History in Washington, D.C.



Television Cartoons

Watch television with your child. The Muppets, Bugs Bunny, Woody Woodpecker, and Porky Pig are like many of the of the characters in folktales.

Ask, "Could real animals do what the animals do on TV?"



FOLKTALES

A Special Treat

Many Walt Disney films are taken from folktales. If you have a chance to see one, they are a special treat. Before you go, read the book or story to your child. After watching the film, talk about the differences between it and the book. Which one does your child like better?



A Real Book and a Make-Believe Book

Help your child find pictures of real and make-believe animals and people. Old magazines, wrapping paper, and comic strips are good places to look. Cut out the pictures and have your child separate them into groups of real things and make-believe things.

Paste each group of pictures onto pieces of paper to make the pages of the books. Put the pages together to make a Real Book and a Make-Believe Book.

Gingerbread Friends

Help your child make gingerbread people. Use the recipe below. Read The Gingerbread Man while the cookies bake. The school library ot the public library may have a copy. Your cookies may not run away when they are finished, but they will be tasty.



1/3 cup shortening	2 tsp. soda
1 cup packed brown sugar	1 tsp. salt
1½ cups dark molasses	1 tsp. allspice
2/3 cup cold water	1 tsp. ginger
6 cups flour	1 tsp. cloves
	1 tsp. cinnamon



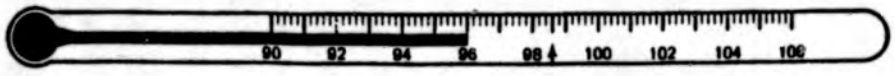
Mix shortening, sugar, and molasses thoroughly. Stir in water. Blend all dry ingredients and stir into shortening mixture. Chill. Heat oven to 350%. Roll dough ¼ inch thick on lightly floured board. Cut with gingerbread cutter. Place far apart on lightly greades baking sheet. Bake about 15 minutes or until no imprint remains when touched lightly.

Form Unit - Folktale - Level K
Copyright 1981, Revised 1986
by the
Board of Education of Montgomery County
Rockville, Maryland 20850

Sports Times

The recorded times for spoting events are often written in tenths and hundredths of a second. Suggest your son or daughter look for these records. Have them read these decimal fractions to you.

Examples:
- Swimming times
- Track times
- Olympic events



Decimal Fractions

Two health care items that use decimal fractions are thermometers and vitamins.

"Normal" body temperature for most people is about 98.6 degrees Fahrenheit. Talk with your child about the use of tenths of a degree in temperature as an accurate measure for diagnosis.

Look at a bottle of multiple vitamins (at home or in a store). Show your son or daughter the RDA listing for each vitamin and the amount of it in the tablet. The numbers are usually written in decimal fractions.

Example: B_1 Thiamine 1.5 mg

Decimal Fractions 02-I
Project Basic - 2.1.8, 2.1.9
Copyright 1982
Montgomery County Public Schools
Rockville, Maryland 20850

PARENT INVOLVEMENT IN BASIC SKILLS

Dear Parents,

In math, we are reading and writing decimal fractions in tenths and hundredths.

6.1 is read as six and one tenth,

3.06 as three and six hundredths,

0.04 as four hundredths.

The following suggestions show the meaning and use of decimal fractions in everyday life.

Raindrops Keep Falling . . .

Check the weather page in the newspaper for information about precipitation.

For example, on July 21, 1982, the Washington Post listed

Excess of precipitation since January 1, 1982	2.16 inches
Deficiency of precipitation since July 1, 1982	1.37 inches
The 1982 precipitation to date	23.12 inches

Ask your child to read the amounts of precipitation to you. Listen to the weather report after a summer rain or winter snow to see how much precipitation fell.

Get Down !

Ask your child to find a favorite FM radio station, listen for its call numbers, write them down, and then say them in tenths or hundredths.

Example: WKYS 93.9 on your FM dial would be 93 and nine tenths.



Weighing Ways

Labels on products sometimes give the weight as part of a pound or ounce, such as

Hamburger	4.49 lbs.
Cheese	.75 lb.

Check on food in the grocery store as you shop and have your child read the weight for you.



Walk, Run, Ride

Odometers and pedometers record distance in tenths of miles.

If a pedometer is available, take a family walk and record the miles including the tenths. If a family member runs for exercise, note the miles and tenths run.

If your family takes a bike ride, note the distance covered in tenths of a mile.

If you want to calculate the miles per gallon for your car, have your youngster record the mileage from the odometer in tenths for this calculation.



INTERGENERATIONAL LITERACY MODEL PROJECT HANDBOOK

Project funded by Texas Education Agency,
Adult and Community Education Program

Handbook compiled by: Dr. Elizabeth Quintero

Project Coordinator

Dr. Elizabeth Quintero

Project Model Instructors

Margaret Rodriguez
Maria Cristina Velarde

Coordinator, Literacy Education Action

Sandra Tate

TABLE OF CONTENTS

Page

Intergenerational Literacy
Model Project: Introduction 1

Recruitment 9

Implementation 15

Limited English Speakers 29

What Happened 31

Appendix 37

Review of Literature 38

Core Curriculum Design 44

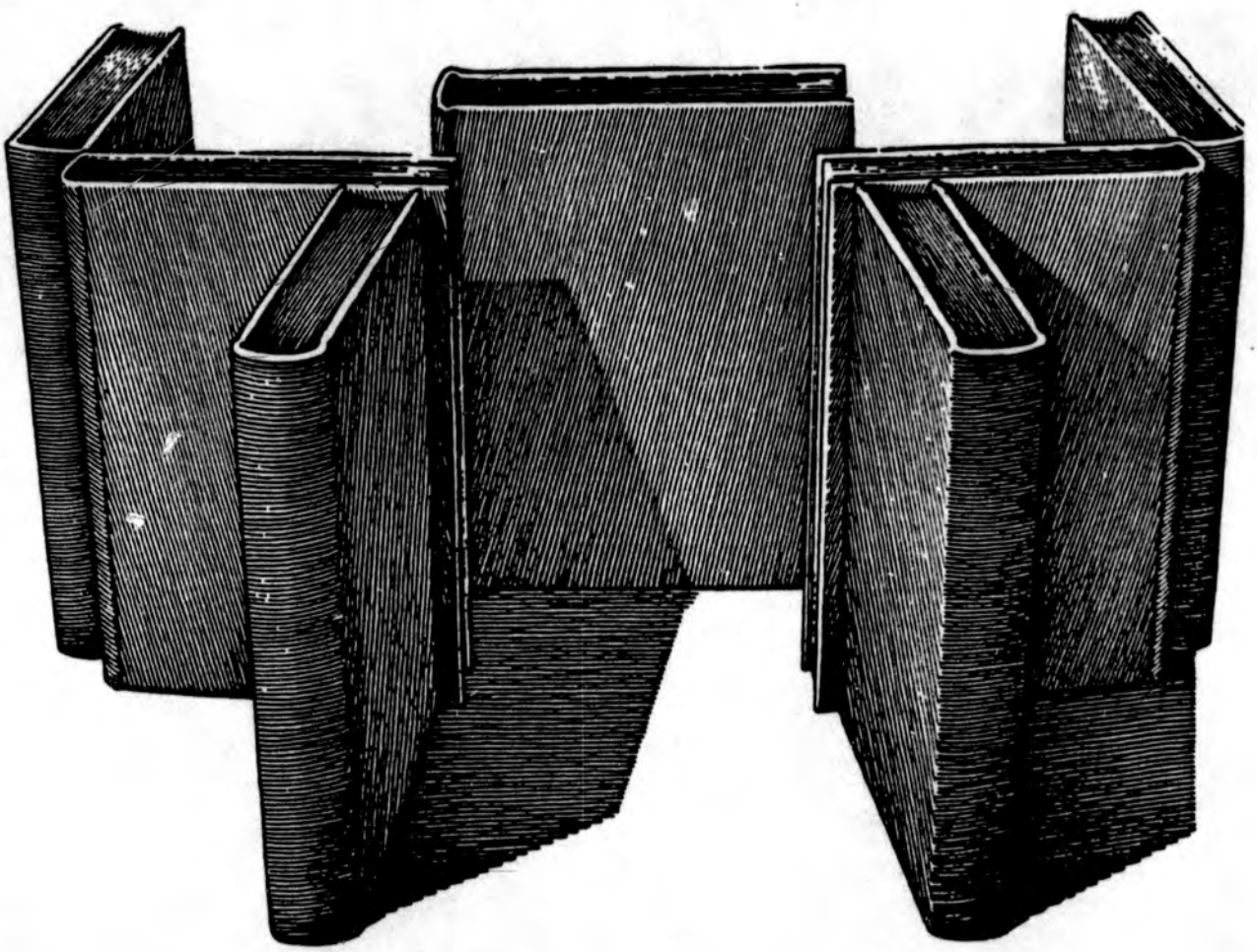
Evaluation Narrative 84

Sample Graphic Information of
Evaluation Observations 91

Sample Evaluation Forms 96

Teaching Tips 102

Intergenerational Literacy Model Project



Overview

INTERGENERATIONAL LITERACY MODEL PROJECT

Introduction

In September, 1986, an Intergenerational Literacy Model Project was funded by Texas Education Agency and implemented at El Paso Community College. The project was designed for the following purposes:

1. To provide literacy instruction for parents of preschool and primary school aged children in a setting where the parents are taught to help their children while at the same time they are assisted in improving their own literacy skills.

2. To provide suggestions of consistent, on-going activities for parents to do with their children at home to help develop, on a family-level, literacy behaviors which lead to successful literacy development.

3. To encourage the parents of young children to seek literacy instruction on an individual basis at least once a week.

Literacy Education Action

The Literacy Education Action program was established in the fall of 1985, as a program directly under the Vice-President of Instruction, with funding from the college to support its activities. The chairperson of the Literacy Task Force, Sandra Tate, an English faculty member, was released from full-time teaching responsibilities to coordinate the program and implement the plan of action. In addition, faculty members from the reading, sociology, and ESL disciplines, were given a portion of release time from teaching, to assist in the implementation of specific activities.

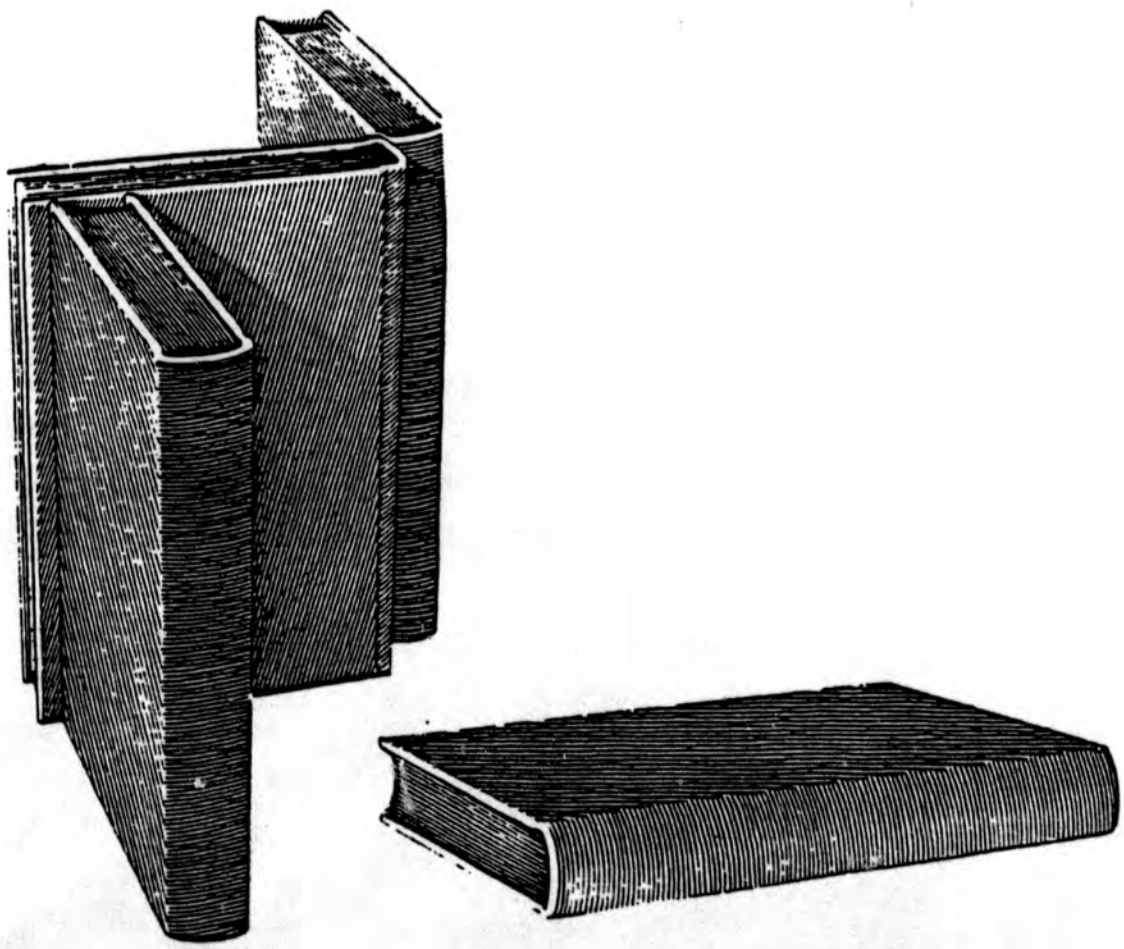
During its first year of operation the LEA program concentrated on developing its own literacy tutoring program, including recruiting and training volunteer tutors and recruiting community members with reading skills below the sixth grade. Since its inception the program has trained over 300 volunteer tutors. In addition, the program has tutored 300 community members, including English speakers, Spanish speakers, and bilinguals, all with reading levels below sixth grade. Most of this tutoring has been done by volunteer tutors in one-to-one situations.

The LEA program also concentrated on developing a network of community literacy groups, and providing suport to other groups involved in literacy activities. The college publishes a clearinghouse directory listing all literacy-related classes in El Paso, and serves as a clearinghouse number for volunteers and students. The college has also worked closely with the El Paso Herald-Post in its Year of the Printed Word activities and the local PBS and ABC stations in Project Plus activities.

The LEA program currently has 148 students placed in one-to-one or small group tutoring sessions. It has also begun classes for parents of low literacy levels and their pre-primary and primary school children to help build family literacy. In the fall of 1986 the LEA program opened its Literacy Center at the Rio Grande campus (downtown) and this Center is being established as a drop-in tutoring site as well as a support service for all community literacy programs. The LEA program continues to receive its

primary funding from the community college, but the program has also received grants from the Private Industry Council and the Texas Education Agency.

The El Paso Community College Literacy Education Action program is proud of its accomplishments during the past year. The program has received not only local but national recognition. In a recent monograph commissioned by the Cox Publishing Company titled Where Stands the Republic? Illiteracy: A Warning and Challenge to the Nation's Press, Jonathan Kozol writes of the program as an "exemplary collaboration of strong academic leaders." The college's commitment to the literacy effort remains strong, and the LEA program hopes to become an even more effective resource in the future in America's and El Paso's fight against illiteracy.



Intergenerational Literacy Model Project Design

This project was designed to use an intergenerational approach to literacy instruction. Initially four special tutoring groups consisted of:

1. Five English-dominant parents with preschool children
2. Five Spanish-dominant parents with preschool children
3. Five English-dominant parents with primary school children
4. Five Spanish-dominant parents with primary school children

According to this design, the parents and children attend classes which are small groups of ten to twelve participants. Yet, because the instruction is based upon the Language Experience Approach to teaching reading and writing, after an introductory activity each class is naturally divided up into parent-child teams. Consequently, each parent-child team receives small group and individualized instruction at appropriate ability levels.

The Participants

THE PARENTS

Parent 1: *I want to read. I want to help my kids so they don't have to go through what I did. It's a hard world out there, and if you can't read, it's awful.*

Parent 2: *Are you sure this will help my daughter? If you're sure, we'll do it. I don't know, really, if anything will help me.*

Parent 3: *This not-reading is handed down. My mother couldn't read, and her mother couldn't read and well . . . it's going to stop with me.*

These parents' comments reveal the feelings and the situations of many participants in the Intergenerational Literacy Model Project. All the parents have identified their main motivation for wanting to improve their reading skills as the desire to help their children. They are conscientious and caring adults who lack basic survival skills, but now want to catch-up with and surpass their children in literacy skills. They want to help their children with the tough challenges that come later in school and later in life.

THE CHILDREN

Child 1: *I like to draw. I tell my baby sister stories about my pictures.*

Child 2: *I do puzzles good.*

Child 3: *My Mom doesn't have to read that. I'll do it for you, Mom.*

Child 4: *I like to talk.*

The children, ranging from 2 to 11 years of age, from English-speaking families and from Spanish-speaking families, have given us all the hope to keep trying. Almost instinctively, certainly intuitively, the children thrive on what the experts call the "roots of literacy." The children love to communicate with gestures, by talking, by singing, by drawing, and by playing. They are active learners, and they enjoy "working" with their parents. Some even try to protect and compensate for the lack of skills on their parents' part.



THE INSTRUCTORS

Instructor 1: *I need to get her to understand that she doesn't have to drill the alphabet into her son . . . she needs to know that the oral language she uses with him. the conversations. the interest in his interests -- that's what leads to good reading.*

Instructor 2: *It's so-o-o hard. I've never done anything so hard because I never know what's going to to work. But I've never had the freedom to do exactly what I believe is appropriate for my learners. and I've never had learners so motivated.*

The model instructors come from different teaching backgrounds, and somewhat differing philosophies regarding literacy development. Yet, both have years of valuable teaching experience and flexibility of methodology. They have used the skeleton curriculum as a guide and gone on from there. They have adapted instructional activities to their own teaching styles, and most importantly, to the interests and needs of the learners.

THE VOLUNTEERS

Volunteer Participant 1: *The environmental print trip was very interesting. Some things I had never noticed. Today I had the opportunity to really see them.*

Volunteer Participant 2: *The children liked the experience; they were happy walking and learning the signs and the names of the streets.*

Volunteer Participant 3: *I think this program is very important not only for children, but for parents too.*

Volunteer Participant 4: *This program is necessary for the students of child development because we get good practice working with parents and children.*

The volunteers helping with the project were from both the community at large and the community college student population. They helped in many areas of the project development, including:

1. **Participating in the class sessions in a teaching assistant capacity.**
2. **Making materials to be used in the class lessons.**
3. **Assisting in the ethnographic evaluation process by completing various types of observation forms.**

Comments were often made by these volunteers that indicated appreciation for the opportunity to work in a field setting with parents and children together.

SCOMM
71:13

8/4/89

JOINT COMMITTEE ON SCHOOL PERFORMANCE
August 4, 1989

MEMBERS PRESENT

Rep. Eileen P. MacLean, Co-Chair
Sen. Al Adams
Rep. Johnny Ellis (Ex officio)

MEMBERS ABSENT

Sen. Lloyd Jones, Co-Chair
Sen. Jack Coghill
Sen. Johne Binkley (Ex officio)
Rep. Cheri Davis
Rep. Niilo Koponen

WITNESS REGISTER

Don Gray
Member, State Board of Education
c/o Lathrop High School
Fairbanks, Alaska
Phone: 456-7794

William G. Demmert
Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Phone: 465-2800

Edna MacLean
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Phone: 465-2800

ACTION NARRATIVE

SENATOR AL ADAMS, District L, recognized Rep. MacLean as Chairperson for the meeting of the Joint Committee on School Performance.

DON GRAY, member of the State Board of Education, addressed the committee in the place of President Barney Gottstein. He distributed (Attachment A), How Can The State of Alaska Improve School Performance?, and (Attachment B), a draft of the current State Board Subcommittee on Education Outcomes.

This attachment includes the goals that the State Board of Education is working on for this coming year. The six major items that the Board is concerned with are:

* Early childhood, parenting and language programs;
* Community based child services as a multi-agency responsibility;
* At risk incentive program alternatives;
* Reevaluation of schooling options;
* Improving teaching practices and providing support for teachers in rural Alaska;
* Building on the strengths of Native languages and cultures.

Mr. Gray stated that the Board plans to establish several committees comprised of Alaskan educators, parents, and community members, that would be able to come up with specific recommendations for the next session regarding the major concerns of the State Board of Education. He added that the schools in Alaska, for the first time this year, will be giving one achievement test in all the districts. He noted that the disadvantage of this test is that it is not geared toward what Alaskan communities have expressed they wish taught in their schools. He felt that the advantage would be to raise skill levels and provide information to teachers in Alaska. He thought that this would raise student performance on future tests.

Mr. Gray observed that Alaska has varying levels of performance in schools within certain districts. He added that because of a budget cut, the Alaska Specific Achievement Test project (grades 4 through 8) was terminated.

Mr. Gray explained that the board had asked for recommendations and guidelines to address the functions of certain school districts that were falling below the percentage of the Achievement Test.

Mr. Gray commented that the board had not developed one particular recommendation. However, the question was raised as to how to treat the basic inequity within different parts of the state. He noted that many states are aware of the economic imbalance created by the redistribution of the education dollar. Alaska has established the Education Foundation Program, which tries to distribute the education dollar equally among the school districts within the state.

Mr. Gray declared that the effectiveness of the Education Foundation Program will be more clear after the same test is given throughout the state for the first time in April 1990. This test will show which school districts and children are below the national level of the basic skill

level. Mr. Gray further stated that the management of education should be at the local level, with both the professional educators and the parents working together. "The purpose of the school system is to educate the children, not to provide employment for the teachers. The more that the community level involvement is encouraged, the better the education system will become."

Mr. Gray expressed the opinion that the consolidation and "boroughization" of the school districts would lead to the diminishment of districts. He speculated that by requiring local contribution, local residents would take a greater interest in how the money was being spent and how the programs are implemented. He thought this would lead to more effective programs.

Chairperson MacLean asked what is the percentage and age level of the "at-risk" kids.

Mr. Gray referenced Attachment A, noting that the percentage among Native Alaskans is much higher than that of caucasian students within the state and definitely higher in the high school age group. He noted that, although the high school drop out level is the most obvious, the "at risk" child can often be identified as early as second or third grade. He expressed that the emphasis of solving the drop out problem needs to be placed on the early childhood and primary grade levels.

Chairperson MacLean asked if the concentration of middle school drop outs is an area that needs to be addressed and if it is due to the transition from an elementary to a high school type curriculum?

Mr. Gray responded that the transition was a concern but he stated that the problem is more obvious at the high school level. He felt they needed to look at this to determine if it is a social issue or an educational issue and to try to get all the related agencies working together on the solution. Some of the social issues which directly affect educational issues are: the number of Alaskans under 18 who have families living below the poverty level; the teenage pregnancy rate in Alaska which is one of the highest in the nation; and drug and alcohol abuse, which is also substantial.

Chairperson MacLean asked if the School Board has considered the amount of suicides within the school system as one of the priorities that should be addressed?

Mr. Gray answered that it is a problem. Presently, neither he nor the Board is certain on how to prevent these deaths, or deal with this problem and he added that issues of self-worth are the kinds of questions that need to be addressed.

Chairperson MacLean asked what the goals and priorities are of the State Board for this fiscal year.

Mr. Gray answered with reference to Attachment B, the State Board of Education, through collaborative efforts, will develop an action agenda to increase support for public education. Implementing this is ultimately a local decision.

Chairperson MacLean noted that the question of time frame was raised by the Joint Committee on School Performance. She expressed the desire of the committee to work with the State Board and not duplicate its work.

Mr. Gray suggested that the Committee work directly with the Commissioner's Office and with Rosemary Hagevig, Executive Assistant.

Chairperson MacLean reiterated that these goals were planned to be implemented this fiscal year. Then she asked if each school district had its own competency test base for their students.

Mr. Gray answered that some school districts do and some do not. The State Board is requiring that each district administer the same test throughout the State at the same grade levels. If the district also wants to give their own test it would be in addition to the ITBS that all students would take.

REPRESENTATIVE JOHNNY ELLIS suggested that the State Board of Education meet in Bethel with the House Hess Committee to coordinate the needs of these two groups. He stated that the HESS Committee will be looking at health facilities in various villages and school sites.

Chairperson MacLean reminded everyone that this meeting is planned for the first week in September. Rep. MacLean restated that the Committee on School Performance really did want to work closely with the State Board of Education on the issues that are affecting our school drop out rate and suicide rates.

Chairperson MacLean asked what the State Department of Education accomplished to date regarding goals and objectives with assistance from the prior year's School Performance Committee.

WILLIAM G. DEMMERT, COMMISSIONER, DEPARTMENT OF EDUCATION, responded to Rep. MacLean by distributing Attachment-C, concerning the work done jointly between the Alaska Department of Education and the Joint Committee on School Performance. He also submitted Attachment-D, the last basic skills performance report of Alaska students.

Regarding the definition of "at risk," he stated that the department was working on one and that they are looking at some of the national definitions and using that which the other states have developed.

Chairperson MacLean questioned the definition of "at risk" where schools have adopted the no-fail system, and where students are promoted without acquiring that knowledge for that level and grade.

Commissioner Demmert stated that he thought there were certain things that needed to happen for a student to succeed and if they do not happen the chances for that student to succeed will be severely limited.

Chairperson MacLean stated that one of the first goals the State Board of Education listed was creating a model outcome for competency. She asked if this ties directly into the concept of the no-fail system. She added that the student who moves from one grade to the next needs to be at a certain competency level.

Commissioner Demmert stated that the focus has been on the students who are expected to have difficulty completing high school. He referenced Attachment-C. The number of school districts have been reduced to 54 in the past year, of which there are 463 public schools within the state. The enrollment for the 1989-1990 school year is estimated at 102,000 students for grades K-12. School students represent about 1/5 of the state's total population. There are 7,735 certified staff and 6,511 classroom teachers. He added that 90% of the teachers are white, 3% black, 3.2% Alaska Natives and 2.8% represent other ethnic groups. The average pupil-teacher ratio is 16:1. City-boroughs spend on the average of $5800 per pupil while REAAs spend an average per pupil of $11,790. Twenty-two of Alaska's fifty-four school districts have enrollments that exceed 75% Native Alaskans. Thirty-one districts have at least 50% Native enrollments in the class room. There are 21,654 Alaska Native students and 170 Alaska Native teachers. Alaska Native students represent about 20.8% of the total student population and Native teachers represent about 3.2%. This is a major disparity. There are 172 different languages spoken in Alaska, with the five basic Native Alaskan languages comprising the largest group. Yupik speakers have the largest number of students entering school, other than the English language base. The Alaskan Native population has risen from 16% to 21%. Student achievement in the State of Alaska is at or above the national average in the Standardized Test for children K-12 as well as in the college entrance examinations (S.A.T. and A.C.T.).

Dr. Demmert briefly reviewed some of the social issues concerning the Alaska educational system. There are 72,000 functionally illiterate persons in the State of Alaska. He added that 6.5% of persons under 18 years of age live in families with income below the poverty level and that they know that children living in this situation are one third less likely to graduate from high school. At this point, Mr. Demmert made reference to Attachment C, page 12, concerning partnerships that have been developed over the past two years.

Commissioner Demmert proceeded with the recommendations of the State Board of Education (Attachment C-page 16).

Chairperson MacLean asked about the "restructuring" concept of grades K-4.

Commissioner Demmert responded that "restructuring" would be the major emphasis of the Department of Education and that they would be identifying seven schools within the State which would be interested in working with the Department in this effort. Language development is probably the key to academic achievement. In restructuring K-4, the curriculum focus will be changed by integration in order to identify the best way to teach language, and then train teachers. Commissioner Demmert added that another aspect of this restructuring will be to bring together teachers, parents, school administrators and community leaders to discuss the content of the restructuring. The Alaska Department of Education spent about $14,000 to help develop the Summer Focus program in Anchorage. Seven schools participated with representatives including teachers, parents, school board members and some of the school administration. These people met and consolidated ideas about the meaning of "restructuring," the development of a plan and its implementation over the next three year period. The Board would like to duplicate this over the next three or four summers, and add more schools each year.

Rep. MacLean asked if the topic was centered around language.

Commissioner Demmert responded that the topic was centered around language development, specifically relating to rural schools where the primary language spoken is not English. He noted that the school experience needs to begin with the home language as the language of instruction. Evidence finds that those youngsters that start with the language that is the home language and then move on to the language at school do much better academically than those children that are forced to switch to another language upon entering school. The focus is to identify a language base from which students can learn, and use that as a base from which the student can learn other languages including the language of the school.

Commissioner Demmert explained that the Alaska Department of Education has decided to put together a major paper on language development because there is very little available regarding this. The department, in agreement with the Ministers of Education from Norway, Sweden, Finland, the Northwest Territories in Canada and Whitehorse, hopes to pull together five or six papers from each country that focus on language development to use as a base to find a way to teach languages more effectively. Edna MacLean, Rural and Native Education Administrator, will be doing the paper for the Northwest. The Northwest Regional Lab is willing to help research information that is available on this. Once again, Commissioner Demmert identified language development as the top priority for this next year.

Commissioner Demmert was asked a question concerning the "restructuring" of K-4 and the legislation which was passed two years ago and submitted by Rep. Cotten, to change the date of entrance for kindergarten. Commissioner Demmert was questioned if he thought this change has helped or deterred education of our smaller children in this age group.

Commissioner Demmert commented that children develop at different intellectual and physical rates. This fact reinforces the idea that chronological age often is not the best tool to determine a child's readiness for school. The Department hopes to address this in the "restructuring" of K-4. He noted that an equally important issue to address is the preschool factor which can stimulate intellectual development and prepare the youngster for those grades. Children who attend Early Childhood Education Programs before kindergarten end up doing much better throughout their school experience. The National Association of Early Childhood Education believes that most testing is not good for preschool and K-2. He suggested that this raises questions concerning the tests used in Alaska for kindergarten, and expressed the concern that they might not be the most appropriate. He noted that there have been some changes in the past three years with this test.

Commissioner Demmert reiterated the focus of language development stating that it is essential to build upon a child's language base. "From this point forward, we are building upon this base and if we are to talk about improved academics we have to keep this in mind. First, a person's language ability is significantly determined by the time they are three years of age. Second, language development is the key to academic achievement. Third, whatever we do after age three is basically building on that base. The younger the child is when this is introduced, the easier it will be for them to make this adjustment."

Chairperson MacLean asked about the basic skills needed to be taught in school in the primary years and how they fit in the system based around primary language.

Commissioner Demmert stated that language is the academic focus. Cultural and developmentally appropriate activity must also be focused on the following abilities: intrapersonal; interpersonal; spatial; music and other fine arts; athletic; mathematical; and social and cultural.

Senator Adams observed that an item that needs addressing by the Department is whether or not the State is funding bilingual education to move students from English to their Native tongue, and if so, this tactic is reversed in the urban centers, such as Anchorage, where students are taught from their Native based tongue to English. He noted that this information needs to be made available to the urban legislators, so that they will understand that bilingual is meant to move in both directions.

Commissioner Demmert acknowledged Sen. Adams' point to take a look at the bilingual statutes in the State of Alaska and the rules and regulations under which that program is operated. He noted that currently there is discrimination against those rural Native Alaskan students who have moved away from a Native language as a base into English as a base, but have not been able to develop either language sufficiently to do well in school. The State needs to provide opportunities for the Native dominant language student to the bilingual program and also needs to provide increased opportunities for those students who are moving from one language to another and are still in the process of developing the second language. Currently, this is not being handled well and he noted this is an area of high interest for the Board.

Commissioner Demmert continued to address the second critical priority for improving academic achievements among those students that currently fail. This is to provide a support base that allows intervention of social barriers that limit a students' opportunity to succeed in school. This means the development of partnerships between schools and social service agencies and between schools and community groups. He gave the examples of churches, and school counselors that serve as coordinators between social service agencies and schools. He noted that this could also mean safe houses in communities where there are drug and alcohol dependencies and in which the child's safety might be an issue. Alaska needs to expand and develop new programs that deal with Fetal Alcohol Syndrome.

Commissioner Demmert stated that the third priority is the promoting, developing, and expansion of partnerships between schools, business/industry, Native organizations,

government and other employers. "Partnerships that provide students with a sense of relationship between what one learns in school and what is required in the real world, giving the student a sense of responsibility, of contributing to society, a sense of accomplishment and an opportunity to understand what it is to earn an income."

Commissioner Demmert continued with the fourth priority essential to improvement of schooling as the need to improve teaching and teachers. He noted that there is a need to build partnerships between schools and the University to train teachers specifically for our schools, particularly for rural schools with large numbers of Native students. The Native teaching force in Alaska should be about 20%. This is a very difficult idea to implement. "The information that we have from other communities around Native tribes in the lower United States and Canada points out the social problems of the students has decreased, the academic achievement level of those students has increased and the attitude toward education in those communities is very positive in those communities where there is a larger percentage of Native teachers or teacher aides."

Commissioner Demmert ended by stating that the fifth and equally important recommendation for improving schools and student performance is to build a strong Alaskan education and research base. "This research can tell us if what we are doing is working, research that gives us evidence for new direction, research that can help improve what we now do." Commissioner Demmert suggested an Alaskan research base and an opportunity to build research capacity.

EDNA MACLEAN, DEPARTMENT OF EDUCATION, RURAL AND NATIVE EDUCATION ADMINISTRATOR, remarked that bilingual programs do enhance academic achievement in English, at the same time they enhance the language heritage of a child. She suggested that there is no detrimental effect in a bilingual program. She also responded to the research that the Board of Education is looking into, reiterating that it will enhance the students' academic achievement for minority students. She stated that there are six parameters that have been established by the International Research Project, which stems from a base out of France, under the Office of Educational Research Innovations:

1. Incorporation of a child's heritage language and culture in a school.
2. Encouraging community involvement.
3. Developing different ways of teaching that meet the needs of different learning styles.
4. Assessment - determining where the student is and preparing a program to meet those needs.
5. The use of computer-assisted instruction.
6. An early childhood education information base.

Sen. Al Adams commented that one of the things missing in the recommendations is alternative education facilities. "It is under the Constitution that we have provided education to all Alaskans, consequently, we need to address the option of the alternative facility such as boarding schools for those students that live in the village areas and would like to come to Anchorage or Fairbanks for their education." He asked what is the position of this Department surrounding these options.

Commissioner Demmert replied that this is a priority for the State Board and department to look at. He added that there is an interest in developing some new regional attendance areas or boarding schools. He stated that the Job Core Center which they were able to obtain for Alaska would help the department to look at this issue. Karen Ryals, administrator of Adult and Vocational Education, initiated the development of this proposal through the Department of Community and Regional Affairs and in cooperation with the Mat-su School District. Three million dollars have been secured for the program per year, for up to a ten year period. This budget will cover construction of a dormitory for between 200-250 beds.

Commissioner Demmert added that he is concerned that recent high school graduates be able to incorporate more skill development for job preparation. This should possibly include an extension to grades 13 & 14.

Sen. Al Adams suggested that he would like to see a joint-partnership between the University system and K-12. He recommended that the academic achievement in various school districts is insufficient to meet the standards of colleges and he would like to see something occur between the school districts and the University to consolidate this information.

Commissioner Demmert stated that there are four points that need to occur and he noted that there was a meeting between the State Board of Education and the University of Alaska Regents concerning this. Their discussion was about the new college entrance examination and the exit requirements of the high school and the need to coordinate these. "In working with the colleges and universities, we are attempting to develop new and better ways to train teachers so that they will be more effective in the classrooms." The idea of internships in the classroom is a concept that instigates debate. The third point the commissioner raised, is the possibility of improving quality education through having master-teachers work with new teachers for a prolonged basis. He noted that there has been discussion on the need to improve the performance of university students in math, science and language arts and suggests

that some teachers of these subject areas need to improve their teaching skills. This is a difficult cooperative effort to work out.

Sen. Al Adams spoke about the appropriation of funding for education and suggested that perhaps an education endowment could be addressed in the Legislature this year. Sen. Adams questioned the Board's position on this.

Commissioner Demmert commented that the Board has four priorities:

1. The endowment - which the Education Board supports.
2. To provide order to school construction and debt retirement.
3. New legislation on high-risk children which the Board has developed some recommendations for.
4. The Foundation Program will need some changes to meet the equity tests.

Dr. Demmert restated that the Department of Education wants to be able to coordinate with the Committee on School Performance. He pointed to Edna MacLean as the person within the Department to provide education and technical assistance toward this.

Rep. MacLean recommended that the State Department of Education submit their schedule of upcoming meetings in education and conferences that may be planned this year to the committee so that they could coordinate meetings.

Rep. MacLean suggested that there needs to be a review of the committee goals and objectives. She suggested that the committee choose Co-Chairs.

Sen. Al Adams suggested Senator Jones as Co-Chair.

Rep. MacLean cited the need to hire a Research Assistant and to outline the project scope and the expenses for the Committee on School Performance. Frank Darnell was recommended for the position of Research Assistant.

She noted that a committee hearing could be coordinated with the International Education Conference in Barrow in September 19th - 21st to obtain further comment from school districts in that area and the public. Sen. Adams agreed and a meeting was tenatively scheduled.

Chairperson MacLean adjourned the meeting.

A

HOW CAN THE STATE OF ALASKA IMPROVE SCHOOL PERFORMANCE?

ALASKA STATE BOARD OF EDUCATION

Strategic Planning Meeting
Anchorage, Alaska
June 6 and 7, 1989

Barney Gottstein, President
Don Gray, Vice-President
Janie Leask, Second Vice-President
Sue Wilken, Member
Jack Chenoweth, Member
Catherine Herrnsteen, Member
Cora Sakeagak, Member
Lt. Colonel Matthew Kenney, Military Advisory Member
Raychelle Daniel, Student Advisory Member

FOREWORD

In May 1989, the Alaska Legislature requested the State Board of Education to charge the Department of Education to develop recommendations to improve schools whose students score low on national achievement tests. The measure, known as House Concurrent Resolution Number 33, asks the State Board of Education to submit its recommendations to the Legislature no later than February 1, 1990.

On June 6 and 7, 1989 the State Board of Education and the Department convened a meeting to plan the strategy to address this resolution. The critical question addressed by the Board and those attending the meeting was: WHAT SHOULD THE STATE OF ALASKA BE DOING TO HELP LOCAL SCHOOL DISTRICTS IMPROVE THE LEVEL OF SCHOOL AND STUDENT PERFORMANCE?

Barney Gottstein, President of the State Board of Education, invited the the group of school superintendents, teachers, parents, university officials, school board members, and early childhood and Head Start program managers to address the following issues:

*The education system clearly is not working for large numbers of Alaskan youth.
*At least 25 percent of our young people are not graduating from high school.
*Large numbers of children from minority and poverty backgrounds score among the lowest in the nation on national achievement tests.
*Far too many youth commit suicide, have unwanted pregnancies, struggle with drug and alcohol abuse, and experience psychological and physical abuse from their families.
*These children are not prepared to learn in the public school classroom, and the public schools are unprepared to deal effectively with these children.

Mr. Gottstein asked those participating in the meeting to assist the Board in identifying deficiencies in the current educational delivery system. He noted that other states with far fewer resources than Alaska are tackling these issues.

> "They are developing programs and adapting models for early childhood education, for enhanced parenting skills, for more counselors and more effective teaching structures. It's about time Alaska did the same. Our at-risk children need not be doomed, but they will be unless we begin to address the problem now."

President Gottstein emphasized that the Department of Education is seeking a broad cooperative effort among parents, legislators, educators, community organizations, employers, the university and others to bring about needed fundamental changes to enable the public school system to become effective at educating a much greater percentage of young Alaskans. We cannot afford to allow students to drop out or slide out of school before developing basic skills they need to become useful, responsible citizens and productive members of Alaska's work force.

The following pages summarize six major topics that participants at the m identified as important areas that need improvement. They are not meant all inclusive, but should be viewed only as an initial beginning point. areas are:

* Early Childhood, Parenting and Language Programs
* Community Based Child Services as a Multi-agency Respons
* At Risk Incentive Program Alternatives
* Re-evaluation of Schooling Options
* Improving Teaching Practices and Providing Support for T in Rural Alaska
* Building on the Strengths of Native Languages and Cultur

The State Board of Education and Department of Education plan to invite educators, parents and other citizens to develop proposals for addressir of the six areas. In considering each of the topical areas, work grou be asked to consider recommendations to the Board based upon local dis needs, statewide needs, and models that have been proven successful in and other locations in the country. The State Board will examine each for appropriate methods of implementation, including submission as legislation. Committee proposals will be submitted to the State Board November 1989, to allow sufficient time for the State Board to prepare legislative proposal prior to the beginning of the January 1990 sessio

In summary, three questions will be used as a preliminary framework wi which the working groups will focus their efforts:

1. What are the "at-risk" issues in Alaska?

2. What have we learned from the experiences of other states and loca districts as they have dealt with this problem?

3. What should the State of Alaska be doing to assist local school d improve the level of school and student performance?

Early Childhood, Parenting and Language Programs

1. Organization and development of pre-school options for Alaska

    * What funding alternatives should be considered to support quality programs?
    * What is the best process for insuring maximum community involvement?

2. Identify alternatives which enhance language skills for young children that will lead to increased academic proficiency

    * What model programs that are culturally and developmentally appropriate for pre-school and early elementary populations have been identified which could be replicated in a variety of Alaskan situations?
    * Identify the complexities associated with increasing the level of understanding regarding the need for such programs in each community and the necessity for building strong local support prior to program implementation

3. Determine criteria under which pre-elementary children will be identified as eligible for participation in state funded preschool programs

    * What are the characteristics of "at-risk" pre-schoolers both in rural and urban settings?
    * How much flexibility should there be for additional children to have access to these programs?

4. Discuss process for assuring maximum level of interagency coordination and cooperation in implemenation and delivery of programs (Head Start, private providers, local school district programs)

    * What is the best procedure for encouraging all preschool providers to work in a non-competitive environment to assure a maximum level of program quality for all children?
    * What are the most practical options for coordinating pre-school programs with local elementary school K-4 programs?

Community Based Child Services as a Multi-agency Responsibility

1. Explore alternatives for coordinating education and health/human services funded and delivered by the State and other agencies

    * What alternatives should be explored to encourage better cooperation between schools and Health and Social Services, ANHS, and local non-profit social services corporations which which would provide the maximum level of service to students?
    * How can the system which identifies services that children need be improved in all areas of the State? What services now exist? How should such services be funded? Who is responsible for different levels of service?

2. Make recommendations for a statewide policy which would create a delivery system that carefully identifies the appropriate role of the various agencies as they work together in a collaborative effort to provide for educational and the health and social services needs of at-risk students

    * What models are being used in Alaska and other states that could be replicated?
    * Identify options for a village based model which could be piloted in rural communities with most urgent needs and minimum resources
    * Consider alternatives that urban school districts and health/social services providers could implement to support interagency coordination of education and health and social services for at-risk youth (eg. shared use of facilities)

3. What can the State do to better prepare education professionals to deal with the health and social concerns of students that affect the education process? Conversely, how can the State improve the expertise of health and social services professionals in dealing with mental and physical problems of children and youth that affect personal and social development, and school performance?

    * Should the Health and Social Services confidentiality regulations be reviewed to provide for two way transmittal of information between teachers and social services providers when specific students are experiencing tramatic situations? Should the education regulations include requirements for teachers to adhere to certain standards of confidentiality when involved in these kinds of cases?
    * Are there techniques that educators could use to provide a better educational experience for children who continue to live in "at-risk" environments?
    * What is the best way to help teachers cope with student health and social problems that are a detriment to learning, and become skilled in making appropriate referrals for students under their supervision?

4. What can be done to help children and youth relate to health issues as being personally applicable?

    * What are effective ways to help young people work toward personal responsibility for their own well being?
    * What are effective methods for helping children and youth understand the role of helping agencies,.and to accept their assistance when appropriate?

At Risk Incentive Program Alternatives

1. What is the definition of "at-risk" for Alaska applications?

   * What are the characteristics of "at-risk" elementary and secondary students both in rural and urban situations?
     Income level?
     Base language skills?
     Academic proficiency?
     Health and social impediments to school success?
     Potential high school drop out?
     Ability to make a positive transition to postsecondary education or the world of work?
   * Are all students "at-risk" at some time or another?

2. What alternative programs could local communities and school districts consider to meet the specific needs of particular populations of at-risk students?

   * Evaluate some suggestions offered at the June meeting:
     Extended learning time?
     Work experience opportunities for students that utilize educational concepts?
     Expose students to various career options?
     Consideration of various alternatives for delivery of academic programs?
     Establish JTPA rural programs?
     Remedial summer school programs?
     Structured mentoring/tutoring activities?
     Expansion of high school ROTC programs to rural school districts?
     Improving counseling programs?
   * Identify possible funding sources, including reallocation of existing funds, incentive grants, and categorical funding
   * What programs that have been successfully implemented in other states could be adapted for use in Alaska?
   * Consider viability of programs which would ease the transition from rural high school to postsecondary activity

3. What can school districts do to build more positive relationships between small communities and their schools, based upon trust and mutual understanding?

   * How can the State help establish a commonality of purpose among school administrators, local school board members, parents, teachers and students which will lead to increased school performance and student achievement?

Re-evaluation of Schooling Options

1. Consider recommendations for developing a structured process in which schools would work closely with local community members, parents, teachers and students to develop a plan of service within the guidelines of the district vision/philosophy and state requirements

2. Should the State and local school districts consider different options for delivering quality secondary education programs to rural students?

* Should local districts consider consolidating high school programs in a centralized area within the school district?
* Should the State re-visit the regional boarding school concept?
* What are the pros and cons of funding such programs?

3. What alternatives should the committee consider for assisting school districts in providing extended learning time for all students in the State, with particular emphasis on students who are not performing at an acceptable academic level?

* How can school districts educate parents and students regarding the critical importance of attendance?
* What opportunities could be provided for extended learning time?

Improving Teaching Practices and Providing Support for Teachers in Rural Alaska

1. Explore ideas to assist local districts in providing a more structured support system for new teachers in rural areas, including provision of intensive and comprehensive introduction programs in which local residents participate.

    * How can a systemmatic ongoing support program for new teachers-particularly those in more isolated communities-be developed and institutionalized?

2. What strategies will best assist local school districts as they pursue active minority teacner recruitment?

    * Should career ladder models in some Alaskan school districts be replicated?

3. Consider strategies and incentives for increasing expectations with respect to teacher performance and corresponding student performance

    * How can a better understanding of the multicultural classroom and school be facilitated?

4. Evaluate and make recommendations regarding teacher pre and in- service training and practical suggestions for selection of teachers employed for service in isolated rural settings

Building on the Strengths of Native Languages and Cultures

1. Explore ways to build on strengths of language and culture within the school system

    * What is the most appropriate way to teach Native language and culture in school? Should it be integrated into the curriculum or taught in a community schools type program format? Should it be a combination of both?
    * Should adoption of this kind of educational program be a matter of state policy or a local decision?
    * Should funding for such programs be included in foundation or should alternative sources be identified?
    * Should the framework for these programs be the existing bilingual programs which are designed to reconnect children in a positive way with their culture and language?
    * In urban school districts should the "school within a school" concept and other effective models be explored as a way of delivering these programs to Native students?

2. What research and promising strategies could be utilized for Native language instruction?

    * How could communication between Native speaking parents, students and English speaking students/teachers be improved?
    * Would the integration of Native language and culture into existing curriculum be significant in improving students' academic performance? What are the implications for rural and urban schools?

3. What can the State do to assist school districts to use the students' first language as a foundation for successful academic experience?

PARTICIPANT COMMENTS

Judith Kleinfeld, University of Alaska Fairbanks

The State Board of Education would do a great service by reopening the dialog regarding placement of rural students in large central high schools or very small high school settings. In addition, many small schools and their communities have turned into battle grounds between the community's cultural values and an education system based upon anotner culture; there's no trust between the school and community. Communities need to reestablish a commonality of values define responsibilities of the school and parents and between teachers and students and establish a sense of common purpose.

Dave Hagstrom, University of Alaska Fairbanks and Principal of Denali Elementary School

All students are at risk at one time or another. It is the responsibility of the school to create a climate to excite and stimulate each child. Each child needs an advocate in addition to parents and teachers. High self esteem is important for students, parents and teachers. School change needs to occur from "the inside out" at the local school level. State Board of Education should encourage grass roots efforts to experiment with restructuring schools.

Darlene Heckler, Teacher, Selawik

Small rural high schools are not good enough. The problems have been identified. It's now time for someone to do something about them.

Claudia Douglas, Junior High Counselor, Fairbanks

It's the responsibility of the education system to find the genius in each child.

Lucy Brown, Counselor, Anchorage

Anchorage needs a Native student residential "safe house." More funds need to be allocated for after school career classes and need to think about tailoring school hours to the needs of students.

Bob Waters, School Psychclogist, McLaughlin Correctional Center

Job skills and community service are important for high school students. Personal contact needs to be made to get drop out back in school. A seventh and eighth period needs to be established as part of the school day as a safety net for high risk youth.

Marilyn Rosene, Teacher, Dillingham

Rural children are not well grounded in either their Native language or English. Alcohol, drugs, violence and domestic assault are severe problems for students. Village students need school experiences in larger communities. Village schools needs to place a value on training students for subsistence lifestyle.

Don Oberg, Teacher, Kenai

Schools need to hire more counselors for children of all ages.

Steve McPhetres, Executive Director, Alaska Council of School Administrators

Schools need to build upon their current successes. While recognizing the importance for local control, the State Board of Education should require local school districts to develop a plan of action to increase the achievement levels of more students. The Legislature should increase funding to the Department of Education to provide technical assistance to school districts to develop innovative strategies for addressing programs aimed at high risk youth.

Brad Raphel, Superintendent, Yupiik School District

Schools need to experiment with innovative tactics to increase achievement. It's okay to make a mistake and learn from that mistake, but it's a greater mistake to never have tried.

Liz Borio, Assistant Superintendent, Yukon Koyukuk School District

Longitudinal data is important in school improvement. A key element for developing school is hiring the best teachers possible, even at the expense of making EEO hires.

Shirley Holloway, Superintendent, North Slope Borough School District

The Department of Education needs to beef up its technical assistance staff; monitoring without providing technical assistance is useless. Early childhood education is important. Barrow's 10 year history of early childhood programs is starting to show results. Even though educators must be aware of social problems and deal with them realistically, they must remember that their primary mission is schooling.

THE DEMOGRAPHICS OF ALASKA'S SCHOOLS

Dr. William G. Demmert
Alaska Commissioner of Education

School District Information:

*There are 463 public schools in 55 school districts in the state.

*The enrollment for the 1988-89 school year is estimated at 104,000 students in grades kindergarten - grade tweive.

*There are 7,735 certificated staff, with 6,511 classroom teachers. 91% of the certificated staff are White, 3% are Black, 3.2% are Alaska Native and 2.8% are representatives for other ethnic groups.

*The average pupil-teacher ratio's are about 16 to one (with 17-1 in city & Borough Districts and 12 - 1 in REAAs).

*Cities and Boroughs spent an average of $5,345 per pupil in average daily membership with REAA schools spending an average of $11,790 in FY88.

*Twenty-two of Alaska's 55 school districts have enrollments that exceed 75% Native Alaskans.

*Thirty-one districts have at least 50% Native enrollments in their classrooms.

Student Information:

69% of Alaska's students are White, 21% are Alaska Native and 10% are representatives from other ethnic groups.

*The average Scholastic Achievement Scores (SAT) for Alaskan students was 475 in mathematics, 441 in verbal tests with 45.7% of Alaska's high school graduates taking the test in 1987.

*The national averages were 476 in mathematics, 428 in verbal scores with 45% taking the test.

*The American College Test (ACT) scores for Alaskan students averaged 18.4 with 36.6% taking the tests.

*The National average score was 18.8 with 31% of the nation's high school seniors taking the test in 1987.

*Alaskan students in 1988 basic skills performance scored consistently higher than the national averages, and information is consistent for the past four years.

*Fifteen of the fifty-five school districts had at least one average score below the 30th percentile, showing a major problem among students in those schools in certain basic skills, such as mathematics, language arts, mathematics computation, and reading comprehension.

*In many districts the basic skills performance was higher in grades K-3 than any other grade groupings. Performance in grades 4-8 was relatively lower.

*The drop-out rate for Alaska is projected at 30% with the Native Alaskan student population significantly higher in urban areas (Juneau -60%; Fairbanks70% over four years of high school).

*There are 172 different languages spoken in Alaska with the Native Alaskans five basic languages comprising the largest group (Yupic speakers having the largest numbers of students entering school with other than an English language base).

*In recent years the percent of Alaska Native student population has increased from 16% to 21% (even with the high urban drop out rates).

Social Issues:

*Based on the last Census, approximately one in seven Alaskans is functionally illiterate (approximately 72,000 in English).

*It is estimated that adult basic education and literacy volunteer programs in Alaska are able to serve only 5% of those who are in need of services.

*Language and cultural deterioration among Native Alaskan groups is a growing social, cultural, and educational issue.

*Growing numbers of high school graduates that are not ready for entering the work force because they lack basic reading, computation, language, and social skills.

*Estimate that 1 in 6.5 Alaskans under 18 live in families whose income is below the poverty level.

*Children in poverty are one-third less likely to graduate from high school.

*Alaska's teenage pregnancy rate is 13% higher than the national average, ninth highest in the nation.

*For every completed suicide an additional 110 attempts are serious enough to require medical attention.

*Alaska's suicide rate is among the highest in the Nation, with the Alaska Native male, ages 20-24, 13 times the Alaskan average.

*The Alaska Native Health Board, in 1985, suggested a link between suicidal behavior and community stress, specifically citing stress caused by rapid social change as key.

*One in four children in Alaska has an alcoholic parent.

*The alcohol (and other substance abuse) problems in Alaska, resulting in family violence, high rates of criminal activity, and social deterioration, are significant. Student populations are not exempt from this problem.

*Alaska divorce rate is 70% compared to national average of 50% (Alaska second highest in the nation).

*Factors influencing students:

Breakdown in family composition
Rising poverty among the young
Rising teenage birtns
Increasing child abuse and sexual assault
Substance abuse
Suicide

RESOURCES:

Alaska Department of Education records, 1989

Basic Skills Performance of Alaska's Students, Alaska Department of Education, January 1989.

Baker-Benally, Patricia, Preliminary Descriptive Review of Alaska Native Students in the Fairbanks North Star Borough School District, January 1987.

Hensley, William L., et al, Interim Report of the Senate Special Committee on Suicide Prevention, March 1988.

Hocker, Phil, Early Leavers From Juneau Douglas High School City and Borough of Juneau School District, December 15, 1988 (Draft).

Maclean, Edna Ahgeak, Summary of Recent Studies on the Alaska Native Community, Alaska Department of Education, March 30, 1989.

The AFN Report on the Status of Alaska Natives: A Call for Action, Alaska Federation of Natives, 411 West 4th Avenue, Suite 301, Anchorage, Alaska, January 1989.

The New Student Profile: Building a Workforce for the 21st Century, Governor's Council on Vocational Education, Rosie Peterson, Executive Director, 1988.

Literacy Audioconference Information, Barbara Thompson, Adult Basic Education, Office of Adult and Vocational Education.

Our Greatest Natural Resource: Investing in the Future of Alaska's Children, a report of the Governor's Interim Commission on Children and Youth, January 1988.

Testimony Before the State Board of Education
Jo Kuykendahl
University of Alaska Fairbanks

Early childhood education is occurring in Alaska, as nationwide, through many diverse services from birth onward: licensed day care homes; certified preschools; licensed day care centers, Head Start, Military, Johnson O'Malley, other Federally certified programs, and unlicensed exempt centers and homes (not receiving any federal or state money and not serving infants and toddlers). Churches are the largest financial contributor/housers of programs in the nation; hospitals provide the greatest amount of employer support.

According to Department of Community and Regional Affairs Child Care Program, Alaska has 14,457 licensed and military federal certified spaces for children as of May 1989, occurring in 678 homes and 207 centers-up from 13, 019 one year ago.

While this is over a 10% increase in these services, future predictions relative to poverty, children at risk, child care and increasing maternal employment suggest a continued increase in the decade ahead. Certainly one of the significant factors impacting this expansion is the societal recognition of the importance of the early years. We know learning is occurring after birth, and will continue--good or bad. The medium long range benefits to disadvantaged children of high quality early childhood programs is well documented by research. The Consortium for Longitudinal Studies, headed by Irving Lazar of Cornell, (published in As The Twig is Bent) provides a collaboration of individual researchers concerned about the overall effectiveness of early childhood education programs of the 60's. When evaluated over a 15 year period, early education had significant impact in 5 areas:

1) Developed abilities in early to mid childhood
2) School competence in mid-childhood and adolescence
3) Educational attainment in late adolescence
4) Attitudes toward achievement in adolescence
5) Occupational attitudes in early adulthood and,
6) Occupational attainment in early adulthood, indirect preschool effects were found

Additionally, the well known High Scope/Perry Preschool work found that for every dollar invested in quality early childhood education for disadvantaged three and four year old children, citizens expect to reap six dollars in savings in the form of reduction in the following:

1) high school dropouts
2) Retention in grade
3) Special education placements
4) Delinquency (1986)

In addressing QUALITY, the National Day Care Study, and National Day Care Home Study (NDCH) both found the two most important factors are:

1) Group size (including teacher/parent ratio)
2) Early childhood/child development education of the LEAD teacher (not short term workshops - but comprehensive study of theory and research with inclusion of appropriate practice).

Why are group size and child development education so important?

Interesting to those of us who studied early childhood in the 60's is the renewed interest in play, components of quality play, analysis of play, and importance of play experiences. The literature of the 80's is punctuated with strategies for appropriately "guiding" play that has the overriding characteristic of VOLUNTARY PARTICIPANT CHOICE. It is child centered (versus adult-directed), unstructured (versus highly structured), divergent in thinking (versus convergent thinking), intrinsic in motivation (versus extrinsic motivation using rewards and operant conditioning), has teacher as facilitator (versus teacher as behavior modifier) and is process oriented (versus product oriented). Play, which is not so simple as we may have thought, is seen by may as the most practical way to develop imagination, initiative and self esteem.

"During free play children develop unique mental images of their experience in the environment. The child then incorporates these images and concepts into existing cognitive and effective neuronal structures thereby enhancing left and right brain modes of thinking. Free play allows fantasizing in any direction; imagining wildly, acting out roles that we fear, admire or to which we would like to temporarily retreat. Free play is needed to allow daydreaming, trying out roles that help us understand ourselves and the viewpoints of others." (Ester Hovey, Cal. State U. Long Beach, NATCTE SP 1989).

Implementing play experiences with these quality components with groups of young children - say 20 four year olds (the nationally recommended group size LIMIT), with the assistance of an aide - is not as easy as one would suspect. Try it. It is quite a lot simpler for the adult to step out of the role of the "facilitator" and become highly teacher-directive: as "I'd like you to do this...". It requires a clear understanding of child growth and development and select techniques that expand on the teacher's observation, classroom organization, and LISTENING skills, PLUS an assortment of appropriate mathematical, dramatic, art, science, reading, gross motor, and fine motor materials for hands on experimentation, exploration and work, APPROPRIATELY STRUCTURED indoor and outdoor SPACE, and teamwork from the staff.

Another important component of quality is parent involvement. When a member of a child's family takes part in his school life in a positive manner, even briefly and infrequently the child's self-esteem appears to soar. Such positive participation sends a signal to the child: the family endorses this OTHER world. Teachers often find that children whose families are involved in various roles at school over the years have higher aspiration levels and more motivation than the children whose families teachers never see. There is little evidence, however, that the amount of parent involvement in their children's schools is a critical variable; a very SMALL amount may do the trick. It seems to be the amount of respect given to the parent that is relevant to children's attitudes. Reaching out for and showing respect for all of our children's families is part of enhancing the children's self respect (self-esteem), which in turn leads to greater learning.

Implementing quality parent involvement programs, again, is no easy trick. It requires understanding parenting and parents, and understanding how to effectively utilize their knowledge, skills, and interests. It also requires regulatory support. For 16 years I have implemented an active parent involvement component at Discovery Center, an early childhood program in Fairbanks.

This service component builds on the former parent cooperative model, more popular before the need for two working parents was as acute. Recently, a former parent volunteer stopped me to explain how impressed she was that the parents who volunteered at Discovery during the years she was there are the same ones active in PTA's and volunteering in classrooms across the community where they are welcome.

During the last 4 years, regulations have made it increasingly difficult to use parent volunteers and I am one, if not the only program in Fairbanks, still struggling to keep active parental involvement alive. I have requested the Tri Department - now a team of 6 agency leaders - to address the potential of a Volunteer Certificate with some incremental training requirements, based on a Head Start Volunteer Certificate model already being used in the state. Thus, parents possessing this certificate could legally volunteer in their child's programs for a specified number of years.

Problems, such as this one with parent volunteers, in early childhood programs often go unresolved. Alaska exists without an office of child advocacy, office of children or other early childhood and family policy and procedure communication hub. Thus, programs must investigate and lobby individually, (or collectively, if they have the time and money to put that all together) to arrive at fair solutions. Without this kind of communication, coordination among and between service entities is fragmented, duplication of efforts exist, and extremely valuable expertise doing valuable kinds of delivery remains unknown to others. I have long supported addressing communication needs as a top priority within Alaska.

While early childhood programs in Fairbanks are a financial nightmare, the reality is that care and education cost, no matter who is providing it. Cost of care for a four year old is running $4,080 per year, plus an additional $264 or so paid by the state through the Child Care Grant program, for total revenue per year per child running under $4,400 for 10 hours of care per day, 5 days per week, 12 months of the year. Budgets are tight running $11.27- $16.19 for one hour's revenue for one teacher of 7-10, share of administration, 245-350 sq. feet of space, heat, lights, garbage, insurance, toys, maintenance, books, staff training, etc. for that hour. To increase the level of preschool program quality, I have urged the Department of Education to address the voluntary levels of quality discussed several years ago, move forward with voluntary quality standards, and tie increased funding incentives to high quality programs undergoing increased costs through the lower group size and higher educated staff. Additionally, identification of these quality program models could facilitate increased in-state sharing of resources, trainers, and educational ideas.

The public schools are playing a larger role in providing prekindergarten programs or before-and after-school child care. A recently released state study in Kentucky of over 600 parents found that about 50% favored preschool programs for 3 or 4 year olds in the public schools, with lower income parents showing higher levels of support, and younger parents having more interest than older.

Before implementation of such programs, however, a community needs assessment is important to determine:

parents' work patterns, parental preferences, parental ability to pay, site preferences, what currently exists, transportation needs and desires, parental attitudes towards providing or locating volunteer help

Ea h community is unique; planning should be done by a team of community agencies and resources. School district planning must assess "existing space, teaching and support personnel, supervisory capacity, public resources benefits for new employees, transportation funds and avenues and good parenting-community reactions." (NAECTE SP. 89 p. 5) Programs for preschool children can work within public school facilities, but they require careful planning, grassroot support, and careful attention to ensuring the two quality components: group size (pupil/teacher ratio), and child development education of the lead teacher. In a state without a four year baccalaureate degree in child development and family studies and where a graduate in early childhood cannot be found this factor is of grave concern.

Jeffery Burkhart from Concordia College has recently addressed kindergarten screening and he states that there exists within the literature evidence that it doesn't work to hold kids back. There is little justification for retention or for programs that add a year to a pupil's career in school. The evidence is quite clear and nearly unequivocal that the achievement and adjustment of retained children are no better - and in some instances worse - than those of comparable children who are promoted. Retention (including 2 years in varied kindergarten of developmentally on behaviorally delayed kindergarten - eligible children) is one part of the current reform package that doesn't work. School districts should reevaluate their academic expectations of kindergarten students relative to admittance to first grade as we may be putting undue pressure on kindergarten academic achievement expectations. (National Association of Early Childhood) (Teacher Educators "Developmental Kindergarten - in the Child's Best Interest? Jeffery Burkart, Cordonia College, St. Paul.)

When looking at length at kindergarten days, a recent study of Chicago kindergarten programs showed that class size is a better predictor of school achievement than length of the school day. When kindergarten classes contain more than 16 students, according to that study, reducing class size should be the primary concern of school officials. Only when kindergarten classes are smaller than 16 will lengthening the school day pay off in later school achievement. (3/87 Phi Delta Kappan p. 526)

Lastly of increasing concern is the need for a four year degree programs in early childhood, child development and family studies in the State of Alaska. This is because Alaska needs to move forward on preschool/kindergarten teaching certificate and requirements for an early childhood endorsement credential to teach kindergarten. Early childhood directors, head teachers, and lead teachers need to meet the National Association for Education Training recommendations, and our state system for higher education needs to move forward to ensure that this level of education is available. Concurrently, regulations must be increased, for ensuring the highest possible level of quality standards for educating our youngest citizens.

According to the consortium for Longitudinal Studies, the search for the perfect curriculum is probably futile. What is important is that there's a curriculum with specific goals and a real assurance that the teachers are carrying out the curriculum. "All of the programs were effective and none were more or less effective than the others as measured by the school outcome indicators. Independence of separate studies makes findings highly reliable. Several other recent studies have associated negative behavior (such as aggression and juvenile delinquency rates) in children with cognitively oriented early childhood programs.

A growing body of research has emerged recently affirming that children learn most effectively through a concrete, play oriented approach to early childhood education. The trend toward early academics is antithetical to what we know about how young children learn. Programs should be tailored to meet the needs of children rather than expecting children to adjust to the demands of a specific program. A major determinant of program quality is the extent to which knowledge of child development is applied in program practices - the degree to which the program is developmentally appropriate, and that look at a child's functioning in the context of its surrounding community.

Introduced: 4/19/89
Referred: Health, Education & Social Services

6-1287A

IN THE HOUSE

BY THE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

HOUSE CONCURRENT RESOLUTION NO. 33

IN THE LEGISLATURE OF THE STATE OF ALASKA

SIXTEENTH LEGISLATURE - FIRST SESSION

Relating to improving school performance.

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

WHEREAS the state has a constitutional obligation to maintain a system of public education in the state under art. VII, sec. 1, Constitution of the State of Alaska; and

WHEREAS the state should be striving to provide the highest quality education for each student, for the long-term benefit of each student, and for the state as a whole; and

WHEREAS student achievement test scores show great disparity between school districts in the state; and

WHEREAS the state has the responsibility to ensure that educational opportunities are equitably available throughout the state;

BE IT RESOLVED by the Alaska State Legislature that the State Board of Education is respectfully requested to direct the Department of Education to develop a plan to help those districts where education performance is suffering the most; and be it

FURTHER RESOLVED that the State Board of Education is requested to work with the appropriate legislative committees to develop a plan for improving education in the state and to suggest legislative remedies; and be it

FURTHER RESOLVED that the State Board of Education is requested to report back to the legislature by February 1, 1990, concerning efforts to improve school performance in the state.

AGENDA
STATE BOARD OF EDUCATION
STRATEGIC PLANNING MEETING
ANCHORAGE, ALASKA
JUNE 6-7, 1989

TUESDAY, JUNE 6, 1989

STRATEGIC PLANNING SESSION FOR ADDRESSING THE CHARGE TO THE STATE BOARD IN HCR 33 WITH RESPECT TO SCHOOL PERFORMANCE: STATE BOARD OF EDUCATION AND ALASKAN EDUCATION COMMUNITY

9:00 AM SBE PRESIDENT BARNEY GOTTSTEIN: Statement of purpose of the meeting and the challenge before the Alaskan Education Community

* Determination of the role and responsibility of the State in meeting the needs of school districts which have demonstrated consistent substandard student academic performance.
* Identification of components of a plan or plans which the State Board of Education should consider to meet these needs as mandated by legislative directive in HCR 33.

COMMISSIONER WILLIAM DEMMERT: Overview of major Alaskan "at-risk" issues

I. OVERVIEW OF NATIONAL TRENDS AND DISCUSSION OF SPECIFIC ALTERNATIVES ADOPTED IN OTHER STATES

GENE WILHOIT: Executive Director National Assn. of State Boards of Education -- Meeting Facilitator

ROBERT RATH: Northwest Regional Education Laboratory

II. Initial presentations from invited experts/practitioners/school district superintendents/University research experts -- problem definition; recommendations for alternative options; identification of specific strategies which might be considered for replication

* University of Alaska Research Panel: Judy Kleinfeld/Secondary Education; Dave Hagstrom/Elementary Education; Jo Kuykendahl/ Preschool-Early Childhood Education

* Teachers/counselors/NEAlaska: Bob Waters - McLaughlin Youth Center; Lucy Brown - Counselor East High School; Darlene Heckler - Selawik; Marilyn Rosene - Dillingham; Claudia Douglas - Fairbanks(Jr. High and Alternative High School

* Superintendents/Alaska Council of School Administrators

III. Opportunity for all other interested persons to share observations/opinions/hands-on experiences with State Board of Education and education community

Structured dialogue/interaction between State Board and education community -- problem identification/analysis of status quo by local school districts/SBE

WEDNESDAY, JUNE 7, 1989

IV. Summary of Tuesday discussion/ clarification/determination of the role of the State in addressing the identified problems

V. Consideration of various alternatives for short and long range implementation

VI. Discussion of process for continuing work on the identified alternatives

* Identify "doable" initiatives
* Identify committed individuals and organizations to work on specific initiatives
* Identify leaders responsible for each unit of work
* Set specific "firm" timelines (June-December)
* Interaction with various legislative committees engaged in similar activities
* Coordination of all of the above

PARTICIPANTS

Name	Organization
John Anttonen	South West Region School District/Department of Education/Juneau
Gary Baldwin	Lower Kuskokwim School District/Bethel
Liz Borrero	Yukon-Koyukuk School District/Nenana
Lucy Brown	ASD Indian Education Counselor/Anchorage
Jean Buchanan	Anchorage School Board
Jack Chenoweth	Alaska State Board of Education/Juneau
Susan Cocklin	Kids Corporation Head Start/Anchorage
Cheryl Cole	DCRA/Anchorage
Chris Converse	Mat-Su Indian Education Program/Palmer
Rick Cross	Fairbanks School District
Rachelle Daniel	Alaska State Board of Education/Tuntutuliak
Claudia Douglas	NEA Alaska/Fairbanks
Carol Evertt	Alaska Congress of Parents and Teachers/Anchorage
Harry Gamble	Department of Education/Juneau
Don Gray	Alaska State Board of Education/Fairbanks
Rosemary Hagevig	Alaska Department of Education/Juneau
David Hagstrom	University of Alaska Fairbanks
Sandi Haynes	Kids Corporation Head Start/Anchorage
Darlene Heckler	NEA Alaska/Selawik
Cathy Herrnsteen	Alaska State Board of Education/Kodiak
Shirley Holloway	North Slope Borough School District/Barrow
Toni Jones	Department of Education/Juneau
Matthew Kenny	Alaska State Board of Education/Juneau
Sam Kito	Alaska Federations of Natives
Judy Kleinfeld	Fairbanks Rural College
Carlton Kuhns	Bethel High Scool - Lower Kuskowim School District
Jo Kuykendahl	University of Alaska Fairbanks
Rob Lapham	Josten Learning - Alaska/Anchorage
Janie Leask	Alaska State Board of Education/Alaska Federation of Natives/Anchorage
Dori Luht	Alaska State Board of Education/Fairbanks
Danille Madigan	Kids Corporation Head Start/Elmendorf AFB
Ann McCoy	Alaska Congress of Parents and Teachers/Anchorage
Nicki McCury	Yukon Koyukuk School District/Nenana
Edna McLean	Department of Education/Juneau
Stephen McPheters	Alaska Council of School Administration/Juneau
Sally Mead	Health and Social Services/Anchorage
Charlie Mae Moore	Department of Education/Juneau
Patricia Newan	Kids Corporation Head Start
Eileen Norbert	Nome Public Schools
Leona Okakok	North Slope Borough/Barrow
Pat Pourchot	Alaska State Senate/Juneau
Bradley Raphel	Yupit School District
Marilyn Rosene	NEA Alaska/Dillingham
Lynda Sather	Fairbanks School District
Ginny Stocker	Kids Corporation Head Start/Chugiak

Dortny Mae Thomas	Rural Cap Incorporated
Sam Towarak	Bering Strait School District/Unakaleet
Carol Waters	Anchorage School District
Sue Wilken	Alaska State Board of Education/Fairbanks
Mary Wolcoff	Department of Community and Regional Affairs
Sharon Young	Association of Alaska School Boards/Juneau

B

MEMORANDUM

State of Alaska
Department of Education

TO: All Superintendents

DATE: July 24, 1989

FILE NO: sbe

TELEPHONE NO: 465-2800

FROM: Sue Wilken, Chair
State Board of Education
Education Outcomes Subcommittee

SUBJECT: Education Outcomes

In its ongoing effort to improve the status of education in Alaska, the State Board of Education identified goals and initiatives as a framework within which to achieve this end. The Board organized itself into a number of subcommittees, which would be responsible for working closely with the education community and Department of Education staff to define a systemmatic process for implementation of the goals. A copy of the goals and the subcommittee structure is included in your packet.

Primary responsibility for GOAL I: STUDENT ACHIEVEMENT, was given to the subcommittees on education outcomes and accountability. These subcommittees have been working for the past year and one-half to determine the best method for meeting this important statewide goal. The State Board, in its frequent interaction with the Legislature, has identified the need for a single comprehensive statement of education outcomes for Alaskan children, and for a method of evaluating the effectiveness of those outcomes. The Board realizes that the majority of school districts in the State have already been involved in this kind of activity, however the need exists to pull this information together in a succinct format which can then be shared with policy makers and among local districts. This information will also assist the Department in making a more realistic assessment of district progress during the mandatory monitoring cycle. The University of Alaska is also interested in acquiring this information to tailor its programs to be more responsive to district expectations.

We are introducing the first public draft of the proposed education outcomes to you at the Summer Superintendents' Conference. We are anticipating that members of your organization will be able to provide valuable suggestions in response to this draft. We welcome your recommendations and comments based upon your personal experiences at the local level. How can the State Board of Education assist local school districts in implementing a common set of educational outcomes for all Alaskan children?

OUTCOMES FOR PUBLIC EDUCATION

The Alaska State Board of Education believes that the purpose of public education in this State is to ensure that each student possesses the knowledge, skills, and attitudes required for responsible citizenship, economic productivity and personal fulfillment.

The State Board of Education expects that each student in Alaska will:

1. **Communicate effectively.**

   1. Develop oral language skills through listening and speaking in order to effectively express his or her feelings, ideas and concepts.
   2. Develop reading comprehension skills to respond to the written information he or she faces in daily activities. The student will also develop positive attitudes toward reading as a lifelong activity.
   3. Develop awareness and appreciation of languages other than English to promote understanding and communication among people of different cultures.
   4. Learn to write effectively for a variety of purposes and audiences.

2. **Think logically and critically.**

   1. Develop thoughtful responses to new information and ideas.
   2. Solve problems using different modes of inquiry and analysis.
   3. Be curious about the world and himself or herself, and be open to new ideas.
   4. Develop decision-making skills.

3. **Discover and nurture his or her own creative talents.**

   1. Develop an aesthetic appreciation for the world around us.
   2. Participate in multi-media, interdisciplinary thematic projects and activities.
   3. Use divergent thinking and a variety of media to understand and express the rich complexity of our world - yesterday, today and tomorrow.
   4. Discover and nurture creative talents of individuals and groups.

4. **Master essential technological skills.**

   1. Communicate effectively in a global society, including use of computers, video, and audio technologies.
   2. Learn information retrieval skills to gather, analyze and evaluate new information and opinions.
   3. Critically evaluate information presented by the mass media.

5. **Demonstrate responsible citizenship.**

1. Develop the values needed to be a responsible citizen and to actively participate in a democratic society.
2. Acquire basic knowledge, skills and the self concept needed to be a global citizen who accepts diversity and respects people of other cultures.
3. Participate in extracurricular activities and/or community service projects, developing social skills in leadership, cooperation and communication.
4. Develop an understanding of his or her relationship to the environment and a commitment to the wise use of resources.

6. **Develop a commitment to health and fitness.**

1. Demonstrate a commitment to his or her physical and mental well-being.
2. Incorporate healthy practices as a lifelong response to social, environmental and physical changes.

7. **Develop personal responsibility to sustain oneself economically.**

1. Become familiar with the expectations and be prepared for the traditional and nontraditional opportunities of the local, national and international work place.
2. Develop the desire to continue to learn.
3. Acquire a healthy, realistic work ethic.
4. Develop economic and consumer skills necessary for making informed choices that enhance the quality of life.

8. **Acquire a positive self-image.**

1. Learn about himself or herself and develop a positive and realistic self-image.
2. Experience success in activities that develop his or her talents and skills and build his or her self-esteem.
3. Learn to form satisfying relationships with others based on respect, trust, cooperation and caring.

990ARC

MEMORANDUM

State of Alaska
Department of Education

TO: Members, State Board of Education

July 25, 1989

FILE NO: SBE

TELEPHONE NO: 465-2800

FROM: Rosemary Hagevig

SUBJECT: SBE Subcommittees

The following is the list of SBE subcommittee assignments as revised to include new Board membership.

TEACHERS AND TEACHING
Don Gray, Chair
Sue Wilken
Janie Leask
Dori Luht

DEFINING EDUCATION OUTCOMES

Sue Wilken, Chair
Don Gray
Janie Leask
Lt. Col. Matt Kenny
Dori Luht

EDUCATION COALITION

Janie Leask, Chair
Sue Wilken
Don Gray
Cathy Herrnsteen

REGULATIONS

Jack Chenoweth, Chair
Cathy Herrnsteen

AT RISK STUDENTS

SBE Committee of the Whole

NON K-12 ISSUES

Cathy Herrnsteen, Chair
Jack Chenoweth

MT. EDGECUMBE

Cora Sakeagak, Chair
Jack Chenoweth
Janie Leask

CORPORAL PUNISHMENT

Janie Leask, Chair
Jack Chenoweth
Sue Wilken
Cathy Herrnsteen

SBE REPRESENTATIVE TO THE POSTSECONDARY COMMISSION

Jack Chenoweth

ACCOUNTABILITY

Cathy Herrnsteen, Chair
Jack Chenoweth
Cora Sakeagak

STATE BOARD OF EDUCATION GOALS

GOAL I STUDENT ACHIEVEMENT

The State Board of Education will act to improve the educational experiences of students in order to assure that each student may reach his or her full potential.

Initiatives related to Goal I

* Require all school districts to develop and define minimum outcomes and competencies of local public education efforts

* Develop a "model" set of outcomes and competencies for use by local school districts to be used as a framework by school districts

* Provide State leadership in identifying and disseminating successful instructional characteristics and model programs

* Advocate a balance between classroom performance and extra-curricular activities that promote academic, athletic, social and cultural skills

* Provide a climate for innovation and improvement of local practices including such activities as:
  - considering alternatives for the organization and structure of schools;
  - providing incentives for excellence;
  - exploring ways to raise expectations for students;
  - facilitating networking activities between school districts;
  - establishing recognition programs which reward improvement

* In conjunction with the school districts, develop a statewide student assessment program that is designed to meet the needs of students, teachers, administrators, parents, policy makers and legislators

* Recommend changes in resource allocation and instructional methods based on ongoing evaluation of assessment program outcomes

* Advocate the integration of Native Alaska and other minority language and culture programs and perspectives, and the development and incorporation of relevant Pacific Rim-related course objectives, materials, and activities into the curriculum of elementary and secondary schools

* Identify and develop innovative practices for distance learning; advocate funding for such practices

GOAL II "AT-RISK" STUDENTS

The State Board of Education will define and identify "at-risk" students and develop and support preventive and remedial strategies to assist those students to overcome the factors and circumstances that place them "at-risk".

Initiatives related to Goal II

* Examine factors that contribute to student drop-out, compile data, and develop appropriate and effective remediation

* Search for solutions to existing problems associated with substance abuse, teen pregnancy, adolescent suicide, and other social and health problems

* Form collaborative relations to inform and galvanize public support, coordinate efforts, develop comprehensive programs and assure adequate funding for early childhood education

* Work with education coalition to develop strategy for increasing the number of counselors in schools and level of service to students

* Establish collaborative relations to enhance parenting skills as a strategy to assist in meeting needs of students

* Promote the development of a primary language base for young children

* Explore structural alternatives for increased learning time and improved instructional practices

GOAL III PROFESSIONAL DEVELOPMENT

The State Board of Education will strive to improve the skills of teachers, school administrators, and education support personnel in their professional growth and development.

Initiatives related to Goal III

* Restate what teachers, school administrators, and certificated support staff are expected to know and be able to do when they enter into their professional duties, and devising means by which to measure accountablility

* Examine professional certification and endorsement: consider standards to require that teachers be placed in teaching situations consistent with their areas of endorsement or preparation; consider teacher competency testing

* Recognize excellence in professional performance

* Recommend strategies to improve the proportion of minorities employed in professional positions in education

* Work with the University of Alaska and other state postsecondary institutions to strengthen teacher education programs, and to include support for professional development schools

* Examine the teacher/administrator evaluation system and recommend improvements, including parent and student evaluations

* Examine teacher tenure as it affects quality of education and district program management

* Provide support and resources to support continuing professional development opportunities for certificated personnel; including, especially, professional training initiatives applicable to Pacific Rim-related course objectives, materials and activities.

GOAL IV DISTRICT ADMINISTRATION

The State Board of Education will encourage incentives and alternatives to promote greater efficiency in the administration of school districts.

Initiatives related to Goal IV

* Initiate discussions with school district board members, through the Assocation of Alaska School Boards, to identify areas of mutual concern regarding school district administration

* Examine the costs, in both dollars and time commitments, and benefits to be derived by certain school districts should administrative functions be consolidated

* Identify incentives that would accomodate a change in administrative operations by school districts that would protect district identity, and make funds which are spent on district administration available for instructional programs

GOAL V SUPPORT OF PUBLIC EDUCATION

The State Board of Education, through collaborative efforts, will develop an action agenda to increase support for public education.

Initatives related to Goal V

* Continue to participate in the Alaska Coalition for Education

* Initiate efforts to provide a greater degree of stability and predictability for allocation of state aid for education in order to improve financial planning by school districts

* Identify effective methods for garnering public support for implementation of remedies for these concerns, and develop a plan to marshal forces to achieve political solutions to the identified concerns

* Decide on a method to determine what the actual cost of education in the state should be; consider involvement in the area cost differential study being conducted by the Legislature when appropriate

* Support efforts to assure equity of state aid distribution among school districts

* Develop cooperative programs with the University of Alaska to provide research and technical assistance for school districts

GOAL VI DEPARTMENT SUPPORT PROGRAMS

Recognizing that many of the programs of the Department of Education can be valuable supplements to classroom initiatives, the State Board of Education will define, develop and support these programs so as to better assure that each contributes to public educational opportunities.

Initiatives related to Goals VI

* Review, evaluate, initiate and support policy and program changes in programs assigned by law to the Department, that meet the State's commitment to public education, including:
  - expanded opportunity for placement of vocational rehabilitation clients in state and school district employment;
  - adult and postsecondary literacy efforts;
  - revised support for library operations in smaller communities;
  - revision of mission statement of the state museum, and adoption of regulations to support community-based museums and a traditional Native arts grant program

* Align division activities with State Board of Education goals

Testimony of the
Alaska Department of Education
to the
Alaska State Legislature
Joint Committee on School Performance

Submitted by:

William G. Demmert, Ed.D.
Commissioner
August 4, 1989

Testimony of the

Alaska Department of Education

to the

Alaska State Legislature

Joint Committee on School Performance

August 4, 1989

I would like to thank the Joint Committee on School Performance for the opportunity to present information about the Department's work in school performance and student achievement, with a focus on ways to improve learning opportunities for Alaskan students. Especially those students that are not currently doing well, or those that are expected to have difficulty completing high school because of a variety of barriers. We know there are social, economic, cultural and physical barriers that must be overcome if they are to succeed in the formal school setting prepared to participate as successful adults in our free enterprise system, and as effective citizens in our democratic society.

I will organize this presentation into six parts. First will be a quick review of some important educational demographics; second will be a summary of student achievement in the state; third will be an overview of social problems that serve as social barriers to academic achievement; fourth will be an identification of partnerships that the Department of Education has built with other groups; fifth, a summary of Department activities; and finally a listing of recommendations that we believe are important for the State of Alaska to respond to meet the immediate and long range needs of students in need of special help.

School District Information:

- There are 463 public schools in 54 school districts in the state.

- The enrollment for the 1989-90 school year is estimated at 101,809 students in grades kindergarten through grade twelve. Public school students represent about one-fifth of the total state population.

- There are 7,735 certificated staff, with 6,511 classroom teachers. 91% of the certificated staff are White, 3% are Black, 3.2% are Alaska Native and 2.8% are representatives for other ethnic groups.

- The average pupil-teacher ratios are about 16 to one (with 17 to one in city and borough districts and 12 to one in REAAs).

- Cities and boroughs spent an average of $5,846 per pupil in average daily membership with REAA schools spending an average of $11,790 in FY88.

- Twenty-two of Alaska's 54 school districts have enrollments that exceed 75% Native Alaskans.

- Thirty-one districts have at least 50% Native enrollments in their classrooms.

- There are 21,654 Alaska Native students and 170 Alaska Native teachers. Alaska Native students represent 20.8% of the total student population and Alaska Native teachers represent 3.2% of the total teacher population.

Student Information:

- 69% of Alaska's students are White, 21% are Alaska Native and 10% are students from other ethnic groups.

- The drop-out rate for Alaska is projected at 30% with the Native Alaskan student population significantly higher in urban areas (Juneau at 60% and Fairbanks at 70%, over four years of high school).

- Several studies on dropout rates in Alaska's urban schools show that a majority of Alaska Native students are not faring well. A recent study of student dropout rates for Juneau-Douglas High School indicates that in a single class of entering freshmen approximately 63% of Alaska Native students would leave before graduation. A 1987 study of Alaska Native students in the North Star Borough School District centered in Fairbanks shows that 72% of entering Alaska Native freshmen dropped out or withdrew before graduation. In the Anchorage School District for 1986-87 the dropout rate of Alaska Natives over their high school careers was 28% according to the 1987 publication Profile of Student Performance, 1986-87.

- There are 172 different languages spoken in Alaska with the Native Alaskans' five basic languages comprising the largest group (Yupik speakers having the largest numbers of students entering school with other than an English language base).

- In recent years the percent of Alaska Native student population has increased from 16% to 21% (even with the high urban drop out rates).

Student Achievement:

College Bound Students

- The average Scholastic Achievement Scores (SAT) for Alaskan students was 475 in mathematics and 441 in verbal tests, with 45.7% of Alaska's high school graduates taking the test in 1987. The national averages were 476 in mathematics and 428 in verbal scores, with 45% taking the test.

- The American College Test (ACT) scores for Alaskan students averaged 18.4 with 36.6% taking the tests. The national average score was 18.8 with 31% of the nation's high school seniors taking the test in 1987.

Kindergarten Through Twelfth Grade

The Alaska Department of Education has published two annual reports entitled Basic Skills Performance of Alaska's Students. The publications reported the latest scores from national achievement tests in reading and math for each school district. The first reported the most recent three years, the second reported the most recent four years. In addition the reports included a written narrative that described each district's students, classrooms, graduation requirements and testing programs. The major conclusions of the most recent report are:

- During the past four years Alaska's students on nationally standardized basic skills tests scored consistently higher than the national averages.

- Within districts, the trends in student performance has varied. Some districts scored consistently high over the four year period, while others scored consistently low.

- Districts scored consistently low over the four year period where there were high concentrations of students whose families are poor and who live in homes where English is a second language.

- Fifteen of the fifty-five school districts had at least one average score below the 30th percentile, showing a major problem among students in those schools in certain basic skills, such as mathematics, language arts, mathematics computation and reading comprehension.

- In many districts the basic skills performance was higher in grades K-3 than any other grade groupings. Performance in grades 4-8 was relatively lower.

Social Issues:

- Based on the last U.S. census, approximately one in seven Alaskans is functionally illiterate (approximately 72,000 in English).

- It is estimated that adult basic education and literacy volunteer programs in Alaska are able to serve only 5% of those who are in need of services.

- Language and cultural deterioration among Native Alaskan groups is a growing social, cultural and educational issue.

- Growing numbers of high school graduates are not ready for entering the work force because they lack basic reading, computation, language and social skills.

- Estimate that one in 6.5 Alaskans under 18 live in families whose income is below the poverty level.

- Children in poverty are one-third less likely to graduate from high school.

- Alaska's teenage pregnancy rate is 13% higher than the national average and ninth highest in the nation.

- For every completed suicide an additional 110 attempts are serious enough to require medical attention.

- Alaska's suicide rate is among the highest in the nation, with the Alaska Native male, ages 20-24, 13 times the Alaskan average.

- In 1985, the Alaska Native Health Board suggested a link between suicidal behavior and community stress, specifically citing stress caused by rapid social change as the key.

- One in four children in Alaska has an alcoholic parent.

- The alcohol (and other substance abuse) problems in Alaska, resulting in family violence, high rates of criminal activity and social deterioration, are significant. Student populations are not exempt from this problem.

- Alaska's divorce rate is 70% compared to national average of 50% (Alaska is second highest in the nation).

- Factors influencing the educational motivation and academic achievement of students include:

  breakdown in family composition,
  rising poverty among the young,
  rising teenage births,
  increasing child abuse and sexual assault,
  substance abuse, and
  suicide.

Alaska Native Information and Issues:

- The low numbers or lack of Alaska Natives as professionals such as teachers, counselors, service providers, lawyers and judges in Alaskan schools, human service agencies and courts, respectively present a challenge to educational institutions in the state.

- During the 1988-89 school year approximately 86 Alaska Native students were enrolled in teacher education programs at the University of Alaska.

- Presently the Alaska Native community numbers approximately 75,000 out of a total state population of 540,000. The largest groups are the Yupiks of southwestern Alaska and the Inupiaqs of northwestern and northern Alaska. There are eleven Athabaskan linguistic groups, four Eskimo linguistic groups, and Aleuts, Tlingits, Haidas and Tsimpshians.

- The Interim Report of the Senate Special Committee on Suicide Prevention by Senators Hensley, Binkley, Eliason, Rodey and Fahrenkamp states that during the years of 1978-1984 Alaska's suicide rate was among the four highest in the United States in every year except 1979. The rate for Alaska Natives of 43 per 100,000 was twice the overall Alaskan rate. The report cited a study which concluded that the highest rate of suicide was among Alaska Native males, aged 20-24 years, 257 per 100,000, 13 times the Alaskan average.

- In 1985, the Alaska Native Health Board, issued a study that suggested a link between suicidal behavior and community stress, citing specifically the stress caused by rapid social change.

- The Senate Special Committee on Suicide Prevention received testimonies that reinforced the tentative findings of the Alaska Native Health Board. Many Alaskans shared the view that "personal, social and cultural pressures contribute to the feelings of helplessness and despair that lead to suicide." Hensley's report also stated that different studies that speculate on the causes of suicide list rapid culture change, disfunctional families, personal and interpersonal instability caused by alcohol abuse, and the overwhelming sense of helplessness and grief that frequent and violent deaths generated.

- The Governor's Interim Commission on Children and Youth received testimony from Alaska Native youth that feelings of discrimination and the inability to identify fully with their heritage cultures play an important role in their emotional, spiritual and physical health. The report further states that testimony from Alaska Native youth "emphasized the role of cultural discrimination in the low self-esteem of many Native youth." The Commission recommended that more multicultural experiences should be provided for in schools "so students can begin to appreciate and understand their own and other cultures." The Commission hopes that incorporation of educational programs that promote awareness and appreciation of other cultures will "counter discrimination and help to curb the dropout rates of Alaska Native students in the urban schools." The report states that "Native children are a large proportion of students or social service clients, but few if any Native teachers, counselors or staff are hired to provide role and cultural models. Many Natives do not possess the degrees or certification requirements these positions require, but they offer the cultural understanding vital for Native young people to succeed in school and for non-Natives to understand Native cultures." The recommendation to alleviate this situation calls upon schools and other agencies serving Alaska Natives to hire qualified Natives as service providers. The recommendation identifies that "elders and paraprofessionals recognized by the Native community are qualified by their life experiences and should be employed where appropriate." The recommendation further calls upon the "Native corporations and the University of Alaska to work together to broaden the availability of programs that prepare Native youth for these jobs, actively encourage Native youth to participate and offer sufficient assistance to ensure that students complete these programs."

Activities that the Department of Education has engaged in include:

Early Childhood and Parenting

- **White Paper on Early Childhood and Parenting**

The Department circulated to all schools in the state a paper entitled "An Early Childhood/Parenting Strategy for Alaska" in October 1988. The paper describes the Department's vision of how early childhood and parenting training should be conducted in the state.

- Education for Parenting

- Two pilot projects are underway, in Dillingham and Manokotak, to teach caring and parenting skills to children in K-8 with community involvement activities in the classroom.

- Kindergarten Network

The Department launched the Alaska Kindergarten Network, composed of 250 primary teachers, to promote improved teaching strategies for young children. A statewide executive board has been appointed.

- Migrant Education

The Department of Education's migrant education program is able to provide increased support in early childhood education for schools because new federal regulations for 1989 have extended the age of

migrant children to be served from 5-17 years old to 3-21 years old. in the Southwest Region School District, for example, FY90 migrant education funding will be used to supplement services to preschool migrant students. Last year the District used an $18,000 migrant education discretionary grant through the Department to upgrade preschool instructor training, revise early childhood curriculum to assure that it is culturally appropriate, and increase parental involvement in early childhood development.

- Vocational Education Parenting Kit

- The Office of Adult and Basic Education developed and is piloting a series of four traveling parenting kits to teach high school students and adults about child development and good parenting. Each kit is a self-contained instructional unit that schools and communities can borrow to teach about "Choosing Parenting," "Pregnancy and Child Birth," "Caring for Infants," and related special topics. Each kit contains charts and posters, teacher guides, posters, video and audio tapes and other teaching materials. Teachers who worked with the kits in Metlakatla, Quinhagak, Sheldon Point and Shishmaref are helping to revise them in light of how well they worked in classrooms and literacy programs.

Restructuring Primary Schools, K-4:

White Paper on Restructuring Primary Schools, K-4

- The Department of Education is in the process of writing a white paper setting forth the Department's position about why primary schools need to

restructure and how they can go about it. The paper should be done later this fall.

Summer Academy on Restructuring Primary Schools

- Seven schools sent teams (each consisting of a superintendent or designee, principal, two teachers, a parent and a board member) to the Department of Education's Anchorage Instructional Improvement Academy for a week of planning how to restructure their elementary schools. Well known early childhood educators and the Northwest Regional Educational Laboratory assisted the Department in this week long event.

Partnerships that have been developed over the past two years include:

Alaska Education Consortium

- The State Board of Education has made considerable progress with its consortium of education organizations in an attempt to influence Legislators on important education issues.

Skagway Student-Operated Salmon Hatchery

- Through federal Carl Perkins Vocational Education funds, the Office of Adult and Vocational Education supported 15 hatchery and marine technology programs in Alaska schools. The Pullen Creek Hatchery operated by the Skagway School was named 1989 Alaska State Vocational Education Program of

the Year. The year-round facility is a fully-functioning hatchery licensed by the Department of Fish and Game and developed in close cooperation with the community.

Juneau Youth Employment Project

- The Department and City and Borough of Juneau will cooperate to put students to work at jobs this summer clearing out fish spawning streams in the Juneau area.

The Alaska Resource Kit

- The minerals project continued in association with the industry-supported and funded Alaska Mineral and Energy Resource and Education Fund (AMEREF). A veteran Alaska geology teacher was hired through AMEREF funds to organize training for teachers statewide in using the kits and developing activities that take advantage of local resources and resource people in the community.

Special Education Parent Training

- The Department sponsored a training session for parents of children with handicaps. This innovative conference attracted over 450 parents and educators.

BLM-Native Forest Service

- The Department has been working with the Bureau of Land Management in Alaska to promote the Resource Apprenticeship Program for Students (RAPS). The federal program allows high achieving rural high school students to

work for 8 to 10 weeks in the summer, earning school credit and job experience with federal resource management agencies. The Department acts as a liaison between the federal agency and the schools and is working to increase ways in which schools can make use of the technical expertise available through these agencies for curriculum development and use of human resources.

Library's Reading to Children Program

- The State Library administered public library assistance grants to more than 90 libraries in the state. The grants helped to fund such activities as a year-long reading program in Haines, literacy projects in several villages, continuing education for rural library aides, and a Celebrity Story Time in Juneau in which public figures read stories to young children in celebration of the Year of the Young Reader and the opening of the new library facility.

International Circumpolar Ministers Group

- Last year the Ministers of Education and Commissioners of Education from across the Circumpolar North met in Juneau to continue activities aimed at improving education for indigenous peoples. The group met in Whitehorse this year.

Alaska-Hokkaido Partnership

- The Department of Education participated in the State of Alaska's meeting with officials from Hokkaido, Japan, the island where all but two of

Alaska's 79 sister schools are located, to advance educational and economic cooperative efforts with communities located on Hokkaido.

QEM/MIT Project

- The Quality of Education for Minorities task force held public hearings jointly with the Senate Special Committee on School Performance. This will be instrumental in influencing final recommendations by the national commission.

Department of Education/University Cooperation:

Commissioner/University Deans Committee

- A Commissioner of Education/University School of Education Deans Committee has been meeting regularly to improve the quality of teacher education programs in public and private universities. The deans have committed to increasing their commitment to education research projects. The group is exploring a joint grant to the federal government, through the Fund for the Improvement of Schools and Teaching, to improve training for teachers of at-risk students and to encourage greater numbers of minorities to enter the teaching profession and other projects.

Summer Teacher Academies

- The Department and University of Alaska have cooperated for a number of years on conducting the very popular summer teaching institutes, now expanded to all University of Alaska campuses and Sheldon Jackson College.

Native Language Policy

- The Department of Education, with assistance from the Alaska Native Language Center at the University of Alaska-Fairbanks, have developed a recommendation for state policy on the role of the school in the promotion, use and enrichment of Alaska Native culture, literature and languages in the schools.

Recommendations:

The Sixteenth Alaska Legislature created the Joint Committee on School Performance to explore steps that could be taken to bring about higher levels of student achievement in basic skills and other areas, with the specific task of identifying recommendations for priority legislative action during the second session of that legislature.

I believe the challenge of providing young children with a learning base and the motivation from which to develop the skills important to success as adults is one of the most important responsibilities of parents, the schools, the state and the nation.

I commend the Sixteenth Alaska Legislature and the members of the Joint Committee on School Performance for their interest in and commitment to improving schools in Alaska to ensure greater numbers of students completing their education and being better prepared for their adult roles.

The Department of Education has spent considerable time reviewing the professional research literature and talking with educators, parents, school board members, legislators and business leaders to discover the best ways to improve academic achievement among students, especially those students not currently succeeding in schools. In the lexicon of educators, these students are commonly referred to as high risk or at-risk students: at risk of not completing high school and at risk of not developing the skills and attitudes necessary to succeed in today's increasingly technological world.

The Department has come to the conclusion that language development is the key to academic achievement. Without a strong language base, a student lacks the ingredient essential to develop analytic and conceptual skills. Without analytic and conceptual skills a youngster is destined to academic failure. This is true for all students. Furthermore, the Department believes the root cause of school failure for many of Alaska's Native young, as well as other indigenous peoples elsewhere in the world, is that school language arts programs do not adequately meet the needs of students whose primary language is other than standard English.

A youngster's language ability is totally or largely determined by the age of three. For this reason, it has been proven that parents and family members, early childhood experiences, and early environment play an important role in developing a youngster's language ability. Youngsters from single teenage parent homes; youngsters that have alcoholic parents; youngsters that do not have direct access to stimulating learning environments; youngsters that are not exposed to a challenging language environment will not stand as good a chance of developing the language skills necessary for success in school as those students that have the advantages of a home or program that provides a stimulating learning environment.

The two highest priorities for language development must include parenting and early childhood educational opportunities for youngsters that will not have opportunities to develop language early; and primary school programs (kindergarten through grade four) that focus on developing the language base that has been established. These programs must be culturally and developmentally appropriate.

A second and critical priority for improving academic achievement among those students that currently fail is to provide a support base that allows intervention of social barriers that limit a student's opportunity to succeed in school. This means partnerships between schools and social service agencies, community groups (i.e., churches, Native organizations, other social organizations). It may mean school counselors that serve as coordinators between social service agencies and schools; it may mean safe houses for young children and youth; it may mean new programs that deal with one of the worst epidemics in Alaska, fetal alocohol syndrom.

A third priority is promoting the development and expansion of partnerships between schools, business and industry, Native organizations, government, and other employers. Partnerships that provide students with a sense of relationship between what one learns in school and what is required in the real world; a sense of responsibility, a sense of contributing to society, a sense of accomplishment, an opportunity to understand what it is to earn an income.

A fourth priority, important to success of schools and schooling, is an improvement in teachers and teaching. Teacher training institutions must be provided opportunities to develop teacher training programs that attract, place and hold the good teachers. Some retraining has to be done, especially

for those programs that focus on language development, early childhood education, and partnerships between schools and employers. Business and industry spend a significant amount of money to upgrade its work force and keep up with innovations. Education, as a major employer spends very little, and it is mostly through individual and personal interest persuits (masters and doctoral programs or summer school to meet recency requirements).

Closely tied to teachers and teaching is the need to increase the numbers of Alaska Native teachers and school administrators in the state.

A fifth and equally important recommendation for improving schools and student performance is to build a strong Alaska educational research. Research tells us whether what we are doing is working; research gives us evidence for new direction; research helps improve what we now do. We need Alaska based research and an opportunity to build a research capacity and base in Alaska.

Legislation that allows development in each of the above mentioned recommendations could provide incentives within the educational institutions to develop programs that meet particular needs and priorities important to specific communities.

Thank you!

Baker-Benally, Patricia. Preliminary Descriptive Review of Alaska Native Students in the Fairbanks North Star Borough School District, January 1987.

Cummins, Jim, Empowering Minority Students: A Framework for Intervention, Harvard Educational Review, Vol. 56, No.1, February 1986.

Hensley, William L. Senator, et al, Helping Schools Succeed at Helping All Children Learn, Report of the Senate Special Committee on School Performance, Fifteenth Alaska Legislature, January 1989.

Hensley, William L., Senator, et al, Interim Report of the Senate Special Committee on Suicide Prevention, March 1988

Hocker, Phil, Juneau Douglas Early Leavers, (draft manuscript) 1988.

Improving Numbers of Minority Teachers in Alaska, Alaska Department of Education, January 1989.

Our Greatest Natural Resource, Investing in the Future of Alaska's Children, A report of the Governor's Interim Commission on Children and Youth, January 1988.

Profile of Student Performance, 1986-87, Anchorage School District, 1987.

Summary of Alaska Public Hearing for Quality Education for Minorities Project together with Alaska Senate Special Committee on School Performance, Anchorage, Alaska, August 26-27, 1988.

The AFN Report on the Status of Alaska Natives: A Call for Action, Alaska Federation of Natives, 411 West 4th Avenue, Suite 301, Anchorage, Alaska, January 1989.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.12 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE,1988-90

D

Rethinking and Restructuring Alaska's Primary Schools: Kindergarten through Fourth Grades

Final Draft

William G. Demmert, Jr.
Alaska Commissioner of Education

August 15, 1989

Rethinking and Restructuring Alaska's Primary Schools: Kindergarten through Fourth Grades

William G. Demmert, Jr.
Alaska Commissioner of Education
August 15, 1989

A serious nationwide debate to determine how our youngest school children can best be taught is under way.

At stake is the very health of our country's economic and political future. Will America and Alaska enter the 21st Century economically competitive? Will emerging generations have the stuff it takes to carry them into the next century with the ability to maintain the affluence that most of their parents now take for granted? Will our society be able to offer opportunities to growing numbers and percentages of American minority populations so they can break an oppressive cycle of poverty to become meaningful contributors to society?

Since the 1983 report A Nation at Risk was published, a massive school improvement effort has been underway. Most state and local efforts have been aimed at increasing standards in our nation's secondary schools. Despite these efforts serious problems persist in our nation's schools. A recent survey sponsored by Allstate Insurance Company and Fortune Magazine found that 62 percent of executives polled believe they are now encumbered by public education (National School Public Relations Association, 1989). Nearly 70 percent of service-oriented companies feel hindered by schools. Forty-eight percent said it is difficult to hire new employees with good basic skills and 46 percent said that this lack of skills reduces productivity. Seventy-seven percent rated public schools as fair or poor. And over the next 10 years, 51 percent said they expect hiring qualified employees will become more difficult.

In Alaska, about 30 percent of entering high school freshmen do not graduate. The dropout rate is estimated to be double the rate in urban schools for Alaska Natives as it is in rural schools. (Hocker, 1988; Baker-Benally, 1987). Although the dropout rate is not as low in rural areas (Kleinfeld, 1985), scores on National achievement tests are very low, in some cases among the lowest in the nation. (Alaska Department of Education, 1988 and 1989).

What does all this have to do with Alaska's elementary schools, particularly the youngest children in kindergarten through grade four? There is a growing concern that it may be too late when we try to repair the fundamental problems that present barriers to learning while students are in high school or even in junior high school. So instead of intervention and remediation, why not try prevention? Anne Dillman, a member of the New Jersey State Board of Education, captured this concept in a recent cover article on how young children learn in Newsweek magazine: "When the product doesn't come out right, you try to fix it at the end. But we really have to start at the beginning."

Ernest Boyer of The Carnegie Foundation for the Advancement of Teaching, in the same article, said: "We've made remarkable breakthroughs in understanding the development of children, the development of learning and the climate that enhances that. What we know in theory and what we're doing in the classroom are very different."

The knowledge that Boyer was pointing to has been well summarized and promoted by a number of interest groups, most notably the National Association for the Education of Young Children (NAEYC). The theory that Boyer refers to is what NAEYC calls "developmentally appropriate" curriculum and instructional methods for children between 5 and 8 years old. What Boyer identifies as "very different" activities are what NAEYC and other organizations now term "inappropriate practices." (NAEYC; National Association of Early Childhood Specialists in State Departments of Education, 1987).

The National Association of State Boards of Education calls for sweeping reform of the education of children ages 4 through 8. (Right from the Start, 1988). The NASBE report, developed by a task force of influential Americans, including Alaska's First Lady Michael Cowper, boldly recommended that early childhood units be established in elementary schools to provide a new methods of working with children ages 4-8 and a central point to improve services for preschool children and their parents. The "early childhood units" that NASBE recommends represent no less than a fundamental restructuring of the system by which our nation's schools deliver educational programs to our youngest students. Specifically, the report recommends:

- A curriculum and classroom environment that responds to learning patterns of children within a given age range, to individual differences among children, and to cultural and linguistic diversity among children.

- A program that actively involves and supports parents as partners in development of their children.

- A program that responds to the comprehensive needs of children for health, nutrition, child care, social and emotional support, and language development as well as cognitive development.

- A program that draws on the resources and expertise of all agencies and informal networks in the community to provide continuity for children in their daily schedules and as they grow and develop.

It is especially important that the restructured primary school build upon the many successes of proven early childhood and parenting programs in Alaska and around the country, particularly Head Start programs. It is equally important that the eventual successes revealed over time in the newly restructured primary schools be applied to the higher grades, i.e., fifth grade and beyond.

The design of the effective early childhood and parenting program was described in 1988 when the Alaska Department of Education called for a "broad based Alaska strategy to address early childhood and parenting issues in as comprehensive manner as possible." (Demmert, 1988).

It is hoped that this paper puts forth an argument supporting the urgent need to restructure Alaska's primary schools. A secondary purpose is to explain the elements that are part of the restructured primary school's learning program. A third purpose is to provide several examples or models of effective primary schools.

Elements of a Strong Early Childhood Program

LANGUAGE DEVELOPMENT--The development of a solid language base at an early age is the single most important element for academic achievement and cognitive development. If children do not gain a suitable language base from which to learn a variety of skills and develop essential intelligences they will fail. They will fail in school, they will fail as workers, they will fail to reach their full potential socially, culturally, emotionally, and intellectually. A solid language base, so important in early life, is also the essential ingredient for a student's success in school, and during life after school, whether college, vocational-technical school or work.

Several recent findings support the development of a strong language base:

- Low scores of students taking nationally normed tests in English when it is not their first language and they have not developed the second language skills to demonstrate their knowledge or present an understanding of the subject. (Alaska Department of Education 1988 and 1989).

- Examples of success in circumpolar countries where schools use Native languages as a base for learning the dominant language of their country and for learning other languages. (Keskitalo, 1986; Hakuta, 1986).

- Recent research findings concerning the ease with which students are able to learn more than one language very early in life, and the extent to which they are able to keep the languages separate (Cummins, February 1986).

- A gradual recognition that an understanding of language and language usage is critical to learning and that a language base must be established early in life. (Cummins, 1986). In fact, research shows that there is a critical period between ages two and four when a child's special intelligence becomes active for the single purpose of learning language (Chomsky, 1966).

HOME LANGUAGE--The importance of using one's home language as the initial language of instruction is becoming more clearly understood. Bilingualism is no longer recognized as a valid cause of minority students' academic failures. It is, rather, the failure to provide students the opportunity to develop conceptual and analytic thought skills in the home language as a base for learning a second language that contributes to academic difficulties. (Cummins, 1986). Again, the complementing influences of the home and school on language and cultural transmission are recognized as very important to intellectual development. It is crucial, therefore, that the school to be very sensitive of the student's home situation. If the student's home language is other than English, then it is appropriate for the school to provide instruction in the home language, introduce English as a second language and continue to develop the student's abilities in both languages. (Cavazos, 1989). If English is not used in the home, it is better to use the first language in school than a poor quality English. Children who have neither a quality first or second language (English) have a language development deficit and may always be behind in school. (Saville-Troike, 1973).

An effectively restructured primary school, whose students are well grounded in the home language and the second language (English), will exhibit a school climate conducive to success in learning, largely due to the acceptance by teachers of the first language of the students and the culture. It must be noted that widespread school failure does not occur in minority groups that are positively oriented towards both their own and the dominant culture, that do not perceive themselves as inferior to the dominant group and that are not alienated from their own cultural values. (Fuererstein, 1979). More bluntly, Fuererstein (1979) attributes academic failure to the disruption of intergenerational transmission processes caused by the alienation of a group from its own culture.

WHOLE LANGUAGE--A "whole language" approach to learning language is based on the premise that children learn language by hearing it, using it, writing it, thinking it and reading it. There is no isolation of words when using language in a natural way. (Hayward, 1988). In addition, whole language integrates oral and written language, and it integrates development in both with learning across the curriculum. (Goodman, 1986).

Where a whole language approach attempts to integrate language instruction, the traditional way schools teach language is to focus on the separate parts of reading, a departure from the natural way children use language. A traditional approach will often present separate classes or lessons "in reading, in writing, or in separation of skills from content where individual lessons in uses of comma or noun-verb agreement were taught in and for themselves." (Buckley, 1989). Continues Buckley:

> Whole language learning also refers to the student as a whole, head and heart, feelings and thinking, personal experiences and public. The new curriculum centers on the learner whose prior experiences must be brought to bear on the new information. Only by connecting prior knowledge with the new knowledge can learning happen. The student as a whole human being learns developmentally, through process. If learning is considered a process, then the student begins with 'first draft' thinking and language. Usually a student 'first draft' is personal, ideographic, and emotional. Teachers build on this and advance the student to a more public, substantiated, reasoned thinking and language.

A key to whole language instruction is to build allies of parents to help in their children's attempts at becoming literate. (Fields, 1988). If teachers effectively work with parents to help them understand the whole language approach, "These informed parents will be able to teach children to read as well as they taught them to talk," says Fields.

Taking this strategy a step farther, parents who cannot read or read well also can be useful partners in helping their children learn to read. This can be accomplished though story telling. But the restructured primary school must establish literacy programs aimed at training parents to become more complete and more effective partners in helping their children read.

DEVELOPMENTAL APPROPRIATENESS--According to National Association for the Education of Young Children, the concept of developmental appropriateness has two dimensions, age and individuality.

> Age appropriateness. Human development research indicates that there are universal, predictable milestones of growth and change that occur in children during the first nine years of life. These predictable changes occur in all domains of development--physical, emotional, social and cognitive. Knowledge of typical development of children within the age span served by the program provides a framework from which teachers prepare the learning environment and plan appropriate experiences.
>
> Individual appropriateness. Each child is a unique person with an individual pattern and timing of growth, as well as individual personality, learning style and family background. Both the curriculum and adults' interactions with children should be responsive to individual differences. Learning in young children is the result of interaction between the child's thoughts and experiences with materials, ideas and people. When these experiences match the child's developing abilities, while also challenging the child's interest and understanding, learning will take place.

Many schools still do not offer a developmentally appropriate program for young children. Instead many schools continue to deliver education through a rigid lecture style, an educational setting more familiar to younger children's older siblings in junior high and high school (an approach with dubious value at any grade level). Young children are spending countless hours silently filling in notebook worksheets with information learned by rote. Their days are chopped up into 55-minute blocks with subjects taught in isolation from one another. Students' individual learning styles are ignored. So are their cultural and ethnic differences. Their teachers are being evaluated and rewarded if their young students score well on nationally standardized tests that measure an extremely limited base of knowledge and set of skills. In addition these tests are being used to reward administrators, affect the allocation of resources to school districts and result in changes to the curriculum. (Bredekamp & Shepard, 1989). (Meisels, S.J.,in press).

Many of these same teachers have not been trained in the latest research-based theory and practice proven effective for teaching young children.

NAEYC, in a publication entitled Developmentally Appropriate Practice in Early Childhood Programs Serving Children From Birth Through Age 8 (1988), describes appropriate practices for primary grade (K-4) children. Since these important practices represent the best and most widely accepted thinking on the subject today, it is tempting to quote the developmentally appropriate practices in their entirely. However, for the sake of brevity and flow, we will instead summarize the practices here and list all the practices as published by NAEYC in Appendix A of this paper. Appendix B will list what NAEYC believes are inappropriate practices.

NAEYC has developed appropriate practices for a number of major areas. A summary follows:

CURRICULUM GOALS-which are designed to develop children's knowledge and skills in all developmental areas, including physical, social, emotional and intellectual, and to help the child learn how to build a base for lifelong learning, improve self esteem, and develop a positive feelings toward learning. Further each child is viewed as a unique individual and as such educators need to develop curriculum and instruction practices that respond to individual differences. Different levels of ability, development and learning styles are expected, accepted and used to design curriculum.

TEACHING STRATEGIES--Curriculum is integrated so that children's learning in all traditional subject areas occurs primarily through projects and learning centers that teachers plan and that reflect children's interests and suggestions. The curriculum is integrated so that learning occurs primarily though projects, learning centers and playful activities that reflect the expressed interests of children. Teachers use planning time to prepare an environment to provide opportunities for children to learn through active involvement among themselves, with adults, older children serving as tutors and with materials. In addition, children should also learn in small groups working and playing cooperatively. Finally learning materials and activities need to be concrete, real and relevant to children's lives.

INTEGRATED CURRICULUM--Teachers provide generous amounts of time and a variety of interesting activities for children to develop language, writing, spelling and reading ability such as looking through , reading , or being read high quality children's literature. Goals are established in math, social studies, science, health and safety, art, music movement and dance with children's interests considered and learning occurring through group projects, spontaneous play, research, experimenting, exploring, and through other creative and meaningful activities and strategies.

GUIDANCE OF SOCIAL AND EMOTIONAL DEVELOPMENT--Teachers promote prosocial behavior, perseverance, industry and independence, encourage individual choice, and provide many opportunities for developing social skills. Teachers at all times facilitate the development of social skills as part of the curriculum.

PARENT-TEACHER RELATIONS--Teachers not only view parents as partners in the educational process, but visit with parents at school and at the home of the parent. Teachers are respectful of cultural and family differences.

EVALUATION--Children's progress is assessed through observation and recording at regular intervals. Results are used to improve and individualize instruction. No letter or number grades are given during the primary years.

Other organizations, most recently the National Association of State Boards of Education, strongly endorse the NAEYC practices. "We agree with the developmentally appropriate curriculum approach defined by (NAEYC)," NASBE states in its book Right from the Start (1988).

NASBE suggests the goals developed for primary schools should:

- provide children with a wide range of experiences
- attend to all key aspects of child development
- support effective and appropriate teaching and classroom environments. (Right from the Start, 1988).

CULTURALLY APPROPRIATE DEVELOPMENTAL ACTIVITIES--Twenty-two of Alask 55 school districts each have enrollments that exceed 75 percent Alaska Natives. Nine additional districts have at least 50 percent Natives enrolled in their classrooms and sev more have at least one-quarter of their student body composed of Alaska Natives. It is however, still difficult to find meaningful and effective culturally appropriate developmental activities for Native children. Only 3.2 percent of Alaska's 6,500 teache are Natives, indicating a dearth of cultural role models. This is caused in part by a for system of education that has rejected the need for:

- accommodating and incorporating traditional systems of minority communitie and
- reflecting the traditional community's knowledge base and unique perspective the world.

It is critical for the restructured primary school to encourage appropriate cultural role models, just as it is critical for such schools to learn about and integrate cultural differences into programs reflective of the community the school serves. Languages learning styles peculiar to a given community and use of family and community memb impart content and skills in ways that have worked for centuries are hallmarks of the effectively restructured school. The school also must recognize and respect cultural (fixed customs), values and traditions. This can be accomplished, in part, in two ways training and hiring more Native teachers and teacher aides in the classroom; and by teaching these skills to teachers and teacher aides so that they are knowledgeable their students' cultural history, cultural arts (music, dance, visual arts, theater), and traditional ways of learning science, medicine, politics, and social organization and structure. For example, Natives on the North Slope can estimate the distance over t pack to open water by determining the distance from shore of dark clouds on the hor This important skill requires a sophisticated knowledge of vector triangles.

COMMUNITY-BASED PRIMARY SCHOOLS--Research has long shown the benefits meaningful parent involvement. In fact it has become almost axiomatic that where there is a strong educational program there will be a correspondingly strong planned systematic program of parent involvement in the child's education, no matter the le the child's schooling. (National School Public Relations Association, 1986). More re the National Association of State Board of Education and the National Association f Education of Young Children have reconfirmed this notion by recommending that pr schools develop parent partnerships. (Right from the Start, 1988). (NAEYC, 1988).

Stanford Research Institute published research in 1973 which showed the correspon residual effects of involvement between parent and student in the educational proc (Journal of Educational Public Relations, 1988). The chart in Appendix C shows ho parent involvement, a parent's positive self-image about his or her own competenc participate in the child's education, and how the child's perception that the parent education is important all lead to the student's improved performance in school an

In addition, The National Association of State Boards of Education also recommended that primary schools develop partnerships with other early childhood programs and community agencies to help improve the quality of parent involvement and to build and improve services for young children and their families. (Right from the Start, 1988)

It is important that these partnerships be cultivated. Universities can offer training to teachers and teacher aides; they can help provide research. Local businesses, agencies, and Native corporations can provide additional expertise.

SMALLER CLASS SIZE--Class size is an important consideration for effective primary programs. NASBE's Right from the Start recommends that local school officials:

> Review the need for additional resources necessary to support developmentally appropriate early childhood programs, e.g., limiting the group size (for 3 and 4 year olds, no more than 20 children with 2 adults, for 5-8 year olds, no more than 25 children with 2 adults or 15-18 children with one teacher.)

The argument for smaller class size is born out in the research of Gene Glass and Mary Lee Smith (1979). Their meta-analysis of recent class size research shows that significant gains in student achievement are not achieved until a class size of 15 students to one teacher is reached. This 15:1 pupil to teacher ratio has been supported by the National Education Association since 1969. (Tomlinson, 1988).

It must be pointed out that by reducing class size in Alaska's kindergarten through fourth grade classrooms will bear a large financial increase, not only in the additional numbers of teachers needed to attain the lower class size, but also to build new school buildings to house the added classrooms. Knowing this, the Department of Education believes that attaining smaller class sizes is so important in the early grades that Alaska's policy makers need to seriously consider this issue.

The First Partnership

The first partnership needed for primary schools that aim to restructure is a broad based coalition among the local community to develop a process and a plan for restructuring its primary school or schools based upon local desires. Public school officials should convene the forum. The superintendent, principal or school board president should invite teachers and other educators, school board members, parents, early childhood professionals, language professionals and community leaders. The topic of the forum is to develop a consensus on how to effectively restructure K-4 primary schools. The immediate goal of the forum is to develop a plan for doing so.

Program Models

A number of models for restructuring primary schools are being developed across Alaska. Seven school districts sent teams to a week long K-4 restructuring conference in June 1989.

The teams consisted of the school's principal or superintendent, teachers, school board members, and community members, usually a member of the local Congress of Parents and Teachers (commonly known as the PTA). Nine nationally known experts with experience in restructuring primary schools led the teams over the five day period to build for each school in attendance an elementary school restructuring plan. These restructuring efforts should provide Alaska with a wealth of knowledge about restructuring schools in a variety of Alaska settings, from one of Alaska's largest urban school districts to schools in small remote, Native communities. Plans should be completed by the beginning of the 1989-90 school year, and will be available from the school and the Department of Education.

The two models outlined below offer basic components for Alaska's primary schools:

1. Qargi Model (or, translated from the Inupiaq, the Community Centered Model)

The key element of this model focuses on the cooperation of the community, the public school and the university:

- Elders, middle school and high school students from the community interact with kindergarten through fourth grade students to teach the Inupiaq language and culture.
- Adults learn effective parenting techniques by observing and participating in classroom activities for preschool children.
- The University of Alaska has observed and documented the interactions between parents and preschool to develop a research base on effective parenting skill training.

2. The School-Centered Learning Activity Model

Features of this model:

- In-school group activity
  - * Organized and directed play activity
  - * Storytelling; listening
  - * Reading
  - * Hands-on activity (like playing with geometric blocks)
  - * Socialization (aimed at developing inter-personal and intrapersonal skills)
  - * Field trips
- Individual and small group activity
  - * Exploration opportunities
  - * Computers
  - * Team projects
  - * Free play

- Family and Community Support Activity
  - Interaction with elders
  - Interaction with community adults
  - Parent participation in extracurricular activities
  - Planned family activity aimed at academic and physical development

Next Steps

Earlier in this paper, the hope was expressed that this paper puts forth an argument supporting the urgent need to restructure Alaska's primary schools. It was also stated that a secondary purpose is to explain the elements that are part of the restructured primary school's program, as was a third purpose to provide several examples or models of effective primary schools. It is hoped that these purposes have been accomplished.

The Department of Education pledges itself to continue its efforts to expand the awareness for the urgent need to restructure Alaska's primary schools, and to spur on restructuring activities whenever the opportunities arise, whether at the state level, or, preferably, at the local school level.

DEPARTMENT ACTIVITIES--The following is a list of activities at minimum that readers can expect from the Department of Education on an ongoing basis:

- Nurture the development of the seven or eight model primary school restructuring projects that will begin this summer.
- Attempt to develop and expand a school restructuring network to include Alaska educators who are involved in school restructuring efforts.
- Promote school restructuring in formal and informal public appearances before groups and conferences.
- Disseminate written materials about school restructuring projects.
- Invite schools undertaking restructuring projects to share their ideas with the Commissioner of Education and his staff.
- Recruit educators and parents as agents of change for the expressed purpose of expanding the school restructuring effort.

Appendix A

Appropriate Education in the Primary Grades
The National Association for the Education of Young Children

Appropriate Practices for Curriculum Goals:

Curriculum is designed to develop children's knowledge and skills in all developmental areas--physical, social, emotional, and intellectual--and to help children learn how to learn, to establish a foundation for lifelong learning.

Curriculum and instruction are designed to develop children's self-esteem, sense of competence, and positive feelings toward learning.

Each child is viewed as a unique person with an individual pattern and timing of growth. Curriculum and instruction are responsive to individual differences in ability and interests. Different levels of ability, development, and learning styles are expected, accepted, and used to design curriculum. Children are allowed to move at their own pace in acquiring important skills including those of writing, reading, spelling, math, social studies, science, art, music, health, and physical activity. For example, it is accepted that not every child will learn how to read at age 6, most will learn to read by 7, and some will need intensive exposure to appropriate literacy experiences to learn to read by age 8 or 9.

Appropriate Practices for Teaching Strategies:

The curriculum is integrated so that children's learning in all traditional subject areas occurs primarily through projects and learning centers that teachers plan and that reflect children's interests and suggestions. Teachers guide children's involvement in projects and enrich the learning experience by extending children's ideas, responding to their questions, engaging them in conversation, and challenging their thinking.

The curriculum is integrated so that learning occurs primarily through projects, learning centers, and playful activities that reflect current interests of children. For example, a social studies project such as building and operating a store, or a science project such as furnishing and caring for an aquarium, provides focused opportunities for children to plan, dictate, and/or write their plans (using invented and teacher-taught spelling), to draw and write about their activity, to discuss what they are doing, to read nonfiction books for needed information, to work cooperatively with other children, to learn facts in a meaningful context, and to enjoy learning. Skills are taught as needed to accomplish projects.

Teachers use much of their planning time to prepare the environment so children can learn through active involvement with each other, with adults and older children serving as informal tutors, and with materials. Many learning centers are available for children to choose from. Many centers include opportunities for writing and reading: for example, a tempting library area for browsing through books, reading silently, or sharing a book with a friend; a listening station; and places to practice writing stories and play math or language games. Teachers encourage children to evaluate their own work and to determine where improvement is needed, and assist children in figuring out for themselves how to improve their work. Some work is corrected in small groups where children take turns giving feedback to one another and correcting their own papers. Errors are viewed as a natural and necessary part of learning. Teachers analyze children's errors and use the information obtained to plan curriculum and instruction.

Individual children or small groups are expected to work and play cooperatively or alone in learning centers and on projects they usually select themselves or are guided to by the teacher. Activity centers are changed frequently so children have new things to do. Teachers and children together select and develop projects. Frequent outings and visits from resource people are planned. Peer tutoring as well as learning from others through conversation while at work or play occurs daily.

Learning materials and activities are concrete, real, and relevant to children's lives. Objects children can manipulate and experiment with such as blocks, cards, games, and scientific equipment are readily accessible. Tables are used for children to work alone or in small groups. A variety of work places and spaces is provided and flexibly used.

Appropriate Practices for Integrated Curriculum:

The goals of the language and literacy program are for children to expand their ability to communicate verbally and through reading and writing, and to enjoy these activities. Technical skills or subskills are taught as needed to accomplish the larger goals, not as the goal itself. Teachers provide generous amounts of time and a variety of interesting activities for children to develop language, writing, spelling and reading ability such as looking through, reading, or being read high quality children's literature and nonfiction for pleasure and information; drawing, dictating, and writing about their activities or fantasies; planning and implementing projects that involve research at suitable levels of difficulty; creating teacher-made or child-written lists of steps to follow to accomplish a project; discussing what they read; preparing a weekly class newspaper; interviewing various people to obtain information for projects; making books of various kinds (riddle books, what-if books, books about pets); listening to recordings or viewing high quality films of children's books; being read at least one high quality book or part of a book each day by adults or older children; using the school library and the library area of the classroom regularly.

Some children read aloud daily to the teacher, another child, or a small group of children, while others do so weekly. Subskills such as learning letters, phonics, and word recognition are taught as needed to individual children and small groups through enjoyable games and activities. Teachers use the teacher's edition of the basal reader series as a guide to plan projects and hands-on activities relevant to what is read and to structure learning situations. Teachers accept children's invented spelling with minimal reliance on teacher-prescribed spelling lists. Teachers also teach literacy as the need arises when working on science, social studies, and other content areas.

The goal of the math program is to enable children to use math through exploration, discovery, and solving meaningful problems. Math activities are integrated with other relevant projects, such as science and social studies. Math skills are acquired through spontaneous play, projects, and situations of daily living. Teachers use the teacher's edition of the math textbook as a guide to structure learning situations and to stimulate ideas about interesting math projects. Many math manipulatives are provided and used. Interesting board and card games, paper-and-pencil and other kinds of games are used daily. Noncompetitive, impromptu oral "math stumper," and number games are played for practice.

Social studies themes are identified as the focus of work for extended periods of time. Social studies concepts are learned through a variety of projects and playful activities involving independent research in library books; excursions and interviewing visitors; discussions; relevant use of language, writing, spelling (invented and teacher-taught), and reading skills; and opportunities to develop social skills such as planning, sharing, taking turns, and working in committees. The classroom is treated as a laboratory of social relations, and children explore values, learn rules of social living, and respect for individual differences through experience. Relevant art, music, dance, and games are incorporated in social studies.

Discovery science is a major part of the curriculum, building on children's natural interest in the world. Science projects are experimental and exploratory and encourage active involvement of every child. The science program takes advantage of natural phenomena such as the outdoors, and the classroom includes many plants and pets for which children provide care daily. Through science projects and field trips, children learn to plan, dictate, and/or write their plans; to apply thinking skills such as hypothesizing, observing, experimenting, and verifying; and many science facts related to their own experience.

A variety of health and safety projects (such as nutrition, dental health, handwashing) are designed to help children learn many personalized facts about health and safety; to integrate their learning into their daily habits; to plan, dictate, and/or write their plans; to draw and write about these activities; to read silently and aloud; and to enjoy learning because it is related to their lives.

Art, music, movement, dance and opportunities for other physical activity are integrated throughout each day as relevant to the curriculum and as needed for children to express themselves aesthetically and physically, and to express ideas and feelings.

Specialists work with classroom teachers and children. Children explore and experiment with various art media and forms of music.

Multicultural and nonsexist activities and materials are provided to enhance individual children's self-esteem and to enrich the lives of all children with respectful acceptance and appreciation of differences and similarities.

Outdoor activity is planned daily so children can develop large muscle skills, learn about outdoor environments, and express themselves freely.

Appropriate Practices for Guidance of Social-Emotional Development:

Teachers promote prosocial behavior, perseverance, industry, and independence by providing many stimulating, motivating activities; encouraging individual choices; allowing as much time as needed for children to complete work; and ensuring moments of private time alone with the teacher or with a close friend.

Children have many opportunities daily to develop social skills such as cooperating, helping, negotiating, and talking with the person involved to solve interpersonal problems. Teachers facilitate the development of social skills at all times, as part of the curriculum.

Teachers promote the development of children's consciences and self-control through positive guidance techniques, including setting clear limits in a positive manner; involving children in establishing rules for social living and in problem solving about misbehavior; redirecting children to an acceptable activity; conferencing with an individual child who is having problems or with children and their parents. Teachers maintain their perspective about misbehavior, recognizing that every infraction does not warrant attention and identifying those that can be used as learning opportunities.

Appropriate Practices for Parent-Teacher Relations:

Teachers view parents as partners in the educational process. Teachers have time for periodic conferences with each child's parents. Parents' visits to school are welcomed at all times, and home visits by teachers are encouraged. Teachers listen to parents, seek to understand their goals for their children, and are respectful of cultural and family differences.

Appropriate Practices for Evaluation:

No letter or number grades are given during the primary years. Grades are considered inadequate reflections of children's ongoing learning.

Each child's progress is assessed primarily though observation and recording at regular intervals. Results are used to improve and individualize instruction. No letter or number grades are given. Children are helped to understand and correct their errors.

Appendix B

Inappropriate Education in the Primary Grades
The National Association for the Education of Young Children

Inappropriate Practices for Curriculum Goals

The curriculum is narrowly focused on the intellectual domain with intellectual development narrowly defined as acquisition of discrete, technical academic skills, without recognition that all areas of children's development are interrelated.

Children's worth is measured by how well they conform to group expectations, such as their ability to read at grade level, and their performance on standardized tests.

Children are evaluated against a standardized group norm. All are expected to achieve the same narrowly defined, easily measured academic skills by the same predetermined time schedule typically determined by chronological age and grade level expectations.

Inappropriate Practices for Teaching Strategies

Curriculum is divided into separate subjects and time is carefully allotted for each, with primary emphasis given each day to reading and secondarily to math. Other subjects such as social studies, science, and health are covered if time permits. Art, music, and physical education are taught only once a week and only by teachers who are specialists in those areas.

Instructional strategies revolve around teacher-directed reading groups that take up most of every morning: lecturing to the whole group, total class discussion, and paper-and-pencil practice exercises or worksheets to be completed silently by children working individually at desks. Projects, learning centers, play, and outdoor time are seen as embellishments and are offered only if time permits, or as a reward for good behavior.

Teachers use most of their planning time to prepare and correct worksheets and other seatwork. Little time is available to prepare enriching activities, such as those recommended in the teacher's edition of each textbook series. A few interest areas are available for children who finish their seatwork early, or children are assigned to a learning center to complete a prescribed sequence of teacher-directed activity within a controlled time period.

During most worktimes, children are expected to work silently and alone on worksheets or other seatwork. Children rarely are permitted to help each other at worktime. Penalties for talking are imposed.

Available materials are limited primarily to books, workbooks, and pencils. Children are assigned permanent desks, and desks are rarely moved. Children work in a large group most of the time, and no one can participate in a playful activity until all work is finished.

The goal of the reading program is for each child to pass the standardized tests given throughout the year at or near grade level. Reading is taught as the acquisition of skills and subskills. Teachers teach reading only as a discrete subject. When teaching other subjects, they do not feel they are teaching reading. A sign of excellent teaching is considered to be silence in the classroom and so conversation is allowed infrequently during select times. Language, writing, and spelling instruction are focused on workbooks. Writing is taught as grammar and penmanship. The focus of the reading program is the basal reader, used only in reading groups and accompanying workbooks and worksheets. The teacher's role is to prepare and implement the reading lesson in the teacher's guidebook for each group each day and to see that other children have enough seatwork to keep them busy throughout the reading group time. Phonics instruction stresses learning rules rather than developing understanding of systematic relationships between letters and sounds. Children are required to complete worksheets or to complete the basal reader, although they are capable of reading at a higher level. Everyone knows which children are in the slowest reading group. Children's writing efforts are rejected if correct spelling and standard English are not used.

Math is taught as a separate subject at a scheduled time each day. A math textbook with accompanying workbooks, practice sheets, and board work is the focus of the math program. Teachers move sequentially through the lessons as outlined in the teacher's edition of the text. Seldom is time available for recommended hands-on activities. Only children who finish their math seatwork are permitted to use the few math manipulatives and games in the classroom. Timed tests on number facts are given and graded daily. Competition between children or groups of children (boys versus girls, Row 1 versus Row 2) is used to motivate children to learn math facts.

Social studies instruction is included occasionally after the reading and math programs are completed. Social studies projects are usually related to holidays, are brief activities from the social studies textbook, or a commercially developed weekly newspaper is read and the accompanying seatwork is done.

Science is taught mainly from a single textbook or not at all. Children complete related worksheets on science topics. Science consists of memorizing facts or watching teacher-demonstrated experiments. Field trips occur rarely or not at all. A science area may have a few plants, seashells, or pine cones that have been there many months and are essentially ignored by the children.

Health is taught with the aid of posters and a textbook. A health lesson is scheduled once a week or a unit on health is completed once a year.

Art, music, and physical education are taught as separate subjects only once a week. Specialists do not coordinate closely with classroom teachers.

Representational art evaluated for approximations to realism is emphasized. Children are expected to follow specific directions resulting in identical projects. Crafts substitute for artistic expression.

Cultural and other individual differences are ignored. Children are expected to adapt to the dominant culture. The lack of a multicultural component in the curriculum is justified by the homogeneity of the group, ignoring the fact that we live in a diverse society.

Outdoor time is limited because it is viewed as interfering with instructional time, or if provided, is viewed as recess (a way for children to use up excess energy).

Inappropriate Practices for Guidance of Social-Emotional Development

Teachers lecture about the importance of appropriate social behavior and use punishment or deprivations (such as no recess) when children who become restless and bored with seatwork whisper, talk, or wander around, or when children dawdle and do not finish their work in the allotted time. Teachers do not have time for private conversations with children, and only the most able students finish their work in time for special interests or interaction with other children.

Little time is available for children to practice social skills in the classroom because they are seated and doing silent, individual work or are involved in teacher-directed groups. The only opportunities for social interaction occur on the playground, but the teacher is not present unless it is his/her playground duty day, and therefore children don't have a consistent, familiar adult to help them with problems.

Teachers place themselves in an adversarial role with children, emphasizing their power to reward acceptable behavior and punish unacceptable behavior. Their primary goal is maintaining control of the classroom. Teachers spend considerable time enforcing rules, giving external rewards for good behavior, and punishing infractions. When social conflicts arise, the teacher intervenes, separating and quieting participants and avoiding the social issue. Whether intentional or not, the teacher's attitude often feels demeaning to the child.

Inappropriate Practices for Parent-Teacher Relations

Teachers are not given time for work with parents. Subtle messages convey that schools are for teachers and children, not parents. Teachers view parents' role as carrying out the school's agenda.

Inappropriate Practices for Evaluation

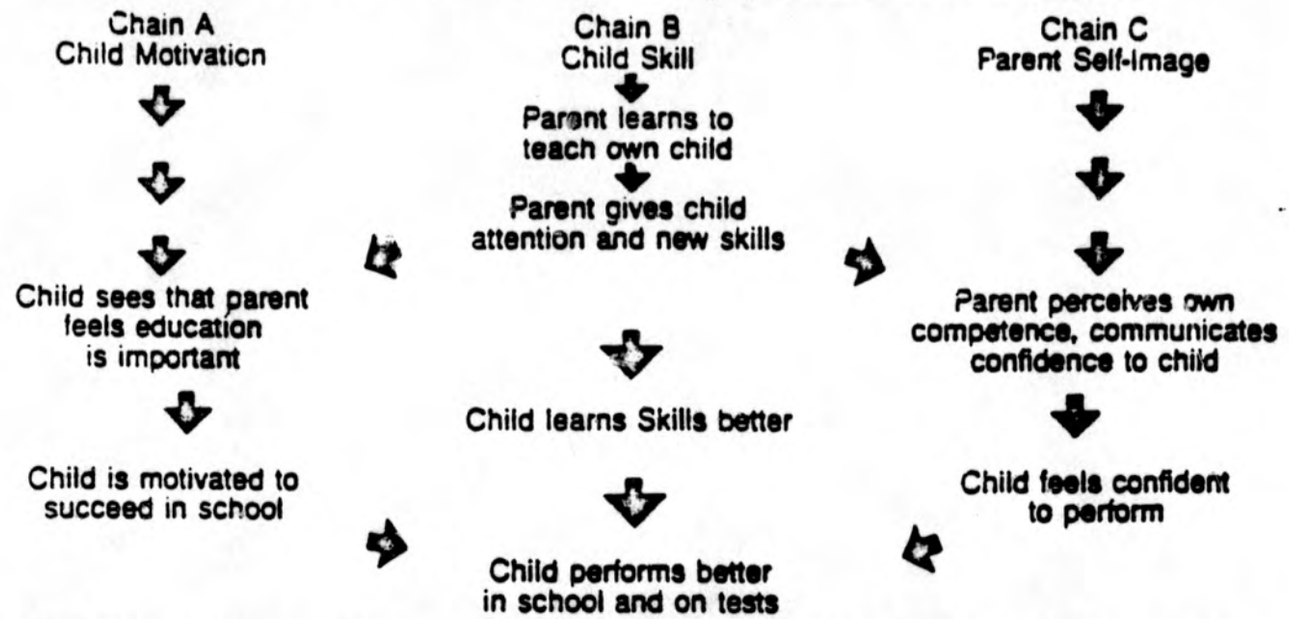
Grades are seen as important in motivating children to do their work.

Children are tested regularly on each subject. Graded tests are sent home or are filed after children see their grades. To ease children's stress caused by the emphasis placed on test scores, teachers "teach to the test."

APPENDIX C

COMMUNITY-BASED PRIMARY SCHOOLS

How Parent-Child Interaction Affects Student Achievement



SOURCE: Mariam Sherman Stearns and Susan Peterson, "Parent Involvement in Compensatory Education Programs: Definitions and Findings," Menlo Park Educational Policy Research Center, Stanford Research Institute.
Reprinted from the *Journal of Educational Public Relations*, Vol. 11, No. 3, 1988.

Resources

Alaska Department of Education. Basic Skills Performance of Alaska's Students, Achievement Test Results for 1984-85; 1985-86; 1986-87, January 1988.

Alaska Department of Education. Basic Skills Performance of Alaska's Students, Achievement Test Results for 1984-85; 1985-86; 1986-87; 1987-88, January 1989.

Baker-Benally, Patricia. "Preliminary Descriptive Review of Alaska Native Students in the Fairbanks North Star Borough School District." Fairbanks North Star Borough School District, January 1987.

Bredekamp, Sue and Shepard, Lorrie. "How Best To Protect Children From Inappropriate School Expectations, Practices, and Policies." Young Children, The Journal of the National Association for the Education of Young Children, March 1989.

Buckley, Marilyn. "Toward a Definition of Whole Language for Alaska." University of Alaska Anchorage, October 1988. (A statement to standardize the definition of whole language presented for adoption by Alaska's professional educational organizations).

Cavazos, Lauro. U.S. Secretary of Education. During remarks before the teaching and administrative staff and student body of the Lower Kuskokwim School District, Bethel, Alaska, May 8, 1989.

Chomsky, Noam. Cartesian Linguistics: A Chapter in the History of Rationalist Thought. Harper and Row, 1966.

Cummins, James. "Empowering Minority Students: A Framework for Intervention." Harvard Educational Review, Vol. 56, No. 1, February 1986.

Cummins, James. "The Role of Primary Language Development in Promoting Educational Success for Minority Language Students," Schooling and Language Minority Children: A Theoretical Framework. California State Department of Education, 1986.

Demmert, William G. Jr. An Early Childhood/Parenting Strategy for Alaska. Alaska Department of Education, 1988.

Fields, Marjorie V. "Talking and Writing: Explaining the Whole Language Approach to Parents." The Reading Teacher, 1988.

Goodman, Kenneth. "What's Whole in Whole Language?" A Parent Teacher Guide to Children's Learning, Heinemann Educational Publishers, 1986.

Hakuta, Kenji. Mirror of Language: Debate on Bilingualism, Basic Books, Inc., New York, 1986.

Hayward, Ruth Ann. "Inside the Whole Language Classroom: Teachers in Upstate New York Describe How Whole Language Works In Their Classrooms (Focus on Reading)." Vol. 98., Instructor Magazine, 1988.

Hocker, Phil, et. al. "Research Summary: 1987-88 Early Leavers from Juneau Douglas High School City and Borough of Juneau School District." University of Alaska Southeast, 1988.

Journal of Educational Public Relations. "Educators Benefit from Parental Involvement." Vol. 11, No. 3, 1988. (This article is based on the publication First Teachers: Parental Involvement in the Public Schools, Kristen J. Amundson, National School Boards Association, 1988).

Kantrowitz, Barbara. Wingert, Pat. Newsweek Magazine. Newsweek, Inc., April 17, 1989.

Keskitalo, Jan Henry. "Education and the Native Saamis." Indigenous Peoples And Education In The Circumpolar North. University of Alaska Juneau, 1986.

Kleinfeld, Judith S., et. al. Alaska's Small Rural High School. Institute of Social and Economic Research, Center for Cross-Cultural Studies, University of Alaska, Fairbanks, 1985

Meisels, S.J. (in press). "High Stakes Testing in Kidnergarten." Educational Leadership.

National Association for the Education of Young Children. Appropriate Education in the Primary Grades, 1988.

National Association of Early Childhood Specialists in State Departments of Education. Unacceptable Trends in Kindergarten Entry an Placement, 1987.

National Association of State Boards of Education. Right From the Start, The Report of the NASBE Task Force on Early Childhood Education, 1988.

National School Public Relations Association. "Business Finds It Hard to Hire Employees, Survey Says." ED-LINE, April 21, 1989.

Saville-Troike, Muriel. "Bilingual children: A resource document. Arlington, Virginia. Center for Applied Linguistics, 1973.

Smith, Mary Lee and Glass, Gene V. Relationship of Class-Size to Classroom Processes, Teacher Satisfaction, and Pupil Effect: A Meta-Analysis. Far West Laboratory for Educational Research and Development, 1979.

Tomlinson, Tommy M. Class Size and Public Policy: Politics and Panaceas. U. S. Department of Education, 1988.

9/19/89

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
September 19, 1989
Barrow, Alaska

Members Present:

Rep. Eileen P. Maclean, Co-Chair
Sen. Lloyd Jones, Co-Chair
Sen. Jack Coghill
Rep. Cheri Davis
Rep. Niilo Koponen

Members Absent:

Sen. Al Adams
Sen. Johne Linkley (Ex officio)
Rep. Johnny Ellis (Ex officio)

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124 - Pouch V
Juneau, Alaska 99811

Helen Pootoogooluk
P. O. Box 667
Kotzebue, Alaska 99811

Other Legislators:

Sen. Tim Kelly
Sen. Jay Kerttula

Witnesses:

William G. Demmert
Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
#465-2800

Edna MacLean
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
#465-2800

Willie Hens[illegible]y
Former State Senator
P.O. Box 710
Kotzebue, Alaska 99752
#442-3301

Leona Okakok
North Slope Board of Education
Box 957
Barrow, Alaska 99723
#852-7650

Charles Edwardsen
Box 211
Barrow, Alaska 99723

Cora Sakeagak
State Board of Education
Box 586
Barrow, Alaska 99723
#852-2611

CHAIRPERSON LLOYD JONES, DISTRICT-A, called the meeting to order for the Joint Committee on School Performance. Approval of the agenda and the minutes from the meeting on August 4, 1989, was submitted. The suggestion was made that the information packets for the meetings be given to the members of the committee prior to the commencing of the meeting.

SENATOR WILLY HENSLEY offered backround information on the initial work of the special Committee on School Performance that the Senate created. The Department of Education had presented a document to the legislature concerning the performance of Alaska's students on standarized tests. The information exposed that a substantial number of students were doing poorly. At that point, Alaska was spending more per capita on education than the rest of the other states. The accomplishment of the goal of education within the state needed to be reanalyzed. A Senate committee was established to explore the quality of education. The findings showed that there was a great amount of interest within the public concerning education. The area with the most serious deficiency was math and reading. A quarter of the seniors were not prepared to an enter a higher education system or the work field. Drop-out rates were being addressed in some districts. The committee also discovered the process and content of schooling had many ineffective practices. In many areas there were low expectations of the students and the course work was less demanding. The local advisoary school boards were not being adequately trained; many had no idea what their powers and duties were. Many superintendants had little concern of student achievement. The committee realized the

complexity of the issues and began a process to initiate positive change. The legislature should adopt a purpose of schooling statement. The result was establishing the goal of school. The individual school districts should be asked to file a report to the legislature, which would reflect each area of need within that district. Material from the Senate's study should be used in the joint committee report.

TAPE 1, SIDE 2

SENATOR JACK COGHILL, DISTRICT-J, suggested the idea of establishing more sites for boarding schools. The consolidation of high schools and possibly junior high schools also need to be addressed by this committee.

SEN. LLOYD JONES, CO-CHAIRPERSON, DISTRICT -A, introduced Commissioner Demmert.

WILLIAM G. DEMMERT, COMMISSIONER, DEPARTMENT OF EDUCATION, suggested that everyone participate in the International Seminar held in Barrow the week of September 18th-22nd.

Commissioner Demmert offered a prepared statement for the Committee's information. This report is divided into six parts: educational demographics, summary of student achievement in the state, overview of some of the social problems which are barriers to academic achievement, identification of partnerships, summary of Department activities, and a listing of recommendations which are important for the State of Alaska in order to meet the long range needs of students who need special help. The cost of running schools has increased drastically. This has caused educational programs to be stretched often to the point of deterioration. Currently, there is an interest to increase the foundation unit to larger amount. The long range issue is how to continue to fund education as the oil revenues decrease. The position of the department supports moving forward on the proposed educational amendment which would establish a permanent fund for operating elementary and secondary schools in the future. It is necessary to look at the alternative education programs for rural Alaska.

Commissioner Demmert addressed concerns the State Board of Education has toward improvement of academic achievement. Language development is the key to academic achievement. Without a strong language base, the student lacks the ingredients essential to develop analytic and conceptual skills. Without these skills, a youngster is destined to academic failure. The root cause of school failure is that school language arts programs do not adequately meet the needs of the students whose primary language is other than standard english. Language ability is largely determined by the age of three. It has been proven that

early childhood experiences and environment play an important role in developing a youngsters language ability. A Program must be culturally and developmentally appropriate.

Commissioner Demmert summarized the priorities:

* Establish a learning base during a child's critical years, which is culturally and developmently appropriate.

* Improve the learning environment which young children are exposed to and to build on the learning base established in preschool years.

* Improve the in-service and pre-service programs for teachers and the recruitment and hiring of more native teachers for rural areas.

* Developing partnerships with social service agencies to address social barriers which interfere with a child's ability to learn.

* Building a research base to help direct Alaskan schools to better meet their responsibilities.

TAPE 2, SIDE 1

Sen. Coghill asked Commissioner Demmert if the board had given any consideration to meeting with the Alaska Mental Health Board for instituting a program for the under-achievers.

Commissioner Demmert stated that he has not personally met with then, but he has met with the Commissioners of Health and Social Services and Community and Regional Affaires to disucss social barriers which are encountered in schools. Also, within the Department of Education, the Division of Rehabilitation has meet with program people across the state. This department funds programs for the under-achievers with both state and federal money. In addition, there is the Special Education Division who works with groups across the state to build partnerships and provide services. Also, the federal government is currently requiring the state to take a careful look at welfare reform. The Department of Education is involved in this activity as well.

REP. NIILO KOPONEN, DISTRICT-21, noted that at certain times in history the educational experience was more of an cooperative effort. There was a great deal of cooperation because there were not enough resources unless the school nurse, the well child clinic, the sports and community activities all took a part in the life of the school. With

the growth of professionalism, we developed concepts of professional turf, privacy and lack of informational exchange. With this came the division of the child as a whole person, and extended it to different agencies. Thus began the break down of our educational process.

REP. EILEEN MACLEAN, DISTRICT-22, and Sen. Jones thanked Sen. Willie Hensley and Commissioner Demmert for the information they presented and also Edna MacLean for translating Commissioner Demmert's presentation.

Sen. Jones intorduced the topic of internal business for the committee. The first point on the agenda was the planning the dates for the next three meetings.

REP. CHERI DAVIS, DISTRICT-1-B, suggested that one of the school board meetings be held in Petersburg. Petersburg is one of the highest performing districts in the state. Rep. Davis informed the committee that Sharon Young, Associate Director for the School Board Association, who plans the conferences for the school board, has asked if any members for the Committee on School Board Performance would be willing to attend one of these meetings and participate in a panel discussion. The next conference is planned for November 12th-14th in Anchorage. Rep. Davis has volunteered to attend this meeting.

Rep. Eileen MacLean suggested the October meeting be held in Anchorage at the time of the forum on "Youth at Risk". This forum will be sponsored by the State Board of Education and the AFN. This is scheduled for October 17th & 18th. The Committee agreed to meet in Anchorage on these dates, with the joint committee meeting the afternoon of the 17th at the LIO and as participants at the "Youth At-Risk" forum on the 18th.

Senator Coghill introduced a discussion on the life of the committee and the reports it is to produce. He pointed out that the Committee has been authorized to meet during each session and each interim of the Sixteenth Legislature and is responsibile for two reports, a preliminary report on the 15th day of the Second Session of the Sixteenth Legislature (January 23, 1990) and a final report on the first day of the First Regular Session of the Seventeenth Legislature.

Rep. Eileen MacLean recommended that the dates for the November meeting be finalized.

TAPE 2, SIDE 2

Sen. Jones suggested the November meeting be planned for Anchorage at the same time as the School Board Association Meeting and the Superintendants Association Meeting, which

are scheduled for November 10th - 11th. It was unanimously agreed to schedule the November committee meeting on these two dates.

The Chair noted that the December meeting would be held in Petersburg on Monday, December 4th and possibly extend into the 5th and summarized the meeting schedule between now and the end of the year:

1. October 17 (p.m.) at the LIO in Anchorage and October 18 as participants in the AFN-DOE Forum on Youth At Risk

2. November 10 and 11 in conjunction with the annual meetings of the Alaska Council of School Administrators and Association of Alaska School Boards in Anchorage.

3. December 4 and possibly 5th in Petersburg for both a committee work session and public hearing.

Rep. Cheri Davis suggested that the Co-Chairs send a letter to the school districts of Southeast, advising them of the scheduled meeting in Petersburg and encouraging testimony at that time.

Sen. Jones, Co-Chair, suggested that the committee's funds be divided 50% to the Senate side under the President and 50% to the House side under the Speaker, accountable to the respective co-chairs of the committee. Senator Coghill concurred in the need for this arrangement by pointing out that the resolution creating the committee provided for separate House and Senate identities.

Sen. Jones pointed out that the respective leaders of each body should be notified that joint expenditures, such as staff expenses, should be taken 50% from the House budget and 50% from the Senate's. (See below for a motion made on this subject.)

Sen. Coghill moved and Rep. Davis seconded that the committee delegate signatory responsibility for approval of committee business, including the contract with the committee's consultant, to the Co-Chairs. Hearing no objection the motion passed unanimously.

Sen. Coghill then moved that the full committee of both House and Senate members make the final evaluation of the contract with the committee's consultant upon its completion before final payment on the contract is authorized, seconded by Rep. Davis. Motion passed without objection.

Sen. Coghill moved and Rep. Davis seconded, that the Joint Committee on School Performance be funded jointly between the House and Senate leadership, through the Co-Chairs.
Rep. MacLean introduced the subject of Joint Committee travel expenses and asked what had been learned from the Legislative Affairs Office. Frank Darnell responded that when he contacted LEA regarding this topic, he learned that is was their opinion that the most satisfactory way for committee members to handle requests for travel requisitions and reimbursement of travel expenses was to go through their respective leadership offices in the regular way that they would for any standing committee work. Members of the Joint Committee agreed that this was the most satisfactory way to handle travel expenses.

Rep. MacLean opened a discussion on the subject of the contract for Dr. Darnell and pointed out that the contract is on a standard Legislative Affairs Agnecy form and fulfills the Agency's requirement that it shall not exceed $25,000.

Sen. Coghill moved that the Committee approve the contract between Dr. Darnell and the Joint Committee on School Performance as submitted. Motion was seconded by Rep. Davis. It was passed and so ordered by the Chair, Sen. Jones.

Frank Darnell pointed out that he learned through discussions with the Legislative Affairs Agency that his travel in behalf of Committee should be handled and paid for in the same way as if he were a member of the Committee. That is, he will request travel authorization through the leadership and submit requests for payment of expense the same way on standard LAA forms.

He further explained that prior to learning of this procedure, travel that had been necessary to carry out work of the committee and had been approved by the leadership he had paid for personally with the understanding that he would be reimbursed. This also applied to relocation expenses, previously approved by the committee. LEA suggested that a letter explaining this accompany his request for reimbursement.

Rep. MacLean explained that previous correspondence speaks to that and the Committee has agreed to pay these expenses. It now only needs to be dealt with administratively.

Sen. Coghill pointed out that Clause 4a of the contract needed to be made consistent with the Commi tee's intent to pay Dr. Darnell's travel and other expenses and thus needed to be amended to fit that understanding.

Sen. Coghill moved that the Co-Chairs contact the Legislative Affairs Agency on Clause 4a as to the understanding of travel and other expenses of the consultant as discussed and to amend the contract to fit that understanding and memorandum of August 18. Seconded by Rep. Koponen. Hearing no objections, the Chair ruled the motion passed.

Co-Chairperson Eileen MacLean suggested addressing the goals and responsibilities of the school performance committee.

TAPE 3, SIDE 1

DR. FRANK DARNELL, CONSULTANT, reported that in the brief time since he learned that he would be working with the Committee, he had been dwelling on the larger questions of what such a report might contain and how it could be put together in such a brief period of time. First, after arriving in Juneau on August 28th, he immediately found that he was to join the HESS Committee and the State Board of Education's visit to Bethel. That turned out to be a fortunate turn of events, as Dr. Darnell was able to get a reasonable feel for the problems that the committee would want to address. A great deal of the testimony heard was material that applies to the operational side of school performance in comparison with the policy making side. It is important that the committee separates the operational and policy making elements. The policies which will be considered will have far greater ramifications than many of the other topics because of the diverse nature of the State of Alaska. The first goal is to distinguish between a policy and operational problem. After attending the State Board in Bethel and the State Board Meeting in Anchorage, Dr. Darnell understands the dilemna of creating the report which the the Legislature has required. This report asks for a plan to improve school performance. This would cover a broader base in that it will deal with operations as well as policy. Concern has been expressed at the State Board level and in Dr. Darnell's opinion a close coordination between the two groups needs to be developed in order to avoid duplication or overlap in areas of responsibility. The question was posed by Dr. Darnell pertaining to the Legislature as the ultimate policy makers and the issues they want to address. This consideration over the years has been lost by many school districts. Dr. Darnell has seen a pendulum affect within the Alaska school system, from very tightly controlled State operated schools to a slackening of control and delegation to local control. In the 1930's, there was local control similar to what we have today, which had to be tightened up again. Presently, we are seeing the need for a swing in the pendulum back to more involvement at the Legislative level. School districts as a whole have enjoyed a degree of freedon

seldom found in any other state, and not found in Alaska up until this time. "School districts are a creature of the State". This is an important concept to keep in mind. As a legislative body, the constitutional responsibility lays in those hands. School districts which are indifferent to or not interested in that relationship need to be brought back into focus. The need is to address the balance between what we call state mandated legislative responsibility and the tradition of local control that has generated over the years. Goals need to be derived from the authority that the committee has and the legislature has.

Rep. Koponen offered information backing up Dr. Darnell's point in reference to the U.S. Supreme Court decision in the Prince Georges' County Case stating that the states have the primary responsibility for education and they may delegate but not abrogate that responsibility.

Rep. Davis commented that the prevention of drop-outs needs to be addressed on the early end of the education experience.

Sen. Jones, Chairperson reiterated in order to see the larger picture, the committee needs to narrow the goals and funding appropriations. There is a need to introduce feedback and information circles which will enable the legislative body to be more effective. The most important issues are policy and operational functions. The legislature's responsibility is to focus in on the policy aspect.

Co-Chair MacLean remarked that legislature is isolated from what is actually happening on the operational level.

Rep. Niilo Kopen stated that the task of the legislators in regard to public education is to focus on the children and their educational development.

Rep. Eileen MacLean reminded the committee that the State Board of Education has established some goals which there will be hearings on.

* Early childhood
* Parenting
* Language programs
* Community based child services as a multi-agency responsibility
* At-risk incentive program alternative
* Re-evaluation of schooling options
* Improving teaching practices
* Providing support for teachers in rural Alaska
* Building on the strengths of native language

and culture

Rep MacLean continued to recommend ideas which legislators should analyze:

* Concept of regional high schools
* Alaska relevant curriculum development
* The tenure law and teacher certification process
* The relationship of social agencies with the school districts
* Standards for school districts

Sen. Coghill commented that the State of Alaska is light years ahead of the New Jersey Special Certified Teachers in that Alaska has teacher aides in the communities. Sen. Coghill suggested that all schools in Alaska should be required to teach a full year course in the junior high school and then again in the high school level on the Alaska culture, economy, geography, government and history. These aspects vary so much in the State between Barrow and Ketchikan. There should be a commission for creating a text book on Alaska, possibly through the University of Alaska or a culture center.

Frank Darnell addressed concerns of the committee regarding the training of Alaska specific subjects. Alaska teachers from the local university must have six hours of Alaska related subjects, three which deal with cultural issues and three which can be chosen from geography, history or anthropology. This must be done every five years. A new certification requires six to nine hours depending on the prior introduction to Alaskan history. There is not a program within the state which offers a degree in Alaskan studies.

Co-Chair Eileen MacLean introduced the members present from the state school board. Testimony from the members present was invitied.

LEONA OKAKOK, NORTH SLOPE, BOARD OF EDUCATION, PRESIDENT, offered a welcome to all of the attending board members and appreciation for having the meeting in Barrow.

CORA SAKEAGAK, BARROW, STATE BOARD OF EDUCATION, commented that the state board is looking at the issues hoping to make recommendations to the state legislature for modifications concerning the certification issue for rural Alaska. Sakeagak commented, the committee needs to work collectively in order to meet the goals.

Rep. MacLean, Co-Chair, reminded everyone that the October 17th-18th meeting which is being sponsored by the State Board of Education in Anchorage, will be addressing YOUTH AT-RISK. The November 10th and 11th meeting has been

scheduled in Anchorage at the same time the Alaska Association of School Administrators and the Association of Alaska School Boards will be meeting.

Chairperson MacLean adjourned the meeting.

9/21/89

HEARING
JOINT COMMITTEE ON SCHOOL PERFORMANCE
September 21, 1989
Barrow, Alaska

Members Present:

Rep. Eileen P. MacLean, Co-Chair
Sen. Al Adams
Rep. Niilo Koponen

Members Absent:

Sen. Lloyd Jones, Co-Chair
Sen. Johne Binkley (Ex officio)
Sen. Jack Coghill
Rep. Cheri Davis
Rep. Johnny Ellis (Ex officio)

Other Legislatures:

Sen. Tim Kelly
Sen. Jay Kerttula

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124 - Pouch V
Juneau, Alaska 99811

Helen Pootoogooluk
P. O. Box 667
Kotzebue, Alaska 99752

TAPE 1, SIDE 1

CO-CHAIRPERSON EILEEN MACLEAN, DISTRICT-22:

I would like to take this opportunity to open this meeting and to take this opportunity to recognize some guests that we have. Starting with the North Slope Borough School District, we have some school board members and also personnel from the school district, Brenda Itta and Patsy Aamodt. And at this time also, I would like to recognize Senator Kerttula who is the member of the Legislature and Dr. William Demmert, Commissioner of Education, Edna MacLean, Special Assistant to the Commissioner, Ingmar Egede from Greenland, Joe Handley from Canada, Dean Mohatt

from Fairbanks, University of Alaska, and also Ann Spohnholz, from the Governor's office.

The work of the Joint Committee on School Performance is under way. An organizational meeting of the Committee was held in early August, in Anchorage at which times Senator Lloyd Jones and myself were named to be the Co-Chairs. Our second meeting was held here in this room two days ago, and I need to translate this portion in Inupiaq because these are going to be aired.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

The initial goals of the Committee are specified in the Committee Substitute for House Concurrent Resolution #18. Taking the ideas embodied in these goals are broad guidelines. The Committee held discussions to focus their efforts on specific concepts related to the goals and is now in the process of refining them as means to eventually set forth proposals for legislation that may lead to improved school performance. This public hearing is one of the means to reach the ultimate goal of that committee.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

Over the years, good ideas addressing the means to improve schooling have been expressed by community leaders, parents and teachers, but seldom have they reached policy implementation. It is the expectation of this committee that we can improve on this situation.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

Your contributions to this process are sincerely sought and will be appreciated. If you do not wish to testify at this time, we would encourage letters, testimony in written form, to the Joint Committee for School Performance, Pouch V, Juneau, Alaska 99811. This report, the first of two, that we have been charged by the Legislature to produce is due January 14th of 1990.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

Over the years, many shortcomings in certain aspects of schooling have been described by many people from all segments of Alaskan society. We are aware of the problems, the shortcomings have given rise to. We now want to address the means to overcome these shortcomings and problems and invite you comment.

[REPRESENTATIVE MACLEAN PROCEEDED TO TRANSLATE THE PREVIOUS TESTIMONY IN INUPIAQ.]

We are going to open this meeting by hearing some welcoming comments from our colleague, Senator Adams.

SENATOR ALBERT ADAMS, DISTRICT-L:

Thank you. The only comment that I have is the Chairman Rep. MacLean had introduced House Committee Concurrent #18 and was be commended that recent legislation passed both bodies, but I am hoping that one of the thing that we do is that we don't study the studies that have been done in the past and that when we take public testimony tonight, that perhaps that we incorporate it in some form of legislation and action. One of the things that this particular committee needs to do also, is paralel some of your input also with the State Department of Education. And I am please to be here with my colleagues for the night to listen to the testimony. Thank you.

REPRESENTATIVE MACLEAN:

Thank you, Senator Adams. And let me introduce Representative Niilo Koponen. Do you have any comments?

REPRESENTATIVE NIILO KOPONEN, DISTRICT-21:

Thank you. I appreciate being here. I have been working on various aspects of the educational system of this state for many years and I realize what we cannot in the legislature do for you for the community, but we can provide the frame work, where you, the parents and students themselves, teachers, the administrators, the Board members can better develop educational programs appropriate for your community and your students. We want to be able to provide you the tools so you can do your job better and that in many parts is our mission. Having worked on the Governor's Commission on Children and Youth, I realize that one of the things we need to do on a grass-roots level is have more interchange and cooperation between all the services, social services, health services, public safety and the like, whose actions affect the lives and growth of the children of each community. The extent that you can all work together in your community makes our job less necessary, and I hope that we can help in cooperation with the people of the State develop the changes we need to go forward and deal with the problems of the next decade, give you the tools to deal with those in your own community.

REPRESENTATIVE EILEEN MACLEAN:

Okay, let me at this point in time introduce Senator Kerttula and ask him if he has any comments he would like to share with the public.

SENATOR JALMAR "JAY" KERTTUAL, DISTRICT-E-A:

Just a brief one and that is I am humbled to be sitting under the beautiful painting of Eban Hobson and to be here with Patsey Aamodt, whose father Johnny Nufiginya, I served with in the Legislature, and with Brenda Itta, and I want to say that both legislators MacLean and my good friend Al Adams, are serving that same tradition. If we are going to be able to pay for the education of our people, and it does cost money, we have to have enough income. We weren't just there then voting for expenditures, that is easy to do, but how do you pay for it, and they stood up, they stood up for the people who asked them, they stood up for you, passing the necessary vote and taking the leadership, in the tradition of Eban and Johnny. They stood up for you so that if there is enough funding so that we can do some of the work that this Committee anticipates. Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Senator and I would also like to introduce Dr. Frank Darnell who is the researcher for our Committee and also he is sitting at this end and also my staff member, Helen Pootoogooluk from Shishmaref, and also Valerie Davidson, who is representing Senator Binkley. And Jim Nordlum, who should be coming here, I think he is kinda' waylaid somewhere, but he is representing Representative Johnny Ellis.

At this point in time, we would like to hear the testimonies from the people. When you do testify, please state your name and address so we can send you the reports, the transcripts from this meeting and if you are going to testify please sign up. We have a sign up sheet right at the end of the table. We would first like to hear from Leona Okakok. Thank you.

LEONA OKAKOK, NORTH SLOPE BOARD OF EDUCATION:

Hello, I am Leona Okakok, currently serving as the President of the North Slope School District, Board of Education. I have written testimony that Patsey will be helping pass out. Before my testimony, I would like to preface this with something I want kept in mind when we are giving our testimony from the North Slope School District. For one hundred years now we have been using a foreign system of education and we have tried to work with it, we have tried to change it, manipulate it to fit so that it will work for us and we have yet to come up with an

adequate system that can do that. I think as I stated today at the meeting, I think we as a people have a right to a system that reflects and affirms our people and our way of life.

[TESTIMONY BY LEONA OKAKOK, PRESIDENT, BOARD OF EDUCATION]

CO-CHAIR EILEEN MACLEAN:

Thank you. Are there any questions?

SENATOR AL ADAMS:

Just one, Madam Chairman. One of the things you stated that you opposed the concept of the binding arbitration. You and other boards throughout the State of Alaska have your work cut out, as you know we had a close vote in the Senate with 19-1 and I was the only one opposing the passage of that. I also feel that you loose local control with passage of collective bargaining. But one of the things that you need to work on this year is work on the House side, as that piece of legislation is sitting in House finance.

REPRESENTATIVE MACLEAN:

Thank you. Thank you, Leona. Okay, our next person to testify....

REPRESENTATIVE KOPONEN:

On the same bill, the bill that the Senate passed over no longer provides providing arbitration. It provides for the right to strike on the part of teachers. What is your position on that? Has the Board discussed that right to strike as opposed to binding arbitration, because we don't have an arbitration bill in the House.

LEONA OKAKOK:

Right. The right to strike bill, as it has been changed. I don't know how familiar you are with rural school districts, but with districts such as ours, it might be more to point since we do provide housing and things like that would make it very difficult for teachers to strike.

REPRESENTATIVE KOPONEN:

You don't think they are going to get in legal trouble in use of that kind of a weapon. Equal protection of the law. I think you should check with your Borough attorney on that.

LEONA OKAKOK:

Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Okay, thank you Leona. The next person to testify is Cora Sakeagak.

CORA SAKEAGAK, CLERK, NORTH SLOPE BOROUGH BOARD OF EDUCATION:

[TESTIMONY BY CORA SAKEAGAK, CLERK, NORTH SLOPE BOARD OF EDUCATION]

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Cora. Are there any other questions?

REPRESENTATIVE NIILO KOPONEN:

Just a comment that we are very grateful that the North Slope Borough recognizes its local responsibility and exercises it.

CORA SAKEAGAK:

Thank you, we do indeed.

SENATOR AL ADAMS:

One of the things, piece of legislation that we are working on, both in the House bill #37 and with the Senate bill that is on school construction and the grant program. What are your positions on this?

CORA SAKEAGAK:

I believe the board took no position on it, being like the urban centers we have the taxing ability and bonding authority and whether we bond or compete for grants, we would enjoy either, is the position we have taken.

SENATOR AL ADAMS:

Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you. At this time I would like to recognize Barney Gottstein who is the President of the State Board of Education. [Applause]

Okay, Roy Nageak is the third person to testify.

ROY NAGEAK, MEMBER, BOARD OF EDUCATION:

[TESTIMONY BY ROY NAGEAK, MEMBER, BOARD OF EDUCATION]

REPRESENTATIVE MACLEAN:

Thank you. Representative Koponen.

REPRESENTATIVE NIILO KOPONEN:

I would like to congratulate the Board for sponsoring the Inupiaq Language Convention and I think the statement that you have included here is a fine definition of the responsibilities of the family and the school and who does what first. We will welcome any information that you can give us when your At-Risk Study is completed because that is one of the major reasons for the selection of this committee and we are looking forward to getting that kind of information from all the districts.

ROY NAGEAK:

We have that information currently, but as we stated we are looking at the contents and that will in a sense reflect what kind of correction we will take with our at-risk students. Maybe in the future it will be available 'cause there are a lot of students within the State that have the same problems as we do, so we recognize that. We had a survey done and a study and later on that might be available after the Board really looks at it.

REPRESENTATIVE NIILO KOPONEN:

In the conference discussion sections that we attended, there was testimony from one parent from one district that wanted to see local advisory board take the role of the regional school board, in other words have the power of the regional school boards in their district in their particular school. Do you have a position on that?

ROY NAGEAK:

Well, we are mandated by state law as a regional school board, but as our schools get familiar or as we get more familiar with the school advisory councils and as we learn more on how to deal with the local issues, we do have a lot of local issues other than regional, as schools within their own village know about. As we get more comfortable, there are some barriers, some corrections where we are limited in how much we are able to give to our advisory school councils because of mandated State laws. Thank you.

REPRESENTATIVE MACLEAN:

Thank you very much Roy. The next person to testify is Patsy Aamodt.

PATSY AAMODT, ASSISTANT SUPERINTENDENT FOR INSTRUCTION, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

Thank you. I would like to share with you copies of our annual report....to the Committee. We are very proud of our Annual Report and also our emblem "Striving for Excellence". Thank you, Roy.

For your convenience also, I have copies of the effective schooling practices. The report presented to Honorable Jay Hammond, Governor of Alaska in 1981. I have copies of that for you.

[TESTIMONY BY PATSY AAMODT, ASSISTANT SUPERINTENDENT FOR INSTRUCTION]

TAPE 1, SIDE 2

REPRESENTATIVE EILEEN MACLEAN:

Thank you very much, Patsy. At this time, before we go any further, I would like to, it is my pleasure to introduce our Senate President Senator Tim Kelly.

Are there any questions?

SENATOR AL ADAMS:

I do have a question. One of the top four priorities of the Department of Education happens to be the definition of At-Risk. You have made a statement in here that you had just completed your study as of June. When would this particular committee get your position paper on that particular definition At-Risk and do you have a formula if in case the Legislature did fund the grant programs under this?

PATSY AAMODT:

Let me answer the first part of your question, which I believe was to ask when the report would be available. We have the report, our board had an opportunity to look at it but we have not had it up on the board agenda for discussion and once that has taken place and they have made recommendations, or additional recommendations for us, then have given us the direction that it is available for the general public, it will be available which most likely will be within the next couple months if not earlier.

One thing I would like to clarify is the definition of at-risk. What we did was use the definition that any child that is two or more years behind academically was a student at-risk. And according to the information that we have and the test results that we have, a high percentage still among our students would be considered high risk. We are doing well right now at the primary level and we see the trend improving as we go on but like a lot of the rural native schools, a lot of our intermediate and high school students would be considered at-risk because they are two or more years behind for the most part academically.

SENATOR AL ADAMS:

And my last question, did you have any type of form letter you have specified grants to school districts in this....

PATSY AAMODT:

Well, basically what we are requesting is that for those districts that are trying and are taking steps to address this issue and have programs that they are recommending that they be considered highly for getting the grants for the at-risk students. We don't have a formula per se, but we do know that there are somethings that we would like to continue to try in addressing that issue.

SENATOR AL ADAMS:

Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Patsy. Representative Koponen.

REPRESENTATIVE NIILO KOPONEN:

Thank you. What you are doing in effective schools program is essentially a pilot program for the rest of the State and will you have a report of the different practices and there effectiveness available to us on the effect school program before we are through with our deliberations. I don't mean today, but....

PATSY AAMODT:

Yes, you have been given copies of the effective schooling practices and primarily our districts start from this, and our superintendent, Dr. Shirley Holloway also taught a course on effective schooling practices and forced, not really forced, all the administrators took the course, and I think we are pretty much updated on all the effective schooling research that's available in the nation.

REPRESENTATIVE NIILO KOPONEN:

This is the 1981....

PATSY AAMODT:

This is the 1981, but we do have a bibliography and all that if you are interested in getting copies, I would be more that happy....

REPRESENTATIVE NIILO KOPONEN:

We would also be interested in how it is working out here in 1989. Which one of the things worked out best. That would be very helpful. I am also very impressed by the high school, I know that the district was criticized

for the cost of the high school but certainly the respect that the students show for the high school is the very important indicator of how the students feel about their entire process of education and I think that you are to be commended on it. One further question, and that is we are also very impressed by the early childhood education program, and long has been a concern of mine, and the fact that it is showing results. I also know that the way we have written the state formula, you are not adequately compensated for the early childhood....

PATSY AAMODT:

Did everyone hear that?

REPRESENTATIVE NIILO KOPONEN:

That is my own prejudice. That was not exactly a point to carry in the legislature. If you have any recommendations in regard to how the formula may be amended, only in that regard, we would like to get those too.

PATSY AAMODT:

We'll move on that. Thank you very much on behalf and our board, our parents and the administration, I thank you for your compliments.

CO-CHAIRPERSON EILEEN MACLEAN:

Thank you Patsy, and before we go any further, we are going to take a five minute break, and the next person to speak will be Roy Agloinga, from Nome.

ROY AGLOINGA:

Representative MacLean, I thank you for the opportunity to speak in front of you. I haven't been able to formulate detailed report as people before me, but I think I do have something important to say. I am from the Nome area, and but I am representing myself. Regarding school performance, Dr. Darnell, Rep. Koponen, Rep. MacLean, Sen. Adams and Sen. Kelly, I would like you all to take into consideration the cross cultural differences of Alaska with an approach which would uphold respect for the deep seated Native philosophies and values of Native people by maintaining policies forcing the present school systems to teach the children about local governments in our area, the city governments and the REAA's. I want to see more education on the advantages and disadvantages of ANCSA, Native literature, more education on Native literature, Native philosophy and Native languages. This leads into the importance of local control and the importance of local

input on education. This local control can be somewhat achieved by allowing us as recognizable, indigenous groups of people who create our own framework and our own tools for teaching. One example would be to place Native literature upon the same level as Shakesphere, Milton or Chaucer. We must place Inupiat values and philosophies on the same levels of other western values regarding etiquette, behavior modification and counseling strategies.

Education has always been and continues to be a priority amongst Native and Inupiat people. I would to suggest that State education systems assist and develop the frameworks and guidelines, rather than providing them for us.

I think one way to improve parental involvement, would to be to suggest to the village government that they hold meetings to prioritize their concerns regarding education and submit these concerns to the Board of Education, whether or not the meetings have attendance of ten or two hundred and fifty. We must begin somewhere, and in order to break away from the feeling of helplessness amongst our parents, we must maintain the availability of vehicle of which to voice these concerns.

You might suggest that the villages have meetings to prioritize these concerns to present to the representative of the area boards. That might be one way to do it. There was one suggestion that I had gotten from a lady at one of the meetings tonight, that she wanted the advisory boards to have more power, more say on local education, because they know their children more than often times the regional boards do. I don't know if it is possible to give the advisory boards more power, but if we can give local people more power in education, I think that self esteem would be raised amongst the people and the children.

In many cases, our people are beginning to establish self determination and local control throughout the State. This is good for our people, the parents and children. Encourage these forms of self sufficiency rather than the dependence that now exists for creating frameworks and philosophies.

In doing research, we need any change based on local research done by local people. This is the only way we can improve the educational system to fit the way of life of our people. Native teachers should be hired, native people should be doing the hiring, native children must see that we as native adults are competent and successful as defined by our culture, our language and our philosophy.

It is good to see Inupiat people discussing Inupiat education. In so many cases, I have gone to meetings

regarding native education, and non-native people have dominated the discussion about our children. Thank you.

REPRESENTATIVE MACLEAN:

Thank you, Roy. Are there any questions? Thank you, and the next person to testify is Dave Wilson. Before I forget, I would like to introduce our former Senator Willie Hensley, whose chaired the Special Senate Committee on School Performance, and this is a continuation of this, so I would like to acknowledge Senator Willie Hensley. [applause]

DAVE WILSON, PRESIDENT, NORTH SLOPE BOROUGH TEACHER ASSOCIATION:

Madam Chairman and members of the Committee, thank you for the opportunity, and thank you for being in Barrow. Several items I would like to address. The first one in regard to teacher negotiations, we support the present bill that was passed out of the Senate and is now in the House, which does not provide for binding arbitration but does have right to strike. Our interest is not so much in right to strike, but that we are put in Public Employee Relations Act, which we feel is an appropriate place for us and we feel that there is a set of laws on the books which will guide us more carefully in the negotiation process, and hopefully in the end, we will enhance it and speed up the process which will benefit all sides. So we ask you for your support in the House for that bill.

Second item I would like to address is teacher tenure. I noticed in the Committee report there is a proposal to increase tenure from a two year wait to a five year wait. Just for a point of comparison, I believe for instance in the North Slope Borough, Borough employees have a six month probationary period at the end of which time if they pass they, in the future if they are to be dismissed the Borough needs to show just cause, and they have a right to a grievance. If teachers do not get tenure for five years, we do not have this basic right of due process for five years, because in fact, teacher could be dismissed at any point during the five year period for no reason. The only thing on the books, is basically that the teacher has to be told why they are being dismissed but the teacher really has no right to grieve or pursue it if they believe that it has been an unfair dismissal. We think that the thousands of teachers in the State deserve....

[unidentified person asked for an explanation of who Dave Wilson represents]

Okay. Excuse me. Thank you. I neglected to introduce myself as President of the North Slope Borough

Teacher Association, and I am speaking as their spokesperson. North Slope Borough Education Association, it is a professional association of the teachers in the North Slope Borough. Again, in regard to the tenure issue, we would like the Legislature to consider that the teachers in the State also have a right to fair process in regards to dismissal and we believe that extending tenure to five years is really unwarranted. Secondly, there may be a misconception that once a teacher has tenure, that the teachers job is chiselled in concrete and that a teacher may not be dismissed. This is not accurate. A teacher can be dismissed for improperly carrying out the duties of teaching, for instance. What is needed is for a vigorous evaluation process by the local administrator. The teacher can be put on a plan of improvement and asked to improve in the areas that are noted and I think that that is one of the purposes we want to see in the evaluation, that it bring about a teacher improvement. However if it doesn't, the teacher can be dismissed. Teachers can be dismissed after two years, even with tenure.

Another point that is important to remember about teacher tenure is that teachers are in a vulnerable situation. We are doing our job in the public side to a certain extent. Everyday, for instance an English teacher in the high school, there might be one hundred and fifty students that that teacher sees during the day. That is one hundred fifty people in the community talking about what that teacher did. Those students are interacting with their parents, conveying what went on in the class room that day. Unfortunately, at times things can be misconstrued as to what took place in the classroom; it could be misunderstandings. I have been involved in a situation when I was in high school, where a teacher gave an excellent instructional program on Communism and a couple of students thought that the teacher was promoting Communism and next thing the teacher's job was in question. It was completely inaccurate, what the public's perception was of what happened in the classroom.

Part of the concept of tenure, is that the teacher have the freedom to experiment and do different things. We hope it doesn't happen, but many of us might recall some of the best teachers we had had been the strictest. Being a strict teacher today, isn't exactly a real popular notion. And again, we are left vulnerable if a public or person has a misconception about what took place in the classroom, pressure could be brought to bear, that the teacher be dismissed without really any inquiry or due process. So part of the reason for tenure is to guarantee our right to have some academic freedom in the classroom. I think that is all I want to say on tenure.

I would like to move on to one other subject, and that's about school performance. The school board in the North Slope Borough has done so much to put excellent teachers in the classroom and to promote basic concepts and quality education and yet students do score below the national norms and in some cases, way below national norms. No one is more concerned and upset about this than the teachers. We constantly are always talking about anything we can do to increase the standards to increase the academic scores of our students and we are concerned and we are disappointed that we haven't had more success and I encourage the school boards and teachers across the State to get together, because I think the teachers are in the classrooms everyday and have a lot of ideas and see so much, I think they could, it would be really helpful if boards and teachers interacted to help solve the problem together. I don't think there is a magic wand we can wave and tomorrow everyone will be scoring at the fiftieth percentile. We have problems. We want to work on them together. Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you. Are there any questions?

REPRESENTATIVE KOPONEN:

Anyway, rather than pointing our finger at the other thing, I realize that the task really falls on the administrator and it is not easy one to supervise properly but we have a number of other questions that have been raised. One of which is number of native teachers that we get into the school system.....students that apply. I noticed that you have a natural helper program in the school system and I am sure that there are teachers who use students to help other students get a sort of tutorial level. Do you have any sort of teachers teachers association or any club of students who may be interested in becoming teachers in the future so you can help in the recruitment of native teachers.

DAVE WILSON:

We don't have such a club and that is an excellent suggestion.

REPRESENTATIVE NIILO KOPONEN:

The other point is, of course, is that teacher expectations have been spoken of as an important to student performance, and I also know that teacher status in a community has a lot to do with pupil expectations, so it is a two way process in the community. The teachers has to have some acceptance in the community, therefore the

students will accept the authority of the teacher. Among the minorities where the teachers are among the honored position, the academic achievement is higher than among those where other things decide the teaching that are honored.

What are the expectations of the Barrow teachers, by and large, regarding its pupil?

DAVE WILSON:

Well, the expectations are that every student will apply as best they can and work to their maximum ability. I would like to make a comment that I think one of our board members has written an article about going to school in the western concept, in the concept of western schools, being brought up here and that is something that is important to realize, that schools have been, it is a western concept, whatever it has been point down here in the middle of a rural native community, and I' can tell my students that school is important. To be here, what we have got to say will benefit you for the rest of your life, and the school board can say that to students as well, but that is what we say, and I think that the students haven't all bought that heart and soul. They were still in a culture change transition. Many of the students don't see a reason for their education. They come, but they don't see a real reason, they really haven't bought into it. They see themselves as being in Barrow, as not needing an education to have a job, or they are comfortable, they can go to fish camp. Maybe we should move the schools to fish camp for some of the students. But, you know it is some thing for the teachers to say school is important, but it is going to be a process where by the communities have to buy in to the school system, too. We have to reach out to the kids that haven't bought into it yet.

REPRESENTATIVE KOPONEN:

I remember from bible study and also history is that it is actually the status of the teacher, is actually an Eastern concept.

REPRESENTATIVE EILEEN MACLEAN:

Okay. Are there any more questions or comments? Thank you Mr. Wilson.

The next person to testify is Judy Charles.

TAPE 2, SIDE 1

JUDY CHARLES, EMPLOYEE, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

Good evening. I am Judy Charles and I live in Barrow. I am pleased to have this opportunity to speak tonight. I am representing myself, however, I am an employee of the North Slope Borough School District, and real proud to be one.

I have been very lucky, working for the North Slope Borough School District, and it has given me the chance to live in a rich community. In a community, where I could have many and varied experiences, and also many opportunities for professional growth.

I have lived in Alaska, in various places in Alaska, in my lifetime. As a young child, I lived on the Aleutian Chain and during elementary school, my family moved permanently to Petersburg. Later, I lived in Juneau, and I spent eight years in Anchorage before I moved up here. So as a second generation educator, I feel I am deeply rooted in the evolution of Alaskan education.

I am a teacher here. I am in my thirteenth year of teaching on the North Slope. I am an elementary teacher that has converted to middle school level, and I have been teaching in middle school, I think this is the seventh year. As you might imagine, being a teacher, my focus here tonight will be on instruction and on that particular unique age of students that we have in middle schools. My comments are brief and should be looked at as comments that apply generally to education and generally to Alaskan schools.

My focus is to look at improved school performance at a middle school level. And some things that I think are important include: Building a strong basis, having a specific program dealing with social skills for students of that age. I also think that a way to help build social skills is to do heterogeneous grouping, mixed level ability grouping, not grouping students by specific ability as much as you can, especially at that grade level. I think a lot of electives are important, but electives that are very short and exploratory in nature, so that the students have a chance to try out a lot of things, maybe for six weeks, nine weeks at the most, with many choices. Above all, I am a firm believer in focusing on basic skills. I think mastery learning is ultimately important. I think that middle school children have often reached a maturity level that they are able to start dealing with sequential skill building, and I think there is an accountability both on the students part and on the teachers part to provide that structure in the classroom.

There are many creative teaching methods that can be used, that give kids chances to make decisions and choices about their own education. For me, I think there is an

untapped resource in our schools very often. And I think that untapped resource is teacher leadership. I believe that there is an empowerment of teachers that needs to be emphasized. I think the support of teachers should not be a rhetorical concept, but real support, whereby, money, time, and a lot of symbolic chances for recognition are realized. I think that if we tap into expertise on our teaching staff, if we actually include teachers in our leadership structure in our schools, that we will be dealing with the real grass roots people that have daily contact with students. It think we can build a stronger school culture that way, I think we are all looking for educational excellence. Teachers are the perfect people to guide each other, to be trained and have the time to do coaching, to build collegiality in our schools, and to be a real part of decision making, planning and then implementing those plans. We want to have a say in how our curriculums are being developed, how programs are developed, what activities happen. But it is very important that we are part of implementing those things, so that they are not only a plan, but become a reality. And we know that they are really happening. I don't feel that simply saying that teachers have leadership roles is the same as really providing the opportunity for teachers to participate. You can't add more jobs, more training, more programs for teachers to try to share with other teachers, on top of the kind of responsibility and the full day that teachers already have, which includes constant student contact. So, above all, I think it is important that teachers that function as leaders have time to help share working together with other teachers to make instruction as more successful reality in our schools.

I have heard some people comment on the economics of running school districts these days, and I only have a couple of things to say. I think that problems with the budget can directly impact students, and it scares teachers. Somethings I feel we need to be aware of. That teachers should not be piled with more and more teaching responsibilities as a result from attrition retirement or from people leaving the district or increased enrollment. We get more students all the time. Possibly many schools could use more teachers along with those students. A cut in budget should not cut the assistance teachers get from aides, it should not stop the chance you have some maybe some clerical help, and above all when there is a budget it should not affect classroom supplies. We should not see our basic skills time minimized in order to free teachers up to teach other classes. And we don't want counseling programs to be diminished.

I think that in order to improve student achievement, one thing we can do is empower teachers. That real support of teachers will result in an even more professional group

that will in the end be more committed and will directly impact our students. Thank you.

CO-CHAIR MACLEAN:

Thank you, Judy. Are there any questions? Thank you.

The next person is Montie Slusher, and after that Charles Edwardsen, Jr.

MONTIE SLUSHER:

Madam Chairman, my name is Montie Slusher. I live here in Barrow. I have been living on the Arctic coast for twenty-two years now and have made my living as a social worker, as a school counselor, teacher, principal, and also as director of employment for IT&T for a few years up here. So I have had a wide range of work experiences up here, working with people.

Tonight I would like to bring a couple of items to your attention. Since I work very closely, even in my present job with the school district with private industry, with particularly organizations like BP Alaska and ARCO and many of those companies, I am constantly on the defensive when they ask about the quality of education that the public school is providing. And, like I say I'm on the defensive because I have to defend what we're attempting to do. But again and again, I hear the demands for standards to be set for graduation from high school, and I have to go along with that. And so one of my recommendations is that you look at scraping the present Carniguie credit unit for graduation of four credits in English, because in all truth what one of our high schools here calls four credits of English, the high school a hundred miles away disagrees with, and Anchorage may disagree with that. There is no measure or standard that is in existence in the state, and if you get four English teachers together, they can't agree. Math you can come to a little bit closer standard, but again the industry is saying they can not do basis math when the "graduate from high school". Therefore, they can not be trained in the high technology that is facing our world today. So I am suggesting, that you look at a competency base program, even as this school district is starting to look at competency base. And look at it as a state requirement. In some states, industry and the press and the public has pushed the legislatures to go into a competency base program. I don't know what the answers are, but for example, we have one form of competency that exists in the state and that is the GED exam. I would like to see the GED exam required for all graduates. Because we are saying it is good enough for the drop out to get back into the system, shouldn't it be the bench mark or atleast the minimal standard for graduation from Alaskan high

school. Or come up with another test to do it. The cheapest way would be to use something that already exists. If you want to spend more money, put a research project together to come up with the ideal test. Then we might have it in ten years.

The second thing I would like to talk to you briefly about is the concern I have for the small high schools. I was principle of a very small high school for five years in Point Lay. And the thing I finally came up to realize was that there is.....when we talk about equity, and I have heard that word used many times tonight, you have to separate dollar and cents equity from program equity. Just because one district gets x number of dollars and they have so many students does not mean that you can offer a program in a small community. The Molly Hooch case said that there would be vocational facilities and physical ed facilities as well as the academics. We have some beautiful facilities, with no one there to teach in the area, for example of trades or industry or business or something because we do not have program equity. We have facility equity, but we do not have program equity. So my suggestion is, is that if you are going to continue village high schools that you look at a funding base that is program equity based rather that just based on the population that is there. And include the areas that you need in math, science, literature and humanities, and the vocational areas. There are three vocational areas. We have talked about secondary generalist for years, but you are not going to find one or two teachers who can teach in those five or six areas. It is a near impossibility. The other possibility, which you discussed in your regional meetings, was to go to regional schools. I think that will be expensive also, because you have got to have some sort of boarding program or go back to what SOS schools had, where they had foster home families with social workers and some of those problems. You still have to have the facilities to do it, and leave the ninth and tenth graders home in the village, you still will have an educational program to run there along with the maintenance and utilities that the buildings are going to continue to have there. I don't know the answerers, but I think that if we have some program equity concepts, it might be cheaper in the long run.

The last thing I wanted to mention was the concept of creating partnerships. I believe in creating partnerships. Part of my job the last five years has been to create those partnerships and I have heard our associate superintendent talking about partnerships with other government agencies in terms of social services and that sort of thing. And, we have been able, I say we, the school district has been able to enjoy the benefits of partnerships with ARCO and British Petroleum which actually furnish board, room and

transportation dollars for the education of our youth. I also am suppose to clarify this. I am speaking as an individual, based on my experience, and not for the North Slope Borough School District. They may disagree with me, but I wanted to get these things out and share my feeling. We have to have the ability to teach our youngsters so that they can succeed, so that they can compete, so they can be mobile in this new century, the twenty-first century. If they want to stay here and enjoy the native lifestyle, that is fine. But if they want to go on for further education, if they want to live someplace else, that is fine. I have raised five children up here. One is still here, one is in Florida, they others scattered all over. I can't control them. And I think that as parents, we have to realized we want the best for our children, we want them to have that ability to succeed wherever they want to go. But they are going to have to have that education to do it. And we have to set some standards for what education is. Thank you.

Do you have any questions?

REPRESENTATIVE EILEEN MACLEAN:

Are there any questions?

REPRESENTATIVE KOPONEN:

I just have a comment, the only persons that we assume are making an official statement as those that say so or the superintendent or the chairman of the board. We all automatically cover the assumption that everybody is speaking for themselves. After all you are all Alaskans.

REPRESENTATIVE MACLEAN:

Thank you, any other comments or questions? Okay, thank you Mr. Slusher.

CHARLES EDWARDSEN, JR.:

I am Charles Edwardsen, Jr. I speak for myself. On July 2nd, 1972, we had an unusual rallying in the Alaska Supreme Court. It was the first time in the history of the court where the Supreme Court of Alaska had the unanimous opinion of one. And this left to the creation of the North Slope Borough. We have found that there was conflict of interest and told we went to court and disqualified the chief justice of the Alaska Supreme Court. This counts not to the creation of the North Slope Borough, we have twenty-one hundred law suits against us. Against the people ....And the history of the oil industry today has not changed significantly. And so the gains that have been gotten up here are not free. They were inspite of great resistance and in doing so the Inupiat people in the Arctic

in their class is commendable. [indisc.] The State of Alaska had a negative reaction. A negative reaction to a first class [indisc.] borough. And this was the first voluntary borough in all over Alaska with first class status. And the rest of the governments in Alaska, were mandatory governments, that came from someplace else. The North Slope Borough is a government by itself, by its own people, for its own. In 1973 then was a special session. The special session sat and work on tools for the rest of boroughs to have the same passing authority as the rest of the main borough governments in this State.
And so [indisc.]....Alaska....[indisc.]....citizens of the North Slope Borough....[indisc.]....And so, we have the members today, and we must also not forget, I went to Mt. Edgecumbe, and to go to school without living with your parents is hard. And a local disaster of the people living on the North Slope Borough....this petition, we have lost about twenty five or twenty three of our students [indisc.] for education. protection. Discriminations still occurs, although it is unconstitutional in our constitution. So this type of unequal participation irritates some of us, especially me. And the [indisc.]....unequal protection still exists today in Alaska. They are dwindling because they [indisc.]....enough oil to tax the oil industry. The [indisc.]....our resources, it is that they have no work.

....equal protection, let it be so in our taxing revenues. We have heard the progress that has been made up here, the people have not misplaced those * .....were reinvested in the ....*.....of the North Slope. And the cost of our facilities, the cost of *.....were one hundred and fifty billion dollars. What happened to it? What happened to the state.....*resources. And so we have an *...opportunity to correct our fame. Our fame is not the people, it is those that have left ....of the people. I was happy to hear that the State of Alaska had created its own commission to review school governments. It is about time that we examine our historical past. And we may ...*... protect our future. And one of the most allocated forms that I have experienced, is different from ...*....misinformation. I want to submit for the record, a report that was misplaced, displaced, hidden during the negotiations of land claims. This report is very lengthy. It is about the progress of Alaska. And in the hour of education today, in the character of our schools, we have a mandatory educational program. And, so if Alaskan people were to study what actually had transformed during the the negotiations of the purchase of Alaska, maybe the hostility toward the native race would be diminished substantially. To view the natives as less than human beings is intolerable. It is intolerable today to foster this miseducation, misinformation from the true .....*.....of the native people of Alaska. And so, I wish to mark this report as part of your record.....*.....the State of

Alaska has been asked to participate in the .....*.....status with the University's government on the status of the Alaska natives. And for the record I feel that history must not be rewritten to fill the needs of the oil industry. I think that a history must be stated as to what occurred, and what has happened to us today. Thank you.

REPRESENTATIVE MACLEAN:

Thank you. Are there any other questions or comments?

SENATOR AL ADAMS:

The report will be submitted to the committee, right?

CHARLES EDWARDSEN, JR.:

Yes. This is the report, and I need it back. I have no Xerox machine.

REPRESENTATIVE MACLEAN:

Thank you. Yes we do. We will make sure that we make a copy of it and return the copy to you. Thank you, Etuck.

The next person to testify is Ida Oleman, and after that Anne Armstrong.

IDA OLEMAN:

Hello, I am Ida Oleman, Box 6, Barrow. I welcome our Representative, our dear Representative Eileen MacLean, Senator Al Adams, Representative Koponen and everybody here.

I am speaking as a parent. Having raised five children, and they are all in school, and as a parent I've been involved with the school system for many years, since my son started school and right now my son is attending college, fortunately. But yet he didn't attain proper education up here. And I was totally hurt with that. See with my education, I had to leave my parents and I earned it. If I could have bought his education I could have, but you can't buy education, you have to earn it. After I read his report, I realized that he couldn't even make a proper sentence, he couldn't even make a proper paragraph. So that is a product that he has gained up here, and he is my eldest child. But I am very fortunate that he is attending college for the first year, and it is going to be a struggle for him, cause he didn't attain the skills that he needed when he was attending school up here. He attended our district from kindergarten through twelfth grade.

I have four other children in school. And I know Thomas, my eldest son's IBBS testing was always below average. I met with administrators, I asked for tutors, I mean I did my share as a parent, but where did I fail. Where did the system fail me? That is one question that I have always asked myself. And I am sure that I am not the only parent in that situation. And if the kids were given proper education up here, we would be seeing them here, but where are they, and why are they dropping out in college. Maybe they didn't attain the skills that they were supposed to have attained when they were attending school up here. That hurts! That really hurts. When you have a child that doesn't attain his education when he should have. He was faithful in school, no behavior problems, faithful attendance. Where did the system fail me, or where did I fail? I was so hurt, I went to see the superintendent and the assistant superintendent concerning my situation. And I realize how critical education is. And I am always so proud that a lot of us left and it was our responsibility to earn a education, which we did. We earned it. We got the skills that we needed to learn.

We were bilingual, fluently bilingual when we sent out. But my son, his first language was English. He was fluent in English. That is one of the things that I can't understand. He can speak the english language more than the Inupiaq language. If he was fluent in Inupiaq like what I went through, it could have been different, but he was fluent in english.

I also attended all the parent-teacher conference. I was always there. And I think where the system failed was, we had a no-fail system. And we had the same superintendent for so many years. And I think that within the grading level, I was cheated. My son was getting the grades that he didn't earn. Otherwise, it wouldn't have reflected. That's a clear reflection. But now we have a different superintendent, after having had that same superintendent for a number of years, but now my responsibility as I see it as a parent was starting with my son is in third grade now, my youngest boy. I started selecting his teachers. It was my choice and I am happy I have that opportunity to select his teachers. And I had to do it from talking to the administrators, talking to the teachers in the district, who's best for my child, who can best teach my child. And it is a clear reflection that it makes a difference. It makes a world of difference. My child is in third grade, and he's about average now in ITBS testing. And I am doing the same thing with my daughter, I'm going to select the teachers and be on top of it. I'm not about to let what happened to my eldest child, I am not about to let that happen again because it hurts too much.

And I know from listening to your first session, Tuesday, I know Jerry Davis mentioned the five year tenure time line. Maybe that has to be implemented. If the teachers are not giving proper education to our children or respect to our culture, you know they should be, they shouldn't even bother teaching. I know our district is going into the direction where we are getting quality teachers and I'm seeing that. That's in elementary. I have one in middle school and one in sophomore and I know that they are below ITBS testing. I mean, it's too late for them now. I ask for a tutor, I even ask for a special education for my child, but they told me that he doesn't belong in special ed. He doesn't belong in special ed. Well, where will he go? So he just tagged along, tagged along. Fell through the cracks. So I think the tenure time line on the teachers, that needs to be considered.

Maybe the best move I can do, is get away from the community, so my kids can earn better education. I mean I have had so many thoughts about that. But my lifestyle is up here, we go camping every summer, I mean I can't trade that. But I can stress how important when you send your child to school, how important that teacher is to that child. Just as how important it is as parents as we are toward that child, towards our children. So it really makes a difference on the selection of teachers in our district.

And for closing, I sure like the heading of this on your report. I haven't read this or anything, but I like having Schools Succeed at Helping All Children Learn. All children are capable of learning given the proper instruments. Given the proper instruments by the teachers. Thank you.

CO-CHAIR EILEEN MACLEAN:

Thank you, Ida. Are there questions or comments? Thank you, and the next person is Anne Armstrong.

ANNE BRENNER ARMSTRONG, TEACHER, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

Madam Chairperson MacLean, Senator Kelly, Senator Adams, Representative Koponen, Dr. Darnell, thank you for this opportunity to testify. As an educator, I'm Anne Armstrong, Anne Brenner Armstrong. As an educator of the North Slope Borough School District, I would like to speak toward the performance of middle schools.

[TESTIMONY BY ANNE BRENNER ARMSTRONG, TEACHER]

REPRESENTATIVE MACLEAN:

Thank you, Anne. Are there any questions or comments? Thank you. Ronald Brower, Sr. will be next and after that Rex Okakok.

RONALD H. BROWER, SR., PARENT:

Thank you Madam Chairman for giving us this opportunity to make our presentations to you and also to thank the Senators and Representatives for being here with us and listening to our community and our concerns.

My name is Ronald H. Brower, Sr. I'm a parent of six children and at the current time I am working as the President for a local village corporation. I'm involved as a parent with my children's education in various ways and I'm also involved in other activities with the school. Whether it shows or not, in occasion, I do a little bit of guest teaching.

As an employer of students, who have recently graduated, we who have to employee the students who are graduating from our local schools have a particularly difficult time in hiring potential native employees, especially in consideration of the technical advances our companies in our State has achieved at this point. One of the most appalling things that we have had to deal with, is that in the hiring of these young people, who have decided not to go on to college, the degree of their comprehension level is so low that it makes our companies, it makes it very hard for our companies even to consider hiring them. Without considering, providing the necessary training for them to achieve even some of the simplest tasks.

Even though our school has a lot of technical advances, such as computer training, when these skills are being applied, what in the business community. It is appalling to find that even the simplest work performance can not be completed unless additional supervisory skills or supervisory attention is given. As employers of these very same individuals, we are finding that we have to expend additional dollars to train these individuals so that they can be competent enough to perform the work required of a corporation. Whether it be simple letter writing, whether it includes research. This basic skills of our children is not there. And it is very difficult to see ourselves in this kind of situation. We have the most advanced school systems, we have the nicest facilities probably across the State, and we think we have the best teachers. But we are having very difficult time of hiring and retaining these local students, whether they be native

or not, because of the level of comprehension that they have achieved at this point. Some of the individuals that we have worked with, recent graduates are showing that they can not do writing levels beyond third grade. This is a very dangerous situation in our community.

And listening to Ida's presentation, I feel the same pain that she does. It's difficult. I have a daughter that just graduated from our school. She was going to go to college, she has decided that she is not ready yet. And she is pursuing other avenues of work and also to prepare herself, so that she can enter college. This is a painful thing that our community is experiencing. And I think, when I look at this type of performance, even though the school has done a very nice job of making their presentation here, I have to look at the reality of our situation. It is, once they are done with the process of educating these children, even though we are participating in that process of education, the comprehension level, the skill level of these children that are graduating....

TAPE 2, SIDE 2

....That a rural education system is delivering this level of education, and this level of performance far below standards. It is also this situation, which I feel is leading to the high rate of teenage pregnancies, the suicides, the drop outs, and all these other social problems that we are experiencing within our communities. It is especially this level of students, whether they are students or recent graduates, where we have this problem, and it shows. From eighteen thru twenty-five, we have the highest rate of suicide. We have the highest rate of drop-outs. It is appalling that our legislative system does not take into serious consideration, or has not before taken into serious consideration the situation that our educational system is in.

I am pleased that you are making some attempts. But I would recommend that the State and the Legislatures consider taking the sputnik approach of programming school performance the way the United States did when Russians sent up the sputnik. I would, it is important, I think at this stage that the State Legislature take this kind of approach. Because it is a critical situation throughout the State, not only here. We may have all the fancy facilities we want, we may have all these nice little programs we want, but if the comprehension level of these students to perform even simple tasks after graduating is a very deep concern within our communities, which we would like our legislators to address and reassess much more closely than what you have.

Our dollars in our community, much of it comes from taxation, much of it is local. You have heard our school board report to you on the amount of money the State is spending on the North Slope. At the same time, it is very difficult looking at the flow of those dollars and looking at the State's regulatory requirements in addressing our community needs and regulating our schools. I think, and from our prospective or especially from mine, this type of performance is a disgrace to our State. It should be a disgrace to our Legislators. You are the ultimate decision makers who are funding our schools, who are is funding our education. And you are the people who we look to to provide us the type program we need. I am sorry if I may sound a little bit harsh, but this is the reality of our situation.

I would also recommend in consideration of the rural Alaska that the Legislature consider reviewing the ICC Arctic policy on education. I think you would find this a very useful tool in your deliberations, especially in consideration of rural schools. And it may change some of your philosophy toward education. Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Ronald. Representative Koponen.

REPRESENTATIVE KOPONEN:

Have you or other employers, been invited into the classroom at any level, by administrators or teachers to stress to the children the kind of skills they will need in the world of work?

RONALD BROWER:

Well, it is become of the situation that we as the corporation have taken the step to be a participant in our school. We are taking that step voluntarily on our own.

REPRESENTATIVE NIILO KOPONEN:

The other question is, are the kids listening to you seriously.

RONALD BROWER:

Yes, they are. In fact, as a result of this direct participation, in employing some of these students, we have been able to prevent atleast four or five of our local students from dropping out of school.

REPRESENTATIVE KOPONEN:

Excellent, I am glad to hear that. The other thing I understand essentially that you are recommending something like the State version of the National Defense Education Act, that specifically targeted certain skills, and required the districts to prove that they were able using the money given them to raise those skill levels.

RONALD BROWER:

Yes.

REPRESENTATIVE KOPONEN:

Thank you.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Ronald.

RONALD BROWER:

I think that the State legislature consider that approach.

REPRESENTATIVE KOPONEN:

And evaluate whether it is working or not.

RONALD BROWER:

Yes.

REPRESENTATIVE MACLEAN:

Okay. Thank you, Ronald. And the next person to testify is Rex Okakok. After that, Reva Shircel.

REX OKAKOK, PARENT, BARROW:

I always heard that politicians were full of hot air, and I can belief that tonight sitting back here, so hot.

[TESTIMONY BY REX OKAKOK]

REPRESENTATIVE MACLEAN:

Thank you, Rex. Are there any comments or questions? Thank you.

REX OKAKOK:

I said, I would like to see some research and studies done to see to what extent the school board should have control over programs and what things the school advisory boards can have control over. Because you know, we hear a lot of villages want a lot more involvement in schools.

REPRESENTATIVE MACLEAN:

Excuse me, would you please come to the mic so that we could get you name for the record and your words. Thank you.

ROSE ISAAC:

Yes madame, my name is Rose Isaac, and since I neglected or forgot to sign in to testify, I think I will take advantage of the situation. I am from Tanacross, Alaska. That's in the interior of Alaska, located half way between Fairbanks and the Canadian border.

Today, in one of our workshops, I made a suggestion or made a request and I believe at that time, and I have been thinking about it all day, I think I opened, I thought I opened a hornets nest, or a can of worms. But now that I heard this gentleman say what he did, I don't think so. I believe that throughout the whole State of Alaska, I think I can safely say that most of our people need and want local control. We have local control. It looks real good on a piece of paper in black and white, but in reality we don't have local control. I sat on that advisory school board of my village for the last five years. All we are is advisory. That is the only thing we are. The board is thing that has control, the board that sets the curriculum, the people who decide what to teach my children are sometimes total strangers.

You have a big task before you, and I would like to suggest that you have listened to different people tonight, testifying on whatever their interest may be. For the record, I am strong advocate on education, any type of education. We need quality education, we need quality teachers. We need local people to control the schools. To have that authority to set policies and regulations for our schools, for the education of our children. And I don't think we have that. I'm not sure what the answer is. There are people who are going to disagree with what I am

saying, but I don't think I will back down because I firmly believe in what I am saying. I live in a village. I see how my....what progress, if any my kids are making in todays educational system. Some of our kids don't even know how to subtract. Recently, my son who is thirteen, started high school. I was lead to believe, just like this lady over here....[indisc.].....she attended every PTA meeting, every teacher conference. Where did she fail as a parent? I don't think she failed. I am telling you there is something definitely wrong with our educational system as it exists today. As it existed in the past. Especially, since the creation of how it is today.

I was educated in the BIA system. Many people will disagree with what I am saying. I had one BIA teacher with over thirty students, first grade through eighth grades, who taught me very well. Who also lead me to believe that I could be anything that I want to be. Not only within the village of Tanacross, but where ever I go in life, I can be what I want to be.

I have heard a teacher, educator tonight, saying that kids seems to think there is no point in education here in Barrow. I would like to disagree with that person. That is the kind of attitude that we need get out of our school system. We need to portray the attitude to our kids, the positive attitude, that they can be anything that they want to be regardless of where they go in life. Whether they are in a fish camp, whether they are in Anchorage, whether they are in Juneau. It is there choice!

I totally agree with Rex, and God, am I happy to hear him say that, because I think that we do need to restructure the system. The task is before you, and you need to take all of these factors, everything that you hear, and I'm asking you to absorb, trying to absorb it all with an open mind and try and not be biased in any way. Thank you.

REPRESENTATIVE MACLEAN:

Thank you, Rose. Are there any questions or comments? Okay. Thank you. Reva. After that we will hear from Wendy Esmailka and then Sam Towarak, then Elsie Itta. Elsie will be the last one.

REVA SHIRCEL, EDUCATION DIRECTOR, TANANA CHIEFS CONFERENCE:

My name is Reva Shircel. I am the Education Director for the Tanana Chiefs Conference. This is my third presentation to your committee and I thank you again for the opportunity to testify. I appreciated also your giving Rose, a couple minutes of your time, because essentially what she said was what I was going to be saying anyway.

There are eight school districts within the Tanana Chiefs area. And we have successes on certain issues in certain of the school districts. We have two school districts, where we are not to sure about having appropriate representation as school board members, we have another school district where we have no native teachers, at all, even though we have a total of forty-eight native teachers within the interior. We have problems with social promotion, where students are graduated or promoted to the next grade level for whatever reason, which hinders the students when they are ready to get into college or ready to get into adult vocational training. We have sent students outside of the State of Alaska, both in and out of the State of Alaska, and found out after we had sent them to the schools with our funds that they were on a fifth or sixth reading level and probably the same math level. And as result of that, these young adults returned home as failures although it wasn't any fault of theirs. It is like Ron Brower said, we have a system in place that is probably the best quality physical buildings are good quality, supposedly we have the best teachers there are, and yet there is something lacking.

We have a problem with tenure. We have many students or many teachers being hired sometimes through the administration with the different school districts or by school boards who tend to stay, or come up with their own ideas on how children should be educated in the villages. And that is a big problem. There is someone here tonight that talked of cross-cultural courses that should be required, and I agree with that concept and those should be required for teachers who come into any village. It is along the same concept of the Peace Corp, where you have to pretty much understand what the language is, what the culture is, what the tradition is of the place that you're going into. Tenure, we would like to throw, to abolish that system entirely. We believe that teaching children should be based on merit and of course there is going to be a big human cry over that, but we just can't condone having teachers staying in villages, you know, to the determent of our children.

Social issues. I don't see any problems with schools coordinating efforts with other agencies. Social service agencies, with mental health agencies, with any appropriate agency that would focus and benefit the child, because we do have a high suicide rate. We just recently lost two young cousins on the Yukon, which was an alcohol related incident. It's a painful thing to see, to endure.

We need a lot of information, probably some monetary systems to get more education on drugs and alcohol. We, I guess, probably the most important thing would be the

language and the culture. It doesn't make any sense to me or to us in the Interior, that our children have to learn one way of life and one way of looking at things, especially in a location where they spend the majority of their time during the day. And I think that government agencies and entities everywhere should recognize the fact the indigenous people are people that are very fortunate indeed, for having a culture, two ways of looking at things, two ways of doing things, and have the capability, you know, because of their family or their elders, to be able to learn the second language, without any problems. I think that incorporating that two should be done in a wholistic manner. It shouldn't be done after hours, and I know that you have heard this before. I have said it many times before. I think it is time now to do something about it. It think that it is a good starting for our children to start building up their self-esteem and knowing, you know, beginning to realize where they come from and where there roots are.

The biggest recommendation that I would like to make is to initiate a reform of education for the students. Not only for native students, but for students, for other students as well, because I think the majority of our students are having some real problems adjusting to the way of life that we have today. And you need to start acting on that right away. Again, thank you.

SENATOR AL ADAMS:

Are there any questions?

UNIDENTIFIED SPEAKER:

Is your position that because of tenure, you can not discharge teachers that you don't feel are doing a good job. Is that your problem with tenure?

REVA SHIRCEL:

We have gotten rid certain teachers, even though they have had tenure. It has been done through the evaluation process and through documentation. I don't think that is the only way you can do it.

UNIDENTIFIED SPEAKER:

So are saying that it is just to difficult to go through that process.

REVA SHIRCEL:

It is extremely difficult. Sometimes it takes as long as two years. And yet, that person is in the classroom,

probably to the determent of students. And I think that that's probably the main reason we would like to have them on a merit system.

REPRESENTATIVE EILEEN MACLEAN:

Are there any other questions? Thank you, Reva.

JEANIE NELSON, TEACHER, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

I'm Jeanie Nelson. The question that I had is that I have been here since 7:30 pm, and I understood it was a public meeting and I didn't realize that we had to sign up to talk, and I have to teach school tomorrow, so I would like to know if there is a chance that I could speak tonight.

REPRESENTATIVE MACLEAN:

You could submit written testimony and we did have a sign-up sheet right at the end, but we accept written testimony. Okay, thank you, Jeanie. We could also put you down, Jeanie, tonight if you would like to testify. We have three other people. Wendy Esmailka, after that Sam Towarak, Elsie Itta and Jeanie Nelson.

WENDY ESMAILKA, DIRECTOR, INTERIOR CAMPUS, UAF:

My name is Wendy Esmailka. I am the director of the Interior Campus which is the sister campus to Chaichi and the step-sister to the North Slope Higher Education Center, I would like to thank the Joint Committee for hearing me and also for the people of Barrow for allowing me the opportunity to speak.

One of the programs that the Interior Campus offers as well as the rest of the College of Rural Alaska offers the teacher education program which off campus is known as EXCEED. We have had some success over the past twenty years in the Interior in graduation of a number of teachers. I think Reva said forty-eight teachers in the Interior. Fortunately, many of them are employed as teachers in the Interior. Several of them have not been employed in the Interior for reasons that are unclear to a lot of us. I understand that there is a bill in the House and I apologize for not having adequate information. I heard it on the plane into Barrow from Jim, that there is a bill in the House that is requesting an affirmative action policy for school districts. The University of Alaska has an affirmative action policy, which the Interior Campus joins in having goals set at all levels of administration, faculty and classified staff. And as the Director of the Interior Campus, although I don't represent the Interior

Education Council, I don't think. I would strongly support an affirmative action policy in the schools.

I know that, although many teachers have been employed in the Interior and the North Slope and in many other communities. We are currently facing a backlash in the Interior from school districts that will go unnamed on the record. We are hearing from districts, they've reached some sort of quota of unknown numbers, we are hearing from districts that they are dissatisfied with the teachers, native teachers that they have hired, we are hearing from districts that they are refusing or are quite negative about native teachers, native teacher education students doing their student teaching in the villages, particularly in their home villages. It just seems to be getting stronger and stronger and it's ironic that the backlash is coming from districts that in the past had history of hiring quite a few native teachers.

There are a number of other difficulties in helping native teacher education students attain there certification and I would also support any legislation that's purposed, that involves forgiveness loans. Most of the students that we serve in the Interior are women that about my age with several children. They are involved with subsistence activities, church activities. Some of them have full time jobs. All of them are full time busy. All of them are committed to their education, and many of them simply can't afford to go to school, even with grants, even with assistance from the corporation. They are afraid to take loans because they are afraid that they won't be able to pay them back, and consequently, people are deciding not to go to school. I don't think in the Interior that we can afford to let those people go by, and not to be able to get a teacher education degree simply because they can not afford it.

As a parent, I have two young children. We live in Fairbanks. My little children have little or no opportunity in Fairbanks to have native teachers, and I feel that they're deprived. I know of certified native teachers that live in Fairbanks that haven't been hired by the schools. And, while this isn't a direct criticism of the Fairbanks North Star Borough as opposed to any other school district, I think that if there were affirmative action policies in place, that we would see more teachers in Fairbanks and in the rural districts. I think that we have to do absolutely everything we can do to assist people from the Interior and the other districts of the State, to get people into the schools. And if affirmative action policies help, if forgiveness loans help, then I'm for it. Thank you.

REPRESENTATIVE MACLEAN:

Thank you, Wendy. Are there any questions or comments? Okay. Sam Towarak.

SAM TOWARAK, ADMINISTRATOR, BERING STRAIT SCHOOL DISTRICT:

My name is Sam Towarak. I'm from Unalakleet, Alaska. I work as Administrator for the Bering Strait School District, however, I am going to speak in the capacity as an individual, as I was unprepared.

I have given a talk before to this committee, and I will just reiterate two points that I have, inlight of what has transpired since.

The first point is real simple. It deals with the capital improvement program dealing with schools. I would like to talk with you with regard to that as it relates to school performance. And the other is to retrace the history of the REAA's and how we have come to 1989, as it again relates to school performance. One of the advantages of speaking late, is that you may not ask any questions, and the other is that less people that need to put up with what you say.

The capital improvement programs for the REAA's for the last three years has been very nil, as near as I can tell. Because not been as rapid as the cities, I'm sorry the municipalities and boroughs. I was pleased to see that Wainwright just dedicated their school, and then Barrow will be getting a middle school, and they are now planning for a 1992 completion date. We in the REAA's can't do that. We know that the State has spent one hundred and ten million dollars for municipalities and boroughs. And this is good, but it diminishes the ability of the REAA's with regard to quality of education. And I think that school performance is that. We are basically dealing with the quality of education. I have a school in Gamble, which is on St. Lawrence Island. Pretty soon, we are going to be visa-free. We will have natives being able to visit there for a few days and possibly student exchanges on the island. But we have a school there that is overcrowded and they are going to see that as an example of the education program that we deliver. I think that more than anything, the parents in that school have been waiting and within the last three years, we have told them they are number ten, they are number twelve. It doesn't look like we'll get funded for next year. That is pretty hopeless. And what is happened, what is happened as an aggregate over one year and then the next year of no CIP programs, is that we are coming to a critical point in the REAA's building programs, possibly three to five years from now in which we will be dealing with dilapidated school buildings. Most of the buildings that we've acquired are old BIA buildings that have code problems. And, while the Barrow area has those

particular BIA schools also, they are now upgrading and changing over, and also probably the Nenana region will be not to far behind, once they figure out the tricks of bonding.

I think that I don't need to correlate too much the need for new schools to be built in rural Alaska. I do need to let you know that the quality of education will be affected; thirty-five years from now you will start hearing some complaints from people, and it will be pretty critical. I was glad you funded Unalakleet school. We were about to be flooded out. Every fall we get the rains into our buildings, and we once had Governor Sheffield observing rain coming down the kitchen, rusting our stove. It was a good sight for him to see. We hoped when Cowper went by to see the Gamble Elementary School, but he only went up to the high school, and I don't know if he wanted to see the elementary school. But the Russians did, and I think they got a favorable impression of the particular school.

But then I want to go back to my second point, which is the history of the REAA's. You know they started, I hope I've got the right dates, 1976. And that has been like thirteen years. And so last year was the first year in which we have had a K-12 student graduate from those REAA's. And then any organization, they are open to criticism because they are fairly new system. School systems across the country are a little bit older. And It would be fair to criticize those people, and I think it is fair to criticize the REAA's. I think they have come a long way, on the other hand I think they have a long way to go. And each school system is different across the board. The point that I want to make is that while we are only, we have had only one graduation class, graduating as a result of the REAA's, I helped start a Molly Hooch school. We started that from scratch, and I pity the high school students that went there in their freshman year of school, because it was tough. It wasn't a very easy situation.

We have since improved. In the last three to five years, I have heard REAA's and borough rural school districts talking about academic excellence, talking about improvement of the quality of education, talking about the concern, and it is at the board level, it isn't at the teacher level, it isn't at the administrative level, it is at the board level where parents and community members have expressed concern for education. And it was real good to hear the business portion. I have also noticed in the State now businessmen are starting to hop on the band wagon. I know in this summer, we listened to Barney and I believe a lady from the Jean Buchanan from the Anchorage School Board. And it is real good to hear that business people are now becoming concerned about the education, the

quality of education, as it relates to their employers. And for me, I want to encourage it, and I hope you guys in your report include some concern on the part of those constituents as they express their views. It will challenge the schools that are currently operating. And I sympathize with the parents that have seen their kids possibly graduated three to five years ago, and yet understand that these kids were possibly educated in the BIA school and possibly educated in the start of a REAA, in which case maybe possibly wasn't a very good situation. But I have seen also within the REAA itself, an improvement in the way we deliver education. And it is becoming so formal and as I worked as a principal and I can see the changes that I affected and what I do in my, as a teacher and as well as an administrator when I was a principal. I used a gauge class, and I picked on the kindergarten and I followed those kids through to see if my evaluation of how I was doing. I followed them for three years, and now they are into fifth grade. I am seeing how some other results of which I did, that they are now in the fifth grade, that they go on. It was the same thing for the basketball program, which is really ....[indisc.]....understand in rural Alaska. When I got there, I started a basketball program with my community education program so that it was more of an instruction type thing and they grew up to be pretty good kids in the elementary grades as to athletic instruction. The point is, now that we have graduated class this year, our seniors are the product of the first day of instruction for that particular program, for that athletic program that we started in the elementary school. So in essence, we have four years of kids that have taken the basketball program, and I'm willing to bet you that we are going to be State's small school champs this year.

TAPE 3, SIDE 1

....[Tape change. Text lost.]....doing manuals, going over and redoing organizations. And if REAA's were a profit making corporation, and we restructured them, I would assume that there would be some expense to go into restructuring, which means more money from you. And then a plan to do it. And give us time to establish that plan. A good example of planning was standardized testing. We only had one year to get ready. And we are going to be criticized for standardized testing. Fault testing at that. We are going to go to the Legislature and our kids are going to be as good as they could be for the amount of preparation we had in one year. Great expectations and I hope we deliver them.

That's basically what I wanted to say as far as, and I hope I related the historical reference as it relates to school performance and any changes that you may affect in rural education. Thank you.

REPRESENTATIVE MACLEAN:

Thank you very much, Sam. Any comments or questions? Thank you, Sam. Elsie Itta.

ELSIE ITTA, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

I'm Elsie Itta. I'm speaking for myself this evening. I work for the school district. I have been their employee for the last ten years, or eleven years. I'm an Inupiat. I am from Barrow. I certainly would like to talk in Inupiaq, but for the sake of those of you who can't understand Inupiaq, I will speak in English. Even as having just gotten my masters, I still feel a little bit uncomfortable talking in English. But I prefer to speak in my Inupiaq language, however, I am going to talk in English.

I was born and raised here in Barrow. I went through BIA school system. And my situation was a little bit different because I was raised in an extended family situation and therefore had a lot of support from my relatives. And when I was going to school, I had a lot of support at that respect to from the teachers we had. And because I like to speak up when something was wrong, I spoke up and got sent to the principles office often. But I felt that our teacher had to know somethings and we just couldn't just be quiet about it. I don't know if that part of me comes from having a great grandfather who was non-native, I forget that once in a while when I start getting political and native.

But I have taught in the school district as a teacher. I have worked in the Inupiaq Department in the bilingual program, worked on materials and I have taught in the Inupiat classroom, also. Then recently, I worked as a college student advisor for the students who were dropping out going to college and it was such a high rate of drop-out, not only from this region, but it seemed to be high in other regions also. But I guess my point tonight of speaking, coming up here and speaking, I think of my thirty-six other classmates, who never went on, well there was a couple of us who went on to college. That's two out of thirty-six. Which is a very small percentage when you think about it, that we had such a good education from BIA school system. But I feel for some reason, how come my other classmates failed within the first three weeks of college. Everyone of them could have completed that college degree. I had classmates who could have become civil engineers, teachers, whatever. And all my time, I have gotten my degrees, that has bothered me. Why all these colleagues of mine, my classmates for twelve years, I hate to say it, but were left behind. And they had, I feel they had all the attributes to go on beyond and get their

degrees, and then when I started reevaluating my situation why I went on, the main thing that keeps coming back is this: That from childhood, even with my mom's fifth grade education, she taught me one thing, that this responsibility thing. She taught me that you have certain chores to do and you take care of them, and from there on you take care what happens. At the same time, that religious aspect of my person, we had it strong in those days, too. Where the values were strong, and now in that time, at that time, when we were growing up we had a grandparent in most of our homes, and that grandparent or parents taught us some cultural values that we live with now days. And there again, it comes back to that responsibleness of your actions, of your own person.

And I feel that the school if it had played any role in helping us in becoming responsible, I feel that our parents, my mother had a lot to do with teaching us that thing that made me pull through those years of going on to higher ed. She still supported me, and fortunately last year, even though I am a mother myself, but she was still there. She expected me to finish. But it is that parent support that is so important. I'm a parent now and I don't think I let my children go more than a month or so letting them know of my own expectations of them. That I expect my daughter to go college,in a way she has no choice, and I expect my son to do something similar higher, going on beyond high school.

Being a teacher, having being a teacher, do I expect the school to teach the entire responsibilities to my kids. I would say, yes I expect that, but I at the same time as a parent, because I was taught to be responsible, will take that responsibility too. And so when they don't get their homework done, my children fifth and second grade, we check on them, both of us, my husband and myself. And I feel I don't get on my kids case to the point where I'm forcing them, but to nurture it.

I think it is very important, not when they just start school, but this is way back when they are just born. Because research has told us that kids go easily into reading when you start teaching them reading, when they are born or even before they are born. I had my own, because I never liked to read. Believe it or not, I never learned how to read until about four or five years ago. I read because I had to! That wasn't something I liked, but I did it. But not until four or five years ago, is when I finally liked to learn to read. I read to my oldest when she was six month. I started reading to her, I wanted to see what this research was about and see if it was going to tell me the truth. When it was time for her to start reading in first grade, there was no problem. But that was just one child. And then we did it again with our second

child. And because of the nature of our home situation last year, I was very concerned for my son, because he was going to be in first grade. That meant that he was going to be expected to read. And because our home was such that I was away from home eighty percent of the time, my husband helped in the meantime. I was very worried of what he was going to do. I was so afraid. And if he failed, I was going to blame me. When I heard that he was reading, within a few weeks of entry into first grade, I couldn't believe it. I had to hear it for my own ears. So when I came home during a break, and he read to me, that's when I was convinced that when you read to children when they are so tiny, it's so important but its, as native parent, teacher, administrator, there's so many things going on, as I listen to so much testimony tonight. So much turmoil, saying well our teachers in Alaska should have this and this, our teachers here. I understand everything. I understand, but having to be equal, having to like to be equaled, to be fair, if I was placed in a situation where I would just coming out, and getting certified, I would wonder at that time, should I take Alaskan studies, should I take multi-culture education, when I myself has been a subject all my twelve years, in bilingual multi-cultural education. Because we have had to learn English, when Inupiaq was your first language.

And, there are just so many things going through my head. I had to say my piece tonight, because I just couldn't sit back and be quiet having been Alaskan native, a teacher, and working in a place where it is my home town, where it is open to anything. And I take full responsibility for who I am, for my position, for my teaching career, for my administrative career. I acknowledge Ida's comment. I was one of her son's teachers. Her eldest son, teacher. And I take full responsibility for that. And we talk about teacher certification, and you, we talk tonight about getting more Alaskan native teachers. Which brings to my mind, the certification process. Sure, we need more Alaskan native teachers. When I look at the statistics, and I don't like to talk about statistics, but when it comes down to money and all that, I think it is what people look at.

And I see in 1987-88 year, Alaskan native teacher population was 2.9% of the State. I just wonder to myself, what would be the most expeditious way to get that number up to even 5%, much less 10%. I would like to pick about 50%, but we would have to do something drastic to get it up there. I mean drastic, something beyond teachers scholarship loan program. I think that something like that can happen. I am currently working with teacher certification program here on the North Slope. Recently, I just went to a small village and talked with a group of seven teacher-aides. And because I had gotten used to this

whole terminology of college, and I take for granted a lot that anyone can understand what college is all about. The ladies took me back to when I didn't know what college was about. I had to back track and tell them, because it seemed such an intimidating situation for them. And I had to really get off my professional self and just be my native self, which fortunately I am an Inupiat. And I thank my stars I am. And that I can talk in Inupiaq with the ladies, and just act normal. And they showed an interest that they would want to get certified, but they would like a full time facilitator on site, all the time. And we need that kind of thing in all our villages. Someone to help these people, someone to mentor them. 'Cause someone from a district wide bases can't do it all alone. I certainly don't think I going to do it all alone. If I think I can, then I'm quitting my job tomorrow. I can't do it all alone. We need on site facilitators. We need programs you can do during the summers, when they aren't working, and support their tuition, their stipends. Encourage them. But 2.9% is far off number from 50%.

REPRESENTATIVE MACLEAN:

Thank you, Elsie. Any comments or questions?

SHIRLEY MOSES, TEACHER, LIME VILLAGE, NORTH SLOPE BOROUGH SCHOOL DISTRICT:

I'm Shirley Moses and I am currently teaching in Lime Village with the Iditarod School District. I would like to speak as a parent, because I have four children, I have a vested interest in our students in rural Alaska.

When we talk about students at-risk, I feel like going up and grabbing people sometimes and they say you know we are students at-risk and you've got to help them. I think the people that are at-risk should be the school boards that hire teachers, that are incompetent, or not fully prepared to come out and teach our children.

We need to have more community involvement in the say and hiring of teachers. And more say in the curriculum that's taught in the schools. You know a lot\ of parents don't get involved because they feel threatened by any teacher that comes in or administrator that comes in, that has a written curriculum, that's set. They are afraid to challenge that, because they don't know there rights or responsibilities as parents or as community people. I would like to see some sort of grass-roots organization that is made up of native community members, both, it could be a mixture of make-up of nonprofit people that are interested in education, profit making entities, having someone on staff to work in facilitating getting information our to communities, so that parents are more up

on what is happening in education and what laws are being enacted that will have an impact on education.

I think we talk about, we want to have parent involvement, let's get some information out to them so they won't feel so threatened when we, or even I as a native teacher come out and try to stir things, I don't really stir things up, but I like to see parents feel good about sending their kids to school. Feel like they have, they can come up to me and say, I would like to see this done, or I have a suggestion. I don't like to see parents stay at home, because they don't feel like they can walk into the school and have something to say. I think that we as native people, native educators, native parents, should start thinking about looking out beyond our little realm of our school or our community, and get together and network. We have got a lot of young talented parents, community people, who have put a lot into education. But yet, we are at these hearings, and we're sitting here wondering what we can do to make education better and stronger in native Alaska, in rural Alaska.

Why don't we start up a grass roots organization of people that have time to commit themselves to looking at alternatives to education. It's not, you know, the REAA's have been only in existence for thirteen years. That's like a new born infant when you look at a time line. And I think that we are going to be meeting like this for the next thirty or forty years, if we don't start getting our own native people involved in looking at the process and looking at empowerment of our schools.

We have very few native administrators. Those are the positions that we could have a great affect on. And that people would have the power to go in and talk, organize changes and to facilitate ideas that come into the community.

We have got to quit pointing our fingers at one or the other. I'm caught in the middle. I'm going into school administration, I should be finishing up my masters in administration next spring, yet I want to be in the classroom, because I know that is where I can really have an impact. Right now, the current system doesn't allow many native people to have a real impact in rural settings, because the people that are sitting on the boards are, they have been institutionalized. They get elected by the people, yes, and they have good intentions of representing the people, but who are the people that tell them what things they can do. It is administration, school administration. The superintendents and the people that are in the district office that give, go over rules and regulations, they'll go over what ever they want the people to know. But unless the person has time and spends a lot

of effort, they don't know what , they don't know the school regs, and they don't know what powers they have. That's got to change if we are going to make an impact in education. That's all I have to say.

REPRESENTATIVE EILEEN MACLEAN:

Thank you, Shirley. Are there any questions or comments?

REPRESENTATIVE KOPONEN:

Just one comment. I hate to take up the time, but I would like to tell you that when I was at the University some thirty odd years ago or so, I think a greater percentage of my classmates were native and went into teaching, and that has been the case for a longtime since. They did find at that time, it very difficult situation, in going back to their home villages, because they were then young people trying to take the role of an older elder. The situation has changed largely, but not in every case.

But remember that we then got succeeded in getting the Native Land Claims through the help of various activists and everybody, and the fact that the oil pipeline. And there was a need for talented people in all of the corporations and all of the .....not just the regional corporations, but the profit making corporations, the village corporations. And then we had the pipeline and the oil boom and there was much money to be made in those kind of things. During that period, I was working for Head Start, having to reduce my salary in order to keep the program going, and trying to recruit folks at the public schools and for Head Start. And I could recruit very young people and older people, but the class of people, the age group of people who had been my classmates, like [indisc.] Albert Ivy and Jerry Ivy, who were one of my student teachers and Bella Hammond and the others. They had other jobs that paid more or were more important to the community at that time. Things will change because we don't have the oil boom any more, and the corporations and the regional corporations are now in place. But there was a whole period, that even if we had wanted to, and we did want to, some of us anyway, we just couldn't find the people because there were other demands for those kind of talented native people.

You see some of them in positions of power now, might have ended up teaching in class, or running a school.

REPRESENTATIVE MACLEAN:

Okay. Thank you. Any other comments? This will conclude our hearing, and I would to thank everybody that

has been here, and all the reports will be sent to the people who have signed up. And if you want a report, please sign up with Helen Pootoogooluk or Dr. Darnell.

AGENDA
STATE BOARD OF EDUCATION
STRATEGIC PLANNING MEETING
ANCHORAGE, ALASKA
JUNE 6-7, 1989

TUESDAY, JUNE 6, 1989

STRATEGIC PLANNING SESSION FOR ADDRESSING THE CHARGE TO THE STATE BOARD IN HCR 33 WITH RESPECT TO SCHOOL PERFORMANCE: STATE BOARD OF EDUCATION AND ALASKAN EDUCATION COMMUNITY

9:00 AM SBE PRESIDENT BARNEY GOTTSTEIN: Statement of purpose of the meeting and the challenge before the Alaskan Education Community

* Determination of the role and responsibility of the State in meeting the needs of school districts which have demonstrated consistent substandard student academic performance.
* Identification of components of a plan or plans which the State Board of Education should consider to meet these needs as mandated by legislative directive in HCR 33.

COMMISSIONER WILLIAM DEMMERT: Overview of major Alaskan "at-risk" issues

I. OVERVIEW OF NATIONAL TRENDS AND DISCUSSION OF SPECIFIC ALTERNATIVES ADOPTED IN OTHER STATES

GENE WILHOIT: Executive Director National Assn. of State Boards of Education -- Meeting Facilitator

ROBERT RATH: Northwest Regional Education Laboratory

II. Initial presentations from invited experts/practitioners/school district superintendents/University research experts -- problem definition; recommendations for alternative options; identification of specific strategies which might be considered for replication

* University of Alaska Research Panel: Judy Kleinfeld/Secondary Education; Dave Hagstrom/Elementary Education; Jo Kuykendahl/ Preschool-Early Childhood Education

* Teachers/counselors/NEAlaska: Bob Waters - McLaughlin Youth Center; Lucy Brown - Counselor East High School; Darlene Heckler - Selawik; Marilyn Rosene - Dillingham; Claudia Douglas - Fairbanks(Jr. High and Alternative High School

* Superintendents/Alaska Council of School Administrators

III. Opportunity for all other interested persons to share observations/opinions/hands-on experiences with State Board of Education and education community

Structured dialogue/interaction between State Board and education community -- problem identification/analysis of status quo by local school districts/SBE

WEDNESDAY, JUNE 7, 1989

IV. Summary of Tuesday discussion/ clarification/determination of the role of the State in addressing the identified problems

V. Consideration of various alternatives for short and long range implementation

VI. Discussion of process for continuing work on the identified alternatives

* Identify "doable" initiatives
* Identify committed individuals and organizations to work on specific initiatives
* Identify leaders responsible for each unit of work
* Set specific "firm" timelines (June-December)
* Interaction with various legislative committees engaged in similar activities
* Coordination of all of the above

PARTICIPANTS

Name	Organization
John Anttonen	South West Region School District/Department of Education/Juneau
Gary Baldwin	Lower Kuskokwim School District/Bethel
Liz Borrero	Yukon-Koyukuk School District/Nenana
Lucy Brown	ASD Indian Education Counselor/Anchorage
Jean Buchanan	Anchorage School Board
Jack Chenoweth	Alaska State Board of Education/Juneau
Susan Cocklin	Kids Corporation Head Start/Anchorage
Cheryl Cole	DCRA/Anchorage
Chris Converse	Mat-Su Indian Education Program/Palmer
Rick Cross	Fairbanks School District
Rachelle Daniel	Alaska State Board of Education/Tuntutuliak
Claudia Douglas	NEA Alaska/Fairbanks
Carol Evertt	Alaska Congress of Parents and Teachers/Anchorage
Harry Gamble	Department of Education/Juneau
Don Gray	Alaska State Board of Education/Fairbanks
Rosemary Hagevig	Alaska Department of Education/Juneau
David Hagstrom	University of Alaska Fairbanks
Sandi Haynes	Kids Corporation Head Start/Anchorage
Darlene Heckler	NEA Alaska/Selawik
Cathy Herrnsteen	Alaska State Board of Education/Kodiak
Shirley Holloway	North Slope Borough School District/Barrow
Toni Jones	Department of Education/Juneau
Matthew Kenny	Alaska State Board of Education/Juneau
Sam Kito	Alaska Federations of Natives
Judy Kleinfeld	Fairbanks Rural College
Carlton Kuhns	Bethel High Scool - Lower Kuskowim School District
Jo Kuykendahl	University of Alaska Fairbanks
Rob Lapham	Josten Learning - Alaska/Anchorage
Janie Leask	Alaska State Board of Education/Alaska Federation of Natives/Anchorage
Dori Luht	Alaska State Board of Education/Fairbanks
Danille Madigan	Kids Corporation Head Start/Elmendorf AFB
Ann McCoy	Alaska Congress of Parents and Teachers/Anchorage
Nicki McCury	Yukon Koyukuk School District/Nenana
Edna McLean	Department of Education/Juneau
Stephen McPheters	Alaska Council of School Administration/Juneau
Sally Mead	Health and Social Services/Anchorage
Charlie Mae Moore	Department of Education/Juneau
Patricia Newan	Kids Corporation Head Start
Eileen Norbert	Nome Public Schools
Leona Okakok	North Slope Borough/Barrow
Pat Pourchot	Alaska State Senate/Juneau
Bradley Raphel	Yupit School District
Marilyn Rosene	NEA Alaska/Dillingham
Lynda Sather	Fairbanks School District
Ginny Stocker	Kids Corporation Head Start/Chugiak

Dortny Mae Thomas	Rural Cap Incorporated
Sam Towarak	Bering Strait School District/Unakaleet
Carol Waters	Anchorage School District
Sue Wilken	Alaska State Board of Education/Fairbanks
Mary Wolcoff	Department of Community and Regional Affairs
Sharon Young	Association of Alaska School Boards/Juneau

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.13 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE,1988-90

10/19/89

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
OCTOBER 19, 1989
ANCHORAGE, ALASKA

Members Present:

Sen. Lloyd Jones, Co-Chair
Rep. Eileen P. MacLean, Co-Chair
Sen. Al Adams
Sen. Jack Coghill
Rep. Cheri Davis
Rep. Niilo Koponen
Rep. Johnny Ellis (Ex officio)

Members Absent:

Sen. Johne Binkley (Ex officio)

Other Legislators:

Rep. Ronald Larson
District 16-B

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124 - Pouch V
Juneau, Alaska 99811

Helen Pootoogooluk
Aid - Representative Eileen MacLean
P. O. Box 667
Kotzebue, Alaska 99752

Guests:

Willie Hensley
Former State Senator
P. O. Box 710
Kotzebue, Alaska 99752
#442-3301

Jeannie Alexander
Representing Senator Coghill
P.O. Box 55028
North Pole, Alaska 99705
#488-0862

Bob Arnold
1440 Mayflower Drive
McLean, Virginia 22101
(202) 224-2251

Dr. Mike Carl
University of Alaska - Anchorage
3211 Providence Drive
Anchorage, Alaska 99508
#786-1999

Valerie Davidson
Representing Senator Binkley
P.O. Box V
Juneau, Alaska 99811
#465-4985

Barney Gottstein
President, State Board of Education
6411 A Street
Anchorage, Alaska 99502
#561-1944

Charles McKee
2201 W. 36th Avenue
Anchorage, Alaska 99503
#562-0505

Jim Nordlund
House HESS
3111 C Street
Suite #455
Anchorage, Alaska 99503

Ann Spohuholz
Office of the Governor
3601 C Street
Anchorage, Alaska 99508
#337-8777

SENATOR LLOYD JONES, CO-CHAIR, DISTRICT-A, called the meeting to order for the Joint Committee on School Performance. Approval and additions to the agenda was asked. Approval of the minutes from the meeting of September 19, 1989, was submitted.

REPRESENTATIVE EILEEN P. MACLEAN, CO-CHAIR, DISTRICT-22, asked to amend the agenda to include Bob Arnold. There were no objections to this amendment.

Rep. Eileen MacLean asked that the typographical errors in the spelling of some of the names included in the minutes of the previous meeting be corrected and reincorporated.

Rep. Lloyd Jones introduced the guests: Senator Hensley, Representative Larsen, Bob Arnold, Barney Gottstein, the president of the State School Board, Ann Spohuholz from the Governor's office, Mike Carl, and Valerie Davidson who is sitting in for Senator Binkley.

Rep. MacLean, Co-Chair, presented a summary of the Joint Committee on School Performance meeting held in Barrow on September 19, 1989. Testimony was gathered from those representing various regional school boards and community members. The issues addressed were similar to those being discussed at the Youth At-Risk Conference, held in Anchorage on September 17th. The Joint Committee has delineated the role of the State Department of Education and what they foresee the needs to be. This will influence what the committee will work on.

SENATOR JACK COGHILL, DISTRICT-J, opened discussion by recognizing the value of directions for the committee's work in the comments made by Dr. Darnell at the Barrow meeting.

Sen. Coghill explained that the state statute requires the committee to report by January 1990. This special committee actually stays in position until the next legislative session beginning January 1991. This changes the agenda by giving a prolonged time frame.

REPRESENTATIVE CHERI DAVIS, DISTRICT 1-B, commented on her participation on the Youth At-Risk Task Force Meeting in Anchorage on October 18th. Much of the information presented coincides with what the Joint Committee on School Performance has assessed.

SENATOR WILLY HENSLEY commented that the Youth At-Risk Meeting was quite successful. The observations by the youth panels were especially interesting. Senator Hensley stated the types of discussions that were held at this task force meeting, should be conducted on a regional level and a village level. This would allow more people to participate in discovering resolutions to these problems.

Sen. Lloyd Jones asked if the committee would be getting copies of the recommendations from the Youth At-Risk Task Force.

DR. FRANK DARNELL, CONSULTANT, remarked that he contacted Tony Jones, who was responsible for setting up the meeting on Youth At-Risk. A scheduled report of the Anchorage meeting has been planned and will become part of the documentation that the Joint Committee on School Performance receives.

BOB ARNOLD reflected upon what the committee had recommended last year. Mr. Arnold complimented the Legislature on creating a two year committee. This committee should be commended on the fact that it is building upon what Willie Hensley sought to do last year.

Mr. Arnold commented that living in an area as large as Washington D.C., he has been exposed to many educational reform plans. He remarked that the work being done in Alaska in the last year is superior because it is more inventive and much more specific.

Mr. Arnold expressed concern regarding the District of Columbia area, speaking of increasing graduation requirements as the way of solving the educational problem. Also, there are thoughts of extending the school day. "More of what is not working, will not make things better."

Mr. Arnold suggested that everything should be questioned: "Is it more of what is currently not working?"

Bob Arnold continued to stress the need for parental involvement in the educational system. He suggested that the lack of this would be a way of switching the guilt of what is happening in the schools. Furthermore, the teachers need to be held responsible for what is not happening in the classrooms.

Mr. Arnold stated the fundamental task needed is to be able to engage the learner in his or her own learning. Historically, we have had to look to teachers who inspire and motivate. This in the past has been the task of parents and teachers. Mr. Arnold feels that one of the most important recommendations which the committee made last year is the purpose of schooling.

Mr. Arnold commented that introducing the statement of purpose of schooling is an important beginning, but it does not sufficiently cover the ground work.

Mr. Arnold began to recall the reasons why he did not think that the area covered last year was adequate. The committee proposed last year for the Legislature to declare the purpose of schooling in Alaska to be that all learners succeed now and in the next level of education, in order to shape worthwhile and satisfying lives for themselves, to exemplify the best values of society, and to be effective in influencing the quality of character in the world about them. Mr. Arnold suggested that at the beginning of each quarter/semester the proposed purposes be discussed for three or four days, and the teacher would be able at this time to show what the purpose of that schooling has to do with what the student is learning. An inescapable

companion to the purpose of schooling is an answer to the question of what is worth learning.

Mr. Arnold pointed out that once the purpose of schooling is adopted, the state board will then be obliged to adopt a series of goals that are complimentary with the purpose of schooling.

Mr. Arnold reiterated that an important aspect of the goal of education is the statement of exemplifying the best values of society. The values that unite not only the United States, but the entire world are much greater than those that are disagreed upon. These are values of integrity, courage and respect for others. In Northwestern Alaska, the Inupiat values are posted in all the classrooms. No child is set out to lead a life that is not worthwhile; it happens because they give insufficient thinking to the question of how to shape and make a worthwhile and satisfying life.

Mr. Arnold noted that the statement to create a worthwhile and satisfying life does not define what that life will be. For some it will be life in the village, some vocational school and for others college. Who is to determine, what is a worthwhile and satisfying life? These concepts are partly subjective and partly objective. Talking about what these concepts mean is extremely important, and this needs to be done with parents and students and teachers.

Mr. Arnold suggested the information from the first report of the committee could have been called, engaging students in their own learning. With a purpose of schooling goal, the students would be talking in the classroom about what is worthwhile and what is worth learning, and what it means to be an effective influence in government. The committee also called for a school reform plan from every school district in the state. The committee recommended that students and parents help in preparing this report.

Mr. Arnold stated that he is currently a staff member of the Indian Affairs Committee in Washington D.C. and assistant to Senator Murkowski in Indian issues, specifically in education.

Mr. Arnold continued that on October 27th, the Senate Committee will be holding a hearing on the Office of Indian Education. The federal money represented at this hearing for Indian education will be more than half of that granted. The committee will be looking at the Office of Indian Education. In the last fiscal year, the budget was approximately four hundred million. In the United States, the total spending for Indian education at the federal level is about seven hundred sixty-two million. Much of the October 27th meeting will be concerned with impact aid.

SENATOR AL ADAMS, DISTRICT-L, mentioned that the Secretary of Education had been in Alaska, who is planning a year long study. Sen. Adams asked Mr. Arnold if he knew the scope of the study planned by the Department of Education?

Mr. Arnold responded that what the study hopes to accomplish is to gather more data and look toward th. White House Conference on Indian Education, which will be scheduled in two years. The Senate has given $500,000. for the planning of that conference.

Senator Coghill asked Barney Gottstein if the board was investigating the idea of regional high schools where there could be more and better competition.

BARNEY GOTTSTEIN, PRESIDENT, STATE BOARD OF EDUCATION responded to Sen. Coghill, stating that this issue has not been addressed yet. The decision to regionalize just has happened. The Board currently is coming to an end of its need to address the problems of the at-risk students. With the assistance of this committee, the 1990 legislation will begin to address early childhood education, and the issue of regionalization.

Sen. Coghill explained that having localized schooling is an issue for many villagers in the Interior, particularly the students themselves. They like being with their families, yet they are not getting the needed education.

Sen. Coghill asked Barney Gottstein what the State Board is doing about the at-risk students.

Barney Gottstein responded that the State Board has been gathering data on this issue for two years. In June 1989, the State Board of Education invited educators from all over the state, school board members, superintendents, teachers, people from the university, people from social service agencies questioning them about the at-risk issue. The group was able to isolate certain areas within the state needing attention.

* Early childhood education -- The area where a strong language base is built. Early childhood education needs to be funded by the state in the areas that need it.

* Children need support -- proper care, proper nutrition, proper health, proper nurturing. Children need a supportive environment in order to learn. When one of sources of support are missing, many children fail. This calls for building a partnership between the family, the community, the schools, and the teachers to support the children. The

weak link is cooperation between the social services agencies and the educational community.

* Creating task-forces within the educational community. The university needs to support this work by doing research. There are many programs occuring in the state, and currently the school board does not know which are effective and which are not.

* Language base -- Mr. Gottstein recommended that some type of a grant program for experimenting with various language base projects be funded.

Barney Gottstein suggested the idea of bringing a handful of successful young people out of the villages, bring them into the University for a summer, training them in counseling, etc., and then have them go back to their villages and help other students. Most of the responsibility for helping the students who are at-risk can not lie with the teacher. The role of the teacher should be redefined, with additional training should be available for them.

Rep. Cheri Davis stated the current way the educational system is structured is creating many boxes which are impossible to move out of. One block is the concept of tenured teachers. Rep. Davis explained in her district, when a teacher has tenure, they often end up teaching subjects that are not in their area of expertise. When the school system has a hole that needs filling and the first choice must go to the tenured teacher.

Barney Gottstein responded that the problem with the incompetent teachers is poorly handled in the State of Alaska. The State Board of Education last spring had several discussions with the PTBC on this issue. They have been given the responsibility for dealing with the incompetent teachers. Currently, they have not dealt with this this at all.

Rep. Cheri Davis responded that this is a complicated issue because the PTBC is made up of the teachers. This means the teachers would be watching other teachers.

Barney Gottstein remarked that an enlightened teacher will realize that keeping anyone who is not competent in the teaching position, is not helping anyone. The concept of tenure started as way of protecting the school.

REP. NIILO KOPONEN, DISTRICT-21 pointed out that the responsibility of evaluating the teachers is delegated to the principle. This is a very difficult task. An approach that universities often use is having a two year continuing

contract. Sabbaticals could also be an incentive. This could help the teachers from burning out.

Sen. Jack Coghill suggested that teachers should have the option of getting into other school districts for the particular expertise he/she has, rather than teaching subjects that are not in their field in order to continue teaching when there are no teaching positions in their fields in their tenured schools. This is a difficult issue because some teachers are locked into the school system, who are not providing the best approach.

Barney Gottstein commented in his travels around the state the number one complaint is the issue of incompetent teachers. Something needs to be done about this.

TAPE 1, SIDE 2

Barney Gottstein continued when an entire community is angry at the school, and angry at one or two of the teachers, the entire system becomes dysfunctional. It is very important to have the cooperation between the family and the community and the school.

Rep. Cheri Davis remarked that there have been sessions on school law for administrators, addressing the issue of teachers and tenure. A teacher is not grounds for dismissal. Rep. Davis stated that there are teachers who are no longer effective. Most of these teachers stay in the profession after they are exhausted by teaching, in order to keep accumulating the retirement to the level they need. The expectation level of teachers needs to be kept high. Teachers in Alaska make the best wages in the country. The people should expect the best teachers in the whole country.

Barney Gottstein noted for the last hundred years, western society has been imposing well meaning white educators on the native communities. This is wrong. People in rural Alaska do not agree that it should be done the white way, by the white people and teaching what the white person wants the native Alaskan to learn.

Barney Gottstein continued to express concern that the idea of tenure is not the basic problem. People in rural Alaska want to be happy with their schools. This is the issue. Currently, we have not gone far enough with local control on instruction. The community needs to know that the school is theirs and that they control it. What is taught and how it is taught should be the decision of each school.

Sen. Jack Coghill mentioned that the description of an Alaskan is a difficult process. Alaska is full of varying cultures. The joint committee has discussed the need for

the Board of Education to commission all schools in Alaska to require a full year course on the Alaskan culture, economy, geography, government and history. It is essential to have this information to be able to compete in the western culture. Sen. Coghill reiterated that the youngsters in Alaska are not being taught the social, economic, geography and history. This state has a very rich history. High school history or geography texts have inadequate information on Alaska.

Barney Gottstein stated that the State Board on Education realizes this problem, yet the social service professionals do not have a special course integrated into all of the courses, beginning in grade school. The State Board of Education does not mandate any curriculum, yet the board does require the districts to have a curriculum. Many of the districts do use the model curriculum that the state has developed. The social services professionals are working on the development of a program which integrates Alaskan history, etc., at an early grade.

Sen. Jack Coghill commented that the Nenana school commissioned an Alaskan history workbook. This text is being used in the Yukon area as a supplement to the high school level.

Frank Darnell began by addressing the relevance of the work done by Youth At-Risk Forum. Dr. Darnell noted for the record, that all of that information will be made available to the committee members. The programs, speeches and concerns that were given, do reaffirm the work of the Joint Committee on School Performance.

Frank Darnell commented on the work that he had been doing for the committee. Currently, he has been able to establish a working relationship with professional associates and also to establish a systematic approach of using their views to petition for legislation. Currently, Dr. Darnell has a commitment to meet with NEA, school boards, and school superintendents to keep them up-to-date concerning the report of the joint committee while airing their concerns.

Dr. Darnell suggested that the committee offer their input on each item on the list of areas of concern to be addressed in the report.

CHARLES MCKEE commented that children are an extension of the family as well as the economy. Currently, what is lacking in our society is creativity. The need to address that lack of creativity would directly affect the students desire to be creative within themselves. Mr. McKee expressed that this is a must within the society, and then

the student would be induced to be so. Mr. McKee thought this would effect our present economic structure.

Dr. Darnell continued with reference to the outline of the report for the committee. The second part analyzes each of the topics of concern with the hope of moving the report from suggestions to action. Input is necessary to make this report a workable implementation.

Dr. Darnell expressed his concern in adequately addressing all the issues of priority expressed by committee members and community members. Dr. Darnell asked for help in narrowing the focus of the priorities. Dr. Darnell would be willing to recommend what he thinks should be priorities. He made reference to the idea of restructuring the system of school governance especially in the unorganized borough. That type of priority would be able to address the root causes of some of the problems yet requires a great deal of patience. All reforms sound great, yet they all take time and patience.

Rep. Niilo Koponen noted that theoretically we have a tradition of local control, yet constitutionally education must be executed. Rep. Koponen reiterated the fact the the state may delegate but must not abrogate the responsibility for education.

Co-Chair Lloyd Jones stated that the most important question is who do we want to serve. Who must be satisfied with their schools? Ultimately, it is not community. Students need to be satisfied with their schools. Sen. Jones asked that we provide the students with the tools, with the skills to permit these young adults to become successful in the world.

Dr. Frank Darnell asked again which points are the most critical for the report.

Sen. Jack Coghill agreed with Dr. Darnell's point on governance. He suggested that the committee look at the system that existed before the statewide system. Most of the villages have a board member. The system needs to be reexamined to see if it is functioning efficiently. Sen. Coghill suggested the area of question should be if the twelve grades should exist within a small area, or should the high schools be consolidated into subregional high schools. Sen. Coghill noted that the idea of having high schools within a small village area was to be able to keep the kids at home, but creating more subregional high schools would create better facilities and better education which is the aim of the committee. Sen. Coghill expressed concern that the goal of the joint committee is school performance and not the issue of structure.

Rep. Cheri Davis stated that observing the office of education should be looked at all over the state and not just in the rural areas. The process of education needs to be looked at as a whole. Currently, the education system is not adequate for the future. Children are not being educated properly.

Rep. Davis stated that if the concept of reorganization is going to be addressed, it needs to include a much broader perspective, possibly starting with the school calendar. The way things are presently done, is based on what was most efficient in the past, making this information dated and not always effective.

Dr. Frank Darnell commented that the restructuring proposal would be approached only if it were a root case of poor school performance. Dr. Darnell made the point that this would not be restructuring from a political point of view.

Sen. Coghill commented that the title outline should state reexamination of the structure rather than restructuring. Another suggestion made by Sen. Coghill, was to remove the phrase unorganized borough and replace it with state school system.

Rep. Niilo Koponen noted that there are some states which forbade the counties or cities to change the school budget in any way. In Alaska, the constitutional basis for that is present.

Frank Darnell continued with the second item of agenda. Elaboration concerning the amount of money that has been proposed for the provisions of the bill that is before the House, specifing the strengthening of schools at the local level.

Dr. Darnell stated the third item is of the need to bring about legislative action for closer coordination between various family services.

Sen. Al Adams suggested an expansion. Sen. Adams noted that this is more the responsibility of the State Board of Education and the local school districts. These two units have to prioritize the direction of education. The Board of Education and the school district should decide if a school district needs a social worker.

Sen. Jack Coghill observed that a problem in the family life of a student should be resolved between the teacher and the student and the family and not be put into the main stream of the government being represented by the social worker. Sen. Coghill stated that many family service workers are trained in places that have very different

structures than are common within the rural Alaska native family.

Rep. Niilo Koponen stated that the House Hess Committee has been concerned about the amount of duplication in agency effort. Rep. Koponen suggested that we need less duplication and more coordination of effort. Restructuring will be the important issue.

Rep. Cheri Davis stated that the majority of social workers are currently overwhelmed with serious and severe problems of major impact.

Dr. Frank Darnell continued with item number four, research and evaluation. In order to go forward, additional funding must be secured. The University is willing to cooperate in the effort of moving on the proposals, but needing the resources to do it.

Sen. Jack Coghill suggested to include the use of the expertise of the university system. In using the university system, the need for more grants would be eliminated.

Sen. Niilo Koponen stated that committee should look at rewards of academic achievement and creative student achievement by offering grants to any post secondary education institution in the State of Alaska. That would create a greater interest and incentive. This has been used effectively in other states.

Dr. Frank Darnell continued with the fifth item being compulsory teacher administrator training for teachers assigned to rural schools. Different agencies have funded the expense of this in the past, however this has not stabilized for any specific organization on any campus.

TAPE 2, SIDE 1

Dr. Darnell stated that the Department of Education thru the State Board's efforts, currently requires teachers to take six hours of university credit in Alaskan specific subjects, three of which must be multicultural education.

Co-Chair Jones suggested that the report put emphasis on rural schools but include all schools within the state.

Dr. Darnell noted that the wording of the report will be improved. The targeted person is anyone who is at-risk. Anyone who is not capable of functioning in society is considered at-risk.

Rep. Cheri Davis recommended that every teacher within the state of Alaska be required to teach in an Alaskan rural

setting, before they enter the urban school district. This would enable the teachers a much better understanding of the native students.

Dr. Darnell continued with the next item being early childhood education and how it will fit into the legislature. Dr. Darnell asked how extensively the committee wanted to address this issue.

Sen. Al Adams indicated that this particular issue needs to be integrated with the evaluation of the system of school governance. Sen. Adams commented that in looking at the long range plan, state assistance is vital.

Rep. Niilo Koponen commented that in the bush area, the real need for early childhood is facilities more than programs. Rep. Koponen noted that many areas, particularly those among the REA's have not been able to provide the proper facilities. A well planned, sanitary and safe environment is needed for early childhood education.

Rep. Cheri Davis expressed hesitancy in placing early childhood education programs into the power of the school districts. Rep. Davis reiterated how effective the Head Start program has been. She continued, that to add more early childhood programs into the districts will create problems. Head Start has proven to be a model of success, it involves parents, which has been agreed to be an important factor. Rep. Davis suggested that funding it within the state would make the expansion of the Head Start Program the logical step.

MIKE CARL, UNIVERSITY OF ALASKA, ANCHORAGE, commented how successful the Head Start Program has been. Dr. Carl stated how effective it would be if the state further funded the program making it available to all the eligible children around the state. Currently, the Head Start Program only serves one third of the preschoolers in the state. The parents have to be within a certain income bracket to qualify for the program.

Mike Carl continued by stating the more universal expansion would be to include the early childhood in the school foundation formula, and revising the definition of the school foundation formula and the increase which that would entail. Then every child would have access to early childhood education. Mr. Carl stated that this is the universal approach and would be more expensive. Only the poor children currently benefit from the Head Start Program.

Rep. Cheri Davis stated that when an early childhood program is put into the school system, the emphasis changes from involving the child. Rep. Davis continued that the

key to why the Head Start Program is so successful is because of the child and parent involvement. Parent's involvement at that age is essential.

Co-Chair Eileen MacLean agreed that the Head Start model would be the best way to view the issue. The Head Start Programs are very successful because of the parents involvement. Throughout the testimony, the committee has heard how many the parents enjoy Head Start. The transition from the preschool process to the school system has always been difficult for the parents and children because the parents participation was no longer encouraged.

Dr. Darnell presented the next item being Alaskan history.

Rep. Cheri Davis agreed the importance of having all the children of Alaska knowing the history. This education should not begin in college.

Dr. Frank Darnell suggested that the concept of Alaskan history gets into the root cause issue. If students take pride in where they live and the people with whom they live, a more serious interest in school will develop.

Sen. Jack Coghill commented that the attitude of the native culture base has changed in the last twenty years. Before this time, there was much more privacy surrounding their culture.

Dr. Frank Darnell continued with the last item of the report development: Redirected instructional aid for RATNet.

REPRESENTATIVE JOHNNY ELLIS, DISTRICT-12B, supported Dr. Darnell's recommendation and suggested that the words reorganizational and instructional be changed. The term reorganization has been a threatening word among many people. Rep. Ellis suggested educational replace the word instructional.

Rep. Niilo Koponen asked if it would be possible to have programming established in local school districts. Rep. Koponen suggested there are many programs that have been produced within the state which would be a good introduction to educational programming.

Dr. Frank Darnell agreed that the word reorganizational should be replaced in the report. His suggestion was review rather than reorganization.

Dr. Darnell reminded the committee of the need for coordination of putting the issues which the Joint Committee has been working on before to the legislature. He further reminded the committee members, that they were

invited to attend the State Board meeting in Fairbanks, November 6th and 7th.

Co-Chair Lloyd Jones asked for changes and recommendations on the points proposed for the report.

Sen. Coghill suggested consolidating a couple of the points. He noted that keeping the report more simple, would make it more plausible. The committee wants to make a difference in education.

Frank Darnell responded that there is enough material which is available to adequately cover the eight points. Although, consolidating them, would make the report more thorough.

Rep. Johnny Ellis suggested that the committee spend time prioritizing the list, which would enable Dr. Darnell to spend more in depth time on the first points and be able to cover the other points on the surface.

Co-Chair Jones asked Dr. Darnell to prepare for the committee a summary of information regarding each of the eight points.

Dr. Darnell stated that he would have an outline available to all committee members by the December 5th meeting. Dr. Darnell supported the idea of prioritizing the first three points, and further stated that items four, five and seven will be easier, because they are not as controversial.

Rep. Johnny Ellis recommended that item six be listed higher on the list or combined with first or second.

Sen. Jack Coghill reminded everyone that the next meeting will be held November 10th and 11th, in Anchorage.

Rep. Eileen MacLean commented that point number four which is research and evaluation of promising educational practices should be listed as number eight.

Dr. Darnell mentioned that within the packet is the first draft of the introductry section to the report. Dr. Darnell remarked the main emphasis is the role of the legislature. Laying out the ground work will be the responsibility of the committee.

Rep. Ellis asked to look at item three, which covers a broad area in an unclear sentence. He asked if it was a point addressing the health and family service curriculum. Presently, many organizations are consolidating endorsement on those various proposals. Another aspect of this would be the programs delivered through the health and family services agencies.

Rep. Ellis suggested that the major emphasis should be to coordinate the programs that are already in existence and add counseling and preventative measures for young people across the state.

Sen. Jack Coghill asked Dr. Darnell if he was looking at the coordination of health and family service programs within the school system.

Dr. Darnell stated that this is an area in which he has limited background. He continued, he realizes there is a split view on how to coordinate what the needs must be. The State School Board has adopted a policy which provides social school services to be expanded to include service programs.

Dr. Darnell continued that the papers being discussed are an issue analysis. That would encourage the pro's and con's to surface.

Rep. MacLean recommended that there be a more coordinated effort to utilize resource people within the school system.

Rep. Ellis stated that because this is a special committee on school performance, does not mean that the committee can not recommend treatment and counseling and prevention programs be expanded to areas where there are none. These programs do not have to be available through the school, but must be available in the community.

Rep. Niilo Koponen remarked that many years ago the cooperation and integration between the health programs and the schools was much more obvious. Today, that type of communication has disappeared. The committee needs to address the problem of better coordination and expansion of the state health programs or more money to the school districts to use for those programs.

Rep. Ellis asked for Dr. Darnell to continue with item number three, listing the pro's and con's. Rep. Ellis suggested that at the next meeting, the committee will have the basis to make recommendation on it.

Barney Gottstein added that one of the major topics of the National Association of State Board of Education is the issue of "Joining Forces". This association has much research available on how to integrate, how to coordinate education and the social service agencies. These two factions have separated because of the different funding sources, and now need to be interwoven again. Mr. Gottstein noted that the most successful programs in the country are the ones that have integrated these two factions.

TAPE 2, SIDE 2

Rep. Cheri Davis pointed out that social workers in making decisions concerning children's needs do not have the resource available of collaborating with the child's teacher. She also agreed that these programs need to be unified.

Dr. Frank Darnell addressed the way the funds of the budget have been divided amongst personnel service, committee travel and staff travel. They are not in line with the way outlined. Dr. Darnell conferred with Mr. Nordlund concerning this and an alternate proposal will be submitted at the next meeting, filing it with the Legislative Affairs.

Dr. Darnell stated that the second point on the budget is a concern of the committee for the next year. There is the same amount of money in the fiscal note for fiscal year 1990 and fiscal year 1991. The committee will only be in affect for half the year in fiscal 1991. Dr. Darnell, thus commented that the amount of money that is in the note is more than the committee will need. Going into the second session of the 1990 Legislature, it will be necessary for someone to monitor the funds. Dr. Darnell offered to review this for the committee for the next meeting.

Rep. Eileen MacLean reminded the committee of the State Board meeting held in Fairbanks on November 6th and 7th.

Dr. Darnell pointed out the State Board of Education would have a specific item on the agenda, and the four task forces will address points which the board has been looking at, which will be explained. Dr. Darnell recommended that members of the committee be present at the Fairbanks meeting, when the task force groups report to the state board.

Sen. Jack Coghill explained that he would be willing to attend this meeting during the particular section that was relative to what the Joint Committee on School Performance is working on.

Co-Chair Lloyd Jones authorized Senator Coghill and Representative Koponen to represent the Joint Committee at the State School Board meeting.

Frank Darnell added that he has been able to arrange a joint meeting with the leadership of the Alaska Association of School Boards and the Alaska Council of School Superintendents. This meeting will be Saturday, November 11, 1989, in Anchorage at the Sheridan Hotel.

Dr. Darnell asked that the committee make suggestions as to what they would like the agenda to consist of for the next committee meeting.

Sen. Coghill recommended that the committee meet on November 10th, and spend at least two hours to go thru the report.

Dr. Darnell agreed that having a meeting with the committee members to go through the report would help him, although much of the report will not be ready at this meeting, but will be at the December 5th meeting in Petersburg.

Dr. Darnell recommended that the next meeting begin on November 10th at 10 a.m. The following day will be scheduled on November 11th at the Sheridan in the afternoon.

Co-Chair Eileen MacLean suggested that the following day, November 11th, the committee be with the state board and conclude the joint committee meeting with them. This is scheduled for November 11th, at the Anchorage Sheridan.

Chairperson Jones adjourned the meeting.

11/10/89

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
NOVEMBER 10, 1989
LEGISLATIVE INFORMATION OFFICE
ANCHORAGE, ALASKA

Members Present:

Sen. Lloyd Jones, Co-Chair
Rep. Eileen P. MacLean, Co-Chair
Sen. Jack Coghill
Rep. Cheri Davis
Sen. Johne Binkley, (Ex officio)

Members Absent:

Sen. Al Adams
Rep. Johnny Ellis, (Ex officio)
Rep. Niilo Koponen

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, Alaska 99811

Helen Pootoogooluk
Aide - Representative Eileen MacLean
P. O. Box 667
Kotzebue, Alaska 99752

Guests:

Sue Hall
State PTA
1630 Washington Street
Fairbanks, Alaska 99701

Abbe Hensley
President - State of Alaska PTA
P. O. Box 710
Kotzebue, Alaska 99752

Shirley Holloway
Superintendent
North Slope Borough School District
Box 317

Barrow, Alaska 99723

Brenda Itta
Special Assistant to Superintendent of
North Slope Borough School District
Box 169
Barrow, Alaska 99723

Toni Kahklen-Jones
Director for Educational Program Support
Department of Education
P. O. Box F
Juneau, Alaska 99811-0500

Toni Mallott
State Board PTA
102 Cordova Street
Juneau, Alaska 99801

Charles McKee
2201 West 36th Avenue
Anchorage, Alaska 99503

Jim Nordlund
House HLSS
Representing Representative Ellis
Juneau, Alaska

Sue Wilken
State Board of Education
Chair-Educational Outcome Committee
2600 Riverview Drive
Fairbanks, Alaska 99701

SENATOR LLOYD JONES, CO-CHAIR, DISTRICT-A, called the meeting to order for the Joint Committee on School Performance. Approval and additions to the agenda were then made. Minutes from the meeting of October 19, 1989, were approved.

REPRESENTATIVE EILEEN P. MACLEAN, CO-CHAIR, DISTRICT-22, recognized and welcomed Mrs. Abbe Hensley.

DR. FRANK DARNELL, CONSULTANT, commented that Sen. Ellis was in Seattle and would not be able to attend the meeting. He would be represented by Jim Nordlund.

Dr. Darnell continued, Rep. Koponen would not be able to attend any more of the committee meetings until the session starts. Rep. Koponen underwent surgery and will be out for three weeks.

SENATOR JACK COGHILL, DISTRICT-J, reported that the session with the State Board of Education went very well. Senator Coghill mentioned copies from the Task Force will be coming for the committee members. The State Board Task Force and the joint committee share issues and are working toward similar goals.

Sen. Coghill remarked concerning a comment by Janie Leask suggesting that the clusters of Molly Houch schools should be consolidated in order to obtain better competition and structure for the children.

REPRESENTATIVE CHERI DAVIS, DISTRICT 1-B, suggested that within all the State's school districts, there is a lot of interest in education issues. People seem to be offering much support for the types of changes the committee is interested in making.

Rep. Davis continued to state that there are many parallel issues that all the educationally concerned boards and committees are discussing. This is good as it provides an opportunity to pull all the ideas together and provides a focus for projects.

ABBE HENSLEY, PRESIDENT, STATE OF ALASKA PARENT TEACHER ASSOCIATION, was recognized by the Chair. She began by explaining how the PTA is organized. The PTA is one of the few organizations which is based on members. Within the State of Alaska, each local unit determines it own dues, and then sends one dollar per member to the Alaska PTA, and fifty cents per member to the national PTA. With such a small population within the State of Alaska, the budget is very small. Last year there were 18,000 members.

PTA is a grass roots organization. The PTA at the local level determines the direction of the PTA at both the state level and the national level.

The establishment of legislative programs for PTA begin at the annual PTA convention including members from throughout the state. At this time the entire legislative program is analyzed and adjusted, reflecting what the body of the PTA thinks would be important. At the same time as this convention, the PTA adopts the legislative priorities for the following year. The State Board for PTA consists of twenty-five members. These members then carry out the goals of the membership.

Ms. Hensley explained that as President of the State Board of PTA, she sits on the National Board of Directors.

Ms. Hensley commented that at the convention last year, a resolution was passed by the members, supporting the recommendations made by the special Senate committee on

school performance. The formation of the Joint Committee on School Performance was one of the recommendations, which would carry on the work of the Senate committee.

Ms. Hensley continued there are many meetings and discussions concerning the educational needs within the state, but the time is now to begin action.

Ms. Hensley outlined the points from last years committee report which are currently workable.

* The report asks that the Legislature require each school district to file a statement of progress and plan for improvement, while the budget for education is being adopted.

* The idea of each school providing a report card concerning the progress from the year, highlighting the problems and the good things which are happening within their schools. This report card should include information from the parents being served as well as the students and the teachers.

* The PTA also endorses the idea of alternative certification and competitive grants. This would enable schools to do some creative and innovative projects. These types of programs need to be implemented for extended periods of time, in order to give them plenty of time to become effective. Enough money needs to be appropriated and enough time to show the results.

* Consolidated grant ideas of grants should be given within a school community, not a school district. The concept of school community includes administrators, teachers, students and parents. PTA welcomes membership to anyone who is interested in children.

Ms. Hensley addressed the issue of funding. She suggested that the committee consider inflation proofing the foundation program and at the same time be able to see some creative things happen in the school.

Ms. Hensley explained that the last piece of the puzzle is parental involvement. She continued to affirm that parents need to be involved in their children's education, then their achievement would increase. The quality of involvement is important.

In order for parents to do a good job encouraging their child's achievement, certain factors are necessary. Parents need to have support to do the job that they want to do. Parents need to be involved in meaningful ways in their children's education.

Ms. Hensley recommended that the committee include the needs of the parents and ways for their involvement within the report.

Ms. Hensley noted that in the previous report, home-based early childhood was not sufficiently addressed. There are many models for this concept. Many models suggest that the education of parents begin with the newborns. This would hopefully develop a lifetime habit of interacting with their children in positive ways.

Ms. Hensley observed that most of the people attending meetings involving the decisions concerning children's education, were not primarily parents. Ms. Hensley would like to organize a meeting of parents to talk about education. This would enable undesignated groups of people an opportunity to get together and discuss what should be happening for their children in the educational arena.

Ms. Hensley reiterated that PTA is concerned with education and equally important the health and safety of children. These will be addressed in the PTA's proposal.

SUE HALL, LEGISLATIVE CHAIR FOR THE PTA, addressed the goals of the PTA in relationship to their plans concerning legislative priorities for the 1990 session.

* The first priority has done away with corporal punishment in schools.

* The need for parental participation at the state level. The State Board of Education rarely has heard from the PTA or parents other than those representing the PTA, because of the lack of funding. This created a need to form a member to member network, linking PTA members with legislators from their area. The PTA is also organizing a phone-tree, allowing a greater number of parents to be reached. This telephone-board plans to work more closely with legislators, particularly with the member-to-member network.

Ms. Hall offered position statements on variety of topics. The position statements come from the grass-roots and are voted on each year by convention delegates; the statements are not generated by the executive committee, but rather by the PTA membership.

Ms. Abbe Hensley offered to supply the committee members a copy of the PTA's Legislative Program.

[Attachment A]

Rep. Cheri Davis commented that the points made by Abbe Hensley and Sue Hall are concerns that the committee will be addressing.

Rep. Cheri Davis continued that the phrase "inflation proofing" for educational funding is a important issue which needs to be addressed by the report of the committee and the legislature.

Rep. Davis supported the proposition that any program which suggests parental support within the educational system would be the best approach.

Sen. Jack Coghill asked Abbe Hensley if the PTA had made an examination of the foundation formula. "What would be the best way to execute the inflationary proofing?"

Abbe Hensley responded that the PTA would not support a percentage across the board but rather would look more carefully at the need assessment. The education commission of the PTA will be addressing these issues. The PTA carefully analyzes as many aspects as possible of any recommendations which they make.

Sue Hall acknowledged that the PTA has been involved in the development of the foundation. The PTA has over a three page position paper on the foundation with full and adequate funding for education.

Sen. Jack Coghill noted that the geographical area which he represents covers a broad spectrum of varying sizes and types of classrooms. He stated that block grants do not allow the teachers time to teach the basics.

Sen. Coghill questioned Ms. Hall concerning the issue of alternative certification. Sen. Coghill asked if this was an incentive program for local people to become involved.

Ms. Hall commented that the incentive program which would put special knowledge into the classroom from different skill groups and interest groups. This would not replace the classroom structure.

Ms. Hall continued that the State Board has been looking at the alternative certification incentive program for quite sometime. This would cover persons who do not have a type B certification. They would not be able to become principal, yet they have training in terms of management.

TAPE 1, SIDE 2

Sen. Coghill remarked that Ms. Hensley and Sue Hall have addressed the wide spectrum of parental involvement and

support. Sen. Coghill suggested that the committee help promote recommendations of the PTA.

Rep. Eileen MacLean replied the committee has been asking for parental involvement to be a topic addressed. Rep. MacLean asked the PTA representatives what they meant by "meaningful" parental involvement.

Ms. Hall responded that there is a wide variety of parental type involvement. Parents can be volunteers in the schools or they can spend time in the classrooms, or to become a member of the school board.

Abbe Hensley continued to offer suggestions. Covering the basics of getting the child to school with a full stomach, is parental involvement. Communication with parents from the school. Attending school performances or activities is another way that parents can be involved, and helping children at home with their homework. Parents need to participate in the decision making process. These groups include PTA, school board, advisory school board and curriculum council.

Rep. MacLean explained that hearings from previous meetings of the committee, many parents had expressed concern that the schools within a village were foreign to them. These parents had difficulty going into the schools and trying to find out which classes to go to or who to talk to in order to be involved. These parents didn't know how to go about doing that.

Abbe Hensley replied that the PTA feels it is the responsibility of the school to continue to reach out to parents. Research is showing that in schools where teachers and administrators take a personal interest in the family, the children do better. All teachers need to know how to communicate with parents. Parents want personable teachers.

Ms. Hall suggested that people and educators need to be trained in the skills of reaching out. Parents want a personal touch, not just professionalism.

TONI MALLOTT, PTA STATE BOARD, JUNEAU, suggested that the school district give a parental workshop which could replace one of the teacher in-services. This would be beneficial for parents. This type workshop could give parents the information they need to know how to go into the school system.

Rep. Cheri Davis noted that something organized by the parents for the parents with teachers and administrators drawn in as resource people would be more effective than something organized by the school district.

Ms. Hall recognized the concerns about the how the system works in the education. Perhaps, teachers should make home visits. The problem is that often the parents that need to be reached, are the ones that will not come to meetings. An in-service for teachers in how to deal with and work cooperatively with parents could be an option for in-service schedule.

JIM NORDLUND, HOUSE HESS, REPRESENTING REPRESENTATIVE ELLIS, acknowledged that the ideas being presented are interesting, and these issues would work better in the smaller communities. The larger communities have more diversion and activity. In the villages, the communities are centered around the schools.

Abbe Hensley noted that most schools have open house or parent visit policy. That serves the parent that are comfortable to come through the school doors. Many school classes invite community members to come in and share their expertise. Currently, the PTA is looking at programs that can reach the parents that are not comfortable in those situations. Each community would have to develop its own methods of encouraging communication between the school and the home.

Sue Hall reinforced that each community will need to look at these issues independently, and each school system within that community.

SENATOR JOHNE BINKLEY, DISTRICT-M, noted that the idea of teachers and parental involvement becomes a question of priorities when the task of educating the students is also considered. Parental involvement becomes lower on the priority list, when there are more immediate issues to be addressed on a day to day basis in the schools.

Sen. Binkley suggested that there needs to be financial incentive to encourage parental involvement. If the educators are financially coaxed to take time to go out into the community to encourage parental involvement, and the programs funding is based on it, the educator will take a different interest in the issue. The priority list will then change to include seeking parents to come into the classroom. Until the financial burden is placed on the educators, the seeking of parental involvement will be continually pushed down the priority list, until it is not dealt with.

Abbe Hensley responded that this type of program would need to be carefully structured. If the school districts had to report to the Board of Education, then one third of the report would need to deal with how the school and the community interact. This could be an option, without getting the dollar directly involved into it. The PTA

would like to see happen, would be the involvement to be attainable and desirable.

Rep. Cheri Davis cautioned that having been a school board member for eleven years, and campaigning for the interests of communication and involvement, had unsuccessfully tried to involve more parents within the school district. To threaten the school district with loss of funding because they are not able to get the parents to respond could be tragic.

Sen. Binkley questioned Rep. Davis if she felt that the school districts were doing all that they could in order to make the parents more involved in the process of education.

Rep. Cheri Davis responded that the report card system is a workable idea but tieing it into a financial district incentive would be much less workable.

Rep. Davis extended the invitation to the PTA to the Leadership of School Boards Association meeting.

Rep. Eileen MacLean suggested that basic human values be part of the curriculum, and should this be a responsibility of the school system. Rep. MacLean continued to address early childhood and whether it should be institutionalized as part of the State Department of Education's responsibility.

Abbe Hensley responded that the PTA will support legislation which will provide high quality and developmentally appropriate preschool programs. The PTA agrees that preschool programs should be in the hands of Community and Regional Affairs rather than the Department of Education.

Co-Chair Lloyd Jones asked Dr. Frank Darnell for his report.

Dr. Frank Darnell gave a review of the work he has done since the last committee meeting. Since the end of October, there has been much information collected. Sorting the information has become the primary work. Using the information that is appropriate to the work for the committee, the routine meetings with the Department of Education, routine contact with the State School Board Association and the Superintendents Council and the NEAA/Alaska, and while integrating this with the report of the committee. The position papers that are being developed by the various committees will be made available to the Joint Committee on School Performance for future consideration.

Dr. Darnell commented that he had attended the Ketchikan School Board Meeting. This was important to view that side of Alaska education. So much emphasis goes into the problem area districts, it was worthwhile getting the views of board members from a district such as Ketchikan.

Dr. Darnell stated that he had made contact with Mike Irwin of the Governor's Office. It is important to keep integrating the various projects and reports being prepared on education in order to avoid duplication.

Dr. Darnell emphasized the importance of listening to what the people active in the education field suggest as well as those in the associations and what they think about the legislature moving more aggressively into the area of education. Dr. Darnell met with the University of Alaska Board of Regents, Fairbanks campus chancellor and faculty, UAA faculty and APU faculty. He continued that Chancellor O'Rourke at the University of Alaska, Fairbanks, gave him a copy of his address from the faculty convocation which dealt with issues which the joint committee has been dealing with. A copy of this speech will be given to all on the committee. In Fairbanks, Dr. Darnell had two audio conference meetings with the rural faculty. At those meetings, Dr. Darnell was able to explain the topics identified by the committee; then receiving their input.

Dr. Darnell pointed out that participation in these activities, served as an opportunity to condense the vast amount of material which has been accumulating.

Rep. MacLean asked Dr. Darnell if during his discussions with the faculty and university personnel, was teacher certification discussed.

Dr. Darnell responded that the issue of teacher certification was discussed in every meeting. He reiterated that teacher certification is clearly an issue. Dr. Darnell continued that he is trying to approach the report from an issue analysis aspect presenting the pro and con, and teacher certification has emerged as a topic with divided views.

Sen. Jack Coghill questioned the need for certification.

TAPE 2, SIDE 1

Rep. Eileen MacLean responded that there are teachers that are teaching subjects other than the basics, and are not getting the benefits such as retirement. These teachers are teaching in specialized subjects. The teachers themselves want a certification process. This certification process would give recognition to those teachers teaching the specialized topics as experts.

Sen. Coghill asked if the certification would be a benefit for the future teachers, rather than a benefit for the classroom.

Rep. MacLean commented that the recommendation is for the teachers to further their training as they are going through the certification process and the teaching process.

CHARLES MCKEE testified he is interested in the quality of education. Mr. McKee would like to see funds redirected from the private sector to purchasing equipment which go directly toward increasing the performance in the schools.

Sen. Jones asked Mr. McKee where he had been stopped in his attempt to get the state to listen to his proposal.

Charles McKee responded that he had had a series of personal rejections for tourism projects which he had undertaken. Presently, Mr. McKee is looking for a contract to facilitate his personal interest.

LUNCH BREAK

[TESTIMONY BY SHIRLEY HOLLOWAY, SUPERINTENDENT, NORTH SLOPE BOROUGH SCHOOL DISTRICT -- ATTACHMENT B]

Sen. Coghill asked Dr. Holloway what would happen to a teacher that couldn't fall into the established structure.

Dr. Holloway suggested that the elimination of tenure would be very helpful to the school districts.

Sen. Jones suggested that the teachers become involved in the evaluation process of the other teachers.

Rep. Cheri Davis mentioned that the idea of teachers evaluating their associates is a state of the art idea. This is an experimental process which is happening on the east coast.

TAPE 2, SIDE 2

Co-Chair Eileen MacLean thanked Dr. Holloway and offered congratulations.

SUE WILKEN, STATE BOARD OF EDUCATION, CHAIR - EDUCATIONAL OUTCOME COMMITTEE, was recognized by Co-Chair MacLean, offered the committee a copy of her work.

The Outcome Committee has been gathering information for the past year and a half from all the national education fronts. Presently, with all the research available, educators know what they should be doing. All the pieces

are available; putting the puzzle together to create a working model creates the problem.

The Outcome Committee has been specifically working on integrating the information and creating a working model.

The goal of the Outcome Committee is to have all educators and administrators using the same set of objectives. Also, within each building site will in turn be able to do the same thing in relationship to the goals established. A classroom teacher would be able to observe these goals and objectives and question how they could make it work better, as could the community. Unless the community and the educators are willing to together make the changes, it won't happen. For the past ten years, the community and the parents have been kept out of the schools, and the educational system is not working effectively because of this. Turning this around will be difficult.

Sue Wilken noted that presently missing in our education system is the offering of communication skills. The development of communication skills will make a tremendous difference in how the community responds.

Ms. Wilken summarized the outcome areas. There will be more changes. It is interdisciplinary. The lists of straight math and English competencies will be dealt with within the districts. The result is for the districts to feel confident that they can meet the out-come which the state has established, using the district criteria and local control. Ms. Wilken's stated the goal is to educate responsible citizens that will be able to support themselves when they are out of school.

Ms. Wilken invited everyone read the report and offer feedback.

Co-Chair MacLean asked Ms. Wilken's if this would be the working draft policy.

Sue Wilken responded that this information is the draft of one committee. There is one committee on educational outcome and one committee on accountability. The committee on accountability can not be addressed until the committee body knows specifically what it is measuring.

Ms. Wilken suggested that restructuring is a large part of the puzzle. Ms. Wilken noted that there is a school in Fairbanks which has a student/teacher ratio 10:1, by using parent volunteers and community volunteers. One teacher will have three or four other assistants in the classroom at all times.

Sen. Coghill congratulated Sue Wilken and her board on their presentation of task forces. Sen. Coghill noted that the targets set by the state board and those set by the joint committee were 80% the same.

Rep. Cheri Davis further stated that from the work done through the State Board of Education, people are becoming better informed concerning education.

Ms. Wilken acknowledged Rep. Davis comment, and suggested that the State Board of Education is a good working board which wants to make a difference.

Co-Chair Eileen MacLean acknowledged Toni Kahklen-Jones who has been dealing with the issue of At-Risk and the at-risk student.

TONI KAHKLEN-JONES, DIRECTOR FOR EDUCATIONAL PROGRAM SUPPORT (EPS), DEPARTMENT OF EDUCATION, mentioned that at-risk has been a program which EPS has been involved. Changing times within the communities of Alaska create economic and social challenges for parents and families. The Department of Education would like to find ways of helping school districts address these concerns.

Ms. Kahklen-Jones commented that the larger communities access the services of EPS, yet the small districts are so busy trying to meet the demands of daily activities, they communicate less with the program support. Ms. Kahklen-Jones continued that because of the small amount of resources within the state, everyone is becoming more aware for the need of interagency cooperation.

Ms. Kahklen-Jones continued that this is not a school isolated issue, it is a community issue. Currently, the EPS is looking for ways to test ideas and suggestions in how to get these two bodies to work together.

Sen. Coghill asked if the EPS is trying to get a special curriculum for the special education teachers.

Toni Kahklen-Jones responded that nationally the numbers of people that are certified to work in the special ed capacity are diminishing. In Alaska, the increase in that type child suggests that there will be a problem within the next few years. There is a need for more special-ed teachers, yet the number of teachers are diminishing. The university is developing a plan to provide training for teachers to develop these skills, in order to serve in the special ed capacity.

Ms. Kahklen-Jones noted another area where the state has been experiencing a shortage is in occupational therapy and physical therapy.

Sen. Coghill expressed concern over the slow learners who do not have qualified teachers to bring them back into the mainstream.

Sen. Coghill noted that many teachers who can not cope in the main classrooms are placed in special-ed classrooms.

Ms. Kahklen-Jones pointed out that there is concern over this practice. The department has established a task force to evaluate the concern.

Sen. Coghill suggested that the Joint Committee on School Performance tract the work of that task force. The teachers need to understand that they have an achievement process for themselves also, not just the students.

Rep. Cheri Davis asked if the problem of FAS is a growing problem or if it is a growing awareness.

Ms. Kahklen-Jones stated that with the increase of teen pregnancies, the teens tend to be the substance abusers. In the rural communities, this has been identified as a major problem and pregnancies usually occur in and around the use of alcohol, compounding the young age of the mother and the substance abuse. In order for FAS to become a factor the alcohol does not need to be abused, just used.

Co-Chair Eileen MacLean asked for a transcript of the Youth At Risk Conference.

Ms. Kahklen-Jones indicated that this report would be made available to the joint committee as well as all the legislative offices.

Co-Chair Lloyd Jones asked Dr. Darnell to discuss the draft report.

Dr. Frank Darnell submitted a copy of the draft for the committee. Part I covers the purpose of the text. The material comprising Part II, is the area currently being worked on, while collecting background information on each topic. Within Part II, there are eight sections; these are listed in the table of contents and are items which are derived from eight items identified at the last meeting by the joint committee as subjects for consideration.

Dr. Darnell stated that the language used in the outline has been chosen in order that the report may look at each one of the eight topics objectively. By analyzing both the pro's and the con's, the committee will be able to take a position on each topic.

1. State goals and accountability.
2. Systems of school governance and administrative

organization as they relate to school performance.
3. Scope and adequacy of the means for health and family service programs.
4. Teacher and school administrator professional development.
5. Long term needs for Head Start and early childhood.
6. Expanded program of Alaska studies.
7. Review of amount of educational programming on RATNet available.
8. Research on promising education practices.

Dr. Darnell then pointed out that there are two ways the material in these eight topics might be presented. One is the way the first draft outline is designed, that is, each topic is taken i turn and described and analyzed with recommendations concluding the report. Because of time limitations, the first report would go into only the first three or so topics. The second report would have a full year to be developed and the remaining topics would be finished and make up the second report.

A second way to approach the report would be to describe the eight topics in detail in the first report and use the second report for an analysis of each topic in depth, with recommendations and proposed legislation as the concluding chapter.

Dr. Darnell offered to do the first report either way.

Sen. Coghill noted that he would prefer the second approach.

Co-Chair Eileen MacLean concurred with Sen. Coghill, that the second approach was better. This would allow the committee to follow through with the issues which are being analyzed, and then the summary and recommendations would follow.

It was unanimously agreed that the reports should be prepared according to the sceond plan.

Dr. Darnell then addressed the text as written so far. Dr. Darnell stated that he first worked at defining the role of the legislature. Dr. Darnell asked that everyone read it and make comments on the text. The committee agreed to go through the report as written at this time.

Sen. Coghill asked that a quotation from Thomas Jefferson be added in place of the existing quotation on the first page. Jefferson was a strong supporter of public education.

Sen. Coghill pointed out that topic number six in the outline, Expanded Alaska studies, should include studies in

civics. There followed a discussion as to whether this should be called civics or government and the committee agreed that "government" should be added to the list of Alaska studies.

Each member then proceed to read the draft and in general found the contents appropriate to the purposes of the committee and agreed that the report was proceeding satisfactorily. The suggestion was made by Senator Coghill that the text not become too wordy and to keep in mind that the points made needed to be readily understood by all who would read it.

Co-Chair MacLean made the point that at the next meeting of the committee, this process of line by line reading should continue, thereby allowing the committee to stay up to date as the report is drafted.

Co-Chair MacLean reminded everyone of the next meeting scheduled for Petersburg on December 4th.

The meeting was adjourned.



ALASKA PTA
P.O. Box 201496
Anchorage, AK 99520-1496
(907) 279-9345

Legislative Priorities 1989-90

1. The Alaska PTA will support forward funding and adequate, equitable, accountable state funding for education.

2. The Alaska PTA will support legislation and regulations which address our concerns on early childhood education and child care issues.

3. The Alaska PTA will support legislation and regulations which restrict access of minors to drugs, alcohol, and other harmful substances.

4. The Alaska PTA will support legislation and regulations which prohibit the use of corporal punishment in schools.

5. The Alaska PTA will support legislation and regulations which implement the recommendations made by the Senate Special Committee on School Performance as outlined in their report "Helping Schools Succeed at Helping All Children Learn."

North Slope Borough School District

ATTACHMENT B

Testimony by
Superintendent Shirley Holloway
Joint Committee on School Performance
November 10, 1989
Anchorage, Alaska

Chairpersons Representative MacLean and Senator Jones, and members of the Committee, thank you for the opportunity to testify before you. My name is Shirley Holloway, Superintendent for the North Slope Borough School District and a resident of Barrow, Alaska, for the past 14 years.

It is my understanding that during your last public hearing in Barrow, your Committee asked the NSB School District to provide more information on those aspects of Effective Schooling we currently practice and steps we have been taking to improve our students' academic performance.

As we mentioned in our September 21 testimony, each principal is working to make sure the six correlates of effective schools are evident in every school:

1. Principals are Instructional Leaders
2. Instructional Focus
3. Positive School Climate
4. Teacher Behavior/High Expectations
5. Measurement
6. Parental Involvement

For the record, I will submit the definitions and attributes of these research correlates of Effective Schools:

CORRELATE: INSTRUCTIONAL LEADERSHIP

Definition: The principal acts as the instructional leader who effectively communicates the mission of the school to the staff, parents, community and students and who understands and applies the characteristics of the instructional program of the school.

Attributes:
- The instructional leader defines the mission.
- The instructional leader manages the curriculum and instruction.
- The instructional leader communicates with school and community.

Pouch 169 • Barrow, Alaska 99723 • (907) 852-5311

CORRELATE: INSTRUCTIONAL FOCUS

Definition: There is a clearly articulated mission for the school through which the staff shares an understanding of and a commitment to instructional goals, objectives, priorities, assessment procedures and accountability. There is also a collaborative planning process in place which is designed to improve student performance.

Attributes:
- Teachers and administrators have established a clearly-defined school mission.
- A belief that all children can learn is maintained.
- The school mission is collaboratively developed into goals and objectives.
- Educators are held accountable for student learning.
- A sense of total commitment for school and community can be observed.
- A basic standardized curriculum that reflects the school's goal is in place.

CORRELATE: MEASUREMENT

Definition: Feedback on student academic progress is frequently obtained. Multiple assessment methods such as teacher-made tests, informal teacher observations and assessment, mastery skills checklists, criterion-referenced tests and norm-references tests are used. Other sources of data which are not test related such as attendance data and dropout rates are also appropriate. The results of testing and other available data are used to improve individual student performance and the instructional program.

Attributes:
- A commitment to use multiple sources of data to monitor students academic progress and instructional programs is evident.
- Collected data is disaggregated into useful categories.
- Measurement decisions reflect school district's goals and priorities.
- Modifications of the instructional program results as a consequence of analyzing the collected data.

CORRELATE: HIGH EXPECTATIONS

Definition: The school displays a climate of expectation in which staff believes and demonstrates that all students can attain mastery of basic skills and that the staff has the capability to help students achieve such mastery.

Attributes:
- The belief all students can learn is shared by community, staff, students and administration.
- Clearly defined schoolwide policies are written to address discipline, attendance, and instruction.
- Teachers and administrators demonstrate an awareness of biases held towards low-SES, race, gender, and individual capabilities.
- Teachers are held accountable to ensure there is engaged academic learning time for all students.

CORRELATE: SCHOOL CLIMATE

Definition: There is an atmosphere which is orderly without being rigid, quiet without being oppressive, and generally conducive to teaching and learning. The School has a pleasant, clean, and safe environment.

Attributes:
- The environment is businesslike and conducive to learning.
- Facilities are clean and in good repair.
- Students, faculty, and administration respect property and the rights of others to learn.
- Clear rules, policies, and expectations are in place.

SCHOOL/PARENTAL/COMMUNITY INVOLVEMENT

Although not usually considered a separate correlate, higher-achieving schools have a close cooperative relationship with parents and community. This is manifested through the following attributes:

Correlate: Instructional Leadership

- The instructional leader communicates with school and community.
- The instructional leader involves the community and reports student achievement.

Correlate: Instructional Focus

- A sense of total commitment from school and community can be observed.
- The media is informed of the school's mission.

Correlate: High Expectations

- The belief all students can learn is shared by community, staff, students, and administration.

- Teachers and adminstrators provide quality feedback to students, parents, and community.
- Teachers and adminstrators communicate schoolwide policies consistently to students and community.

Correlate: School Climate

- Faculty, students and community work together to make school a pleasant place.

Correlate: Measurement

- Parents and the community are kept aware of student academic progress.

Consequently, we believe what people believe, their values impact behavior. A school and its employees, ranging from the top administrator down to the janitor, must believe that **ALL CHILDREN CAN LEARN**; that success breeds success; and schools (the classroom teachers) control the condition of success in the classroom, regardless of home condition, race, sex, or socio-economic background.

The NSBSD has spent a lot of time and energy focusing on the correlates of Instructional Focus and Teacher Behavior/High Expectations. The correlate, Teacher Behavior/High Expectations, emphasizes looking at possible sources of bias. Listed below are sources of bias that have been identified by Brookover in his paper entitled Creating Effective Schools, which relate to the correlate of Teacher Behavior/High Expectations. The District has offered for credit, a university class called Effective Schooling Practices. It is a mandatory class for all administrators. Workshops on the Effective Schooling correlates, Competency Based Education, and mastery learning have been conducted for the School Board, School Advisory Council and the entire school staff. In English and Inupiat, radio shows and news publications have been produced to assist our parents and community members to understand what the District is trying to do. The New Hire Orientation provided at the beginning of each school year also addresses this issue. Examples of unconscious bias are:

1. Sex--lower expectations for elementary boys and for older girls. This is a function of beliefs about boys' slower maturation and sex role discrimination for older girls.
2. SES--lower expectations for lower SES (including level of parental education, types of jobs held, place of residence, etc).

3. Race--lower expectations for minority status.
4. Test scores, permanent records--belief in "fixed ability" precludes possiblity of improvement and higher expectations.
5. Negative comments about students--lounge talk, other teachers' or principal's evaluations result in lower expectations.
6. Type of school--rural, inner city, or suburban--the first two are associated with lower expectations.
7. Appearance--lower expectations associated with clothes or grooming that are out of style, cheaper material, etc.
8. Oral language patterns--negative cues from any non-standard English result in lower expectations.
9. Neatness--lower expectations associated with general disorganization, poor handwriting, etc.
10. Halo effect--tendency to label a child's overall ability based on one characteristic (e.g., poor behavior becomes the basis of overall negative evaluation).
11. Readiness--negative effects of assuming that maturation rates or prior lack of knowledge or experience are unchanging phenomena, thus precluding improvement.
12. Seating position--lower expectations for sides and back of classroom.
13. Socialization by experienced teachers--tendency to stress limitations of students for new teachers.
14. Student behavior--lower academic expectations for students with poor behavior.
15. Teacher training institutions--perpetuation of myths and ideologies of individual limitations of students results in lower expectations.
16. Teacher education textbooks--same as #15 above.
17. Tracking or grouping--labeling effects and a tendency to accentuate differences between students result in lower expectations.

The instructional focus of the NSBSD is Competency Based Education. Working with the teacher and experts in this area, appropriate competencies are being established for each grade level. I brought copies of materials that were given to parents at the first parent conferences showing the competencies being taught. If parents don't come to school, we encourage teachers to make home visits.

We teach what we mean by CBE by identifying the essential elements. These elements are:

1. Teach to standard (Board adopted 3rd and 6th grade standards)
2. Competencies mastered
3. Accountability

4. Time
5. Belief system

The District's instructional model, called KIITA (Knowing Instruction in Theory and Application) is based upon the basic principles of learning known in other skills as Instructional Theory Into Practice. KIITA is an Inupiat word meaning let's go. Here is where we cover student learning styles, how to monitor and adjust direct instruction and incorporate critical learning principles, such as retention, transfer of learning, etc.

Countless schools and districts throughout the Nation are making major progress to change and restructure what they have traditionally done to assure that all students succeed. Some schools are moving beyond effectiveness toward excellence. Latest research shows that students have the greatest opportunities for success in schools which have created true equity. This aspect needs closer scrutiny since in Alaska we have diverse Native cultures, particularly in rural areas where most instructors are non-Natives. Excellence and equity need to be addressed as we strive for effective schooling.

Educational research over the past two decades has set the stage for creating schools in which all students succeed. The Northwest Regional Educational Laboratory systematically reviews and synthesizes this research to create an *effective schooling research base.*

The research base identifies schooling practices and characteristics associated with measurable improvements in student achievement and excellence in student behavior. These *effective schooling practices* include elements of schooling associated with a clearly defined curriculum; focused classroom instruction and management; firm, consistent discipline; close monitoring of student performance and strong instructional leadership. (The correlates earlier identified)

Much of the research base is derived from six areas:

- *School Effects Research*: Studies of higher- and lower- achieving schools to identify schoolwide practices that help students learn.
- *Teacher Effects Research*: Studies of teachers in the classroom to discover effective instructional practices.
- *Research on Instructional Leadership*: Studies focused on what principals do to support teaching and learning.

- *Curriculum Alignment Research*: Studies of effective methods of organizing and managing curriculum.

- *Program Coupling Research*: Examination of the interrelationships among practices used at the district, school building, and classroom levels.

- *Research on Educational Change*: Studies to identify conditions and practices that promote significant, durable change in educational programs.

Specific schooling practices at the classroom, building, and district levels that have been shown to promote student learning are cited in the NWREL publication *Effective Schooling Practices: A Research Synthesis* (1984). Classroom level practices found to contribute to student success, for example, include a group of practices creating high expectations for student learning.

- Teachers set high standards for learning and let students know they are all expected to meet them. Standards are set so they are both challenging and attainable.

- Quality standards for academic work are set and maintained consistently.

- No students are expected to fall below the level of learning needed to be successful at the next level of education.

- Teachers expect all students to do well on tests and earn good grades.

Drawing on this research base, NWREL identified key concepts that are critical to successful school improvement:

- Successful school improvement is focused on improving student performance, including academic achievement, behavior, and attitude.

- Student performance results provide the basis for setting school improvement goals.

- Continuing to improve becomes the way of doing business in schools where students succeed.

- School improvement must be managed.

- The school is the level at which improvements most effectively take place, not the classroom or district.

- School improvements are based on research, a rich resource of examples, advice and direction that supplements craft knowledge.

- In successful school improvements, the school staff, parents, and members of the community work together to establish high standards for student performance and to assure that all students successfully meet them. In our District, each School Advisory Council and school staff develop a Plan of Service. The plan of service presents the school mission, goals, how the instruction will be managed, student activities, budgets and other aspects of what goes in the school, such as community education and recreation.

The District reports annually to the Board on the ITBS/TAP results. We have come a long way as compared to the initial years when the Borough took over the schooling responsibilities and am proud of the academic growth. Are we happy where we are? NO! But we are working hard and are committed to seeing more academic growth. The NSBSD Board of Education reviews yearly standardized test data. Curriculum and instructional decisions are made based on this data. A comprehensive report is developed for the Board looking at both percentile ranks and growth rates. This year, a video explaining the data was developed and distributed to each community. This year, the Board and administration identified some worksession trends at specific grade levels. As a result of the review, we have teams of teachers working on instructional solutions. I share this information with you in order to demonstrate how our local District deals with test results.

At the same time, we are rapidly developing criterion referenced tests for each grade level which are better indicators of student growth. Our competencies will be managed through an ABACUS computer program for managing instruction.

We also recognize that standardized tests are only <u>one</u> measure of student growth and development.

<u>At-Risk Study</u>

Last year the NSBSD attempted to pull together data to give us a more objective view of students at-risk. The major purposes of the project were to:

1. Clearly identify the nature and content of the district's dropout problem by tracking students who enrolled in NSBSD schools as first graders during the 1978, '79, '80 and '81 school years: students currently in grades 9 through 12.

2. Identify the number of students at-risk of school failure (potential dropouts) in first grade through 12th grade.

3. Provide information needed to arrive at recommendations that will lead to continued improvement of schooling opportunities for students.

The NSBSD Board of Education has been scrutinizing this data as well as ITBS data. Administrative recommendations will be considered by the Board at their December Board meeting. I will share some of the recommendations with you today. The important issue is that the Board and Administration are actively gathering data, sharing data with students, parents, community members, school staff and seeking solutions. I would encourage the Legislature and the Department of Education to encourage local initiative to solving student performance and at-risk issues.

Some of the recommendations I will be presenting to our Board for their consideration are:

Even though the Board and administration believe that "schooling" is the primary responsibility of the school, we are all aware that students are arriving at the school door with increasingly significant needs that must be met. The problem of "At-Risk" is not just a school problem; it is a community issue. The administration conducted an at-risk study during the 1988-89 school year. The following administrative recommendations will be made to the NSBSD Board at their December, 1989, Board meeting:

1. A Community/Agency/School plan of service be developed for each North Slope Village. It is recommended that the elected School Advisory Council at each village take the responsibility for facilitating meetings with City and Borough officials, Corporation officials, businesses, parents, students, and school staff. At the first meeting, at-risk and standardized test data would be reviewed for their village. The anticipated outcome would be that action plans would be developed. The plan would focus on what each group or entity would do to assist with reducing at-risk students. Principals would include a copy of this plan in their yearly Plan of Service submitted to Central Office.

2. It is recommended the Board consider 210 days of instruction per year. As we look at other countries where students are performing at higher levels academically, it is apparent that their school year and instructional day is longer.

3. It is recommended that all students not reading on grade level be required to attend a 6-week "whole language" summer program.

4. Early Childhood Education is recognized as an early intervention to school failure. It is recommended that the Board continue their commitment to hiring teachers with preparation in Early Childhood Education with a strong language development background. It is further recommended that staff development in the Montesorri approaches to early learning be incorporated into the District staff development long-range plan.

5. Competency-based instruction and mastery learning are considered excellent approaches to help students to achieve well. This is our third year of implementation of the Effective Schooling/Competency Based Education/Mastery learning model. It is recommended that the Board accelerate the implementation by identifying a Master teacher at each school and provide time for them to provide peer coaching and mentoring to other staff members. It is further recommended that we continue to have one full-time Central Office person devoted to the implementation of CBE curriculum.

6. Effective Schooling research continues to confirm that Principals are the key instructional leaders. It is recommended that one Central Office person be assigned full-time responsibility for supervising principals. It is further recommended that the Principals be only expected to work with the instructional and student-related budget items in order to free them to be more involved in the instructional aspects of the school.

7. It is recommended that every student identified as an "at-risk" student have a personalized Instructional Plan developed by students (when appropriate), parent or guardian, school staff, and other appropriate agency/community personnel. The plan would be reviewed every semester.

8. A Positive School Climate is a well-established attribute of successful schools. It is recommended that the Board continue to strengthen the New-Hire Orientation which addresses cultural sensitivity, possible unconscious bias and an opportunity to gain an understanding of the Inupiat language, history, and culture.

9. Continue commitment to increasing the number of certified/classified employees who reflect the ethnic make-up of the students.

In summary, I believe we must foster local action to solve schooling problems. The research tells us that change, whether you talk about restructuring schools, or

implementing effective schooling research practices has to happen at the school level. That means each community must become a part of the plan to solve the problems. We see strong School Advisory Councils developing as we give them more and more responsibilities, such as developing school calendars, interviewing principal candidates, working with principals on staffing, schedules, and budgets. They truly influence the School Board and adminstration decisions at both the School and District level.

Many Districts need dollars and technical assistance, both monetary and technical support needs to be from a variety of agencies. Just as schools must form partnerships with their communities and agencies, so should the State. The Department of Education/Community and Regional Affairs/Health, Education and Social Services need to join hands in assisting communities to address the complex issues of school performances and students at-risk.

We have been blessed with strong School Board leadership. Policies that set high expectations marks what is happening on the Slope.

The basis for change in our District is to risk looking at ourselves, being open about what is working, what is not working, and openly sharing the problems and asking for help with the solutions.

RECOMMENDATIONS

1. College and university teaching methods courses should focus on research based practices most likely to improve performance of students.

2. All Alaskan colleges and university teacher-preparation programs should develop at-risk components based on what research tells us works best for at-risk students.

3. Colleges and universities should attempt within the next three years to increase by at least 25% the numbers of Native Alaskan and other minority students who complete their teacher-preparation programs.

4. Legislature increase the school foundation formula to $66,000 for school districts to address at-risk students.

5. Legislature appropriate competitive grant funds for school districts that offer creative and innovative programs to address at-risk students.

6. The Department of Education needs to have enough staff to provide technical assistance to those districts needing help in designing curriculum, staff development, etc.

7. Legislature fund the Early Childhood Education programs.

In conclusion, I want to thank the efforts of the Committee on School Performance. We appreciate your interest on these important issues. I am available for any questions you may have.

11/11/89

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
NOVEMBER 11, 1989
ANCHORAGE SHERATON HOTEL
ANCHORAGE, ALASKA
IN CONJUNCTION WITH
ALASKA ASSOCIATION OF SCHOOL BOARDS
AND
ALASKA COUNCIL OF SCHOOL ADMINISTRATORS

Members Present:

Sen. Lloyd Jones
Sen. Jack Coghill
Rep. Cheri Davis

Staff Present:

Dr. Frank Darnell

Speakers:

Mr. Steve McPhetres
Executive Director
Alaska Council of School Administrators - Juneau

Mr. Carl Rose
Executive Director
Alaska Association of School Boards - Juneau

Mr. Harry Rogers
President
Alaska Association of School Superintendents - Valdez

Mr. Gerald Covey
Superindent
Northwest Arctic Borough Schools - Kotzebue

Ms. Mary Gains

Mr. Mike Williams
School Board Member
Yupl1t School District - Akiak

Mr. John Anttonen
Director
Department of Education
Division of Finance and Support Services - Juneau

Mr. Ken Johns
School Board Member
Copper River Board of Education - Glenallen

Mr. Gene Redden
Secretary
Alaska Association of School Boards
Fairbanks School Board - Fairbanks

Mr. Bob Lapham
Regional Marketing Manager
Jostins Learning Program - Anchorage

Mr. Leland Dishman
Superintendent
Schools of Copper River District - Glennallen

Mr. Bob Weinstein
Superintendent
Southeast Island Schools - Ketchikan

Mr. Fred Lau
Superintendent
Yukon/Koyukuk School - Nenana

The meeting was called to order at 2:15 p.m.

SENATOR JACK COGHILL, DISTRICT-J, opened the meeting expressing pleasure at the opportunity to hold discussions with the leadership of the School Boards Association and the school superintendents. Sen Coghill pointed out that the committee was anxious to get their views, especially on the role of the legislature on school performance topics. Sen. Coghill stressed the point that the committee is interested in ways to improve schools and was undertaking its work on a positive note. Sen. Coghill pointed out that Alaska has a good system and that the legislature wanted to keep it that way. He hoped they would find ways to improve school performance.

REPRESENTATIVE CHERI DAVIS, DISTRICT 1-B, reiterated the statements of Sen. Coghill and pointed out that during her years of participation in activities with the Alaska Association of School Boards, she had seen continuing growth in the ways in which the association had improved its services to the districts and looked forward to a cooperative relationship with the legislature.

SENATOR LLOYD JONES, DISTRICT, CO-CHAIR, DISTRICT-A, made the point that it is the intention of the joint committee to work together with AASB, AASA, PTA, NEA, and other professional groups to get as many points of view as possiblein order to bring improved schooling to the state. Sen. Jones requested Dr. Darnell's report to the group on the status of the committee's work.

DR. FRANK DARNELL, CONSULTANT, reported the topics for legislative priority identified by the committee were as follows:

1. State Goals of Education and the Academic Experience.

   a. Legislatively mandated goals.

   b. Legislatively mandated curricula.

   c. Legislatively mandated measures of achievement.

   d. Legislatively provided school performance improvement incentives.

2. Alaska's systems of school governance and administrative organization as they relate to school performance.

3. The schope and adequacy of the means available for health and family service programs as they relate to school performance.

4. Teacher and school administrator professional development and competency.

   a. Qualified training for all school personnel assigned to special, extra ordinary or multicultural schools.

   b. Teacher and administrator certificate reform.

   c. Incentive programs to encourage professional development.

   d. Tenure as a measure of competency.

5. Long term needs for enhanced and extended federal Head Start and state early childhood programs, and facilities and parenting.

6. Expanded and enhanced program of Alaska studies, including Alaska History, government, geography, cultures, and economics in middle schools and high schools.

7. Review of the amount, type and scheduling of educational programming available on RATNet, distance education including educational T.V.

8. Research on, evaluation of and dissemination of promising education practices, materials and projects.

Dr. Darnell explained that these topics have become the table of contents for the first report which the committee will present to the legislature by January 23rd, 1990.

Sen. Jones called upon Steve McPhetres, Executive Director of the ACSA.

Mr. McPhetres described his association has just completed their annual meeting and provided a copy of the resolutions passed by their group that week. [Attachment C]

Mr. McPhetres then made the following points:

1. The ACSA opposes House Bill 203 on the subject of special teachers certificates. The AASA will issue a statement outlining a compromise plan for special teaching certificates in the near future.

2. Mr. McPhetres stressed the desire of the AASA working with the legislature and the joint committee. They hope that developments along this line take a favorable note.

3. Mr. McPhetres stressed the At-Risk reports of the State Board now being prepared for the Department of Education were important papers for consideration by the joint committee.

4. Mr. McPhetres spoke of the state financial foundation plan for schools, pointing out the need for the foundation to retain stability by being indexed to increase costs of schooling.

5. Mr. McPhetres continued to point out that school superintendents had no fear of fund accountability. They would cooperate with whatever the legislature might want.

6. Mr. McPhetres agreed that there are needs for broad measurements of assessment and accountability.

MR. CARL ROSE, EXECUTIVE DIRECTOR, ALASKA ASSOCIATION OF SCHOOL BOARDS, expressed his appreciation for the opportunity to appear before the committee. He explained that AASB was currently developing a set of resolutions. Copies of these resolutions would be made available to the committee for their consideration. Mr. Rose pointed out that there are so many agencies and people who claim

expertise over the educational enterprise, that it hard to determine a underlining philosophy for Alaskan education. There are many elements for many different goals. Mr. Rose stressed the need for the legislature to develop a clear goal for the state, and then the numerous players can work toward that goal according to their particular fields.

HARRY ROGERS, SUPERINTENDENT, VALDEZ CITY SCHOOLS, PRESIDENT, ALASKA ASSOCIATION OF SCHOOL SUPERINTENDENTS, commented to the committee that he saw a need for flexibility in the types of legislation which the committee might be considering. Mr. Rogers noted the wide difference in conditions in Alaskan school districts creates a unique need for provisions, so that each district may meet its needs in its own way.

GERALD COVEY, SUPERINTENDENT, NORTHWEST ARCTIC BOROUGH SCHOOLS, mentioned the need for special considerations for certification of teachers of native language. Mr. Covey continued to explain that the association will propose two approaches to this type certification.

Sen. Coghill described his concerns about specialized certification. He made the point that it would be unfortunate to overextend certification privileges, if the circumstances warrant them. Sen. Coghill recognized the need to acknowledge special expertise concerning this.

Mr. Covey responded with appreciation for Senator Coghill's sensitivity to the issue. Mr. Covey continued with pointing out the need for the long range approach to certificate acquisition if a means is accepted.

Superintendent Covey went on to commend the committee for working together with his association and looked forward to further contacts of this nature.

MARY GAINS pointed out that she worked for the REAA's for many years. Currently, there are many people who have made careers out of rural teaching or school administration and positive approaches are being taken in many districts. The processes are being worked out even in such a complex situation.

MIKE WILLIAMS, SCHOOL BOARD MEMBER, YUPLLT SCHOOL DISTRICT, spoke on the needs for early childhood education in his district. Currently, there is no early childhood program in his village.

Mr. Williams also stressed the need for dissemination of model school programs, so that they can be replicated elsewhere. Mr. Williams was concerned about the effects on self esteem of pupils in his area, due to the publicity

associated with poor performance on the recent achievement tests.

Mr. Williams continued that there is a need for the teacher aides to be recognized and to improve their self esteem. He pointed out that village high school resources are inadequate. There is a need to raise the standards in these schools and there is a strong need for social systems support in his area.

JOHN ANTTONEN, DIRECTOR, DEPARTMENT OF EDUCATION, DIVISION OF EDUCATIONAL FINANCE AND SUPPORT SERVICES, addressed the committee. Mr. Anttonen expressed concern for interpretation of test data which has been issued by the department in the past two years, and also the upcoming test data which will be released the end of this year. Mr. Anttonen pointed out that there are alternatives to norm referenced testing such as portfolios of students work. This material could demonstrate the level of student competency. Mr. Anttonen continued that there is a need to point out the good things which are happening in the schools to the legislature as well as the poor test showings in some districts.

Mr. Anttonen spoke on the high school situation. He pointed out that Houch schools were established following discussions by many organizations after a long period of time. The discussions always revolved around facilities and very seldom were programs discussed. Programs which were very successful in secondary education in the bush needed to be examined and replicated when possible. Mr. Anttonen suggested that high school age youth need both regional high schools and local schools from which to choose for their high school education. Mr. Anttonen visualized in the future something such as the Mt. Edgecumbe type school of the north.

Mr. Anttonen stated his belief that districts should decide which competency should be achieved among the students and how this competency should be measured. Mr. Anttonen continued to stress that there are other ways to measure competency than norm referenced tests.

MR. KEN JOHNS, BOARD MEMBER, COPPER RIVER BOARD OF EDUCATION, addressed the committee. Mr. Johns was especially concerned with community needs to cope with drug and alcohol abuse. Mr. Johns pointed out that the Copper River area was doing this on their own initiative. These efforts need to come from a grass-roots movement. Mr. Johns encourage the committee to address this subject, by providing the means for community initiatives.

MR. GENE REDDEN, SECRETARY, ALASKA ASSOCIATION OF SCHOOL BOARDS, FAIRBANKS SCHOOL BOARD, described activity going on

in Fairbanks. Mr. Redden pointed out that the Fairbanks School Board is now talking far more about the educational programming. The Fairbanks district is examining the possibility of a three tiered graduate diploma for high school students. The student body there made the point that they wanted more substance in the studies.

MR. ROB LAPHAM, JOSTINS LEARNING PROGRAM, recommended to the committee that schools should have smaller classes. Mr. Lapham pointed out that there are technological advances that enable teachers to leverage their teaching resources in a positive way.

MR. LELAND DISHMAN, SUPERINTENDENT, SCHOOLS OF COPPER RIVER DISTRICT, expressed that view that schools are getting a "bum rap" through all of the negative publicity associated with low test scores. Test scores are only one aspect of schooling, especially because of language difficulties among some students. Mr. Dishman suggested that more money in each aspect of schooling would help this situation.

MR. BOB WEINSTEIN, SUPERINTENDENT, SOUTHEAST ISLAND SCHOOLS, expressed that the State Department of Education, has the wrong impression in thinking that single achievement tests have value. Mr. Weinstein suggested that there be multi achievement testing plans to avoid inaccurate results. Mr. Weinstein encouraged legislative incentives instead of mandates.

MR. FRED LAU, SUPERINTENDENT, YUKON/KOYUKUK SCHOOLS
MAYOR, NENANA, urged the committee not to generalize about the schools concerning the low achievement test scores.

Sen. Lloyd Jones thanked all who had attended and those who had addressed the committee on their views and concerns. Sen. Jones assured members of the School Board Association and the School Superintendents Association that their input was valuable and will be considered.

The meeting was adjourned at 4:00 p.m.

ACSA
ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-1
GOVERNOR'S EDUCATIONAL ENDOWMENT FUND

The Alaska Council of School Administrators strongly supports Governor Cowper's proposal to establish an Educational Endowment Fund and requests the Alaska State Legislature to pass HJR 13 which will enable the people to vote on the issue at the November 1990 elections.

RATIONALE:

The educational endowment fund would stabilize the future funding of education in Alaska.

The cost of the foundation program for educating Alaska's Children is 25% of the state's budget.

The Alaska State Constitution mandates the establishment and maintenance of a public school system open to all Alaskans. This Endowment Fund would provide a source of FUTURE FUNDING with no drain of General Account monies.

ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-2
ALTERNATIVES TO TEACHER CERTIFICATION

The Alaska Council of School Administrators request that the Alaska State Legislature to critically examine all legislation which provides for alternative approaches to certification of teachers before passage to ensure that minimum standards are maintained in the areas of teaching methods, child development and psychology, and mastery of the subject matter.

RATIONALE:

Teaching is a complex responsibility. It requires knowledge of how the human body and mind develops, how to most effectively involve children in the learning process, and have a mastery of their subject matter. It also requires the ability to transfer that knowledge in the most effective method to insure that students receive the best possible education available at every step of their development, and to acquire a sense of learning that will carry them through the rest of their lives.

Teaching requires extensive study, the patience to work with children, and, the ability to direct in a constructive way.

There has been an extensive amount of research on how the mind works and how people learn. We must continue to research and develop more effective methods for delivery of instruction.

Certification does not guarantee outstanding teaching, but it does guarantee a level of skill and knowledge that is important to one who is entering a classroom to teach.

ACSA
ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-3
RESCIND THE LAW ALLOWING GROWTH AND POSSESSION OF MARIJUANA IN ALASKA

The Alaska Council of School Administrators requests the Alaska State Legislature and Governor to pass legislation to rescind the current law regarding marijuana.

RATIONALE:

The problem of drug and alcohol abuse in our society, particularly children in our schools, is increasing.

The President of the United States has initiated a national campaign to solve this problem.

Many of the students using drugs, particularly marijuana, obtain it from homes where adults grow marijuana for personal use.

There is substantial evidence that marijuana is harmful to the health and safety of its users and often leads to further use of illegal drugs.

There is a common perception by youth and others that the current Alaska Statutes "legalize" marijuana and this misperception has a social effect that is detrimental to the public health and welfare in that it encourages drug abuse.

Educators have dealt first hand with young people who have used marijuana and its detrimental effects.

ACSA
ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-6702

RESOLUTION 89-4
FOUNDATION FUNDING FOR DISTRICTS

The Alaska Council of School Administraots requests that the Alaska State Legislature and the Governor increase the value of the instructional unit by a minimum of $6,000.

RATIONALE:

The value of the instructional unit has not increased in three years. However, the cost of providing education in individual school districts has continued to increase due to increased cost of utilities, and overall continued increases in maintenance, operations, supplies and equipment, and personnel costs. Local school districts have absorbed the increases by increased local support, by budget reductions, closing of facilities, and cut backs in program(s).

The Alaska Constitution mandates the establishment and maintenance of a system of public education open to all children. It is the State's responsibility to provide a quality educational program.

ACSA
ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 406 Juneau, Alaska 99801 (907) 586-6702

RESOLUTION 89-5
HB 21 "AN ACT RELATING TO NEGOTIATIONS BETWEEN SCHOOL BOARDS AND THEIR EMPLOYEES"

The Alaska Council of School Administrators requests the Alaska State Legislature to oppose HB 21 (the ability of unions to negotiate class size and work load).

RATIONALE:

Class size should not be a part of the negotiations process because of the efforts already being made by all parts of the educational community to address the issue on its own merits of educational value, its complexity of styles of classroom teaching, and make-up of students' abilities and behaviors. The effort is being addressed in an atmosphere of shared views, cooperation, team building, and collegiality. Once the issue becomes a negotiated item, it becomes a labor issue. It is our position that this issue must continue to be discussed in the arena of a sound professional research based forum and that it be shared with teachers, administrators, and elected school board members.

The legislature must protect the right and responsibility of a locally elected boards of education to act on policy development. We believe in the democratic process of government of the people and by the people; therefore, we must believe the local electorate is also capable of developing sound educational policies which will guarantee a quality educational program for their children within their respective communities.

ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •
326 Fourth St., Suite 408 Juneau, Alaska 99801 (907) 586-9702

RESOLUTION 89-6
TEACHER LAYOFF DUE TO BUDGET REDUCTIONS

The Alaska Council of School Administrators requests that the legislature pass legislation to allow school districts to lay-off tenured teachers due to declining revenue.

RATIONALE:

In times of declining revenues school districts must have the flexibility to reduce tenured and non-tenured staff to prevent cuts in educational programs.



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-1
of the
Alaska Association of School Administrators
REQUESTING THE ALASKA LEGISLATURE TO
CHANGE THE MAKE-UP OF THE PTPC

WHEREAS, pursuant to Alaska Statute 14.20.400, the Alaska Professional Teaching Practices Commission (PTPC) consists of five classroom teachers, one principal, one superintendent, one representative of the office of the Commissioner, and one representative of an Alaska institution of higher learning.

WHEREAS, the National Education Association (NEA) has basically been delegated the authority to appoint the five classroom teachers and therefore five of the nine Commission members, and

WHEREAS, the PTPC, composed of a majority of union appointed classroom teachers, has the authority to warn or reprimand administrators and to suspend or revoke the certificates of administrators with the concurrence of the Commissioner of Education, and

WHEREAS, Alaska Administrators are being judged by a PTPC composed of a majority of individuals who do not perform administrative responsibilities, and

WHEREAS, a restructuring of the PTPC can easily be accomplished without increasing the cost of the PTPC, in a manner which would increase the credibility of the PTPC among the general public, and in a manner which wuld insure appropriate fairness to those accused of violations by the PTPC, and

WHEREAS, Statute also provides that the State Board shall receive recommendations on certification from PTPC;

NOW, THEREFORE, BE IT RESOLVED that the Alaska Association of School Administrators recommends to the Alaska Legislature that Alaska Statute 14.20.400 be amended to provide for a PTPC consisting of five classroom teachers, five-administrators, at least one of who would be a principal and one of who would be a superintendent, a representative of the office of the Commissioner, and one representative of an Alaska institution of higher learning.

BE IT FURTHER RESOLVED that the PTPC would be divided into two panels for the purposes of conducting hearings.

BE IT FURTHER RESOLVED that the hearings involving teachers would be conducted by a panel composed of a majority of the PTPC teacher members.

BE IT FURTHER RESOLVED that hearings involving administrators would be conducted by a panel composed of a majority of the PTPC administrator members.

BE IT FURTHER RESOLVED that the State Board and the PTPC serve and act in accordance with the statute in regards to certification.

APPROVED by the Alaska Association of School Administrators this _____ day of _____, 1989.

_____
President



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-2
of the
Alaska Association of School Administrators

FOUNDATION FUNDING IN TIME OF DECREASED ENROLLMENT

The Alaska Association of School Administrators requests the Alaska Legislature to use Student Count in determining Foundation Entitlement.

WHEREAS, districts are required to make financial obligations prior to the student count in October, and

WHEREAS, the October count is used to determine the foundation entitlement for the district without regard for the obligations made by the district.

NOW THEREFORE BE IT RESOLVED, Alaska Association of School Administrators requests an amendment to the foundation program statute so that, in the event of an enrollment decrease, the reduction in revenues is mitigated over several years (similar to old 14.17.031 (d) without 10% threshold).



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-3
of the
Alaska Association of School Administrators

FOUNDATION FORMULA REVISIONS

WHEREAS, the present formula has been in existence for three years without any change and there are specific areas which need to be revised. In particular, a close examination should be made of the following financing concerns:

A. Single & Dual Site Funding

B. Area Cost Differential Considerations

C. Inflation Proofing the Instructional Unit Value

D. Insuring that the cost of any new programs are funded within the foundation formula

WHEREAS, the support of equity of educational funding for all of Alaska's children should be an ideal pursued by the Alaska Association of School Administrators, and

THEREFORE, BE IT RESOLVED, that the Alaska Association of School Administrators supports efforts to appropriately revise the Elementary and Secondary funding formula in an effort to mitigate the negative impact of the formula on many school districts in the State of Alaska.



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-4
of the
Alaska Association of School Administrators

FORMATION OF ALASKA ASSOCIATION OF SCHOOL SUPERINTENDENTS' STANDING COMMITTEE

WHEREAS, it is the professional responsibility of superintendents, as educational leaders, to develop long-range plans and goals for education, and

WHEREAS, an appropriate role for the statewide association of superintendents is to collaboratively develop professional recommendations regarding the future of education in Alaska, and

WHEREAS, superintendents often find themselves having to manage issues that others raise instead of taking a leadership role in establishing the educational agenda, and

WHEREAS, the lack of a consistent policy to guide education in the state has resulted in the proliferation of inconsistent and sometimes conflicting proposals and policies which sap the limited resources available for education and may even hinder a school district's ability to offer its students a quality education.

NOW, THEREFORE, BE IT RESOLVED that the Alaska Association of School Administrators shall establish a standing committee comprised of superintendents for the purpose of developing an annual report on Alaska's Education Agenda to be used as that organization see fits.

AND, BE IT FURTHER RESOLVED that the report's purpose shall be to make professional recommendations for mid and long-term goals for education in Alaska so that superintendents can take a leadership role in formulating a sound education policy for the state.



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-5
of the
Alaska Association of School Administrators

SEXUAL MISCONDUCT OF EDUCATORS

WHEREAS, the problem of sexual abuse and sexual exploitation of children is a national problem on the rise, and

WHEREAS, there is also an increase on the national level in the number of reports involving sexual abuse and exploitation of students by educators, and

WHEREAS, the education profession believes that any sexual conduct between an educator and a student is in violation of professional standards,

WHEREAS, various gaps exist in the law permitting an educator, who has been convicted of sexual abuse and/or has had a certificate revoked due to sexual conduct with a student, to move to another state for the purposes of obtaining an educational position, and

NOW THEREFORE BE IT RESOLVED that the Alaska Association of School Administrators supports all efforts to minimize the risk of a sex offender from being hired by any school district, and to that end supports HB 52 SB 225 which would require the Department of Education to request all records on convictions involving any sex crimes for a person initially seeking certification in the State of Alaska, and

BE IT FURTHER RESOLVED that the Alaska Association of School Administrators supports all efforts to minimize the possibility of sexually abusive educators remaining in their positions, and to that end supports efforts by the Department of Education and the Professional Teaching Practices Commission to establish reporting requirements in situations where an educator has knowledge that sexual misconduct involving an educator has occurred.



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

RESOLUTION 89-6
of the
Alaska Association of School Administrators

WHEREAS, the Alaska Legislature and the Alaska Department of Education have adopted statutes and regulations respectively which deal with wages, fringe benefits, hours, leaves, holidays, evaluations, and numerous other terms and conditions of employment for school district employees; and

WHEREAS, many of these provisions pre-date statutes mandating collective bargaining with all organized school district employees; and

WHEREAS, most of these provisions are proper subjects of bargaining between school districts and their organized employees; and

WHEREAS, the inclusion in statutes and regulations of bargainable terms and conditions of employment undermines free and unencumbered collective bargaining between school districts and their organized employees,

THEREFORE, BE IT RESOLVED that, following a study of the aforementioned statutes and regulations by its Executive Board, the Alaska Association of School Administrators authorizes the Executive Board to recommend to the Legislature and to the Department of Educaton the repeal or amendment of specific statutes and regulations which intrude into bargainable terms and conditions of employment for school district employees.

12/4/89

MEETING

12/4/89

HEARING

MINUTES
JOINT COMMITTEE ON SCHOOL PERFORMANCE
DECEMBER 4, 1989
PETERSBURG, ALASKA

Members Present:

Sen. Lloyd Jones, Co-Chair
Rep. Eileen P. MacLean, Co-Chair
Sen. Jack Coghill
Rep. Cheri Davis

Members Absent:

Sen. Al Adams
Rep. Niilo Koponen
Sen. Johne Binkley (Ex officio)
Rep. Johnny Ellis (Ex officio)

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, Alaska 99811

Glenda Carino
Administrative Assistant -- Sen. Lloyd Jones
Room 9, Capitol Building
P.O. Box V
Juneau, Alaska 99811

Valerie Davidson
Administrative Aide -- Sen. Johne Binkley
Room 518, Capitol Building
P.O. Box V
Juneau, Alaska 99811

Lisa McLaren
Administrative Aide -- Rep. Niilo Koponen
Room 503, Capitol Building
P.O. Box V
Juneau, Alaska 99811

Olivia Olsen
Legislative Information Office
101 Gjoa Street
Petersburg, Alaska 99835

Dorothy Penttila

Legislative Information Office
101 Gjoa Street
Petersburg, Alaska 99835

REPRESENTATIVE EILEEN P. MACLEAN, CO-CHAIR, DISTRICT-22, called the meeting for Joint Committee on School Performance to order. Approval and additions to the agenda was asked. Approval of the minutes from the meeting of November 10 & 11th, 1989, was made, seconded and approved.

Rep. MacLean stated that the agenda would consist of working on the draft for the School Performance Report.

SENATOR LLOYD JONES, CO-CHAIR, DISTRICT-A, reiterated that the committee will work on Dr. Darnell's report and consolidate the goals of the committee.

Sen. Jones encouraged public testimony during the afternoon portion of the joint committee meeting. Sen. Jones welcomed ideas from Petersburg school boards members. He asked for information as to why their district's students are such high achievers.

Co-Chair MacLean stated that the issues which will be addressed at the meeting are:

1. Federal Head Start and early childhood programs and facilities, and the program for parental involvement.

2. Health and family service programs, as they relate to school performance.

3. Teacher and school administrators and their professional development and competency.

4. Alaska systems of school governance and administrative organization as they relate to school performance.

5. Exparded and enhanced program of Alaska studies, including Alaskan history, government, geography, cultures, and economic.

6. Distance education and a review of the amount, type and scheduling of educational programming available on T.V. satellite.

7. Research on, evaluation of and dissemination of promising education practices, materials and projects.

Rep. MacLean stated that the committee is anxious to hear from the Petersburg School District concerning these goals and concerns on educational issues.

DR. FRANK DARNELL, CONSULTANT, addressed the status of the report and the activities which he has been involved in since the last meeting. Dr. Darnell stated that he had consolidated the first chapter of the report which was discussed at the last meeting. A few changes were made, which were consistent with the remarks of the committee. Dr. Darnell mentioned that he had found the quote that Senator Coghill had asked for from Thomas Jefferson.

Dr. Darnell noted that one of the most commonly addressed concerns is the legislature's involvement in matters of school boards. Consequently, the first chapter, of the report stresses the importance of the legislature's role in education.

Dr. Darnell indicated another change within the first part of the report. He rearranged three of the topics to be able to address the highest priority in the first report. The others will be developed at a later date. This will allow the committee to develop a statement which is concise, yet provide for a statement from the committee that is substantial.

Dr. Darnell stressed that the acuteness of the educational problem within Alaska is serious. He agreed that the standardized achievement tests are not a reliable way to measure achievement, especially in rural Alaska. Nevertheless, these tests do exist. This year, there will be a single test used statewide. The results of the 1989 testing are beginning to come in, and the information is bleak. The pattern is the same as it has been the past three or four years; intense highs in some locations and extreme lows in other locations. The variety of responses from community to community is very mixed. The number of districts which are falling below the national average is more than half of all the Alaskan school districts.

Co-Chair Lloyd Jones asked Dr. Darnell if some school districts form the school's curriculum around student achievement tests.

Dr. Darnell admitted that this is a factor which needs consideration. Teaching for the test is an inappropriate process. This is the first year that this particular test was given nationally, and administered in Alaska statewide. Consequently, teaching for the test would not have happened this year.

Dr. Darnell noted that information from a new research report did show some school districts manipulated the test

results in their favor. This happened on a national level and not within our state. There is a problem of reliability on any given test statistics.

Dr. Darnell returned to the report. Dr. Darnell mentioned that he rearranged three of the topics, which would be the most critical for education within the state. He then moved on the Chapter II.

The first priority of the committee would be to define the goals of education in legislation. Dr. Darnell stated that this is to be the first topic because there is currently a bill before the legislature which is taken directly from the Senate's report of last year.

Dr. Darnell said that he has reviewed what other states have done concerning the goals of education. In Alaska, we have established the State Board of Education, with strong potential. The state board is presently working on goals of education. The correct approach for the Alaska legislature would be to put into statute the broad statement of purposes of education, encouraging the state board to develop their goals and provide the means to require compliance among school districts.

The Senate report recommended that the Legislature require the state board to prepare a statement of goals. These will be presented to the legislature at the end of the calendar year. Dr. Darnell mentioned that Sen. Coghill and Rep. Koponen met with the State Board of Education in Fairbanks, addressing the development of the outcomes of education. Dr. Darnell stated that he took those goals from the school board and included them into the second chapter of the joint committee's report. The state board has presented these goals to the School Superintendents and the School Boards Association with favorable comments, but has not yet adopted them as regulations.

Dr. Darnell continued that the second section of chapter II, is the section which he is currently working on. This section deals with how to determine that the districts be held accountable for achieving the goals established by the State Board of Education. There is a need in the legislation to require this.

Dr. Darnell mentioned that he has given thought to an executive summary. This would make it much quicker for the members of the legislature to understand what the joint committee has done, and then by reference, interested members would be able to go into the report for more detail. Dr. Darnell then asked the committee if they would want an executive summary with recommendations on the first three or four topics. Dr. Darnell suggested that the first

three or four goals of the committee need attention as soon as possible.

SENATOR JACK COGHILL, DISTRICT-J, agreed with the current form of the report in which an executive summary should be included. Sen. Coghill replied that the cost of executing such a program will need priority attention. He continued the term youth-at-risk, places these students into a specific category.

Sen. Coghill summarized his remarks by stating that the document which most of the legislators will read will be the executive summary. The wording of the summary will be of utmost importance. Sen. Coghill noted that within the executive summary, the idea and the wording of incentive programs should be dealt with cautiously so that the money will be distributed with the needs of the students rather than that of the administrators.

Dr. Darnell agreed with Sen. Coghill that the term at-risk is over used. Dr. Darnell agreed that the emphasis on the need for improved education is very critical.

Dr. Darnell admitted that his concern is with the results from testing as the measure of evaluating the students progress. The student's progress results are declining nationally. This decline in test scores does not tell the whole story. The same decline is happening on the college level. Over forty percent of all students entering the at the college freshman level need to take remedial mathematics, twenty-five percent need to take remedial English.

Sen. Lloyd Jones suggested that a more accurate definition of at-risk should be formed.

Dr. Darnell stated that the State Board of Education has been dealing with consolidating definitions of at-risk.

Sen. Jones suggested that the real at-risk student would be the one that is entering the work force without addressing the remedial math and English skills. This person will be at-risk for the rest of his/her life.

Dr. Darnell explained that the amount of money which it takes to educate a student is approximately one tenth the amount which it takes to maintain that person, if they have not succeeded in school for the rest of their lives.

REPRESENTATIVE CHERI DAVIS, DISTRICT 1-B, commented that recommendations which include adding additional money for educational grant programs should not be given only to those districts which are not doing well. The term at-risk students needs to be redefined. In those areas which have

money available, reallocation of the money should be the priority.

Dr. Darnell agreed with Rep. Cheri Davis that the problem is wide spread enough that one areas needs should not be favored at the expense of another area. Dr. Darnell suggested that all school districts have problems. The root cause of the problems need to be addressed. Addressing the root causes, will force the school district to be accountable. The school districts for the most part are anxious to account for what they do and for the funds they use.

Dr. Darnell reminded the committee of their goal to identify the topics and priorities for legislative action. Some of the root causes are not directly school related, such as coordinating the social and health services, and coordinating early childhood and parenting needs within education.

Dr. Darnell suggested that the committee start going over the draft in chapter II.

TAPE 1, SIDE 2

Sen. Jack Coghill reminded the committee of an important suggestion from a previous meeting: Predetermining a statement of the class goals at the beginning of a session. Classroom achievement would be graded upon that. Sen. Coghill questioned if this had disappeared within the report.

Sen. Coghill expressed concern with the report leaning toward the statewide testing program.

Dr. Frank Darnell replied to Sen. Coghill, that the following section of the report will deal with the nature of achievement. This section within the report would address the goals of education. School districts would be required to individually state goals and requirements. This would need to be in coordination with what the local school boards had determined essential. Currently, individual districts are not responsible for reporting back to the state legislature or Department of Education as how they achieved their goals.

The new system would require the school districts to show:

1. How the school district goals are consistent with the overall broad state purpose.

2. The school districts would have to show that they are meeting the goals that they developed at the local level.

Dr. Darnell illustrated examples of this system from a national comparison.

Dr. Darnell continued that there needs to be ways of creating incentives for teachers to become eligible to apply for competitive grants. In village schools, advisory boards should be able to initiate their own incentive programs which would fit each village needs, and be able to apply directly for grants.

Sen. Lloyd Jones remarked that incentive grants could create a problem within the school districts. Alaska spends more money on education than any other state in the union per capita, and the job is still not getting done.

Dr. Darnell suggested that the idea of incentives, would be to get the school district more closely involved. Currently, many areas do not have money or opportunity in to have their ideas can surface. By establishing an incentive program, a fund would be established which could be applied through the Department of Education. This type of fund allows the initiatives to come from the bottom-up.

Sen. Jack Coghill asked Dr. Darnell if is this incentive would encourage stimulation within a classroom system rather than creating an entire new program.

Dr. Darnell responded this would definitely be for stimulating the existing classes.

Rep. Cheri Davis pointed out that at a previous meeting, Sen. Binkley recommended a financial incentive to encourage parental involvement.

Rep. Davis recommended that districts include with their report card, along with copies of the test scores mandated by the state board, a portfolio which includes information from parents concerning how they felt the district was doing, and information from students of how effective the system within their school district is. This information could be passed on to the legislative bodies and state board. This type of information would show an accountability of each school district, with the amount of parental involvement and also the student involvement.

Dr. Darnell responded that the report card concept is very similar to the portfolio concept. The report card would be an extensive and detailed report from each school district.

Rep. Eileen MacLean asked if there were any other comments on the report card or the financial incentives.

Rep. MacLean asked the committee to consider tieing the financial incentives into the requirements of the school

districts. The financial incentives would then become a competition for the individual districts for grants.

Rep. MacLean asked Dr. Darnell to begin going over the report, point by point.

Co-Chair Lloyd Jones commented on the grant program. He questioned if the students who would receive the best education would come from the districts who had the best grant writers.

Dr. Darnell responded that the incentive grant idea tries to get away from the concept of the categorical grants. The types of grants delegated would not be for large sums of money, yet create a means by which local people would have a voice. In order to control the problem mentioned by Sen. Jones, the criteria to get the money must be well defined and administered.

Co-Chair Jones noted page VIII of the executive summary: Expanded and Coordinated Health and Social Services, item III, clash on the description of the new program and salvation of the existing programs. Sen. Jones cautioned the committee on the amount of money needed to create new programs. The committee should look at the consolidation of programs using discretion in committing to new programs.

Dr. Frank Darnell explained that the plan is not looking for new programs that would be costly.

Co-Chair Lloyd Jones noted that the use of new programs dealing with drug problems. He continued, the idea of an at-risk child from a few years ago is very different situation from the problems that students involved with drugs and alcohol are experiencing today.

Rep. Cheri Davis asked Dr. Darnell about the report she received from the Office of the Governor dealing with schools featuring cost and salaries.

Dr. Darnell said that he was aware of the report, but it would not be printed in quantity until next week. This report points out that Alaska no longer spends more money per child for education than all other states. Several states exceed the amount that Alaska is spending. Alaska is down the list by seven or eight slots. This information will affect the report of the joint committee.

Dr. Darnell continued that he would want the executive summary to capture the immediate attention of the reader. Dr. Darnell asked for and received the agreement on the order of the topics identified in the report. He reminded the committee that DOE and the Governor's Office will be

proposing legislation along the same lines as the joint committee.

Co-Chair MacLean began with page six of the executive summary. This page outlines each topic. The committee then began with the first topic:

1. SCHOOL DISTRICT ACCOUNTABILITY AND STATE GOALS OF EDUCATION.

Sen. Jack Coghill explained that purpose and accountability is not defined within the report, yet continual reference to these goals are.

Dr. Darnell responded that this will be addressed in the initial part of the report; it was now being written.

Rep. Cheri Davis noted that whenever the Department of Education receives money, many people become resistant. The problem seems to be too much bureaucracy and not enough responsibility for the districts. Rep. Davis suggested that if the districts had the money, they would be able to execute many of their plans without DOE advising them. Rep. Davis recommended that DOE not be involved in the money distribution for the individual school districts.

Dr. Darnell responded that in statute, DOE is the medium through which education money is dealt with.

Dr. Darnell continued that when the section on Control and Restructuring is written, it will show that there are ample means for the state board's authority to be increased.

Co-Chair MacLean introduced the second topic:

2. INCENTIVES FOR INNOVATIONS IN REFORM.

Rep. MacLean continued that this would enable schools to reach state and local goals where shortcomings are identified.

Sen. Coghill asked Dr. Darnell to include where shortcomings are identified within the report carding system by reference to the main report.

Co-Chair MacLean agreed with Sen. Coghill's suggestion.

Rep. MacLean added that her office had researched the report carding system. Some school districts do submit a report card to the Department of Education. Presently, this is a volunteer effort on the behalf of each school district.

Co-Chair MacLean introduced the third topic:

3. EXTENDED AND COORDINATED SOCIAL AND HEALTH SERVICES.

Co-Chair MacLean explained that the common consensus from residents interviewed throughout the State was for more coordination of effort among the health agencies, social agencies and the school districts.

Sen. Jack Coghill replied that the legislature needs to require this by resolution. The emphasis and focus needs to be placed on the school children rather than for the social service agencies.

Dr. Darnell replied to Sen. Coghill's comment that the report emphasis will be placed on student needs.

Rep. Cheri Davis asked if the word "expanded" should be the first word in the heading. Rep. Davis suggested that Social Services might see this as an opportunity mandated by the legislature to spend more money. Rep. Davis recommended using the words "Improved and Coordinated".

Dr. Darnell agreed this change could be made without changing the concept.

All members present agreed with using "Improved and Coordinated" in place of "Expanded" in point number three.

TAPE 2, SIDE 1

Co-Chair Eileen MacLean introduced the fourth topic:

4. EARLY CHILDHOOD AND PARENTING EDUCATION.

Rep. MacLean noted that this topic addresses parental involvement. Involvement here needs to be identified and encouraged within the schools. Early childhood years are the time when the parents need to become involved in their child's education.

Rep. Cheri Davis noted the discrepancy in the term "some communities" on the second line of page nine. Some districts have greater problems than others. Early childhood education should be made available to all children within all communities, yet this early childhood system should not be mandatory. Rep. Davis continued that we definitely need to have early childhood programs within our complex society. This funding needs to be available to "all" communities within the state. Rep. Davis recommended removing the word "some" from this phrase. This would then provide funding for all the communities. Dr. Darnell agreed.

Sen. Coghill suggested using the word "various" replacing the word "some".

Co-Chair MacLean recommended the deletion of the word "some" from the phrase.

Rep. Eileen MacLean addressed her concern over the next phrase:

"To facilitate this review and adapt the budget of the Department of Education".

Currently, there are programs funded through Headstart and through Department of Community and Regional Affairs. Rep. MacLean asked how would the status of these already working programs change when Department of Education became the facilitator. She noted that testimony has shown, total funding through the Department of Education, would formalize the programs and remove parental involvement.

Dr. Darnell responded that this phrase was an error. It should read:

"All agencies involved, especially Community and Regional Affairs".

Sen. Coghill suggested that the committee develop a meaningful position on the school foundation formula.

Co-Chair Jones commented on the need to be able to evaluate a school districts qualifications for specific funding. This process would then bring us back to the school foundation formula.

Dr. Darnell recommended having this information available on the school report card. Each district would be responsible for explaining what the individual district would need to meet all of their goals, and what more should be done that is not already being done. These questions and answers should be addressed on the school districts report card.

LISA MCLAREN, ADMINISTRATIVE AIDE, NIILO KOPONEN, expressed confusion on the recommendation for early childhood education. She asked how the funding would be handled.

Dr. Darnell responded that a better definition should be developed to address this issue. The joint committee will not recommend any course of action at this time rather it will recommend a review of all programs that now exist.

Lisa McLaren asked if the funding spoken of for early childhood education would cover both the private and the public sector.

Dr. Darnell replied that the report would suggest that all early childhood education be funded.

Sen. Coghill suggested that the report address the work of AYI (Alaska Youth Institute).

Co-Chair MacLean recommended that Sen. Coghill's concern be placed under this topic.

Co-Chair MacLean suggested that the fourth point be reworded so all concerns expressed at the joint committee meeting of December 4th, 1989, be addressed.

Dr. Frank Darnell agreed that this would be taken care of.

Rep. Cheri Davis asked if the committee would be using the executive summary as a way to bring attention issues that the final report would address.

Rep. Davis suggested one more topic to be added to the final report: Tenure.

Tenure needs to be further explored and this is the responsibility of the committee. Tenure should tie into the report card and the school districts accountability.

Rep. Cheri Davis suggested by not addressing tenure would be a great disservice to the students and the districts.

Dr. Frank Darnell acknowledged Rep. Davis' comment, and pointed out that all subjects identified by the committee, including tenure would be listed in the executive summary.

Sen. Jack Coghill commented on including Alaskan studies. He thought this should be included with tenure within the executive summary.

Dr. Darnell stated all the points within the report are equally important. The problem of time makes it important to itemize those issues which are not covered in the first report so it will be understood that they will be addressed in the second report next year.

Lisa McLaren commented on the programs funded through day care assistance. She noted that some of the programs available are not specifically educational programs for preschoolers, yet they are programs in which young children spend most of their time. Ms. McLaren spoke of the need for credentialing of the teachers for those programs. She suggested this recommendation be included within point number four.

Sen. Lloyd Jones expressed that one of the purposes of the early childhood program would be to involve the parents.

Programs that emphasize that would be the ones the committee would support.

Co-Chair Eileen MacLean introduced the fifth topic: Professional development and competency.

There were no comments from the committee on point number five. Rep. MacLean asked for a ten minute break.

Dr. Frank Darnell expanded on the goals of education by introducing five questions:

1. What should state mandated schools require of school districts and students?

2. What should be the role of the State Board of Education in specifying the monitoring of state goals?

3. What measures of accountability can be used to reliably assess school district compliance with state mandated goals?

4. What elements of the curriculum should be mandated as a means to assure district compliance with state goals?

5. What incentives, in addition to routine support, can or should the legislature provide?

Sen. Jack Coghill pointed out that legislative mandated goals place the responsibility on the districts and on the State Board of Education. Sen. Coghill recommended that the school districts and the state board share their process in a series of public meetings.

Sen. Coghill furthered stated that the only way to solve the current issues would be by including the public sector in the school districts accountability.

Dr. Darnell noted that the state board does ask for this, yet the local districts do not always provide it.

Rep. Cheri Davis replied to the idea of the incentive. The correct phrasing of the points is very important. The difference would be made by approaching incentive from an encouraging perspective. Rep. Davis continued that within the educational system, people resist the threatening angle. Often the districts which are doing poorly are given more money. This system perpetuates the incentive for those districts not doing well.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.14 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE,1988-90

Dr. Darnell agreed with Rep. Davis, and suggested he would try to reflect the more constructive point of view within the report.

Rep. Cheri Davis noted that most school districts are involved in getting the public involved, although the approaches used in getting the public involved are at times not appropriate. Rep. Davis suggested researching possible ways of getting the public wanting to become more involved with their child's education.

Dr. Darnell asked the committee to look at page twenty-five. He noted that curriculum has been a common topic throughout all the states. Dr. Darnell reported that nine hundred pieces of legislation within the last four years have been passed across the country, which address school performance or curriculum.

Dr. Darnell reiterated that the legislature needs to state the broad purpose of education.

TAPE 2, SIDE 2

Sen. Coghill asked Dr. Darnell to elaborate more on the report card system in the final report.

Co-Chair Eileen MacLean adjourned the meeting for lunch.

HEARING
JOINT COMMITTEE ON SCHOOL PERFORMANCE
December 4, 1989
Petersburg, Alaska

Members Present:

Sen. Lloyd Jones, Co-Chair
Rep. Eileen P. MacLean, Co-Chair
Sen. Jack Coghill
Rep. Cheri Davis

Members Absent:

Sen. Al Adams
Rep. Niilo Koponen
Sen. Johne Binkley (Ex officio)
Rep. Johnny Eillis (Ex Officio)

Staff:

Dr. Frank Darnell
Consultant
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, Alaska 99811

Glenda Carino
Administrative Assistant -- Sen. Lloyd Jones
Room 9, Capitol Building
P. O. Box V
Juneau, Alaska 99811

Valerie Davidson
Administrative Aide -- Sen. Johne Binkley
Room 518, Capitol Building
P. O. Box V
Juneau, Alaska 99811

Lisa McLaren
Administrative Aide -- Rep. Niilo Koponen
Room 503, Capitol Building
P. O. Box V
Juneau, Alaska 99811

Olivia Olsen
Legislative Information Office
101 Gjoa Street
Petersburg, Alaska 99835

Dorothy Penttila

Legislative Information Office
101 Gjoa Street
Petersburg, Alaska 99835

Witnesses:

Dr. Mary Francis
Wrangell School District
645 Shakes Street
Wrangell, Alaska 99929

Joseph B. Beckford
Sitka School District
407 Verstovia
Sitka, Alaska 99835

William Creger
Superintendent
Petersburg School District
Box 289
Petersburg, Alaska 99833

John Forney
Minister
Member of School Board
Petersburg School District
Box 807
Petersburg, Alaska 99833

Melissa Carraway
Principal
Petersburg School District
P. O. Box 156
Petersburg, Alaska 99833

Harold Bergman
Retired Teacher and Principle
Petersburg School District
Box 607
Petersburg, Alaska 99833

Nancy Thomas
Principal
Petersburg Middle and High School
General Delivery
Petersburg, Alaska 99833

TAPE 2, SIDE 2

CO-CHAIRPERSON LLOYD JONES, DISTRICT-A:

Good afternoon. We will call the meeting back to order. We are the Joint Task Force on School Performance.

This afternoon, we are taking public testimony. We will start today, with welcoming Wrangell on board here, and Dr. Mary Francis in Wrangell. Dr. Francis would you like to begin testimony, please?

DR. MARY FRANCIS, WRANGELL SCHOOL DISTRICT:

Thank you, and good afternoon. I appreciate this opportunity to be able to testify to the committee. I would like to preface my remarks, by saying the Wrangell School District is willing and eager to be accountable for the school performance of its students. However, there are some factors that make doing so increasingly difficult.

I did listen this morning, and heard the discussion about the amount of money spent for education, and yet we still have problems. I would just like to point to some, unfortunately, financial concerns of mine. We have no increase in the instructional unit in spite of the rising costs over the past three years.

The second factor which concerns me, is that initial inequities in the foundation formula for districts like mine, which are single sites, have caused us problems, and inparticularly, I think, what people don't understand is that there are some programs and services that small sites have never had. It is not a matter of services that have been cut back, it is some that we were never able to afford to provide.

A third factor that is making it difficult financially is a local economy that is unstable due to the dependence on logging and fishing, which does affect the local contribution to schools.

I would just like to point out, in terms of programs, for example, the impact of declining finances. Last year we purchased new materials in math and social studies, and this year we will purchase language arts and science materials, and a new standardized testing program. But, in order to protect these much needed purchases, we had to do a variety of things. We combined three first grades of last year into two second grades this year. I think you are all aware of the impact of large class sizes particularly at the primary level. We had to reduce instructional support staff. We basically had only compensatory program support staff working in our classrooms. We had to cut all travel, including student activities by twenty-five per cent. Other budget line items, we either maintained or reduced every single item in the budget.

And all of this, also, on top for settling for a status quo contract with our certified staff. These

various things, I believe, are important to acknowledge the impact that they will have on our ability to either maintain existing programs for student achievement or to improve them to any extend. And I believe, we shouldn't have to pit these things, one against the other.

The instructional unit needs to be increased to rectify the losses sustained over three years of no increase and it needs to be inflation proofed for the future. Otherwise, I think you will see by logical extension, a decreasing ability to sustain a level of quality programming.

Small districts like Wrangell are at risk of falling behind each year in our ability to improve and provide services to our students.

Thank you very much.

SENATOR LLOYD JONES:

Thank you Dr. Francis. Are there any questions?

SENATOR JACK COGHILL, DISTRICT-J:

Thank you, Mr. Chairman.

Doctor, you were with us this morning. Did you, have you got any comments about the report card system, that we did discuss, and hooking that into some way or other getting the proper funding into the foundation formula. Do you have any comments on that? Or do you know enough about it?

DR. MARY FRANCIS:

I didn't listen. I was only listening for about an hour, and overheard the discussion. I believe, I have the general idea of report card system that you are referring to. I believe that you were the person, who would like to tie the report card to, in some way to districts in need. You would not simply tie funding to people who perform well. Is that right?

SENATOR JACK COGHILL:

That's correct, yes. Trying to, well, you don't want to punish those people who are performing well. You have to tie it someway or another to report card system, and find out, in fact through the report card system, if we do have, like you say, a failure in the proper funding of the basics for the foundation formula.

Like Senator Jones said, we have been through that loop two or three times. I guess when it gets down to, it's not a matter of needs, it becomes a matter of who writes grant report, or who can fill out the best paper work, for the way that we have our system now. We are looking for new innovated way, so that we can get into the recommendations of just exactly what we are trying to do here and that is to get our school performance up to a level of achievement.

DR. MARY FRANCIS:

I would just like to say that, I think it is a good idea. What I would prefer, is that there would be some time for districts to improve with dollars that went with it. For example, in the first year of the report cards showed that "x" district was not performing as well as other districts in the state, with that would be compensated for and the district would be asked to provide some kind long range plan in which it would slowly inch toward improvement. And it takes time, it doesn't help to simply buy a new set of text books and expect the next year suddenly students are performing better.

SENATOR JACK COGHILL:

Yes, I agree. And that of course is what we are trying to grapple with here. We are trying to get into a policy position. We are not going to drive the boat, we are just going to point the boat to where it is supposed to go. We are trying to figure out new and innovative ways to not enhance the system, but to enhance the quality of the receiver end, which is the kids.

I think this report card system will do, is that it will show, it will show all of the values, because when you got stability and family, and got stability and community, that will automatically show up in performances of the education system, as far as that area is concerned. When you have instability, lots of transits and lots of upheavals in family and family affairs in the social structure with alcoholism and all the rest of them, that shows up in the performance in the school level. So the administrators, Doctor, I guess were what, I was saying here, the administrators are looking at the funding side of it. We as policy making people, are trying to look at it from the stand point of what's the end result.

SENATOR LLOYD JONES:

Okay. Thank you very much, Dr. Francis. If nothing further, we will now welcome Sitka aboard, Joe Beckford.

JOSEPH BECKFORD, SITKA:

Thank you very much. I haven't had an opportunity to listened to the testimony that you had thus far. But, with regards to statewide testing, and how the legislature might go choose to go about measuring school performance, I think there are some concerns that we would like to address.

A few years ago, Sitka School District underwent a project called curriculum alignment, whereby, we looked at the different testing programs that are available on the market place and went through a process to match our curriculum with the standardized testing, to find out which standardized test best matched what we are doing. Now obviously, it is no use to test children on things that you are not teaching them. So the logic in doing this was not to teach to the test, but get the best match possible between a testing format and what we are doing in our schools.

When you come in and you start looking at statewide testing, of course, one of the concerns is whether or not you are setting a statewide agenda for curriculum. Again, there is no sense testing that which is not being taught. And so that is a concern I think to not only us, but to any people around the state.

Last night, I was reading through a copy of an article from the November 19th, Wall Street Journal addressing standardized testing. And the number of booklets which have appeared in the market place, which attempt to prepare students for standardized testing, one of the concerns which is arising is the very close match between these test booklets and the test themselves. As a matter of fact, a company by the name of Random House, which has been absorbed by McGraw Hill, came out with a book for that very purpose. And originally McGraw Hill criticized the company for its close proximity to what they were testing. However, McGraw Hill bought out Random House and I believe over two million copies of this booklet were sold and continue to be sold by McGraw Hill, who also owns the California Achievement Test as well as the competency test of basic skills. And so this type of thing happening out in the market place is also a concern, when you look at standardized testing. Personally, I have never been a proponent for standardized testing. I think the best thing for school districts is that they could have very efficient criteria reference testing. And this way, whole schools are responsible for what they say are doing, instead of some other level of involvement such as the testing bureaus.

That is the only concern that I would like to address at this time, and I thank you for giving me the time and opportunity. Thank you.

SENATOR LLOYD JONES:

Is there any other site or anybody else from those sites that would like to participate at this time?

[THE BRIDGE REPLIED THAT THERE WAS NO ONE ELSE.]

SENATOR LLOYD JONES:

Okay. We will now come back to Petersburg here and we will open up the testimony for anyone that is present here. Would anyone like to testify?

The superintendent of schools, Bill.

Welcome, Bill.

BILL CREGER, SUPERINTENDENT, PETERSBURG SCHOOL DISTRICT:

Thank you. I would like to welcome you to Petersburg, also.

I'm Bill Creger, Superintendent of the Petersburg Schools. And as I was saying, I would like to thank you for your interest in education and to hear testimony on behalf of our educational programs throughout the State of Alaska. I deeply appreciate it.

One of the things that I wanted to address, and it was touched on this morning, is the funding for the State of Alaska. Petersburg is one of the districts in the state that per capita spends the least. Another way of looking at it is that for the dollar that is spent by the state, people get much value for the dollar spent. Or it is a bank for the buck, looking at it that way.

We are proud of our educational system here. We think there are some reasons it has been and is a strong school system. One of the fundamental strengths, and I am trying to cut through a lot of talk, is a strong faculty. We have a dedicated and strong faculty, that has been hired and placed for a number of years. It is a veteran faculty. They have been here for a long time, most of them. They were hired carefully, administrators important in the past look to the best teachers they could find, wherever they could find them and hired them. And they also made a concerted effort to keep those teachers on staff. To keep them and make a working environment that was pleasant for them.

So the bottom line for a strong educational system, in my opinion, is the best teachers that you can find. Second, would be retaining them. In order to do that though, comes a need for finances. Increasingly,

Petersburg is finding for the money we are spending, it is going to be harder and harder for us to attract teachers from wherever they might come from, that are the best that we can find. The best that they can be for our kids in our school system.

In the past three years, you have had a foundation formula in place of the state that has $60,000/base per unit. I really believe that that needs to be increased just for cost of living going into next year. For Petersburg in particular, is going to be suffering.

We are in a position right now, where we are going to need to start looking at that cost either this coming year or the following year. We don't really want to do that, because we think that cutting is going to hurt our program. Even now we are standing still. We are not able to add programs as we would like. And in business, when you stand still you are bound for failure. You are bound for reduction in production. And we would like to expand.

Our school board has looked at expanding into a foreign language program. We would like to look at elementary counseling or social service programs for youngsters that need it, and parents that need it. We would like to look at expanding a stronger a science program than we now have. An in-service training for our teachers, to keep them abreast of new things. And strength in an already strong program. And support our teachers, because they need that support.

Strong business' train there employees, and retrain them. And they provide what we call in-service for their people. And they invest in them. And that is a good investment.

I would encourage you to look at what I consider to be the basics of where our money should go in this great state of ours. That is toward the classroom and toward the teachers. I would look for programs that work, and I would look for basic programs that work.

I wanted to comment, too, some under the report card that you are going to be looking at. I think it is a good idea. I think that some measure of performance, some measure of output is important. However, I think you need to look at what that tool will do after you have it in place. Is it the intention to reward districts that do well or is it intention to provide more funds for districts that are not doing well? Again, we are a capitalistic society looking at industry. Those that do well, perform well are going to make more money. This is a fishing community. It is one of the main sources of income in this community. Those that are efficient fishermen, the ones

that know where to go for fish, the ones that have been effective over the years in getting the big catches, make the most money.

So I would encourage you as legislators, to look at rewarding not only those that are doing poorly, but also for providing incentives for those that do well. The national studies that came out over the past since 1983, with the nation at-risk being the first, pointed out, and all of them pointed out two basic needs:

1. Higher pay for teachers.

2. Higher funding levels for education.

And finally Alaska, which at one time, was one of the best paying states in the nation, was the best paying state in the nation, overall, at entry level, is slipping. Even though many of our schools in Alaska are still in the best paying, if you put in the cost of living factor in some areas of twenty-five to thirty-five percent, it is not longer the best. I think you need to look at that as legislators, in order to maintain the best teachers you can for our students here in Alaska.

I have touched on some things which are important to an educational enterprise. Money is the life blood of any educational program, as it is with industry or whatever businesses you are in. And we are concerned about our life blood being reduced and cut, because it will be, just with cost of living increases. And I could reiterate into areas that we have had increases. And you know what those are though. And we had very little to do with a good number of those. Utility costs are going up, insurance costs are going up, escalating the problem nation wide, taking more and more of our money. And we are not adding to programs to do those things. They are just there.

Again, I would thank you for your interest in education. And for being here today, and being concerned about education and the future of Alaska.

SENATOR LLOYD JONES:

Thank you.

Are there any questions?

Rep. MacLean has a question.

REPRESENTATIVE EILEEN MACLEAN:

I just wanted to get some background information on Petersburg School District. What is the student population now?

BILL CREGER:

Our student population this year K-12 is 685 students. That's ....[indisc.]....

REPRESENTATIVE EILEEN MACLEAN

And how many teachers?

BILL CREGER:

We have forty-six full time teachers. Fifty by head count.

REPRESENTATIVE EILEEN MACLEAN:

Let me just go through some of my questions.

You mentioned that your per capita funding is low compared to the State of Alaska. What do you see local contribution that the school district gives toward the funding process?

BILL CREGER:

The local contribution currently is four full mils. That is nothing. With four full mils contribution, there is no in services held or anything such as that.

REPRESENTATIVE EILEEN MACLEAN:

The last question which I wanted to ask is that: Do you have a program for preventative measures for potential drop-outs or what we term at-risk students?

BILL CREGER:

We try to handle as much we can, all our students in the classroom setting. If other than special education programs, Chapter I programs, no we do not. And our drop out rate is between three and five percent.

One thing that I think regarding full out programs of any kind, including ones that we do have, we do have gifted and talented, and we have bilingual, but I think pulling people out of the regular classrooms, sometimes singles them out to the point to where they feel different and feel that they are not part of the system any more, or that people think less of them or even worse they think more of them, and that they are kind of superior human beings.

REPRESENTATIVE EILEEN MACLEAN:

Thank you.

BILL CREGER:

Thank you, too.

SENATOR LLOYD JONES:

Alright. John Forney. Would you like to come forward.

JOHN FORNEY:

I would like each of you to take one of these, please.

[ATTACHMENT A]

SENATOR LLOYD JONES:

Welcome John. Would you identify yourself for the record please.

JOHN FORNEY, MINISTER, MEMBER OF SCHOOL BOARD, PETERSBURG, ALASKA:

I'm John Forney. I'm a member of the school board here. I'm the local Episcopal priest in town and I have also had a chance to do some teaching in a number of studies both in Oakland and other areas and had a chance to substitute teach in our school district as well. It is out of that background that I would like to share some research that has been done on education. This is with poor minority children, but I think it would be pertinent to children that come from many cultural backgrounds. This somewhat brings different values than mainstream school brings or mainstream schools have.

The article itself, to identify it, is by James Comer. He is a professor of child psychiatry and Director of the School Development at Yale University. And to just briefly summarize the article, James Comer writes a little bit out of his own background. He grew up as a black child in the Chicago area and he and three other friends went to one of the elite Chicago integrated schools as children. He says of the four of us, he made it. The three friends didn't. What was it of their family background that gave it the ability to make it in the schooling situation.

Later on, working with children, as a professor of child psychiatry, he begin to notice that the scores between white children out of middle class homes and minority children pretty much stay the same through third

grade and then at third grade there was a divergence between white scores and minority children scores.

My wife has done research here for the Petersburg Indian Association and same thing can be seen in our Petersburg schools between white scores and scores of native children.

James Comer began to ask the question: What happens around the third grade that links the success in one case, and failure in another. His surmise was that the working hypothesis was that there is an essential ingredient that homes give children, that is absolutely essential in terms of predicting success in education. And he said the values of home and peer group culture, which tend to predominate over the values of school culture at about the third grade level are divergent from school culture.

The result is alienation and failure.

I begin to wonder in terms of Alaska, if that is some of what we see here. As a result of two schools in New Haven, where he worked with the parent committee to work with those schools. Within five years, test scores with those schools were on a par with the rest of the district. Within seven years, the test scores were higher than the surrounding white, essentially white schools.

They have took this model, and they have replicated it in fifty schools around the nation, with the same success. I wonder in terms of our schools, where families come from or students come from families whether they are lower blue collar socioeconomic groups. Whites, if there is this kind of disparity between the cultural predispositions of schools and family, if that would account for some of it. What we see in terms of failure in our children.

Having worked in inner city Oakland, I had the same experience that he had when he talks about parents who felt that they were completely unworthy even to come into the school, because maybe they didn't know how to read or write. And so they didn't read to their children at night time like we read to our children. They didn't know how to read. They didn't come to the school functions because like I said, they did not feel worthy to be in that building. It is only when they begin to integrate parents from those families, in a meaningful way, with the education of their children and in the social life of the institutional school, will scores begin to improve.

I think that this is something that we need to consider here. How will we do that?

SENATOR JACK COGHILL:

John, on page forty-five of your handout, gives a good draft of the way some of these policies have to come together. And the professional consultant on the one side and the parent group on the other side meeting with the management team before it goes into the system. Of course, I am a strong advocate of the AYI program in Alaska when it comes to the Alaska Youth Institute with the mental health program when it comes to disturbed children or to children that are perceived to be backwards, and I think that tells the story.

Thank you very much for the handout.

JOHN FORNEY:

Well, I think it is a model. They say it has been replicated in fifty dysfunctional schools around the country and virtually every school has been brought to national standard performance if not above.

SENATOR LLOYD JONES:

Thank you John, very much.

JOHN FORNEY:

Thank you.

SENATOR LLOYD JONES:

I have a letter here from a fellow who is probably right here in the room here. A recently retired principal of the school system here. He addresses it:

"Senator Lloyd Jones:

I believe your school improvement committee has scheduled a Tuesday lunch with the Petersburg School Board, with a goal of finding out from them what makes a school excellent. I am sure this will be a worthwhile meeting for you. However, if you wish to include in your deliberations, information on the day to day, hour by hour acts, procedures, decisions, and dialogues within the school buildings themselves, while the kids are there, those things that really make a school tick, you are maybe leaving out the most important ingredient.

I have spent my professional lifetime regularly studying professional materials, persons, and research that have been concerned with identifying those characteristics that cause a school to be excellent. They all agree that the principal is the deciding factor.

With that in mind, I suggest that you balance with what the policy makers say with what the most knowledgeable principals think. Specifically, I believe that your committee should contact Executive Secretary of the Principal Association, Larry Graham, and ask him to identify three to five outstanding principals who have shown that they know how to run excellent schools. I suggest that you ask them to prepare criteria and that you meet with that group at least once, for some in depth dialogue.

Education is very important to me, as I am sure it is to you.

Thank you,

Sid Wright"

I think that is a constructive addition to our meeting here. I think it is a worthwhile idea, and perhaps when we get back to Juneau, we could invite those people to a meeting. We have two principles in our audience. I didn't know that. You are certainly welcome. It sounds like Sid is getting to the heart of the matter.

[unidentified person said "She is not here to go public."]

SENATOR LLOYD JONES:

Well, we certainly welcome any testimony at this time, that you may have or may have observed, in your experience, that could help us out. And we will pursue this idea that Sid has.

Thank you, very much.

MELISSA CARRAWAY, PRINCIPAL, ELEMENTARY SCHOOL, PETERSBURG:

Good afternoon, I'm Melissa Carraway. I am the elementary principal here in Petersburg. And I worked with Sid Wright for a number of years, and he typically does this to me. He takes off and let's me do the dirty work.

The important thing that I would like to share with you, is that as a principal, the most important part of education is the children. And once you have given them some power, they can do wonderful things. People to best help them get that power in school studies is their teacher. Consequently, they need to be empowered. When you begin to ask those teachers to do a hundred and one other things, other than teach in their classrooms, because of all the wonderful programs that make schools special, you begin to burn teachers out and they can't take care of

their number one responsibility. And that is something that concerns me as an educator and as an administrator of education. We want all these wonderful programs, we want to come to all these wonderful meetings, and then yet I should be there with my kids saying good-bye to them right now. They are going home. And that is the best gift I can give to them today, to let them know that I care about them.

I think that we have to be real careful that we don't get too paper oriented in trying to make schools perfect. Because the best thing that we can do for them, is to give them people that care.

You are showing that to us by being here today. Come to school tomorrow, that would even be better.

Thank you.

SENATOR LLOYD JONES:

Thank you.

Are there any questions?

MELISSA CARRAWAY:

Thanks.

SENATOR LLOYD JONES:

Alright. There are some other people out there. Would you like to come forward?

I've never known Harold Bergman to be quiet. He always has something to add.

HAROLD BERGMAN, RETIRED TEACHER AND PRINCIPAL, PETERSBURG SCHOOL DISTRICT:

My name is Harold Bergman. I taught here in Petersburg schools for twenty-five years. I was principal for about fifteen.

I can walk into about any school and be there for about five minutes and tell you whether it is a happy school. And by happy, I mean that the kids are eager to come to school and less than they are eager to go home.

....[INDISC.----MICROPHONE NOT BEING USED PROPERLY]....

TAPE 3, SIDE 1

HAROLD BERGMAN:

....some of the older ones say:

"It's none of your business, Mr. Bergman. That's our home life, and you've got nothing to do with that."

I couldn't understand that. It was way beyond me, because I come from a home where my father drank, but reasonably. On Friday night, he would come home from work where they paid weekly, you know, and he had a little ....[indisc]....He always had a big smile on his face, and a candy bar, and I accepted that.

I will tell you a story about a boy that came to class, and I said:

"Where's your dad?"

He says, his dad was a janitor, he said:

"My dad got a bottle last night, and he didn't finish is. He's got to stay home and finish it today."

This was accepted. And I think this is still accepted today. And I hope to God that you people can do something about it. I failed. But maybe you can.

So keep a happy school.

Thank you.

SENATOR LLOYD JONES:

Thank you, Harold.

Come right up. All's we need is your name.

NANCY THOMAS, PRINCIPAL, MIDDLE SCHOOL & HIGH SCHOOL, PETERSBURG:

I'm Nancy Thomas and I'm the principal in the Middle School, High School here. And I have just come from St. Lawrence Island. Gamble is the name of the village that I worked for in the Bering Strait School District.

It is real intriguing to me, that it could be said, I was principal there for two years and now my third year here, I have absolutely done wonders because this group I brought up test scores and such...I haven't. There is such a different background, such different problems, and it seems that I am hearing people thinking that the problems in Petersburg are the same as the problems on St. Lawrence Island. And the solutions are the same. And they are not. And the money involved is not the same, and the teacher housing situation.

I also worked with North West Arctic School District, and lived in a shack, in a 11' x 12' shack for a year. Our teachers out in St. Lawrence Island lived in horrible housing, with no running water and so forth. And those people come and go quickly. And you can only live under those circumstances for a year or two. It is so difficult and isolated and remote and so forth.

When I hear things about teacher commitment, this is an absolutely wonderful staff in Petersburg. But there are committed teachers all over that are living under very very difficult circumstances. And I am not sure that their needs are being met like needs here in South East Alaska, where folks can buy a house and belong.

I do think that we really need to consider that this state is made up of a number of different worlds within the state, and we keep that perspective as we look at educational problems.

SENATOR JACK COGHILL:

Yes. I really appreciate those remarks, Nancy, because that's exactly what we encountered in our testimony when we first started on this journey, to try to figure out where we are at. In fact, I made the remark that these were teachers at-risk, because you are sending people into different cultures, and different ....[indisc.].....the living conditions are different, and the teachers are just not attuned to it.

But, I think that teaching experience should be shared by everyone that is in the educational process. Teachers that come into the larger systems, do not understand that there's a real problem out there in rural Alaska, and I represent a good portion of that. But yet, I got classrooms for schools that have got twenty-five kids in it. The biggest one has got around seven hundred. And yet you have got to try and lead some kid of standard in there. And you are right.

One of the things in our report, we are trying to teach, we want to kinda' crusade with me to teach in the classrooms Alaskan history, Alaskan culture, Alaskan government, Alaskan geography are so different, and then we get some understanding, I think.

You are right, the standards out there have got to be brought out, but you have to bring them up in a different way.

Thank you, Nancy.

SENATOR LLOYD JONES:

Anyone else here in the room like to testify? Any one out there on line that would like to testify, any of the sites.

[THE BRIDGE REPLIED THAT THERE WERE NO OTHER SITES WHO HAD RESPONDED EXCEPT SITKA.]

SENATOR LLOYD JONES:

On the Sitka line, if they are still there, is Joe Beckford still available?

Representative MacLean has a question.

REPRESENTATIVE EILEEN MACLEAN:

Good afternoon, Mr. Beckford. This is Representative MacLean. You were talking about the statewide testing program that you're developing within the Sitka School District, and I wanted to find out what type what type of testing program that you were doing and find what correlates you were utilizing to develop the testing program.

JOSEPH BECKFORD:

....[INDISC. -- VERY FUZZY]....

REPRESENTATIVE EILEEN MACLEAN:

Would you please expand a little on the correlates that were utilized to come up with a testing program that match your current one, a little bit more.

JOSEPH BECKFORD:

One of the things that I could provide to you, would be the ....[indisc.]....alignment format. But, basically what we did ....[indisc.]....and see what concepts that need to be developed at what levels for language arts and mathematics, for the areas which we are testing. And to see at what levels these concepts are being introduced.

For example, it might very well be that in one testing format that the division is introduced at one grade level and one format and is not introduced until the next grade level in another testing format. And so we look at the match between what level these concepts are being introduced in our curriculum and whether on what level they are being tested. In the different testing formats.

Could you expand on that question, please?

I would have to check on that. That could be done very easily by checking with the building principles.

[REPLY IS INDISC.....MICROPHONE IS TURNED OFF.]

When I get back to the office, I will make sure that that information is put together for you, and mailed out.

I have listened with interest to the different speakers that have addressed the committee and I think that all of us have a concern when we look at some of the language, for example under Section II on the committee substitute, under Educational Planning, item III says:

> "The districts shall annually file with the department and make available to the public a report that item III includes a means of measurement an achievement of goals and priorities ."

And further down under item D, says:

> "The results of basic skills achievement tests, in national standardized undergraduate college entrance exams with the appropriate comparisons."

Again, if I could reiterate, in many circumstances, you will find that these national tests, they say that they don't have cultural bias, in fact you will find that they do. That a lot of the concepts, I know, as a teacher myself working many years ago on the Navajo Reservation. I bought a copy of a curriculum designed for low functioning students who are not motivated. Unfortunately, the curriculum that I bought was really oriented towards inner city urban area box, so a lot of the references used where from an inner city type of perspective. I think that you find also as you look at the contents of these standardized tests, that although we said to us that they are not culturally biased, it is very difficult to bring a lot of concepts, that are used in those tests, and to the lives of many of the youngsters in Alaska, face.

I applaud you efforts in looking into this and giving the input, the best input that you can, because the results of whatever actions that you may take are going to have a profound impact. And believe me, I believe, although I would like to hope that it wouldn't happen, but I really believe that as you try to make school districts more accountable in ways that utilize standardized testing, I see the danger of statewide curriculum being developed, as a very real threat. And I think this is quite counter to rational that the state has used in decentralizing education as it did when it established the REAA's, leaving a lot of that decision making for curriculum and what students need to learn at the local level.

Again, I thank you for the opportunity to allow me to present my comments and thoughts to you.

[....INDISC....MICROPHONE TURNED OFF....]

SCIENTIFIC AMERICAN November 1988 Volume 259 Number 5

- ATTACHMENT A -

Educating Poor Minority Children

Schools must win the support of parents and learn to respond flexibly and creatively to students' needs. A successful program developed in New Haven points the way

by James P. Comer

Thomas Jefferson and other advocates of free public schools believed fervently that an educated populace is the lifeblood of democracy. In their view the school clearly had a political purpose: to socialize children to become good citizens. Jefferson wrote, "I know no safe depository of the ultimate powers of the society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion."

It is a long fall from this lofty ideal to the grim reality facing youths at the margins of today's society. Poor minority children are undereducated in disproportionate numbers across the country. Academically such children may lag behind the national average by up to two years. In large cities as many as 50 percent of minority children drop out of school. The failure to educate these children makes ever harder the task of rectifying economic and social inequities. Job opportunities increasingly reside in service and technology industries, but poor minority youths are the least likely to have the social and academic skills these jobs demand. Unless schools can find a way to educate them and bring them into the mainstream, all the problems associated with unemployment and alienation will escalate.

JAMES P. COMER is professor of child psychiatry and director of the School Development Program at Yale University's Child Study Center and associate dean of the Yale University School of Medicine. He received an A.B. at Indiana University, an M.D. from the Howard University College of Medicine and an M.P.H. from the University of Michigan School of Public Health. He writes and consults extensively on school improvement. In his most recent book, *Maggie's American Dream*, which will be published this month by New American Library, Comer writes about his mother, an impoverished black woman who grew up in the rural South.

The task seems overwhelming. And yet it can be done. In 1968 my colleagues and I at Yale University's Child Study Center started an intervention project at two inner-city schools in New Haven. Unlike many of the reforms that are now being tried or proposed, which focus on academic concerns such as teacher credentials and basic skills, our program promotes development and learning by building supportive bonds that draw together children, parents and school. By 1980 academic performance at the two New Haven schools had surpassed the national average, and truancy and disciplinary problems had declined markedly. We have now begun to duplicate that success at more than 50 schools around the country.

The perceptions underlying our approach are partly rooted in my own childhood. In 1939 I entered an elementary school in East Chicago, Ind., with three other black youngsters from a low-income community. The school was considered one of the best in the district; it was racially integrated and served the highest socioeconomic group in town. All four of us were from two-parent families, and our fathers made a living wage in the local steel mill. We were not burdened by any of the disadvantages—school segregation, inadequate schools, single-parent families, unemployment—commonly cited as causes of educational underachievement in poor black children. Yet in spite of the fact that we had similar intellectual potential, my three friends have had difficult lives: one died prematurely from alcoholism, a second spent a large part of his life in jail and a third has been in and out of mental institutions.

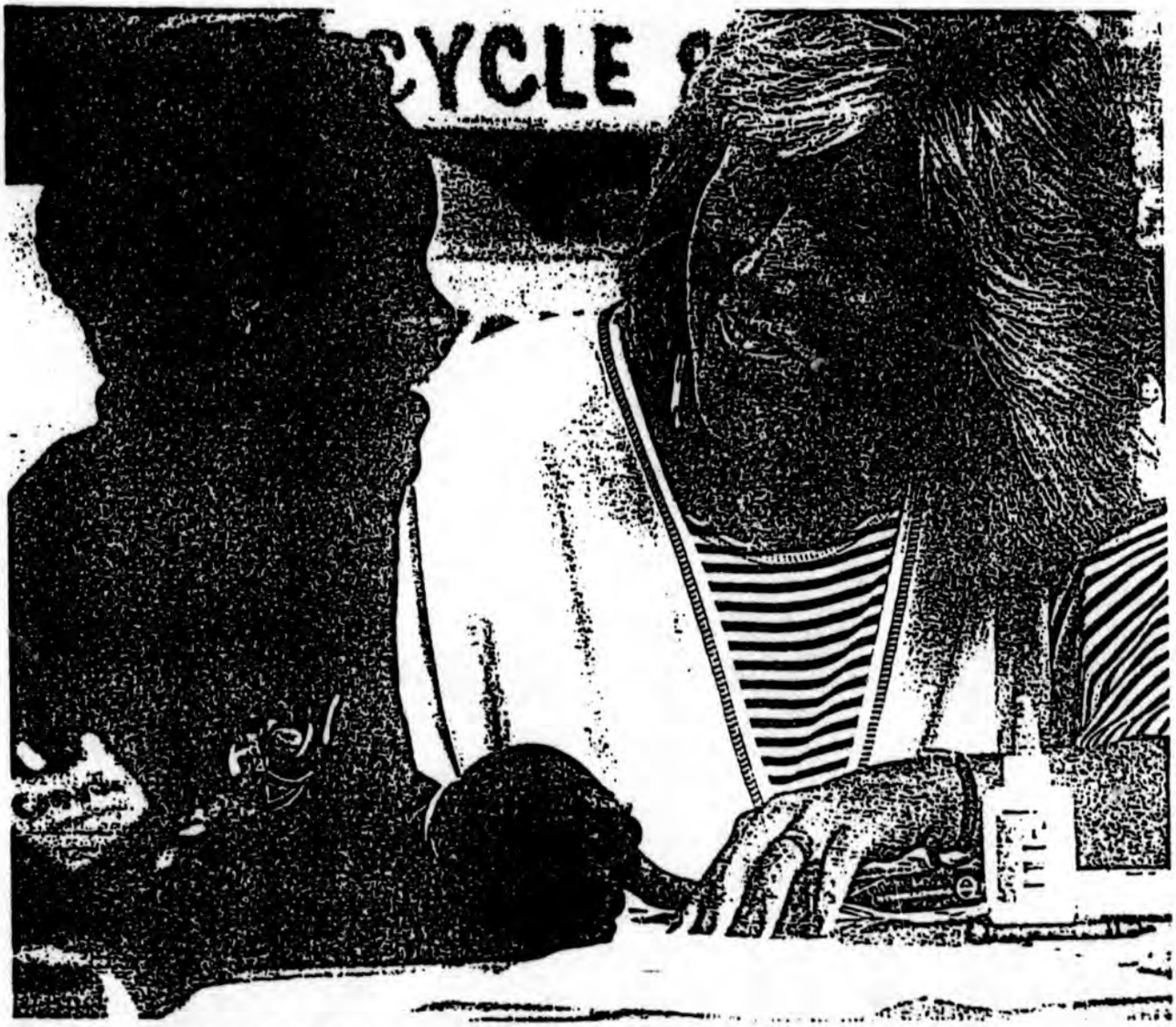
Why did my life turn out better? I think it was largely because my parents, unlike those of my friends, gave me the social skills and confidence that enabled me to take advantage of educational opportunities. For example, I became friendly with my third-grade teacher, with whom I would walk hand in hand to school every day. My parents took me to the library so that I could read many books. My three friends, however, never read books—which frustrated and angered their

teachers. What the teachers did not realize was that their parents were afraid to go to the library; indeed, they were uncomfortable around white people in general and avoided them.

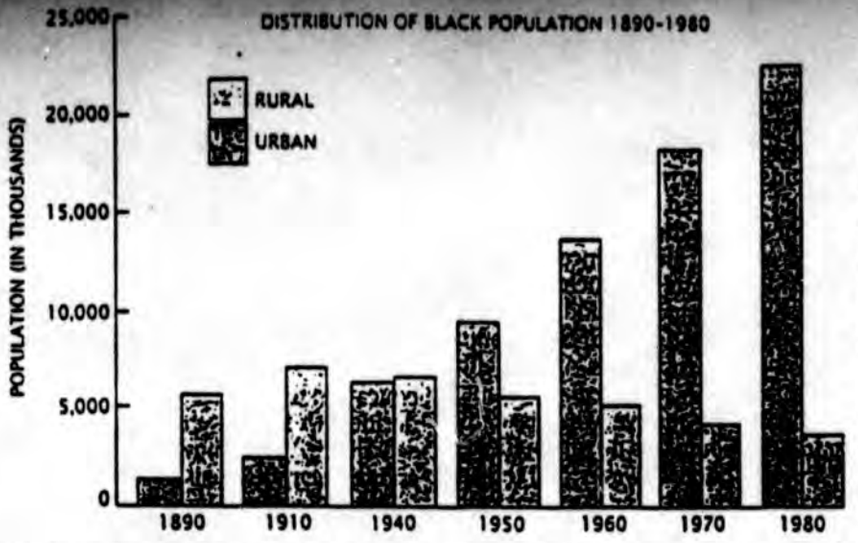
In the 1960's I began to speculate that the contrast between a child's experiences at home and those in school deeply affects the child's psychosocial development, and that this in turn shapes academic achievement. The contrast would be particularly sharp for poor minority children from families outside the mainstream. If my hunches were correct, then the failure to bridge the social and cultural gap between home and school may lie at the root of the poor academic performance of many of these children.

Yet current educational reforms deemphasize interpersonal factors and focus instead on instruction and curriculum. Such approaches reveal a blind spot: they assume that all children come from mainstream backgrounds and arrive at school equally well prepared to perform as the school expects them to. Reading, writing, arithmetic and science are delivered to students in much the same way as tires, windows and doors are attached to the frame of an automobile on an assembly line. Yet students do not come in standardized frames that passively receive what is delivered. Most educators do not challenge this assumption, however, and the approach has never been systematically evaluated or modified through direct experiments in schools.

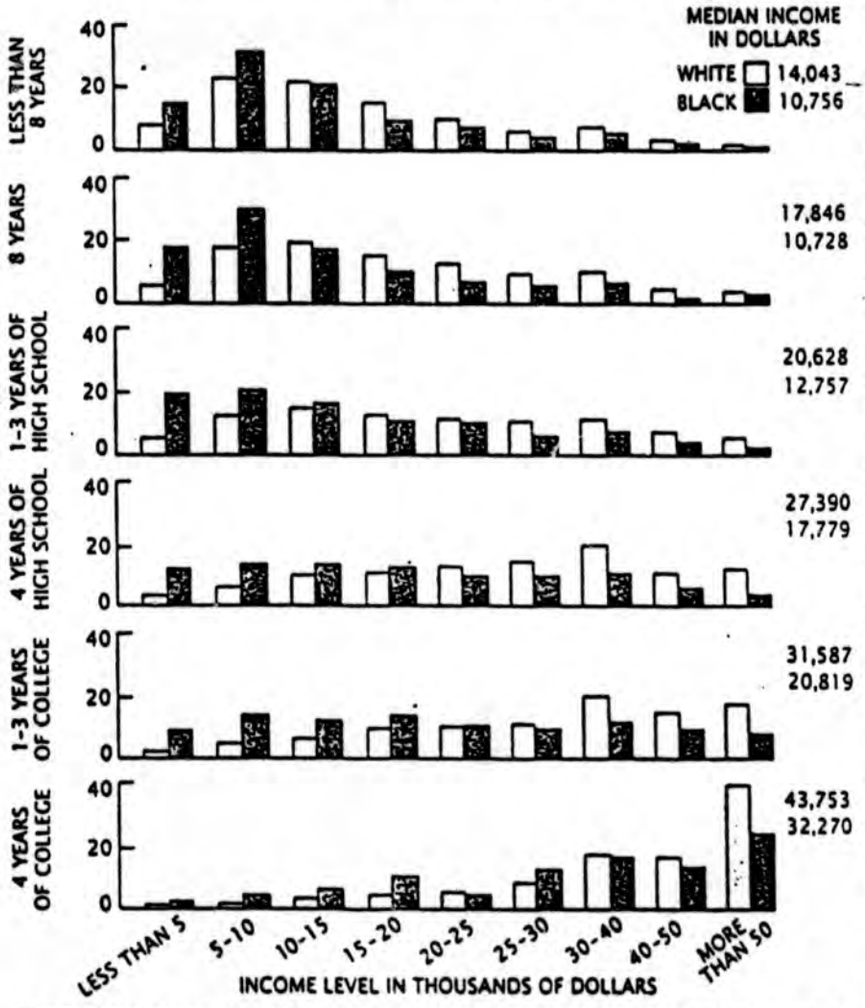
In contrast, Albert J. Solnit and his colleagues at Yale's Child Study Center believed educational reformers should develop their theories by directly observing and intervening in schools over long periods of time. Solnit's ideas inspired the school-intervention research project that was begun by the center and the New Haven school system in 1968 and continued until 1980. I was asked to direct the project and to work with a social worker, a psychologist and a special-education teacher from the center. We decided to immerse ourselves in the schools to learn how they function and then, on the basis of our findings, to develop and implement a model for improving the schools. We were guided by our knowledge of public health,



SMILE REWARDS A JOB WELL DONE in teacher Nancy McManus' first-grade class at the Katharine Brennan School in New Haven, Conn. The school, one of two elementary schools in which the author and his colleagues intervened, serves a nearby low-income housing project that suffers from rampant joblessness and crime. The staff is alert to the special needs of developing children, particularly those from marginal homes, and works hard to get parents involved: 92 percent of the parents visited the school 10 times or more in the past year. The school is now academically one of the best in the city.



BLACK MIGRATION into urban communities (towns of more than 2,500 people) accelerated after World War II. The rural black population once greatly outnumbered the urban population, but the postwar economic boom led large numbers of blacks to move to the cities in search of jobs. Discrimination and lack of adequate education, however, denied many blacks access to the primary urban job markets.



EDUCATION LEVEL correlated to family income for whites and blacks shows that black incomes are at least a third less than the incomes of whites with equivalent schooling. For a given level of schooling completed by the family head, the graph indicates the percentage of families within each income bracket. Lack of education reduces the income of blacks more than that of whites, and black income rises more slowly with education than white income does. The data, for 1984, are from *Statistical Abstract of the United States 1987*, issued by the U.S. Department of Commerce.

human ecology, history and child development—and by common sense.

Our model evolved in two schools: the Martin Luther King, Jr., School, which had about 300 pupils from kindergarten through fourth grade, and the Katharine Brennan School, which had more than 350 pupils from kindergarten through fifth grade. The pupils were 99 percent black and almost all poor; more than 70 percent were from families receiving Aid to Families with Dependent Children. At the beginning of the project the pupils were ranked near the bottom in achievement and attendance among the 33 schools in the city. There were serious problems with attendance and discipline. The staffs were discouraged; their turnover rate was 25 percent. Parents were dejected, distrustful, angry and alienated.

Both staff and parents approached the first year of the project with high expectations. But because teachers and administrators could not agree on clear goals and strategies, we had a difficult school opening. Some new teachers tried to have open classrooms, but the children soon became uncontrollable. Teachers blamed the administration for not providing adequate resources, and parents became angry—angry enough to march on one of the schools. Needless to say, the students did not learn much.

We, on the other hand, learned a great deal. The spectacular deterioration of the schools illuminated their social dynamics, something that would otherwise have taken us many years to perceive. We learned, first of all, that both the schools and our project needed more structure; we established regular meetings so that the staff could coordinate plans and set goals. More important, our analysis of interactions among parents, staff and students revealed a basic problem underlying the schools' dismal academic and disciplinary record: the sociocultural misalignment between home and school. We developed a way to understand how such misalignments disrupt beneficial relations and how to overcome them in order to promote educational development.

Our understanding is based on the fact that a child develops a strong emotional bond to competent caretakers (usually parents) that enables them to help the child develop. Many kinds of development, in social, psychological, emotional, moral, linguistic and cognitive areas, are critical to future academic learning. The attitudes, values and behavior

of the family and its social network strongly affect such development.

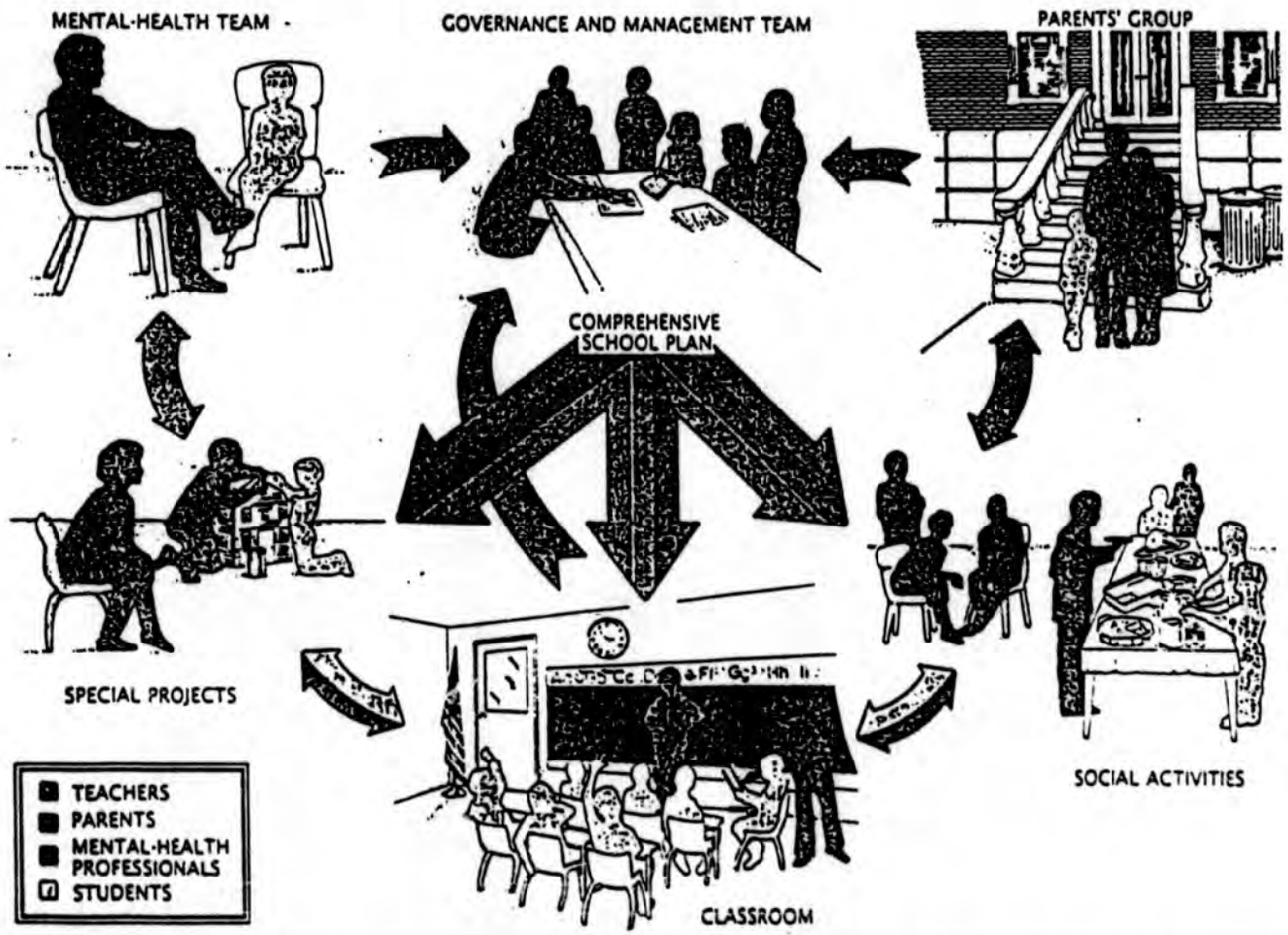
A child whose development meshes with the mainstream values encountered at school will be prepared to achieve at the level of his or her ability. In addition the meshing of home and school fosters further development: when a child's social skills are considered appropriate by the teacher, they elicit positive reactions. A bond develops between the child and the teacher, who can now join in supporting the overall development of the child.

A child from a poor, marginal family, in contrast, is likely to enter school without adequate preparation. The child may arrive without ever having learned such social skills as negotiation and compromise. A child who is expected to read at school may come from a home where no one reads and may never have heard a parent read bedtime stories. The child's language skills may be underdeveloped or nonstandard. Expectations at home and at school may be radically at odds. For example, in some families a child who does not fight back will be punished. And yet the same behavior will get the child into trouble at school.

Such lack of development or development that is at odds with the mainstream occurs disproportionately often among children from the minority groups that have had the most traumatic experiences in this society: Native Americans, Hispanics and blacks. The religious, political, economic and social institutions that had organized and stabilized their communities have suffered severe discontinuity and destruction. Furthermore, these groups have been excluded from educational, economic and political opportunity. These themes are particularly vivid in the black experience.

Blacks arrived in this country forcibly uprooted from their own culture, and they had another culture—that of slavery—imposed on them. Slavery was a state of enforced dependency and inferiority, which offered no future. The dominant Anglo culture, in contrast, placed a high value on independence and personal advancement. The dominant culture devalued the imposed black culture, and many blacks in turn developed a negative self-image. After the abolition of slavery, widespread discrimination denied blacks access to education and to the political and economic mainstream. Yet in spite of these psychological and social handicaps many poor black families, particularly in rural areas, were able to develop strong religious and cultural support systems and to function reasonably well.

After World War II opportunities for rural work diminished and many black families migrated to cities, but as a result of discrimination they were largely shut out of the primary job markets. Moreover, urban jobs de-



SCHEMATIC of the school-intervention program shows its key components and the relations among them. A governance and management team, consisting of the principal, parents, teachers and a mental-health worker, develops a comprehensive school plan covering academics, social activities and special programs, such as a Discovery Room for children who have lost interest in learning. Social activities, such as potluck suppers, teach children social skills and enable parents to meet teachers. Some parents become teachers' aides. The mental-health team assigns a member to work with a child who is having difficulty. It also tries to prevent behavior problems by recommending changes in school procedures. By reducing behavior problems and improving relations with parents, the program creates a school climate conducive to learning.



MENTAL-HEALTH TEAM of the Katharine Brennan School meets weekly under the direction of principal Dietria Wells (*center*). Members track the progress of students who are having problems and discuss intervention strategies, which often involve the children's families. Participants include staff member Bridget Hardy (*left*), speech pathologist Judith Campbell (*right*) and psychologist Karen McCleu (*far right*).

manded a higher level of education than rural ones, and blacks, undereducated in prewar years, were at a disadvantage. At the same time, they experienced severe stress resulting from the loss of supportive communities. For all these reasons, many black families began to function less well and could not provide their children with preschool experiences that would enable them to succeed in school.

Furthermore, blacks were able to achieve mainstream success only in limited professional areas. Thus they could not gain a significant share of political, economic and social power in the larger society and thereby help to advance socially marginal blacks. With time, marginal blacks came to resent mainstream blacks and whites for being unable—and apparently unwilling—to help them, and they defensively rejected the mainstream.

In spite of their alienation from the mainstream, many poor black parents still look to the school as their hope—indeed, their only hope—for the future, even though at the same time they expect the school to fail them and their children as other mainstream institutions have. And in fact the schools often do fail them. Typical schools, with their hierarchical and authoritarian structure, cannot give underdeveloped or differently developed students the skills and experiences that will enable them to fulfill expectations at the school. Instead such students are labeled "bad," unmotivated or stupid. Staff people punish the children and hold low expectations for them, often blaming the students, their parents and their communities for the problems. Parents, for their part, take the problems as a personal failure or as evidence of animosity and rejection by the mainstream. They lose hope and confidence and become less supportive of the school. Some parents, ashamed of their speech, dress or failure to hold jobs, become defensive and hostile, avoiding contact with the school staff.

The result is a high degree of mutual distrust between home and school. A black first-grade teacher in an inner-city school with a nearly all-black student body recalled explaining classroom rules on the first day. When she finished, a six-year-old raised his hand and said, "Teacher, my mama said I don't have to do anything you say." Fortunately this teacher understood the underlying problem, but most teachers would have reacted angrily, whereupon any chance of gaining parental cooperation would have quickly evaporated. This degree of alienation between home and school makes it difficult to nurture a bond between child and teacher that can support development and learning.

The consequences of alienation become most apparent when these children reach the age of about eight. Around this age they are expected to progress academically at a rate that begins to exceed their level of development. In addition the children begin to understand how they and their families differ in income, education and sometimes race and style from other people in the school. At this age, moreover, children seek to decrease their dependence on adults and on the approval of adults.

Unable to achieve in school, these children begin to see academic success as unattainable, and so they protect themselves by deciding school is unimportant. Many seek a sense of adequacy, belonging and self-affirmation in nonmainstream groups that do not value academic achievement. Such children are at risk for dropping out, teen-age pregnancy, drug abuse and crime. On the other hand, the decision to pursue academic achievement and to join the mainstream also exacts a heavy price: such a choice means rejecting the culture of one's parents and social group.

Our analysis of the two New Haven schools suggested that the key to academic achievement is to promote psychological development in students, which encourages bonding to the school. Doing so requires fostering positive interaction between parents and school staff, a task for which most staff people are not trained. Such changes cannot be mandated or sustained from outside the school. Our task, then, was to create a strategy that would overcome the staff's resistance to change, instill in them a working understanding of child development and enable them to improve relations with parents.

From our experience during the first difficult year it was obvious that we would make no progress until we had reduced the destructive interactions among parents, teachers and administrators and given cohesiveness and direction to the schools' management and teaching. To this end we created in each school a governance and management team of about a dozen people led by the principal and made up of elected parents and teachers, a mental-health specialist and a member of the nonprofessional support staff—all the adults who had a stake in the outcome. The teams decided issues ranging from the schools' aca-

demic and social program to changes in school procedures that seemed to engender behavior problems.

Several rules guided these teams. First, team members had to recognize the authority of the principal but, equally important, the principal could not push through decisions without weighing the concerns of the team members. Second, we agreed to focus efforts on problem solving and not waste time and energy in placing blame. Third, we made decisions by consensus rather than by vote; this promoted cooperation by reducing the harmful tendency of groups to polarize into "winners" and "losers."

The teams were not fully accepted at first, nor were they immediately effective, because we at the center were viewed as outsiders (from Yale, to boot, which working-class people in New Haven have always regarded with suspicion). But as we helped the principals to see that power sharing increased their own ability to manage the school, and as teachers and administrators benefited, the staff became more willing to apply our expertise in social and behavioral sciences to every aspect of the school.

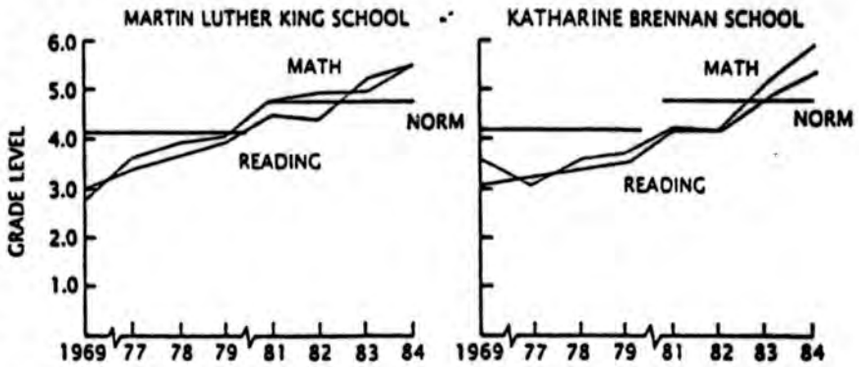
We invited parents from among the group that had protested against us in the first year to join the team. With their input we developed a program that involved parents at three levels: shaping policy through their representatives on the governance and management team, participating in activities supporting the school program, and attending school events.

At one point about a dozen parents worked as classroom assistants and formed the core of the parents' group. (They were paid the minimum wage.) Parents and staff sponsored activities such as potluck suppers, book fairs and graduation ceremonies. These social gatherings fostered good relations between parents and staff, so that when a child was having problems, the staff could discuss the matter with the parents without eliciting defensive reactions. As a result the school climate and student behavior improved, and more parents began to attend school activities.

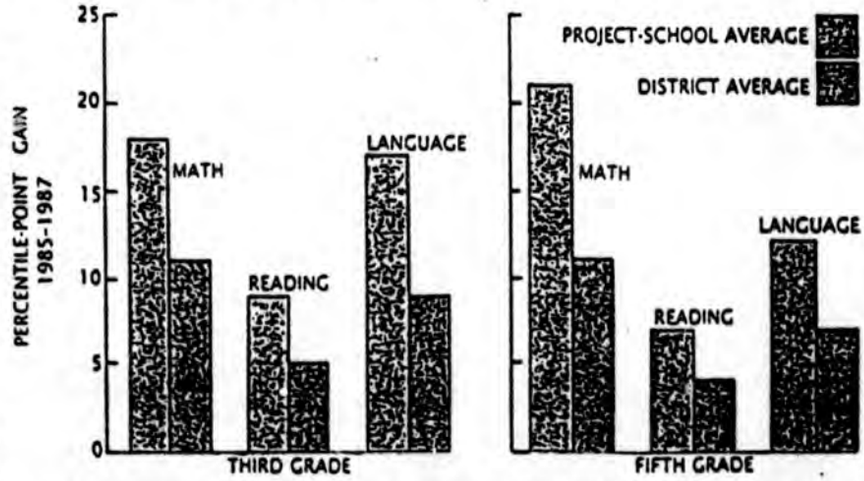
In a typical school, students who have emotional, learning or behavioral difficulties are seen by the school's psychologist, social worker or special-education teacher, who all work independently of one another. In our project, however, they worked as a team. We found this to be more efficient; the team would discuss each case and assign one member to it. The team approach also made it easier to detect patterns of troublesome behavior and to determine whether some aspect of the school was making them worse. Through its delegate on the governance and management team, the mental-health group recommended changes in school policies and practices so that students' developmental needs would be served better and behavior problems prevented.

These actions reduced the sense of failure, the feelings of anger and the loss of confidence that can lead to problem behavior among students. For example, an eight-year-old who was transferred into King from another school was taken directly to the classroom. He panicked, kicked the teacher in the leg and ran out. Usually such a child is punished. If nothing is done to reduce the child's anxiety, the cycle is often repeated until the child is labeled disturbed and referred for treatment. Our mental-health team helped the school staff to understand that the child's anxiety was a natural reaction to being thrust among strangers, and, together with the staff, we developed an orientation program to introduce transfer students and their parents to the school.

In the course of the 12 years we spent in the New Haven schools, other programs emerged in response to students' needs. In one school, children were kept with the same teacher for two years. A Discovery Room enabled "turned off" children to form a trusting relationship with an adult and, through play, rediscover an interest in learning. A Crisis Room provided a



FOURTH GRADERS at the two New Haven schools taking part in Yale University's Child Study Center's intervention program registered steady gains in achievement-test scores from 1969 through 1984. The graphs show mean scores on the Iowa Test of Basic Skills in reading (*red*) and mathematics (*blue*); scores in 1969 are for the Metropolitan Achievement Test. From 1969 through 1979 the tests were given in the fall (when the norm is a score of 4.2); from 1981 through 1984 the tests were given in the spring (norm score 4.8). Scores have stayed near the 1984 levels since then.



AVERAGE PERCENTILE GAINS on California Achievement Test scores from 1985 through 1987 were larger for 10 mainly black schools in Prince Georges County, Md., that use the Comer program than they were for the school district as a whole. Test scores of black students still lag behind those of white students, but the gap is narrowing. The school district, the 15th-largest in the U.S., has 105,000 students, 62 percent of whom are black. The schools using the program are more than 90 percent black; they receive extra staff and funds because they have been hard to integrate.

refuge for children who were "out of control." We discovered that this behavior could often be traced to a traumatic home experience, and so staff members helped the children to handle their feelings and regain a sense of control. With each intervention the staff became increasingly sensitive to the concerns of developing children and to the fact that behavior problems result mainly from unmet needs rather than from willful badness—and that actions can be taken to meet these needs.

By 1975 the program was clearly having an effect. Behavioral problems had declined, relations between parents and staff had improved and the intelligence of the children had become manifest. In that year we drew up a formal School Development Program based on the key ingredients of our success: the governance team, the parents' program and the mental-health team.

Having established a way to achieve and maintain a smoothly functioning school, we decided to see whether the school might also play a role in redressing the problem of social misalignment. We argued that it should be possible to teach our nonmainstream students the social skills that are expected of them in school, and that the acquisition of these skills would help them to succeed academically.

Staff and parents devised a curriculum of social skills, with instruction in the subjects children would need to know: politics and government, business and economics, health and nutrition, and spiritual and leisure activity. The staff chose specialists to help develop the program. Children learned how to write invitations and thank-you notes, how to serve as hosts, how the body functions, how to write checks, how to plan concerts, and so on. Each activity combined basic academic skills with social skills and an appreciation of the arts. These activities were an immediate and dramatic success. Students, parents and staff alike all felt a surge of excitement and a growing sense of participating in the mainstream.

The intervention program in New Haven produced significant academic gains. The students had once ranked lowest in achievement among the 33 elementary schools in the city, but by 1979, without any change in the socioeconomic makeup of the schools, students in the fourth grade had caught up to their grade level. By 1984 pupils in the fourth grade in the two schools ranked third- and fourth-highest on the Iowa Test of Basic Skills. By the early 1980's attendance rates at King were either first or second in the city. There have been no serious behavior problems at either school in more than a decade.

In 1980 our group left the schools. The program was fully integrated into the normal practices of the staff, who continued to carry it out. In the same year we began to develop a way to apply our program in other schools. We left intact the key elements of our success in New Haven—the governance and management team, the parents' program and the mental-health team, along with our operating rules—while allowing specific social and academic activities to vary with the needs of a particular school. In a sense the program enables school personnel to engage in a "clinical practice": armed with theories of child development and education, together with observations of children and school systems, they can diagnose problems in the school and develop solutions.

The Prince Georges County, Md., and Benton Harbor, Mich., school districts, which serve mainly low-income black children, have been using the program for several years; they have achieved successes on a par with those of the two New Haven schools. The program is being introduced to all New Haven schools, as well as to three other districts: Norfolk, Va., Lee County, Ark. (both also serving mainly poor black children), and Leavenworth, Kans. The program is now being implemented in more than 50 schools around the country, including two middle schools and one high school.

All the money and effort expended for educational reform will have only limited benefits—particularly for poor minority children—as long as the underlying developmental and social issues remain unaddressed. Yet most teachers and administrators are not trained to organize and manage schools in ways that support the overall development of students. Nor does their training enable them to analyze, much less solve, the social-misalignment problems of children from outside the mainstream.

The first step toward improving the education of these children, then, is to induce teachers' colleges and schools of education to focus on student development. Teachers who invest time in training will have an incentive to use what they have learned. The efforts of individuals will not be enough; the entire staff of a school must embrace new ways of thinking.

School districts, state and local governments and school boards must actively support these changes. They must recognize that students' social development is as important to society as their academic ability. They must select, certify and reward teachers and administrators who are skilled in nurturing the development of students. They must evaluate schools by their ability not only to produce high test scores but also to prepare students to assume adult responsibilities. And they must provide necessary funds.

The Federal Government must play a leading role in bringing about national educational reforms that can prepare young people to be effective and responsible citizens. Besides appropriating funds and establishing programs, the Government must facilitate the interaction of state and local government, educational authorities and private interests—foundations, businesses, colleges and universities.

To pull all of this together, I believe a National Academy of Education is needed. Its purpose would be to set national priorities, assess current research in education, learn how to implement approaches that work, identify areas for further study and allocate resources effectively. Such an academy must be free from the pressures of political expediency, and the interests of researchers must be balanced against those of educators. It could be created largely from existing Federal programs and governed by those who have a stake in education: educators, parents, government and business. A National Academy of Education could spearhead a process of change that is geared above all to the needs of children and to the national interest. It could set a timetable and move forward at a rational pace that recognizes the urgent need for reform and at the same time is guided by knowledge and common sense.

FURTHER READING

SCHOOL POWER: IMPLICATIONS OF AN INTERVENTION PROJECT. James P. Comer. The Free Press, 1980.

FAMILY LIFE AND SCHOOL ACHIEVEMENT: WHY POOR BLACK CHILDREN SUCCEED OR FAIL. Reginald M. Clark. University of Chicago Press, 1983.

GOOD SCHOOLS: WHAT RESEARCH SAYS ABOUT IMPROVING STUDENT ACHIEVEMENT. Willis D. Hawley and Susan J. Rosenholtz in *Peabody Journal of Education*, Vol. 61, No. 4; Summer, 1984.

WHY THE CURRENT WAVE OF SCHOOL REFORM WILL FAIL. John E. Chubb in *The Public Interest*, Vol. 90, pages 28-49; Winter, 1988.

1/8/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 8, 1990
3:30 p.m.

SENATE MEMBERS PRESENT:

Sen. Lloyd Jones, Co-Chair
Sen. Al Adams
Sen. Johne Binkley
Sen. Jack Coghill

HOUSE MEMBERS PRESENT:

Rep. Eileen P. MacLean, Co-Chair
Rep. Niilo Koponen
Rep. Cheri Davis
Rep. Johnny Ellis

MEMBERS ABSENT

None

WITNESS REGISTER:

William G. Demmert
Commissioner
Department of Education
P.O. Box F
Juneau, AK 99811-0500
Committee Consultant

Dr. Frank Darnell
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, AK 99811
Committee Consultant

ACTION NARRATIVE:

TAPE 1, SIDE 1
Number 094

WILLIAM DEMMERT, COMMISSIONER, DEPARTMENT OF EDUCATION, welcomed the opportunity to work with the committee and Dr. Frank Darnell. Commissioner Demmert noted that there was nothing in the report that conflicted with any program activities within the Department.

Number 127

SENATOR COGHILL explained that the committee report highlights several issues that could be obtained in the current legislative session. He praised the task force from the state school board for their good work and suggested that their written report be made accessible to the members of the legislature to augment the committee's objectives.

Number 159

Commissioner Demmert clarified that an Executive Summary of the state board's report was being prepared and he offered to distribute the report widely.

Number 214

CO-CHAIR REPRESENTATIVE MACLEAN introduced Dr. Frank Darnell and asked him to summarize his report.

DR. FRANK DARNELL explained the text as being a composite of different approaches including: ideas gathered from committee members and witness testimony at committee meetings; a review of testimony by witnesses at hearings held by the Special Senate Committee on School Performance; consultations with members of the education profession such as the Department of Education's staff, state board members, teachers, and faculty at the University of Alaska as well as Alaska Pacific University in Anchorage; input from leaders and members of the various professional associations; and a review of the professional literature as it applied to the school reform movement nationally. Dr. Darnell affirmed that the text, which occupied most of his time, reflected a middle-of-the-road approach. He assured that he made an effort to adhere to a principle of compromise. Dr. Darnell acknowledged that some of the points or recommendations in the text should be debated, with the hope that a consensus might be reached if there was a difference of view. He explained that the report listed 8 broad subjects for priority legislation and addressed 3 of them in detail, including 6 recommendations under a total of 5 subheadings. He reminded the Committee of the second report due date, the first day of the next legislature in January 1991. Dr. Darnell proposed that the Executive Summary remain with the main body of the report, but that it also be printed as a separate document under its own cover, since it would have a much broader distribution than the report.

Senator Coghill requested that the Committee review the Executive Summary, a highlight of the main draft, and then after questions were answered, review the main draft, which would save time.

Number 472

Dr. Darnell outlined the purpose of the Executive Summary regarding the statement of justification for the committee's existence. Specifically, he made reference to the testing programs that had come forth from the Department of Education (DOE). He noted that the paragraph on page 64, on the second page of the Executive Summary, would be brought up to date to include the 1989 test results that he had just obtained from the supervisor of testing at DOE. Dr. Darnell pointed out that the results revealed a wide disparity between the lowest and highest performing districts. He emphasized that 20 of the school districts in the state fall below the 20th percentile, and that the study represented 12% of the student population for the entire state, with the lowest performing districts being those that suffer from poverty and social dysfunction.

Dr. Darnell discussed the first issue on "Mandated Alaska State Goals of Education." He pointed out that the recommendation in the Senate report was well accepted by most people as a broad statement of a legislative goal, and that it was presently before the legislature in bill form. He explained that his report suggested that there be legislation to require local school districts to develop their own goals that are consistent with state policy. He recommended that there be legislatively mandated measures of achievement. Dr. Darnell said he agreed with the practice of school districts reporting back to the state board and legislature on specific items that are worked out jointly among school districts. He concurred with the Senate recommendation of school improvement incentives as part of meeting the goal section. He explained that the Department of Education also will recommend in their report that a fund which enables school districts to fulfill goals with special innovative ideas be established.

Number 703

Senator Coghill questioned the creation of another funding mechanism for administrators in which grants would not be used for the purpose for which they were intended. He proposed amending the report to limit applicants to no more than two grants in the five year period to ensure compliance with the intent.

Number 745

REPRESENTATIVE KOPONEN recommended that the state Department evaluate the programs and disseminate the results of the more useful ones to all districts, so successful programs could be emulated.

Senator Binkley concurred with Representative Koponen.

Number 758

Dr. Darnell noted that advisory school boards in particular would have authority to submit grant applications directly to DOE, so that they're not subject to a central district that may be quite removed from village conditions.

Number 780

REPRESENTATIVE CHERI DAVIS expressed concern that the report would become a "political football" in the legislature. She questioned whether the particular grant program was separate from the foundation program.

Co-chair MacLean agreed that it was a separate issue.

Senator Binkley concurred with Rep. C. Davis and Co-chair MacLean.

Number 838

Commissioner Demmert said that the state board had recognized the need to address the foundation program as well as the need to stimulate innovation and direction for special kinds of activities like the grant program.

Number 850

Representative MacLean said that it needed to be stated in the report that schools should receive no more than 2 grants in a five year period.

Number 889

Representative C. Davis recommended that school districts only receive grants every 2 years. She explained that it would still be limited but would not inhibit creative innovations.

Senator Coghill asked that it be left up to the state board to decide, depending on what funds were available. He reiterated that the number of grants to the same school should be limited.

Chairperson MacLean asked if anyone objected to Senator Coghill's proposal.

Rep. Koponen reemphasized that successful programs should be emulated.

Number 958

Dr. Darnell discussed the fourth item on page 64 of the report. He said this item reflected the greatest need among those students that were hard to teach and involved coordinating different agencies that typically were disjointed.

Number 019

Senator Coghill recommended, on page 69, the establishment of a "special" coordinating agency instead of a permanent agency.

Number 029

Representative C. Davis suggested that there should be a person in the inter-agency group who is outside the bureaucracy so as to keep track of funds spent.

Dr. Darnell said that some states follow this method.

Number 079

Representative Koponen suggested that it was the legislature's role to monitor agencies' spending. He said that he would like to see procedures developed that would allow coordination at the grass-roots level.

Number 140

Dr. Darnell endorsed Rep. Koponen's idea. He emphasized that the impetus of the idea needs approval from the highest administrative level.

Dr. Darnell then discussed pages 52 - 58 in the report. He predicted that this section would generate the greatest concern because of the $10 million expense. He explained that the money would be used to service the large numbers of children who satisfied all of the Head Start requirements, but were not being served due to a current lack of funding. Dr. Darnell stressed the success of the program in preparing children for school.

REPRESENTATIVE ELLIS asked about the eligibility status of the children not being served.

Dr. Darnell said the children who were not being served met the income level, as well as age criteria, for the program.

Number 237

Dr. Darnell further stated that if every child who qualified for the Head Start Program were being served, the $10 million would still not be sufficient.

Representative Koponen recommended that there be an itemized separation of the costs of the program. He said that the lack of qualified people working in the program posed a serious problem and should be listed separately, instead of as part of the overall cost. He disagreed with the concept of the state funding the total project, and felt there needed to be local involvement.

Number 365

Representative C. Davis asked Dr. Darnell if the federal government would provide funding to proliferate the program.

Number 395

Dr. Darnell said that there was a chance of obtaining some funding, that the program was supported by both parties. In addition, he clarified that this was not just a rural issue and there were children in need urban areas as well, so there would be support from urban areas that would otherwise be overlooked.

Number 459

Senator Coghill said he was troubled by the Department of Community and Regional Affairs' responsibility to administer early childhood education programs. He said if the emphasis was going to be shifted to the state, it should come under the Department of Education which could better administer the program. Senator Coghill proposed this point be mentioned as an adjunct to the report's recommendations.

Number 529

Representative Ellis pointed out that increased parental involvement accounted for the success of the Head Start Program. He recommended that parental training in conjunction with early childhood education be recommended in the report.

Dr. Darnell agreed with Rep. Ellis.

Senator Coghill recommended that the report include language in support of early childhood and parenting education.

Representative MacLean concurred with Senator Coghill.

Number 664

Senator Coghill said that page 72, item number 6, should include history, culture, and geography. He also wanted areas of emphasis in the main report typed in solid print. He further suggested that on page 34, drug awareness data in the "Development and Commitment of Health" section of the report be included.

Number 754

Dr. Darnell said that he would have to approach the state board to enact such changes.

Number 759

Senator Coghill felt that on page 39 in the section on test results, the results of minorities and whites should be separated.

Dr. Darnell said he didn't anticipate a problem in addressing the recommended changes.

Number 826

Senator Coghill recommended that after the report is printed, before it is distributed, there be another meeting to discuss recommendations as to the longevity of the committee.

SENATOR COGHILL MOVED and asked unanimous consent that the report be accepted by the committee. The motion was seconded.

Number 857

Co-chair MacLean declared that the motion carried, and the report would go to print.

The meeting was adjourned by the chair at 4:45 p.m.

1/22/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 22, 1990
9:00 a.m.

MEMBERS PRESENT

Senator Lloyd Jones, Co-Chair
Rep. Eileen Panigeo MacLean, Co-Chair
Senator Al Adams
Senator Jack Coghill
Rep. Cheri Davis

WITNESS REGISTER

William G. Demmert, Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Christopher Clark, Legislative Assistant
Rep. Eileen Panigeo MacLean
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Dr. Frank Darnell, Consultant
Joint Committee on School Performance
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Valerie Davidson, Legislative Assistant
Senator John Binkley
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4985

Edna MacLean, Special Assistant
Department of Education
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Lisa McLaren, Legislative Assistant
Rep. Niilo Koponen
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4457

Jim Nordlund, Committee Aide
Rep. Johnny Ellis
House Health, Education, and Social Services
Committee
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-3759

ACTION NARRATIVE

TAPE 1, SIDE 1
Number 015

Co-Chair MacLean called the meeting to order at 9:10 a.m. and noted the following members present: Senators Adams and Coghill and Representative Cheri Davis. After the committee adopted the day's agenda and the minutes from the January 8th meeting, Senator Coghill praised the committee's report, entitled "Excellence In School Performance: the Role of the Legislature," and called for the drafting of model legislation that would implement the report's recommendations.

Number 041

Dr. Frank Darnell initiated the discussion on the plans for the committee's activities in 1990 and on the second report that the committee is required to present on the first day of the Seventeenth Alaska Legislature. The members discussed committee funding for Fiscal Year 1991 and the prospect of having Dr. Darnell return to help write the second report.

Number 150

At 9:15 a.m., Co-Chair Jones joined the committee.

Dr. Darnell discussed the proposed committee budget for Fiscal Year 1991 and noted that the total was less than the amount used during fiscal year 1990.

Dr. Darnell suggested that the committee hold four meetings for the purpose of completing the second report. He

suggested that the first meeting be held in Kotzebue in June, the second meeting be held in Fairbanks during the third week in July to coincide with the Eskimo Olympics and with teachers attending summer school, the third meeting be held in Anchorage in September, and the fourth meeting be held in Juneau in late October or early November.

Rep. Davis advised that the fourth meeting be scheduled so as not to interfere with the November state elections.

Senator Coghill asked that the committee hold two-day meetings at a time in order to allow the public plenty of time to participate.

Number 262

Senator Adams suggested having the committee co-chairs write letters to the chairmen of the Senate and House Finance Committees regarding funding for fiscal year 1991. He deferred to Senator Coghill the task of drafting the letter.

Number 301

Jim Nordlund, committee aide to the House Health, Education, and Social Services (HESS) Committee, told the committee that the Senate and House HESS Committees shall meet on Monday, January 29, to hear the formal presentation of the joint committee's report.

Number 325

Senator Coghill suggested drafting legislation that would implement the recommendations of the joint committee. After some discussion, the members agreed to meet at 8:00 a.m., Thursday, January 25th, to discuss drafting legislation.

Number 424

Commissioner William Demmert announced that the State Board of Education would like to meet with the joint committee and that it would offer help in supporting legislation sponsored by the joint committee.

TAPE 1, SIDE 2
Number 001

Commissioner William Demmert offered the joint committee support from his department and from his special assistant, Edna MacLean.

Number 043

Due to conflicts in schedules, the members changed the January 25th meeting time from 8:00 a.m. to 4:00 p.m.

Number 065

Co-Chair MacLean adjourned the meeting at 9:45 a.m.

1/25/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 25, 1990
4:00 p.m.

MEMBERS PRESENT

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

WITNESS REGISTER

Rep. Peter Goll
Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4925

William G. Demmert, Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Christopher Clark, Legislative Assistant
Rep. Eileen Panigeo MacLean
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Dr. Frank Darnell, Consultant
Joint Committee on School Performance
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Valerie Davidson, Legislative Assistant
Senator John Binkley
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4985

Edna MacLean, Special Assistant
Department of Education
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Stephen McPhetres, Executive Director
Alaska Council of School Administrators
326 Fourth Street, Suite 211
Juneau, Alaska 99811
Telephone: (907) 586-9702

Lisa McLaren, Legislative Assistant
Rep. Niilo Koponen
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4457

Jim Nordlund, Committee Aide
Rep. Johnny Ellis
House Health, Education, and Social Services
Committee
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-3759

Martha Stewart, Legislative Assistant
Senator Al Adams
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-3707

Kathy Wineman
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

ACTION NARRATIVE

TAPE 1, SIDE 1
Number 001

Co-Chair Jones called the meeting to order at 4:15 p.m. and noted the following members present: Representatives MacLean (Co-Chair), Cheri Davis, Johnny Ellis, and Niilo Koponen. The members then approved the day's agenda and the minutes from the previous meeting which was held on January 22, 1990.

Number 078

Joint committee consultant, Dr. Frank Darnell, described the various pieces of draft legislation that would implement the five major recommendations made by the joint committee in its report, "Excellence in School Performance: the Role of the Legislature."

The first draft reviewed by the committee would implement joint committee recommendations 1 (mandated Alaska state goals of education); 2 (legislatively mandated measures of achievement); and, 3 (school performance improvement incentives). The cost of implementing school performance improvement incentive grants was estimated at $3,000,000. Senator Jones asked if the amount would cover the costs of administering the incentive grants.

Number 174

Department of Education Commissioner, William Demmert, answered that his department would need the authority to administer the grant, otherwise, his department would need a direct legislative appropriation.

Number 208

The joint committee reviewed a draft resolution that would respond to the joint committee's fourth recommendation, establishing an interagency coordinating committee that would address health and family service programs related to school performance.

Dr. Darnell stated that the joint committee has the authority to sponsor bills rather than having to request legislation through the Rules Committees.

Number 246

The joint committee reviewed a draft bill that would respond to its fifth recommendation, establishing a departmental coordinating committee that would address early childhood and parenting education.

Number 269

At 4:25 p.m. Rep. Peter Goll joined the committee meeting.

Number 298

The joint committee discussed funding for the Head Start program. Part of its recommendation (number 5) included a request for $10 million of funding for the Head Start Program. Rep. MacLean suggested that some of that money should be used to address early childhood education.

Number 367

Regarding the first piece of legislation, Dr. Darnell suggested adding language that would give the Department of

Education authority to develop preschool or early childhood education curricula. Dr. Darnell noted that this legislation was based on CSHB 231 (HESS), sponsored by Rep. MacLean. Rep. MacLean suggested that her bill be held and replaced by the new draft before the committee.

Number 470

Rep. Peter Goll requested that an amendment addressing school building maintenance programs be included in the new draft. The members agreed to include it in the next draft.

Number 608

Commissioner Demmert reported that the Board of Education was pleased with the direction the joint committee was taking and was ready to provide support to the committee.

Number 634

The members decided to meet at 8:30 a.m. on Monday, January 29, in Room 106 of the Capitol Building.

TAPE 1, SIDE 2

Number 006

The joint committee adjourned at 5:03 p.m.

1/25/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 25, 1990
4:00 p.m.

MEMBERS PRESENT

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

WITNESS REGISTER

Rep. Peter Goll
Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4925

William G. Demmert, Commissioner
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Christopher Clark, Legislative Assistant
Rep. Eileen Panigeo MacLean
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Dr. Frank Darnell, Consultant
Joint Committee on School Performance
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4525

Valerie Davidson, Legislative Assistant
Senator John Binkley
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4985

Edna MacLean, Special Assistant
Department of Education
Rural and Native Education
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

Stephen McPhetres, Executive Director
Alaska Council of School Administrators
326 Fourth Street, Suite 211
Juneau, Alaska 99811
Telephone: (907) 586-9702

Lisa McLaren, Legislative Assistant
Rep. Niilo Koponen
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-4457

Jim Nordlund, Committee Aide
Rep. Johnny Ellis
House Health, Education, and Social Services
Committee
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-3759

Martha Stewart, Legislative Assistant
Senator Al Adams
P.O. Box V
Juneau, Alaska 99811
Telephone: (907) 465-3707

Kathy Wineman
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Telephone: (907) 465-2800

ACTION NARRATIVE

TAPE 1, SIDE 1
Number 001

Co-Chair Jones called the meeting to order at 4:15 p.m. and noted the following members present: Representatives MacLean (Co-Chair), Cheri Davis, Johnny Ellis, and Niilo Koponen. The members then approved the day's agenda and the minutes from the previous meeting which was held on January 22, 1990.

Number 078

Joint committee consultant, Dr. Frank Darnell, described the various pieces of draft legislation that would implement the five major recommendations made by the joint committee in its report, "Excellence in School Performance: the Role of the Legislature."

The first draft reviewed by the committee would implement joint committee recommendations 1 (mandated Alaska state goals of education); 2 (legislatively mandated measures of achievement); and, 3 (school performance improvement incentives). The cost of implementing school performance improvement incentive grants was estimated at $3,000,000. Senator Jones asked if the amount would cover the costs of administering the incentive grants.

Number 174

Department of Education Commissioner, William Demmert, answered that his department would need the authority to administer the grant, otherwise, his department would need a direct legislative appropriation.

Number 208

The joint committee reviewed a draft resolution that would respond to the joint committee's fourth recommendation, establishing an interagency coordinating committee that would address health and family service programs related to school performance.

Dr. Darnell stated that the joint committee has the authority to sponsor bills rather than having to request legislation through the Rules Committees.

Number 246

The joint committee reviewed a draft bill that would respond to its fifth recommendation, establishing a departmental coordinating committee that would address early childhood and parenting education.

Number 269

At 4:25 p.m. Rep. Peter Goll joined the committee meeting.

Number 298

The joint committee discussed funding for the Head Start program. Part of its recommendation (nurber 5) included a request for $10 million of funding for the Head Start Program. Rep. MacLean suggested that some of that money should be used to address early childhood education.

Number 367

Regarding the first piece of legislation, Dr. Darnell suggested adding language that would give the Department of

Education authority to develop preschool or early childhood education curricula. Dr. Darnell noted that this legislation was based on CSHB 231 (HESS), sponsored by Rep. MacLean. Rep. MacLean suggested that her bill be held and replaced by the new draft before the committee.

Number 470

Rep. Peter Goll requested that an amendment addressing school building maintenance programs be included in the new draft. The members agreed to include it in the next draft.

Number 608

Commissioner Demmert reported that the Board of Education was pleased with the direction the joint committee was taking and was ready to provide support to the committee.

Number 634

The members decided to meet at 8:30 a.m. on Monday, January 29, in Room 106 of the Capitol Building.

TAPE 1, SIDE 2

Number 006

The joint committee adjourned at 5:03 p.m.

1/29/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
January 29, 1990
12:00 p.m.

MEMBERS PRESENT

Sen. Lloyd Jones, Co-Chair
Sen. Jack Coghill
Rep. Eileen P. MacLean, Co-Chair
Rep. Niilo Koponen
Rep. Cheri Davis
Rep. Johnny Ellis

MEMBERS ABSENT

Sen. Al Adams
Sen. Johne Binkley

COMMITTEE CALENDAR

Discussion on legislation implementing committee recommendations.

WITNESS REGISTER

William G. Demmert
Commissioner
Department of Education
P.O. Box F
Juneau, AK 99811-0500
Position: Committee Consultant

Dr. Frank Darnell
Joint Committee on School Performance
Capitol Building
Room 124, Pouch V
Juneau, AK 99811
Position: Committee Consultant

Barney Gottstein
President
6411 A Street
Anchorage, AK 99501
Position: Committee Consultant

ACTION NARRATIVE

TAPE 1, SIDE B
Number 004

Co-Chair MacLean called to order the meeting of the Joint Committee on School Performance at 12:10 p.m.

Co-Chair MacLean stated that the agenda included discussion regarding the revised letter to Senate President Tim Kelley and Speaker of the House Sam Cotton.

Co-Chair MacLean outlined the revisions to the letter, which included stated support for Head Start type programs and the specification of children ages 3-5 in the development of an early childhood curriculum.

Number 059

Senator Coghill affirmed that the Department of Education should be the lead agency in developing early childhood development programs instead of the Department of Community and Regional affairs.

Number 125

DR. FRANK DARNELL, committee consultant, responded that the bill establishing an Early Childhood and Parenting Education Committee would address Senator Coghill's concern in debate during the coming year.

Number 160

Senator Coghill moved that the Committee approve the letter as drafted to Senator Kelley and Representative Cotton.

Number 200

Hearing no objections, Co-Chair MacLean declared the motion passed.

Number 206

Senator Coghill moved that the letter to Representative Mike Davis, Chairman of the Legislative Council, be approved and submitted.

Number 215

Dr. Darnell announced that the Committee would employ a part-time person in his absence. He noted that it would be necessary to change the letter to accommodate the increased amount of money needed.

Number 252

Co-Chair MacLean estimated the cost of a half-time person to be approximately $10,000.

Number 271

Senator Coghill said that Chairperson MacLean should negotiate the added cost with Speaker Sam Cotton.

Number 295

Co-Chair MacLean, hearing no objections, declared the motion passed to send the letter to Representative Mike Davis.

Number 304

Senator Coghill suggested that the Joint Committee introduce only House bills instead of introducing duplicate bills on the Senate side.

Senator Coghill made a motion to amend the language in work draft 62006A on page 2, line 7, changing Permanent Interagency Coordinating Committee to Special Interagency Coordinating Committee.

Number 425

Co-Chair MacLean, hearing no objection, declared the motion carried.

Co-Chair MacLean moved on to agenda item Work Draft 6-2278 and asked for questions.

Number 478

Senator Jones asked if the responsibilities outlined in the draft should be placed under the Department of Education rather than the Department of Community and Regional Affairs (DC&RA).

Number 500

WILLIAM DEMMERT, Commissioner, Department of Education, responded that generally the DC&RA was the funding organization that provided for health and safety, while the Department of Education provided technical assistance in the development of those programs.

Number 525

Dr. Darnell proposed that the Commissioner of Education be the chair of the committee specified on line 24.

Number 622

Co-Chair MacLean proposed a change to the title to place the Early Childhood and Parenting Education Coordination Committee within the Department of Education and having the DC&RA as participants.

Number 662

Senator Coghill reiterated that Early Childhood Education should be within the Department of Education.

Number 572

BARNEY GOTTSTEIN, President, Department of Education, pointed out that there exists community based Head Start type programs outside the school system that are not intended to be incorporated into the schools.

Number 707

Senator Coghill maintained that the transition would have to take place eventually.

Number 707

Senator Jones agreed with Senator Coghill that there should not be two agencies trying to achieve the same function.

Number 736

Representative Koponen replied that the Head Start program was an important part of the Community and Regional Affair's community development program and has established a large constituency statewide. He cautioned putting this program in the Department of Education, which may create an unnecessary opposition to the resolution.

Number 912

Co-Chair MacLean, hearing no objections to Senator Coghill's amendment on page 24, which specifies that the Commissioner of Education chair the committee, declared the motion carried.

Number 942

Work Draft 6-2027A, as amended, was adopted by the Committee.

Number 960

Co-Chair MacLean asked for discussion of 6-20328, establishing a state education policy relating to powers and duties of school districts.

Number 178

Senator Coghill recommended that the language be softened to encourage local schools to work with an advisory school board for the improvement of education, but this shouldn't be mandated.

Number 231

Dr. Darnell agreed with Representative C. Davis that some of the words should be limited.

Number 240

Senator Coghill expressed his concern about local school districts being required to consult with an advisory board before hiring teachers. He suggested that the language be amended to give local school officials the option of consulting with these individuals.

Number 032

President Barney Gottstein pointed out that education would be enhanced by the creation of a cooperative relationship between the community and the schools.

Number 094

Representative C. Davis proposed an amendment on line 9 to remove the word "organization" and on line 10, page 5, remove language specifying the appointment of personnel.

Representative C. Davis suggested that the local advisory board should advise the regional board on the operation of schools.

Number 170

Senator Coghill made an amendment to insert on line 8 that the advisory school board shall advise the regional school boards on all items concerning their schools, and asked for unanimous consent.

Number 222

Co-Chair MacLean, hearing no objections to the amendment, declared the motion carried.

Number 267

Representative C. Davis asked when the state required testing to take place.

Number 282

Commissioner Demmert clarified that there was a fall testing program that would provide information by the middle of February.

Number 379

Senator Coghill pointed out that the section on testing had to do with a plan for achieving district goals that would be presented to the legislature.

Number 481

Commissioner Demmert expressed concern about the possible lack of coordination that would be created by the number of reports that the Department and the school districts had to develop.

Number 524

Representative MacLean noted the modification on line 10 to delete the words legislature and Governor.

Number 591

Representative C. Davis pointed out that the good points should be included in the report card, as well as overall information.

Number 616

Dr. Darnell said that this could be accomplished by adding one item which includes indicators of school performance as selected by the local districts.

Number 677

Co-Chair MacLean reconfirmed concurrence with the changes on line 11, page 2, as well as the addition of a new number 7 after line 29.

Number 701

Representative C. Davis raised concern that there was no assurance that the grants applied for by different individuals related back to the district goals.

Number 856

Senator Jones recommended that the district screen who applies for grants.

Number 904

Co-Chair MacLean directed attention to Section 14, page 3, where it states that the commissioner shall make grants to a district located in the state for purposes of improving school performance.

Number 948

Senator Jones maintained that it is necessary to have screening at the local level.

Number 962

Commissioner Demmert recommended that the Committee draft language that authorizes the State Board to work out some of the details being discussed.

Number 054

Co-Chair MacLean suggested that language be deleted from line 21, page 3, to line 16, page 4, and to give authority to the State Board to establish the guidelines.

Co-Chair MacLean said that the report should be presented to the legislature, with the revisions coming later.

Co-Chair MacLean adjourned the meeting of the Joint Committee on School Performance at 1:20 p.m.

6/8/90

JOINT COMMITTEE ON SCHOOL PERFORMANCE
SPECIAL COMMITTEE
June 8, 1990
10:00 a.m.

MEMBERS PRESENT

Rep. Eileen P. MacLean, Co-chair
Rep. Cheri Davis
Rep. Niilo Koponen
Sen. Lloyd Jones

MEMBERS ABSENT

Rep. Johnny Ellis
Sen. Jack Coghill
Sen. Johnne Binkley
Sen. Al Adams

WITNESS REGISTER

John Anttonen, Director
Education Finance and Support Services
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Phone: 465-2865
Position Statement: Provided explanation of the foundation funding formula, teacher certification, school governance

Darby Anderson, Administrator
Office of Basic education
Education Program Support
Department of Education
P.O. Box F
Juneau, Alaska 99811-0500
Phone: 465-2841
Position Statement: Provided explanation of the alaska studies program

COMMITTEE CALENDAR

Presentations by Department of Education officials on the state foundation formula, teacher certification, school governance, and the Alaska studies program.

ACTION NARRATIVE

Co-chair Eileen Maclean noted that Martha Stewart was present in lieu of Senator Adams.

Co-chair Maclean asked the committee to review Dr. Frank Darnell's contract for approval. She noted that the contract began on June 1, 1990 and expires by December 31, 1990.

Representative C. Davis mentioned that Dr. Darnell needed to hire clerical assistance for the interim. She further expressed concern about meetings getting the proper amount of advertising. Rep. C. Davis recommended inclusion of that responsibility under the statement of work in the contract to read: adequate notification of public hearings.

Representative C. Davis moved that the committee accept Dr. Frank Darnell's contract, as amended.

Co-chair Maclean, hearing no objections, declared the contract approved.

Co-chair Maclean then reviewed three measures sponsored by the committee, two of which were approved by the legislature last session, HB 469 and HCR 46, and a measure the committee intends to pursue further, HB 470.

(HB 469 creates a state education policy that mandates the Alaska Board of Education to adopt statewide goals implemented by each school district; requires the compilation of a school report card to better access the performance of schools; sets up a fund for the improvement of school performance; establishes advisory boards in unincorporated areas; and, provides for the development and implementation of a physical preventative maintenance program for school facilities. In addition, HCR 46 forms a special interagency coordinating committee on schools to aid social and health services within school districts in identifying and helping students at risk. The bill requires the Department of Community and Regional Affairs, the state Department of Education, and the Department of Health and Social Services to implement the provisions of the bill.

(HB 470 would have set up an early childhood and parenting education committee to provide training for school districts, and set up early childhood programs for municipalities that do not have headstart programs.)

Co-chair Maclean mentioned that even though HB 470 died last session, $5 million in headstart funds were awarded through welfare reform to start new programs and/or serve some of the 964 children currently on waiting lists throughout the state with existing headstart programs.

Representative C. Davis asked if there exists a listing of all places in the state that have headstart programs, including those areas that are not being served.

Co-chair Maclean answered affirmatively that such information would be provided at the next committee meeting. In addition, she stated that it would be beneficial to know in what areas of the state the department was intending to spend the newly awarded headstart funds.

Committee members vowed to pursue the early childhood and parenting education portion of HB 470 next session.

Co-chair Maclean, after some discussion, noted that the Senate had deleted the $50,000 for the grant fund incentive program in HB 469. However, she clarified that establishment of the grant fund incentive program was still included in the bill but can't be activated this year because it was not funded.

Co-chair Senator Jones stressed that the committee and Dr. Frank Darnell monitor implementation of the programs mandated by HB 469 and HCR 46, and encourage the state agencies to work cooperatively together.

Rep. C. Davis echoed Senator Jones' concern.

Co-chair Maclean asked Darby Anderson if the Department of Education is preparing to implement the provisions of HCR 46.

Ms. Anderson answered that the department has yet to take action to implement HCR 46.

Co-chair Maclean asked that the committee be kept informed as to the progress of coordination between the agencies.

Co-chair Jones suggested that the committee consultant write a letter to the governor asking for immediate action, sending a copy of the letter to all the commissioners, in conjunction with a press release.

Representative C. Davis asked that the committee continue to focus attention on the preschool and headstart type programs, with the idea of ultimately capturing funding to serve all kids that need these programs. She felt that this would be the biggest contribution to improving school performance in Alaska.

Co-chair Maclean pointed out that the Northwest Arctic Borough has no headstart program but funds its own early childhood programs regardless. She stated that some of the villages have requested funds to implement headstart programs.

MARTHA STEWART, aide to Senator Adams, pointed out that in the past, villages have tried to implement early childhood

that the department will examine where in the state there could be shared services so the legislature can consider funding regional resource centers for education. However, Mr. Anttonen clarified that he did not see any mandatory action by the Department of Education regarding governance.

DARBY ANDERSON, administrator, Office of Basic Education, Education Program Support, Department of Education, discussed the Alaska studies program resulting from HCR 19, which ensured that the program would be taught to all school districts. she mentioned that a scope and sequence report had been developed to outline what students should learn from kindergarten through twelfth grade in Alaska.

Ms. Anderson explained that the department was developing regulations mandating courses of study in Alaska schools. She noted that there is a process for monitoring the regulations every three years.

Ms. Anderson further explained that the state board of education developed goals, based on the draft included in the school performance report, and distributed this information to households for public review and comment.

After some discussion, the committee decided to hold public meetings on the following dates:

- July 18, 1990 in Anchorage to coincide with the meeting of the education coalition on July 16 - 17 for committee members who would like to attend.

- September 13, or 14, 1990 in Juneau.

- October 8 - 9, 1990 in Fairbanks to hold a joint meeting with the state board of education.

*January 21 session begins and Frank Darnell is to present a report to the legislature.

programs but could not comply with the Department of Environmental Conservation's standards such as washing hands in villages that do not have running water.

Representative C. Davis stated that most of the districts in the state are having trouble continuing early childhood education, as class size increases.

John Anttonen, director, Education Finance and Support Services, Department of Education, discussed the foundation funding formula noting that several bills were introduced during the last legislative session to alter the formula, but only technical changes to the formula were approved. Mr. Anttonen explained the formula as a mechanism to adequately fund education in the state by meeting the fiscal equalization criteria, which allows the state to use approximately $70 million within the total foundation funding program.

Mr. Anttonen explained the formula as an assessment of basic need calculated by the average daily membership of kids on count days, identified by grade levels or enrollment in special programs, minus the effort that local government contributes to education.

Representative Koponen said that the area cost differential was put into law several years ago and changes in the economic situation throughout the state have skewed the formula as it applies to funding currently.

Mr. Anttonen mentioned that the increased cost and inefficiency of providing education in rural multiple site districts was factored into the funding formula. Therefore rural education attendance areas receive more money because of the lack of local effort due to an inability of these areas to generate revenue through property taxes. In addition, Mr. Anttonen explained that children who attend school on Native lands put back into the foundation formula in the form of federal impact funds, which is a form of local effort.

Mr. Anttonen stated that there are tremendous differences in per child funding. For example, funding ranges from $20,734 per child on the North Slope to $5,988 per child in Mat-Su, thus explaining the reason for Mat-Su's pending lawsuit against the state challenging the inequity of the foundation formula.

Representative C. Davis pointed out that on a per child basis the foundation funding formula does not provide equity. She stressed that the problem is that the same formula is used for funding both single and dual site school districts.

Mr. Anttonen discussed the local share element of the formula explaining that as local property value drops the state contributes more money for education and vice versa. He reiterated that funding is altered only if there are per unit attendance or property value changes. He stated that all additional money over the past few years has gone to school districts where property value has depreciated, primarily urban areas. Mr. Antonnen said that in rural areas, property values generally don't change.

Mr. Anttonen explained that most of the areas receiving increases in funding continued to contribute the same or a higher amount of local contribution, even though property in these areas assessed at less value. He concluded, therefore, that larger municipalities in the state have more money overall for education.

Mr. Anttonen raised the question of whether the state should have school districts that are unincorporated and serve few children. He suggested consolidation or shared governance of school districts as an alternative.

Representative Maclean clarified that there is disparity in the required local effort and the area cost differential components of the formula.

Representative Koponen suggested that a formula should be developed excluding uncontrollable costs so it wouldn't have to be changed in statute continually.

Representative C. Davis affirmed that the inequities in the formula need to be addressed in one package, regardless of the amount of money and politics involved.

Mr. Anttonen mentioned that the education association, a group comprised of members of the state school board and teacher's association, has invited the committee to a meeting July 16-17 in Anchorage to discuss issues of school improvement such as the foundation formula, school performance and shared services (governance). He announced that on the second day of the meeting the group would develop recommendations which will potentially manifest into legislation next session.

Mr. Anttonen discussed teacher certification stating that because HB 203 died in committee last session, the department will continue to grant type b vocational/education certificates and letters of authorization, until legislative action changes the definition of teacher to less than a four year degree.

Mr. Anttonen stated that under the provision of HB 282, the Department of Education will be required to make a report to the legislature regarding shared services. He explained

SCOMM
71:14

New Directives in School Performance:

The Legislature as Advocate and Guarantor



REPORT OF THE JOINT COMMITTEE
ON
SCHOOL PERFORMANCE

To The
Seventeenth Alaska Legislature

JUNEAU, ALASKA
JANUARY 1991

MEMBERS OF THE JOINT COMMITTEE ON SCHOOL PERFORMANCE

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

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

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

Consultant to the Joint Committee

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

NEW DIRECTIVES IN SCHOOL PERFORMANCE:

THE LEGISLATURE AS ADVOCATE AND GUARANTOR

:::::

REPORT OF THE JOINT COMMITTEE

ON SCHOOL PERFORMANCE

TO THE

SEVENTEENTH ALASKA LEGISLATURE

JUNEAU, ALASKA

JANUARY 1991

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

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

TABLE OF CONTENTS

ACKNOWLEDGEMENTS ix

INTRODUCTION 1

CHAPTER ONE THE COMMITTEE'S FIRST REPORT REVIEWED: OUTCOMES AND CONCEPTS CARRIED FORWARD 7

SCHOOL DISTRICT ACCOUNTABILITY.....8

INCENTIVE GRANTS.....12

HEALTH AND FAMILY SERVICES PROGRAMS.....14

EARLY CHILDHOOD AND PARENTING EDUCATION.....16

CHAPTER TWO STRUCTURAL CONTROL OF SCHOOLING: ISSUES AND RECOMMENDATIONS 25

GOVERNANCE AND FINANCE.. 25

School Governance and Finance in Historical Perspective.....26

Equity Principles and Concepts in School Finance...32

Equity Principles and Concepts in School Governance.....40

ACKNOWLEDGEMENTS

During the course of the work required to carry out the task the legislature entrusted to the Joint Committee on School Performance much assistance and many ideas have been proffered by a broad cross-section of Alaskans. Although it is not practical to list all by name, there are a few groups that should not go unrecognized.

Essential among all who have contributed are the many citizens from all walks of life who, either through formal hearings or casual contact, have made their concerns and suggestions known. As much as any source, it has been the public at large that has brought out the need for the legislature to advocate and guarantee improved school performance.

Among the various groups that have contributed to the work this report summarizes, the following are noted with special thanks: The State Board of Education, The Department of Education, the Alaska Congress of Parents and Teachers, The Alaska Council of School Administrators, the Association of Alaska School Boards, NEA-Alaska, and the University of Alaska.

Graphics for the report were prepared by the Department of Education's Foundation Program Office in the Division of Educational Finance and Support Services and by the Legislative Research Agency.

Finally, thanks are due Dr. Arthur Petersen, Associate Professor, University of Alaska Southeast for his able editorial review of the draft manuscript.

INTRODUCTION

In its enabling legislation, the Joint Committee on School Performance was instructed to identify and recommend those subjects for priority legislative attention that might lead to improved school performance. As herewith reported, the Committee has accomplished this task. However, from the outset of its work, the Committee was beset with a dilemma. Charged with proposing the means to bring about improved levels of education among all pupils of the state, the Committee soon recognized that because of certain circumstances in some areas, some schools consistently have not served students well; under different circumstances elsewhere, however, other schools have helped students perform at acceptable or better than average levels of academic achievement. (Chapter One describes the extent and nature of this disparity.). The general dilemma, in other words, is that there is no single way to approach or describe the work necessary to help all Alaska students improve their academic performance.

This dilemma can be illustrated by some of the differences encountered in the schools: Performance indicators among schools are high in some places and low in others, but the nature of the various schools do not clearly reveal the causes of high and low scores. Still, some causes are clear enough: there are great geographic, economic, historical, and cultural differences among Alaska's fifty-four school districts, making them inherently different. Furthermore, of the problems the Committee identified, not all are of the same level of severity. With no uniform school system or homogeneous school age population, diverse and disparate are the words that best describes Alaska's school system. Consequently, the Committee has designed its recommendations to address

> Test Scores are imperfect measures and should not be used alone to make important decisions about individuals, groups, or institutions; in the allocation of opportunities, individuals' past performance and relevant experience must be considered. The more test scores disproportionately deny opportunities to minorities, the greater the need to show that the tests measure characteristics relevant to the opportunities being allocated.[2]

Regardless of how well standardized tests are perceived as an accurate measure of today's school performance, it has been noted by the Joint Committee, as it was by the Special Senate Committee on School Performance, that there has been a general loss of public confidence in many aspects of schooling today. The 1990 National Gallup Poll of the Public's Attitudes Toward the Public Schools revealed that not many people believe the current wave of school reform has been successful. And when asked the question, "What grade would you give the public schools nationally...?" only 21% said "A" or "B," and of these only 2% said "A." [3] Judging by the tone of lay and professional testimony heard by the Committee, an exclusively Alaskan poll would not reveal a more positive attitude.

In the first report of the Committee, "Excellence in School Performance: The Role of the Legislature" (attached as appendix A), there is a section on the role of the legislature in improving school performance, thus the title of that report. There the unmistakable responsibility of the legislature for the ultimate state of the education of Alaskans is stressed. There also, the goals of the Joint Committee and its first six recommendations are described in detail. "New Directives in School Performance: The Legislature as Advocate and Guarantor"--the title of this second and final report of the Joint Committee on School Performance is intended to convey, in a general sense, a notion of the work that now should follow.

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

02-576(2/77)

INTRODUCTION

In its enabling legislation, the Joint Committee on School Performance was instructed to identify and recommend those subjects for priority legislative attention that might lead to improved school performance. As herewith reported, the Committee has accomplished this task. However, from the outset of its work, the Committee was beset with a dilemma. Charged with proposing the means to bring about improved levels of education among all pupils of the state, the Committee soon recognized that because of certain circumstances in some areas, some schools consistently have not served students well; under different circumstances elsewhere, however, other schools have helped students perform at acceptable or better than average levels of academic achievement. (Chapter One describes the extent and nature of this disparity.). The general dilemma, in other words, is that there is no single way to approach or describe the work necessary to help all Alaska students improve their academic performance.

This dilemma can be illustrated by some of the differences encountered in the schools: Performance indicators among schools are high in some places and low in others, but the nature of the various schools do not clearly reveal the causes of high and low scores. Still, some causes are clear enough: there are great geographic, economic, historical, and cultural differences among Alaska's fifty-four school districts, making them inherently different. Furthermore, of the problems the Committee identified, not all are of the same level of severity. With no uniform school system or homogeneous school age population, diverse and disparate are the words that best describes Alaska's school system. Consequently, the Committee has designed its recommendations to address

Alaska's differences in general, but with greater emphasis on issues affecting those students with the greatest needs because their needs are so dramatically significant. These are the students often referred to as being "at risk"--the students who will not complete twelve years of adequate schooling or who will be unable to realize their intellectual or social potential, regardless of the number of years completed.

Much of the current debate about the ways to improve school performance stems from action taken by the legislature when it mandated statewide standardized testing of Alaska's students three years ago. Although sometimes used to compare one district with another or levels of teacher competency, the testing program was not intended to be applied that way. Standardized achievement tests are analytical tools that may be used to identify what specific areas of knowledge and/or learning processes need greater effort or reiteration for a given child, class, or school. When ordered by the legislature, the primary purpose of standardized tests was seen as a way to establish performance benchmarks on an intra district basis so that increases or decreases in the scores of individual schools could be monitored from within each district. In this way it would be known at the local level when to take measures to encourage, support, and expand programs when they are found to be successful and when to take corrective measures when they are not.

This purpose notwithstanding, the ensuing debate over the reliability of national standardized tests as measures of student achievement, especially as applied to Alaska's multicultural population, has not gone unnoticed by the Joint Committee. Use of nationally normed, standardized tests is only one of several ways to measure school performance. As recently declared by the National Commission on Testing and Public Policy,

> Test Scores are imperfect measures and should not be used alone to make important decisions about individuals, groups, or institutions; in the allocation of opportunities, individuals' past performance and relevant experience must be considered. The more test scores disproportionately deny opportunities to minorities, the greater the need to show that the tests measure characteristics relevant to the opportunities being allocated.[2]

Regardless of how well standardized tests are perceived as an accurate measure of today's school performance, it has been noted by the Joint Committee, as it was by the Special Senate Committee on School Performance, that there has been a general loss of public confidence in many aspects of schooling today. The 1990 National Gallup Poll of the Public's Attitudes Toward the Public Schools revealed that not many people believe the current wave of school reform has been successful. And when asked the question, "What grade would you give the public schools nationally...?" only 21% said "A" or "B," and of these only 2% said "A." [3] Judging by the tone of lay and professional testimony heard by the Committee, an exclusively Alaskan poll would not reveal a more positive attitude.

In the first report of the Committee, "Excellence in School Performance: The Role of the Legislature" (attached as appendix A), there is a section on the role of the legislature in improving school performance, thus the title of that report. There the unmistakable responsibility of the legislature for the ultimate state of the education of Alaskans is stressed. There also, the goals of the Joint Committee and its first six recommendations are described in detail. "New Directives in School Performance: The Legislature as Advocate and Guarantor"--the title of this second and final report of the Joint Committee on School Performance is intended to convey, in a general sense, a notion of the work that now should follow.

In this report the words "advocate"' and "guarantor" in the title qualify the nature of the legislature's responsibility. The constitutional mandate to "establish and maintain a system of public schools open to all the children of the State..." falls upon members of the legislature; they have the responsibility to advocate educational opportunity on behalf of the children of their constituents. Furthermore, as stewards of the public's funds, legislators have the authority and responsibility to guarantee an equitable system of allocating funds sufficient to carry out the programs that legislators advocate, so that every child in Alaska can develop to their fullest potential.

However, because of the complexity and the massiveness of the education enterprise, there is much in the process of maintaining a system of public schools that is beyond the range of the legislature and boards of education. Although that operation must be guided by policies promulgated by the legislature, the state board of education, and local boards, each with their own measure of authority, the everyday operation of schools must be left to teachers and administrators. With this concept in mind and recognizing that not all school districts have the same needs, the Committee has been careful to limit its deliberations and recommendations to broad policy issues, leaving to the professional community the responsibility for determining the means to carry them out.

The Joint Committee was established on the grounds that there is widespread public concern for the condition of school performance in Alaska. Since the Committee was activated in August, 1989, arguments advanced for its creation and the need for the legislature to assert itself in public schooling have become ever more persuasive. The overall level of educational achievement of many Alaska students as measured on standardized tests and other school performance indicators is simply unacceptable. Reports of school performance indicators for 1990 show continuing decline

from previous years. If Alaska is expected to prosper in the future this trend must be reversed. Accordingly, it is with a sense of urgency that this report is submitted for consideration by the Seventeenth Alaska State Legislature.

CHAPTER ONE

THE COMMITTEE'S FIRST REPORT REVIEWED:

OUTCOMES AND CONCEPTS CARRIED FORWARD

Ultimate responsibility for schooling in Alaska resides in the legislature, a given that was emphasized and described in the opening chapter of the Joint Committee's first report. This responsibility needed emphasizing because legislation several years ago set the tone for concentrated control of education at the local district and REAA level. The result has been to detach involvement of government at the state level. It became clear, however, that the problems of inadequate school performance could not be delegated entirely to local authorities nor ignored by the legislature. This perception led to the publication of the Department of Education's "Basic Skills Performance of Alaska's Students" in 1988 and the Senate's "Helping Schools Succeed at Helping All Children Learn" in early 1989. It became the responsibility of the Joint Committee on School Performance to identify problem areas and recommend measures that would adjust the balance in local-state authority as well as to propose alternative means that might lead to improved school performance. Thus, with publication of the Joint Committee's first report, a more active legislative presence in school performance reform through both oversight and initiative was affirmed.

At the beginning of the last session, three bills that addressed five of the six recommendations made by the Joint Committee in the first report were introduced. Of the five recommendations contained in these bills, four were favorably acted

on, three in their entirety and one partially. A sixth recommendation concerned increasing an appropriation for early childhood education, already under consideration by the legislature. The appropriation was increased markedly, although not to the full extent requested, through a letter from the Joint Committee to the finance committees of both houses. Looked at collectively, the first report enjoyed strong support which is generally believed to be having a positive influence on school performance.

SCHOOL DISTRICT ACCOUNTABILITY

The most substantial legislation introduced by the Joint Committee last year and enacted by the legislature was HB 469, now codified as Chapter 173. Titled "An Act establishing a state education policy: relating to powers and duties of school districts, the Department of Education, and the State Board of Education with respect to education planning, grants for the improvement of school performance, etc.," it addresses purposes and goals of schooling, school district accountability, and incentives to overcome schooling deficiencies. A survey of the agencies that have been responsible for schooling over the years reveals that there have been many statements on the purposes and goals of education. Church missions (under contract to the U.S. Department of Interior), the U.S. Bureau of Education, the Territorial Department of Education, the Bureau of Indian Affairs, the State Department of Education, the Alaska State Operated School System, the Alaska Unorganized Borough School District, the numerous independent, city, and borough school districts, and the Regional Education Attendance Areas (REAAs) all declared goals, often banal, for the education of Alaskans. But now, for the first time, there is a statement that defines the purposes of schooling at the legislative level. Chapter 173 declares:

> It is the policy of this state that the purpose of education is to help ensure that all students will succeed in their education and work, shape worthwhile and satisfying lives for themselves, exemplify the best values of society, and be effective in improving the character and quality of the world about them.

It would be difficult to rewrite this statement in broader or more flexible language. It is the antithesis of the policies of the federal and territorial government of fifty years ago that called for a uniform and rigidly specific curriculum for all schools alike, regardless of cultural and linguistic considerations necessary for sound schooling practices.

In addition to characterizing statewide purposes of education, the new statute also mandates that the State Board of Education set in regulation a list of expected outcomes of education. This the State Board did on October 19, 1990. The Board's "outcomes of schooling" identify societal needs, at both state and community levels, that only an educated populace can fulfill. The Board has specified that each student graduating from public school will communicate effectively, think logically and critically, discover and nurture creative talents, master technological skills, be a responsive citizen, be committed to health and fitness, accept personal responsibility for sustaining oneself economically, and have positive self-esteem. (The complete regulation, containing several subareas, is attached as Appendix B.)

Furthermore, Chapter 173 requires

1. That school districts:

   establish district goals and priorities for improving student performance.

   include a plan for achieving district goals and priorities.

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.15 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE,1988-90

include means to measure the achievement of district goals and priorities.

encourage students, parents, teachers, and other members of the community to participate in the preparation of the report.

annually file an education planning report with the Department of Education and make it available to the public.

2. That an annual school district "report card" shall:

be developed by the State Board of Education in consultation with appropriate representatives from the education profession, local school boards, and citizens at large.

account for the school's and students' performance for that year.

be presented to parents, students, and community members at a public meeting.

be forwarded to the Commissioner ofEducation.

3. That the report shall contain, but is not limited to

the percentage of students in the top and bottom quarter of national achievement examinations.

the percent of students who are promoted to the next grade.

the comments of students, parents, and community members on school performance.

the annual percentage of change in enrollment and the percentage of enrollment change due to student transfers.

the ways in which meaningful parent involvement in schools was achieved.

the extent to which State Board of Education outcomes of schooling have been achieved.

other indicators of school performance selected by the district.

4. That the Department of Education shall:

prepare a summary of district report cards in a manner that allows school performance to be measured against state and district goals established in prior years.

submit its report to the public, the legislature, and the public at large.

Several parts of the act require the participation of parents and teachers in school planning. The act responds to the oft-repeated position of many who have testified at the community level: namely that there is a need to empower parents, teachers, and principals to make programmatic decisions in a more substantial way than in the past.

Compliance with the statute is proceeding on schedule. The Department of Education has developed (in cooperation with local community groups, school boards, and school administrators) a time table to put the school district "report card" plan into effect. The Alaska Coalition for Education, consisting of the state's major education, professional, and lay groups, including the State Board of Education, has made compliance with the new "accountability" law its first priority.

In short, the state now requires by statute that districts provide (1) programs that fulfill the needs of society at large, (2) outcomes of schooling that satisfy the broad needs of individuals as stipulated through State Board regulation, and (3) programs that encourage accommodation of needs peculiar to each Alaska community due to its unique cultural and economic circumstances.

INCENTIVE GRANTS: A MODEST SOLUTION TO PROBLEMS OF "STUDENTS AT RISK"

The incentive grant program, as recommended in the Joint Committee's first report, now established in Chapter 173, came to be know as the Fund for the Improvement of School Performance. Creation of the Fund is intended to restore confidence in the potential of parent groups, teachers, and principals to make a positive difference in school performance. In short, the Fund encourages parent and teacher empowerment; it sends the message that those working at the top of the political pyramid care and are trying to do something positive about poor student performance. It is unique in that it is not categorically specific and that it allows teachers and lay members of the community equal standing as applicants. The primary criterion by which applications are to be judged is whether the proposed activity can be shown to have the potential to improve schooling.

Reasons in the first report for supporting the Fund remain as valid now, if not more so, as they did a year ago. For example, in a Department of Education report to the legislature in January, 1990, it was shown that the number of pupils that the schools were not serving adequately had continued to increase, alarmingly so among some segments of the population. In its report to the legislature in January, 1990, DOE pointed out that

> Based on the last census, approximately one in seven Alaskans (approximately 72,000) is functionally illiterate in English.
>
> An estimated 30% of freshmen entering Alaska's high schools do not graduate. In urban areas, in excess of 60% of Native freshmen do not graduate.
>
> Twenty of Alaska's 54 school districts scored on average below the 22nd percentile in either reading, mathematics, or language arts at the 4th, 6th, or 8th grade [on the Iowa Test of Basic Skills used in

> Alaska's statewide standardized testing program]. A score at the 22nd percentile means that 78 percent of other students across the country scored higher on the test.... [See the Committee's first report for a discussion of the reliability of standardized tests, pages 26 - 28].
>
> Total school population in the twenty [lowest achieving] districts is 12,783.
>
> Average percent of students living in poverty in these districts is 56% as opposed to a statewide average of 21.8%....
>
> Sixteen of the districts report an above average level of bilingual students ranging from 23.5% to 100% enrolled in bilingual education programs....[4]

Because up to one third of Alaska's school age population, approximately 36,000 students, fits one of the various definitions of "students at risk," the group that the fund is primarily intended to benefit, the Committee and the State Board of Education had urged that no less than $3,000,000 be appropriated annually to this fund over the next five years. This amount represents approximately a modest $100 per Alaska "at risk" student per year, if prorated uniformly. Put another way, $3,000,000 is less than half of one percent of the total state appropriation for education annually.

Unfortunately, the appropriation part of the Joint Committee's recommendation was not enacted. Although $100,000 survived the budget process until the final week of the session, even that was cut from the allotment at the close of the Sixteenth Legislature. Thus, the Fund was created in name but not in fact. This status reinforces the perception in the minds of many that the legislature does not take seriously the fact that extraordinary measures will have to be taken to eliminate the unacceptable outcomes of schooling among low achieving districts.

Not only statistics and DOE reports substantiate the need for the Fund. Testimony heard throughout the state calls for measures to reverse the ever-declining quality of learning among "at risk" students and to increase the number of students who complete the twelfth grade. Moreover, testimony bears out the premise that it can be shown that the less "programmatic direction" given to the schools from central administrative units, the more teachers and local community groups are likely to improve school performance when given the proper resources.

The Fund for the Improvement of School Performance was specifically designed with this principle in mind as the language of the legislation passed by the Sixteenth Legislature makes clear. Part (b) of the act provides "that a governing body, district advisory board or nonprofit organization located in the state, or a teacher or principal employed by a school in the state, may apply for a grant to improve school performance by submitting an application to the commissioner." Without funds to accommodate this section of the statute, it serves no purpose. Pupils in need of the creative thinking of teachers and residents at the community level are denied the opportunity that is expected to accrue by means of the Fund. Therefore, as was proposed in its first report:

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

HEALTH AND FAMILY SERVICE PROGRAMS RELATED TO SCHOOL PERFORMANCE

A conclusion reached by the Joint Committee in 1989 and stated in its first report declared: "It may be that there are no root

causes of inadequate school performance greater than environmental and social handicaps, especially those that are the result of chronic poverty." Evidence in support of this contention led to the recommendation that the legislature establish a permanent inter-agency coordinating committee that would be required to identify the most critical social and health barriers to learning, establish plans to overcome them, be responsible for their implementation, and issue annual reports on activities and programs. House Concurrent Resolution 46, introduced by the Committee and passed by the legislature, does just that. Plans are now being put into effect through the Office of the Governor in compliance with the Resolution. Consisting of representatives of the *Departments of Education, Health and Social Services, Community and Regional Affairs, and Labor* and a dean from the University of Alaska who is responsible for teacher training, selected by the Governor, the inter-agency group's first report is awaited.

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

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

LONG TERM AND IMMEDIATE NEEDS FOR STATE SUPPORTED AND COORDINATED EARLY CHILDHOOD AND PARENTING EDUCATION

Convinced from testimony and school visits, especially in village Alaska, that more must be done in the field of early childhood and parenting education if school performance is to be improved, the Committee repeats its opening line from the section on early childhood education in its first report. [Fundamental] "causes that deny children the means or motivation necessary to succeed at schooling ... are inadequate or insufficient early childhood and parenting education programs."

Although the Legislature has not been unresponsive to needs for increased early childhood programs, as demonstrated by last year's substantial increase in funds, much remains to be done. The state's appropriation rose from the governor's requested increase of $1,000,000 to $5,000,000 after the Joint Committee recommended an annual increase of $10,000,000. However, that increase should be considered just the initial increment. As the Department of Community and Regional Affairs develops the capability to utilize increased funds and the Department of Education takes a more substantial leadership role in the pedagogy of early childhood and parenting education, additional funds are certain to be required.

Increased appropriations notwithstanding, the means to resolve issues in early childhood education still dodge the legislature. There are differences in opinion about the extent to which there should be parental participation in learning activities, differences in teaching philosophies, and differences in staff qualifications and staffing patterns, all of which have a direct bearing on differences in quality and costs in early childhood and preschool education. Specific issues identified in the first report that still need to be resolved include: 1) the historical rift between the educational

child development and custodial models of early childhood education; 2) the historical conflicts between elementary school and early childhood education over purposes, methods, and control; and 3) the tradeoffs necessary between the costs and quality of early childhood education. [5]

All but the first of the following policy questions, relating to these issues, posed by the Committee in its first report and introduced in the Sixteenth Legislature in HB 470, (attached as Appendix C), remain unanswered: Which children shall be served? How long should early childhood education programs operate? What level of funding should be provided and how should state and local revenue and parent fees be used? What types of funding mechanisms should be provided for administering early childhood education programs? What types of program controls should be instituted? What types of teacher preparation and certification should be required? And what type of curriculum is necessary to meet the linguistic, developmental, and cultural needs of an early childhood education program. The answer to the first question (what children should be served? is simple and direct. The Joint Committee has concluded that all children are able to benefit from early childhood and parenting programs. Thus every child should be given the opportunity to participate in an early childhood program.

On November 3, 1990, President Bush signed bills to expand the Head Start pre-school program, ostensibly to fund the program fully so that all eligible children will be able to participate. The new legislation authorizes $2.4 billion for Head Start in 1991, rising to $7.7 billion in 1994. This amount represents a 553 % increase compared to the 1990 appropriation of $1.39 billion. It is still uncertain how much impact additional federal money will have on Alaska's Head Start program, but even if it is appreciable, there will remain a large number of individuals in need of early childhood

education who do not come under the definition of a federal Head Start participant. This development at the federal level, however, clearly authenticates the need to have the questions posed above definitively answered.

No program has contributed to improved school performance over the past twenty-five years more than Head Start, in Alaska as elsewhere in the country. Much of the reason for its success has been attributed to substantial involvement of parents in the program, a practice the Joint Committee unreservedly endorses as more early childhood and parenting programs are developed in Alaska.

HB 470 passed the House with little opposition, but it stalled in committee in the Senate during the final hours of the Sixteenth Legislature. The Joint Committee is convinced that expanded programs in early childhood and parenting education are essential if school performance is to be improved. Therefore, as was stated in the Committee's first report *it is recommended* :

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

The opening paragraph of this report referred to the problem of how to cope with the disparate level of school performance found throughout the state. It is this wide gap between student achievement levels in various locations that suggests a critical need

exists for school reform in some of the most fundamental elements of Alaska's systems of education. Since the first report of the Joint Committee was published, results of the 1989 testing program have been made public. The gap between pupils who are succeeding and those who are not has widened even more over previous years, indicating the problem worsens. An extensive feature article on this condition by Larry Campbell in the Anchorage Daily News on May 6, 1990, draws stark attention to the differences between regions of the state. In the article, Campbell points out:

> In the Interior towns of Healy, Anderson and Cantwell are three tiny schools that scored higher on national achievement tests this academic year than any other schools in Alaska, and higher than 70 percent of the schools in America. Their parents make good money at the coal mine in Healy or the Air Force station at Clear, and most have high school diplomas.
>
> In western Alaska, along the Kuskokwim River, the Yupiit School District also serves three small towns. Like the Railbelt district, it has between 300 and 350 students. But the students are all Yupik Eskimo. Hunting and gathering are the mainstays of life. Parents work sporadically, and only a third have high school diplomas.
>
> And Yupiit Schools ranked the lowest of all school districts in the state this school year, 4.55 on the percentile scale, which ranges from 0 to 99....
>
> Overall, Alaska's youngsters scored just above the national average, from the 50th to the 56th percentile, meaning they did better than about half the nation's students. That's about where Anchorage fell, ranking in the 60th percentile.
>
> But the averages mask dramatic extremes of academic achievement in Alaska, as demonstrated by the stark contrasts between the Railbelt and Yupiit districts. Especially for the state's poorer, predominantly Native schools, the scores

FIGURE I

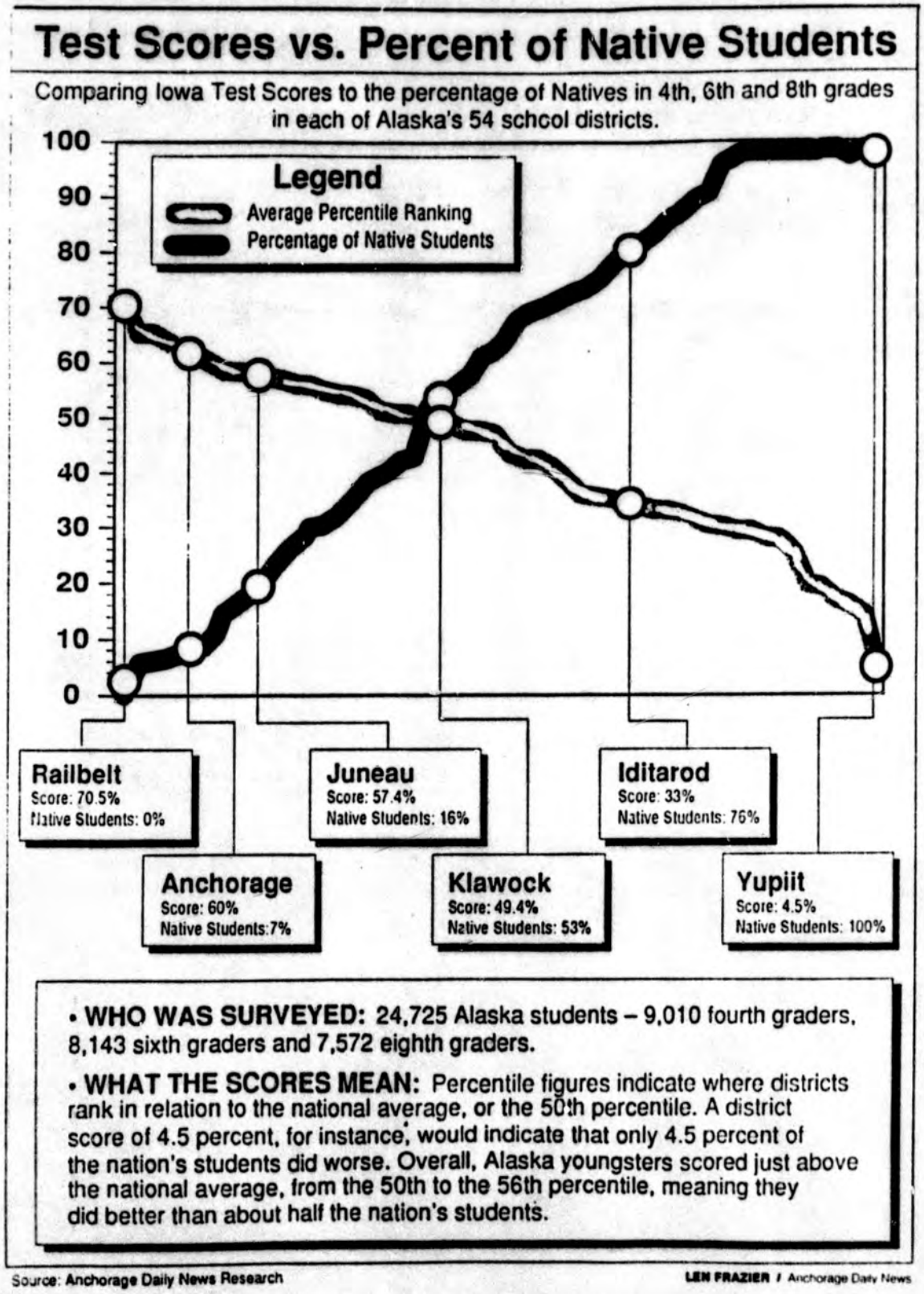

Test Scores vs. Percent of Native Students
Comparing Iowa Test Scores to the percentage of Natives in 4th, 6th and 8th grades in each of Alaska's 54 school districts.
100
90
80
70
60
50
40
30
20
10
0
Legend
Average Percentile Ranking
Percentage of Native Students
Railbelt
Score: 70.5%
Native Students: 0%
Anchorage
Score: 60%
Native Students:7%
Juneau
Score: 57.4%
Native Students: 16%
Klawock
Score: 49.4%
Native Students: 53%
Iditarod
Score: 33%
Native Students: 76%
Yupiit
Score: 4.5%
Native Students: 100%
• WHO WAS SURVEYED: 24,725 Alaska students – 9,010 fourth graders, 8,143 sixth graders and 7,572 eighth graders.
• WHAT THE SCORES MEAN: Percentile figures indicate where districts rank in relation to the national average, or the 50th percentile. A district score of 4.5 percent, for instance, would indicate that only 4.5 percent of the nation's students did worse. Overall, Alaska youngsters scored just above the national average, from the 50th to the 56th percentile, meaning they did better than about half the nation's students.
Source: Anchorage Daily News Research
LEN FRAZIER / Anchorage Daily News

TABLE 1

Anchorage Daily News Sunday, May 6, 1990 A11

Ways of life influence students' rank

PROFILE OF ALASKA'S 54 SCHOOL DISTRICTS

Including Iowa Basic Test Score Results, October 1989

District	Students	Percentile*	$ Per Student	% Native Students	Students per Teacher	% Budget Towards Instruction
Adak Region School	658	54.2%	$4,425	0.0%	17.3	59%
Alaska Gateway Schools (Tok)	463	53.3%	$5,645	47.7%	15.5	51%
Aleutian Regional Schools	111	41.0%	$9,987	87.5%	15.8	48%
Aleutians East Borough Schools (Sand Point)	180	42.4%	$8,969	74.8%	6.8	58%
Anchorage Schools	38,685	60.0%	$3,152	7.3%	19.3	59%
Annette Island Schools (Metlakatla)	429	32.9%	$4,428	92.8%	11.4	49%
Bering Strait Schools (Unalakleet)	1,250	31.2%	$6,915	96.7%	10.8	47%
Bristol Bay Borough Schools (Naknek)	249	58.3%	$5,560	43.6%	12.4	51%
Chatham Schools (Angoon)	307	47.0%	$6,713	48.1%	10.4	56%
Chugach Schools	98	38.4%	$7,045	56.6%	9.4	46%
Copper River Schools (Glennallen)	597	65.3%	$5,068	18.3%	13.3	54%
Cordova City Schools	428	65.3%	$4,201	19.2%	13.0	58%
Craig City Schools	218	48.8%	$4,175	16.9%	16.6	59%
Delta/Greely Schools	895	63.0%	$3,372	3.2%	15.8	52%
Dillingham City Schools	460	43.7%	$4,373	71.8%	14.1	56%
Fairbanks North Star Borough Schools	13,189	63.7%	$3,632	8.5%	16.5	63%
Galena City Schools	147	32.3%	$6,637	87.0%	7.2	45%
Haines Borough Schools	363	58.4%	$4,731	14.7%	13.7	60%
Hoonah City Schools	251	35.4%	$4,219	54.6%	13.7	55%
Hydaburg City Schools	106	27.8%	$4,827	94.7%	9.1	45%
Iditarod Area Schools (McGrath)	399	33.0%	$7,907	75.7%	12.7	53%
Juneau Borough Schools	4,589	57.4%	$3,720	16.3%	17.8	64%
Kake City Schools	181	34.2%	$4,969	77.5%	10.1	60%
Kashunamiut Schools (Chevak)	165	14.3%	$5,593	100.0%	9.9	44%
Kenai Peninsula Borough Schools	8,232	55.9%	$3,791	8.5%	15.8	58%
Ketchikan Gateway Borough Schools	2,480	50.8%	$3,830	21.1%	17.8	62%
Klawock City Schools	185	49.4%	$4,684	52.8%	12.4	49%
Kodiak Island Borough Schools	2,273	51.2%	$3,891	20.4%	16.4	59%
Kuspuk Schools (Aniak)	392	30.2%	$8,737	82.7%	9.3	57%
Lake and Peninsula Schools (King Salmon)	357	35.1%	$8,104	78.5%	7.5	46%
Lower Kuskokwim Schools (Bethel)	2,638	19.6%	$7,338	87.8%	12.4	54%
Lower Yukon Schools (Mountain Village)	1,286	17.0%	$6,395	98.3%	11.4	47%
Matanuska-Susitna Borough Schools	8,431	58.9%	$3,226	5.0%	18.6	61%
Nenana City Schools	195	50.7%	$5,363	23.4%	12.2	56%
Nome City Schools	749	42.4%	$4,142	63.0%	16.1	54%
North Slope Borough Schools	1,237	29.2%	$9,307	86.3%	11.7	42%
Northwest Arctic Borough Schools (Kotzebue)	1,614	25.3%	$4,825	93.4%	14.4	45%
Pelican City Schools	43	35.8%	$7,780	59.0%	10.3	56%
Petersburg City Schools	658	64.2%	$3,611	13.8%	16.7	61%
Pribilof Schools	149	30.0%	$8,003	100%	11.1	40%
Railbelt Schools (Healy)	337	70.5%	$4,926	0.0%	12.5	54%
Saint Mary's Schools	111	29.2%	$7,663	95.8%	10.0	43%
Sitka Schools	1,658	54.0%	$3,664	25.2%	18.1	66%
Skagway City Schools	144	58.3%	$4,719	3.0%	12.1	55%
Southeast Island Schools (Ketchikan)	517	54.8%	$7,898	2.9%	10.6	72%
Southwest Region Schools (Dillingham)	468	19.1%	$7,688	97.0%	12.3	47%
Tanana City Schools	94	33.9%	$6,650	94.1%	10.0	44%
Unalaska City Schools	188	47.7%	$5,338	22.9%	12.9	54%
Valdez City Schools	686	68.4%	$5,638	3.5%	14.4	54%
Wrangell City Schools	518	47.7%	$4,674	27.9%	13.6	65%
Yakutat City Schools	131	49.4%	$5,244	63.1%	9.3	52%
Yukon Flats Schools (Fort Yukon)	338	16.0%	$9,164	85.8%	10.6	57%
Yukon/Koyukuk Schools (Nenana)	509	28.0%	$8,210	88.0%	10.2	55%
Yuplit Schools (Akiachak)	307	4.6%	$6,223	100%	10.5	38%

Source: Alaska Department of Education * Percentile Ranking Determined by Iowa Basic Test scores (Towns in parentheses are of district headquarters) LEN FRAZIER / Anchorage Daily News

turned out low, some very low [Table 1 and Figure 1].

> That's because those districts have everything needed to produce low test scores: poverty, low levels of education among parents, and traditions vastly different from those of the white, urban culture for which American school systems, teaching methods and texts were designed.[6]

It needs to be emphasized at this point that to avoid erroneous conclusions, use of graphs and tables such as those illustrated here are to be looked at with utmost caution. Cursory examination of complex data can lead to unwarranted opinions, attitudes, convictions, and negative stereotyping. Certainly results of Alaska's achievement testing program are not to be construed as statements about the level of ability of any one segment of the population, be it by geographic region, gender, or ethnicity. Nor, as pointed out above, are statistics obtained from the state's testing program to be used to compare one district with another in preferential rank order of performance. The Joint Committee is convinced that "all children can learn," given the proper circumstances and support.

Compounding the problem of unequal school performance among districts, for whatever reason, is the reality that in recent years society in general and the role of schools in particular are changing at an unprecedented rate. As noted by A. Harry Passow, Distinguished Professor of Education at Teachers College, Columbia University:

> [In America] There have been profound changes in the students, the families and communities from which they come, and the schools they attend. In the schools, the changes involve authority, power, and interpersonal and professional relationships, as well as the instructional processes, resources, and climate.... Both adversarial and cooperative relationships between students and faculty, faculty

and administration, schools and parents/communities have increased.[7]

This observation also accurately describes the current situation throughout rural and urban Alaska. It is clear that there is a need for statutes that restate education policy so that it is consistent with the means to overcome shortcomings in schooling due to trends in a changing society and the education profession as well as legislation that accommodates Alaska's immense diversity. In this way, negative extremes in the bimodel curve illustrated in the graph above may be reduced and the dilemma they reflect eliminated. There is a need for many new programs to improve the likelihood of success for those students labeled "at risk." The Fund for the Improvement of Education, better coordinated social, welfare, and health services, and enhanced and expanded early childhood are only the first steps of many that should follow.

Appropriately, the first report concluded with a quote from the book Excellence in Education: The States Take Charge: "Just as the opportunities for genuine and lasting reform have never been greater, so too have the dangers of failure never been more stark...."[8] Certainly this statement holds true in Alaska, even more so today than when the Joint Committee's first report was issued a year ago. In the Chapters that follow, additional recommendations have been set forth as a result of the Joint Committee's deliberations. Implementation of these recommendations alongside those of the first report is a necessary precondition to lasting improvement in school performance.

THE TASK FOR STATES IS NOT TO SELECT THE SINGLE BEST APPROACH. RATHER, THE FUNDAMENTAL TASK FOR STATES IS TO SORT OUT WHICH MIX OF CONTROL STRATEGIES, REWARDS, AND SANCTIONS WILL CONTRIBUTE MOST EFFECTIVELY TO [IMPROVEMENTS IN SCHOOL PERFORMANCE] ACCORDING TO EACH PARTICULAR STATE'S CIRCUMSTANCES.

MICHAEL COHEN
NATIONAL GOVERNORS' ASSOCIATION

# # #

IF NEW DIRECTIVES IN SCHOOL PERFORMANCE ARE TO SUCCEED IN THE YEARS AHEAD, THE ALASKA LEGISLATURE, THE OFFICE OF THE GOVERNOR, AND THE STATE BOARD OF EDUCATION MUST GUARANTEE THAT THIS TASK WILL BE ACTED UPON POSITIVELY AND WITHOUT DELAY.

JOINT SENATE-HOUSE COMMITTEE ON SCHOOL PERFORMANCE
JANUARY, 1991

CHAPTER TWO

STRUCTURAL CONTROL OF SCHOOLING: ISSUES AND RECOMMENDATIONS

Traditionally policy makers have mandated objectives for public education as a means to effect school reform. Chapter 173 in Alaska statutes, described in Chapter One, is a classic example of this technique. Another method, and in the minds of some a more realistic and tangible one, is to alter the structural form of the education system. This chapter discusses changes to structural form that the Joint Committee believes will improve school performance. These include the following: 1) school governance and finance, 2) professional development through personnel training and certification, 3) program definition and curriculum, and 4) research, evaluation, and dissemination.

SCHOOL GOVERNANCE AND FINANCE

The most fundamental structural elements in Alaska's schools are its systems of governance and finance. Of the two, the manner in which schools are financed is the one most often the subject of public interest and the one most apt to come under the scrutiny of the legislature. Nonetheless, several systems of school governance have been deployed since the beginning of formal American education in Alaska over one hundred years ago. A brief review of the changes that led to the current systems of both governance and finance helps to clarify the issues facing the legislature today.

School Governance and Finance in Historical Perspective [9]

The origins of what was to become a dual, territorial (later state)-federal system of education that persisted well into the 1980s derived from settlers who arrived in Alaska during the early years of the 20th century as part of the gold rush and other commercial ventures of that period. By an act of Congress in 1905, municipal governments were authorized to establish schools for the children of settlers; these schools were separate from existing federal schools. Most efforts at formal education, primarily for Native children, had previously been undertaken by missionaries, the U.S. Bureau of Education (Department of Interior), and in a few instances local citizens.

The territorial legislature in 1917 enacted what came to be called the Uniform School Act. It established a territorial department of education and thereby systematized schools for non-natives on a territory-wide basis. Earlier that year the United States Congress empowered the territory to "establish and maintain schools for white children and colored children and children of mixed blood who led civilized lives." The first territorial Commissioner of Education had the job, on the one hand, of developing a system of territorial control over the city schools through processes not unlike most chief state school officers, and on the other of performing all the duties as administrator for the rural system.

Native children were excluded from the authority of the territorial Department of Education since it was generally agreed that the education of Natives was already and should remain the responsibility of the federal government. The attitude of the first territorial Commissioner of Education was consistent with this provision and reflected the law and the separatist attitudes of that

period. The Commissioner declared in the Department's first official report:

> There are several objections to the maintenance of a unified system of schools for white and native children, the principle ones being the irregularity of the attendance of the natives and their inability to conform to the standards of the whites in the matter of health and sanitation.... The highest good of both races ... seems to require separate schools for at least a few decades.[10]

Thus, it became official policy that the territorial system was to be uniform for "white" children and that federal schools were to be maintained for Native pupils.

Since a policy established during this period favored separate school systems according to race, it is of significance that a unique and unanticipated attendance pattern developed contrary to the intent of this policy. As time went by, increasingly more villages contained either a territorial school or a federal school but not both. The greatest number of exceptions occurred in the incorporated city school districts and rural schools with mixed populations. In these locations segregated federal and territorial schools prevailed. Nevertheless, eventually many Native pupils came to attend territorial/state schools despite the Commissioner's earlier declaration.

Historical accident is sometimes given as one reason this attendance pattern emerged. Villages with schools established early in the American period, especially former mission schools, originated and remained in the federal system. And when new schools in the most remote villages with nearly exclusive Native populations were established, they were usually federal, although here too there were notable exceptions. Generally, however, if new schools were added to the territorial system, they were in villages

along the coast, including the Aleutian Islands, along the railbelt and highway system, and in mining communities.

Another factor that increased the number of Native pupils in territorial schools was a ruling by the territorial attorney general in 1943. Faced with increasing instances of strife in the villages because of attempts to integrate Native and white students on the part of some and resistance to this trend on the part of others, the Territorial Commissioner of Education requested an opinion from the attorney general on the rights of Native children relative to school attendance. The attorney general ruled that Native pupils could not be compelled to attend solely Native schools if a school for other children was provided in the community. [11] Compared with attitudes toward race at the time, the opinion was remarkable for its directness. This was also the period when Governor Gruening, the Alaska Native Brotherhood, and others were pressuring for an end to segregation in employment and public facilities and the legislature outlawed discrimination in hotels and restaurants. Alaska appears to have been ten to twenty years ahead of the nation as a whole in matters of civil rights.

As territorial and city schools became more integrated, the original notion that they be maintained exclusively for non-Natives became immaterial, although it was not until 1967 that segregated, dual federal-state schools within the same community disappeared completely. (Northway was the site of the last instance where there were two school units in a single community: one for Natives [BIA] and one for non-Natives [state]). The BIA did not entirely discontinue education services in Alaska until 1985.

Following statehood in 1959, four years elapsed before much attention was given to the structure of the dual system of schools. It was not until 1962 that attention was drawn to the matter. In that year a memorandum of agreement developed between the Bureau

of Indian Affairs and the state calling for a common program of education between the two groups. Subsequently, a U.S. Department of Interior Task Force suggested that a single, distinct administrative structure was essential if schools were to respond effectively to the multicultural composition of the Alaska population. With attention of the Kennedy Committee on Indian Education focused on schooling in Alaska in the mid 1960s and the Great Society programs of President Lyndon Johnson, designed to overcome poverty and assist minorities in their campaign to achieve equal opportunity, the status of education became a major statewide issue, especially among the Native population. Until this time no strong voice from Native consumers of educational services had been heard, and especially not from those in the villages. Emergence of the Native population into the movement for improved schools gave it credibility and momentum.

Recognition of the need for programs of education designed with Native needs in mind gave rise in 1970 to the Alaska State Operated School System (ASOSS). Independent of the state Department of Education, which had been administering the schools outside municipal districts since 1932, and governed by its own board of directors with regional Native representation, ASSOS was given responsibility for all rural schools (other than those in the still active BIA system) in the "unorganized borough." ASOSS, anticipated as a positive move in the direction of Native involvement in education, soon became a cumbersomely administered bureaucracy accused of insensitivity to the culture of rural people and inadequate to meet their needs. Because of this view ASOSS became the last major centralized governmental unit to govern non-federal village schools.

At the request of the state Department of Education and the legislature, the University of Alaska at Fairbanks undertook a study to identify alternative ways of providing school services for the

unorganized borough. Recommendations derived from the study, in conjunction with the Alaska Federation of Natives, were incorporated in an act of the legislature that created Regional Education Attendance Areas (REAAs) as "service districts" in the unorganized borough. They became operational in July, 1976, ending forty-four years of direct territorial/state operation of non-municipal schools.

When REAAs were established, the demand for local control was so pronounced that the legislature and state board took extraordinary measures to assure that there would be a minimum of interference from state government in REAA school affairs. Recently, however, testimony taken by the Senate Special Committee on Education and by the Joint Committee suggests that the mechanisms created at that time may have worked as much to the detriment of local interests as to their advantage. By definition, REAAs are regional units of state government since they have neither constitutional status nor independent taxing and budgetary powers; they are not local units of government as thought by some who administer or govern them. Some REAAs are quite large, containing many villages within their boundaries; others are small in size and population. At first, REAAs were seen as a transitional measure until rural communities became able to support education services financially and until experience in managing schools had become more widespread. REAAs now, however, have become firmly ensconced units of government. Their endurance, seen as detrimental by some and favorable by others, is one reason some of today's issues have arisen.

Operational procedures in borough and city school districts have undergone fewer changes over the years than schools in the rural areas, although the relaxing of Department of Education oversight responsibility has enabled all districts to become more autonomous than ever before. For example, at one time school

district activities were assiduously monitored at the state level, and even annual line item approval of school district budgets by the Commissioner of Education was routine. Now school districts within boroughs and cities are considered to be essential units of local government, and their authority is thought by many to be inalienable. Nonetheless, it is worth noting that it took the legislature in the early 1960s to mandate the creation of most of Alaska's borough school districts.

The history of school finance in Alaska is no less convoluted than governance, and the ways that funds have been raised and distributed over time have undergone several changes. At first, in the latter part of the 19th Century, funds for schools came from the U.S. Department of Interior (Bureau of Education), town governments, churches, business firms, and local citizen contributions. During the first thirty years of the 20th Century, school operations (other than in the federal system) were supported mostly with license monies collected in incorporated communities and with grants or entitlements from the territorial legislature.

As district needs became greater, the territorial legislature, in 1931, began supporting school districts with a guaranteed, fixed amount of foundation money based on size of enrollment. On the assumption that costs were greater on a per pupil basis in the smaller school communities, the smallest districts were allotted 85% of their prescribed basic need, medium sized districts 80%, and the largest 75%. Although the formula was easy to administer, it did not take into account a district's inability to raise money nor extraordinary circumstances that might result in higher operational costs. While the formula did, however, markedly improve the financial security of the city districts it did not provide for equality of opportunity for students nor for equity among district tax payers. Schools outside of cities continued to be funded at 100% by the territory/state, further impairing Alaska-wide tax equity.

As it became apparent that differences existed among districts concerning their ability to generate tax revenue and maintain schools, the need for a more sophisticated and equitable method of allocating state school funds intensified. To their credit, Alaskans were among the first of several states in the country to recognize the need for equity in inter-district state funding of schools. Commissioned by the State Board of Education, Alaska's first equalization foundation plan, published in 1961 and enacted into law by the legislature in 1962, provided for the equitable distribution of state money to city and borough school districts according to each district's ability to raise local funds. [12]

Changing conditions brought modifications to the plan, but in the minds of some they are not sufficient to enable the system to cope with conditions that vary and increased expenses. These are discussed below under the section on issues. But first, to clarify the Joint Committee's recommendations in this area, what follows is a brief consideration of some of the principles and terms embodied in an equitable system of state school support.

Equity Principles and Other Concepts in School Finance

The need for school finance reform across the country became a major national movement in the 1970s. Court decisions that grew out of the movement have since been felt at all levels of school funding everywhere. In the early 1980s the movement leveled off and declined, but it is once again emerging as a contentious topic in several states, especially in light of attention given to current court cases in Texas, New Jersey, and now in Alaska, where equity is at issue in a lawsuit brought against the state by the Mat-Su Borough School District in December, 1990.

The principle of fiscal equity and its close counterpart, student equality of opportunity, have remained the driving force of the movement for better balanced fiscal policy in Alaska, as elsewhere. Moreover, it is important to keep in mind that there are two branches of fiscal equity: the revenue or tax dimension and the distribution or expenditure dimension. Generally, legislatures and the courts have been concerned with both, tax and expenditure equity.

Equity, as used by the Joint Committee, is derived from the doctrine of fairness and impartiality. This doctrine requires that answers to questions about governance and finance be considered in general terms of fairness, especially fairness in levying tax burdens, allocating the wealth of the state as a whole, and sharing decision making mechanisms. Moreover, they also must be answered in terms of equality of opportunity to learn among all the children of the state. It is the measure of *equity* in the system that distinguishes the level of *equality* of educational opportunity accorded by the system.

Until the latter half of the 20th Century, equality of educational opportunity was seldom a concern in the majority of school finance and governance systems. But thirty to forty years ago, equality took on new meaning in school finance reform, especially following Brown v. Topeka in 1954. For example, Charles Benson of the University of California, noted scholar in school governance and finance systems, described in 1961 the principle as applied to schooling this way:

> The one universally accepted criterion of a public activity is that it affords equal treatment to all. With respect to schooling, this implies that any two children of the same abilities shall receive equivalent forms of assistance in developing those abilities....[13]

How to develop the means and find the resources to guarantee this notion has become an inescapable consideration of those responsible for developing educational policy. Nonetheless, as fundamental and necessary as the principle of equal treatment to all with the same abilities may be, it is not sufficient in a multicultural society such as exists in Alaska. The following discussion describes the reason for this assertion. [14]

Equal educational opportunity can be defined in several ways. In making school finance policy the definition chosen determines to a great extent the type of school finance system that will follow. Listed below are seven concepts of educational equality relating to school finance, first identified and described by Arthur Wise while at the University of Chicago.

1. the foundation system concept
2. the equal-dollars-per pupil concept
3. the competition concept
4. the fiscal neutrality concept
5. the leveling concept
6. the minimum attainment concept
7. the full opportunity concept

In brief, they may be described as follows:

1. The "foundation system concept" requires a satisfactory minimum offering, expressed in money to be spent, which shall be guaranteed to each pupil. This was the concept most relied on in Alaska's territorial system for distributing funds. Many complex formulas have been derived to satisfy the guarantee feature of this system, all based on the fundamental idea that certain minimums are essential for all, regardless of local resources.

2. The "equal-dollars-per pupil" concept assumes there is no reason for one individual, minority or majority, rural or urban, bright or dull, to be granted more resources than another. Ability is not considered a sufficient reason for differential allocation of funds.

3. The "competition concept" provides distribution of resources to students according to their talent. In this definition, equality is an individual rather than a social focus. It simply means that the more able students deserve more education, regardless of the wealth of parents, ethnicity, or location.

4. The "fiscal neutrality concept" stresses that education may not be a function of wealth other than the wealth of the state as a whole. Therefore, school financing systems must make financial resources from taxes equally available for the education of each child, regardless of the district in which he or she lives. This is the principle most often cited as a feature necessary to assure equality of opportunity.

5. The "leveling concept" requires that resources be allocated in inverse proportion to the ability of each student. In effect, this approach compensates for the shortcomings of some pupils and is typically provided in categorical, compensatory programs.

6. The "minimum-attainment concept" of educational equality requires that each student shall receive educational resources until he or she reaches a specified level of achievement, regardless of the time required.

7. The "full opportunity concept" assumes that students may differ in their ability to learn and that each person should be given an

opportunity to develop his or her abilities to the fullest, regardless of the length of time required. [15]

These seven concepts of equality of opportunity can be expressed as two equity principles:

1. The equal treatment of equals, or horizontal equity principle.

2. The unequal treatment of unequals, or vertical equity principle.

Berne and Stiefel have explained the two principles this way:

> Horizontal equity is concerned with the equality of revenues for all children.... Children are assumed to be equally deserving, and horizontal equity measures the difference between the actual distribution and a perfectly equal distribution. The smaller the difference from equality, the greater the horizontal equity....
>
> If members of the group are not equal and some are judged to be deserving of more or less of the object of concern, then application of the vertical ... principle may be appropriate.... If learning handicaps are recognized as a characteristic that identifies children who should receive more revenues than children without learning handicaps, then the principle of vertical equity is applicable.... [Thus], vertical equity can be expressed as the unequal treatment of unequals....[16]

The current system of distributing financial resources to school districts in Alaska contains features from both the vertical and horizontal principles of equity. Features of the foundation system concept, the fiscal neutrality concept, and the leveling concept can be identified. The current system was adopted during the 1987 legislative session (Chapter 91, SLA 1987). (A brief explanation of Alaska's current system of distributing state school funds appears in "A Review of Alaska's Foundation Funding Program" published by

EXHIBIT I

A REVIEW

THE ALASKA SCHOOL FOUNDATION FUNDING PROGRAM

JANUARY 1989

ALASKA'S PUBLIC SCHOOL FOUNDATION PROGRAM, AS 14.17 enables the state to meet fiscal equalization criteria outlined in the federal PL-874 law, commonly known as the "disparity test." Alaska must meet the guidelines in order to utilize approximately $70 million in PL-874 funds within the state foundation plan as general revenues.

PL 81-874 DISPARITY TEST - The federal PL-874 disparity test measures the disparity in local school district expenditures. The test takes into consideration designated state and local revenues. Under guidelines of the disparity test, the range of revenues may not vary more than 25 percent between the school district that raises the lowest amount of revenues per instructional unit and the school district that raises the greatest amount. Since federal regulations allow states to eliminate five percent of the students at the top of the scale and five percent at the bottom, Alaska eliminates both of its oil rich school districts, Valdez and North Slope Borough, which contribute considerably more than 25 percent beyond the lowest amount. Since REAAs are not authorized to raise local taxes, five percent of the students at the bottom of the scale can be from any REAA. The disparity test uses $60,000 per instructional unit as the base.

THE FOUNDATION PROGRAM is based on the "instructional unit" method of funding.

THE DEFINITIONS printed on page 2, when used with the two mathematical formulas below and the numerical data on page 4, provide for understanding the foundation law.

Alaska Department of Education

THE FORMULA USED TO CALCULATE BASIC NEED:

BASIC NEED = (INSTRUCTIONAL UNITS) x (AREA COST DIFFERENTIAL) x ($60,000)

THE FORMULA USED TO CALCULATE STATE FOUNDATION AID:

STATE FOUNDATION AID = (BASIC NEED) - (LOCAL EFFORT) - (90% ELIGIBLE PL-874)

TERMS AND CONCEPTS:

ADM (AVERAGE DAILY MEMBERSHIP) - The average of the number of students enrolled in a school district or specific school program (vocational education, bilingual education, special education) over a specified fall or spring reported period. The more students a district has in Average Daily Membership, the more funding it receives through the foundation program.

INSTRUCTIONAL UNIT - A number represented by a group of students identified by grade levels and whether the students are enrolled in vocational, special or bilingual education programs.

AREA COST DIFFERENTIAL - A factor multiplied by a school district's instructional units to adjust for costs - primarily personnel costs - in various school districts. Factors vary between 1.0 and 1.46, depending usually on remoteness of the district.

INSTRUCTIONAL UNIT VALUE - The amount under the new foundation formula is $60,000 per instructional unit. That amount was established by the regulation when the law was passed.

BASIC NEED - An amount of money determined by multiplying the area cost differential by the number of a school district's allowable instructional units times the instructional unit value, set annually by the legislature. The foundation program sets the instructional unit value at $60,000.

REQUIRED LOCAL EFFORT - Under the law, city and borough school districts are required to contribute the lesser amount of:

(1) the equivalent of funds generated by a four mill tax levy based on the full and true value of the taxable real and personal property in the school district; or

(2) 35 percent of a school district's basic need for the preceding school year.

School districts are not allowed to contribute more than the equivalent of 2.0 mills or $12,600 per adjusted unit in addition to required local effort in order to hold disparities in funding per instructional unit among school districts to no more than 25 percent. The amount of local effort, either in the 4 mill equivalent or 35 percent basic need, is subtracted from a school district's basic need. Since Regional Education Attendance Areas do not have authority to collect taxes, there is no deduction for the local contribution portion of basic need in these districts.

PL-874 - Federal Law PL-874, impact aid to education, provides federal funds to school districts for children of parents living and/or working on federal property as an "in lieu of local tax: revenue. Under the foundation program 90 percent of each school district's eligible PL-874 receipts is subtracted from the district's basic need.

STATE FOUNDATION AID - The amount of state money school districts are entitled to receive under the Public School Foundation Program, after local and federal shares are deducted. *(See page 4, column G.)*

OTHER ISSUES:

DECLINING ENROLLMENT - The law contains language that protects districts from losing more than 10 percent of the prior year's K-12 instructional units.

CENTRALIZED CORRESPONDENCE STUDY - The law provides a formula for computing funds for the state Centralized Correspondence Study program. Instructional units are computed under the same formula used by elementary schools with more than 200 students and multiplied by 0.65.

GATHERING/ REPORTING STUDENT DATA - The statute requires districts to report to the Department of Education by October 15 of each school Year an estimate of its student population for the next school year. The Department of Education will use the estimates to determine the amount of state foundation aid to seek from the Legislature for the following school year.

FUND BALANCE LIMITATION - The law prohibits districts from accumulating an unreserved fund balance of more than 10 percent of their operating expenditures for the year. The Department of Education must deduct the amount exceeding 10 percent from a school district's succeeding year's foundation entitlement.

FULL AND TRUE VALUE - The Department of Community and Regional Affairs will determine the full value of the taxable real and personal property in each city and borough school district for the purpose of calculating a school district's required local effort.

DISTRIBUTION PROCEDURES - The Department of Education will make payment of foundation aid through monthly payments to school districts. The payments for the first nine months of each fiscal year will be based on actual student counts for the prior school year. Payments for the last three months will be adjusted by actual year student counts. Any overpayments or underpayments made during the first nine months will be adjusted in the final three payments of the fiscal year. The first counting period will be during a 20-day period ending on the fourth Friday in each October. A subsequent reporting period, a 20-day period ending the second Friday of each February, may be used to calculate foundation funding, if the February counting period yields more instructional units.

FACTORS AFFECTING FY 90

PL-874 CHANGES - Federal law now allows local school districts to receive 125% of their normal impact aid money for students who qualify under the Indian and Native impact aid formula. Under this new program, the 25% above the normal 100% share cannot be taken into consideration in state funding formulas. The prohibition was adopted so that the local school districts in equalized states, such as Alaska, would receive the full 25% add-on benefit. In Alaska the new add-on rule results in a loss of funding from the foundation program of $7,804,925 for FY 90.

REDUCED LOCAL SHARE - A significant reduction of the assessed value of property in most municipal school districts has reduced the value of the required local share of basic need in the FY 90 foundation formula. Under the foundation formula, the state must make up the difference between this reduced local share and basic need. This increases the projected full entitlement cost of the foundation formula by $20,406,269 for FY 90.

the Department of Education in 1989, and is inserted as Exhibit 1. Detailed provisions of the entire system are delineated in Chapter 17, sections 14.17.010 - 14.17.250 of the compiled Alaska statutes, attached as Appendix D.)

In general, ways to raise money for education, the revenue dimension of school finance, are as various as the ways that can be devised for allocating funds. But compared to many states, the manner by which school funds are raised in Alaska are relatively uncomplicated. Exhibit 1 briefly describes the current system of generating school district funds as well as the means for distributing them. Among the most noticeable features in the revenue dimension is the fact that REAA districts have no local tax liability.

A detailed explanation (prepared by the Department of Community and Regional Affairs) of the means by which local revenues are generated, especially property taxes, appears as Appendix E. As forthright and uncomplicated as the system ostensibly is, equity issues in the revenue dimension are increasingly attracting attention. A detailed description of both the revenue and distribution dimensions of Alaska's system of school finance is provide below in the section dealing with issues in school finance.

Equity Principles and Concepts in School Governance

To govern customarily implies the authority to make and administer public policy, thereby controlling and regulating the actions of others. Governance as a determinant of school performance ranges from the broadest of policy topics at the state level, such as judicial decisions on constitutional issues, to legislative

matters, such as creating or dissolving school districts and funding the foundation program, to state board activities, such as regulating teacher certification and graduation requirements, to routine responsibilities in local districts, such as the selection of administrators and vendors of school supplies. At a meeting of the Alaska Coalition for Education in October, 1990, 130 subjects were identified as coming under the heading of governance. With so many topics subject to control, the question of which level of authority has the ultimate responsibility to adjudicate an issue often complicates the process, especially since interests in the outcome of each issue may be affected at each level.

In recent years criticism of schooling in general has increased steadily. For example, the "bankruptcy" of the wholly funded Copper Valley REAA by action of its superintendent and board did much to damage the credibility of "local control" in the legislature and with the general public. Public comment regarding school district expenditures for lobbying, litigation, and legal fees not connected with litigation has been negative as well. And as pointed out by Michael Kirst, one of the country's foremost authorities on the organization and control of education, a loss of confidence in local education authorities has weakened the traditional American commitment to local control of education. Furthermore, Kirst asserts that

> The urge to reform education results from a loss of confidence in the local capacity to maintain high academic standards. Many superintendents cannot control their agenda or structure the outcomes of decisions as they could in the past. The golden age of the superintendent has passed, with profound consequences for administrative control.... [and] school boards have been subjected to an unprecedented attack during the 1980s. Additionally, local boards continue to grapple with problems in the necessarily grey area between the board's policymaking and the superintendent's administrative responsibilities....[17]

There are those who contend that Kirst's observations, drawn from the country as a whole, do not apply to Alaska. Nevertheless, during the life of the Joint Committee, ill-suited systems of school governance have often been cited as the basis for this type of criticism. Whether or not this is an accurate or well-informed perception remains to be definitively confirmed, but declining confidence in local education authorities as a result of inadequate school performance is a stark reality in Alaska today. Many, if not most, observers of and participants in education are quick to acknowledge that much of Kirst's commentary is credible throughout Alaska. For example, the chairperson of the Alaska Coalition on Education's subcommittee on governance observed at a recent statewide meeting (October, 1990) that many school superintendents and school board members are concerned about the declining credibility of Alaska's school districts, that district governance is often seen as inefficient and uncaring, and that change is inevitable. Few participants demurred. A question was then posed by the chair: "Will change be through legislation or innovative ways of the districts on an individual basis?" [18] The answer may depend on whether districts are able to regain the confidence of the public through effective restructured schooling.

Prior to an examination of specific issues in school governance, a brief review of how the system is presently constituted is appropriate. Fifty-four districts comprise the system as a whole: 16 borough school districts, 18 first class city school districts, and 20 REAA school districts in the unorganized borough. They are governed by approximately 330 school board members. These policy makers regulate the activities of 6708 full time equivalent teachers (6586 of whom are in classrooms), 1005 administrators and managers at various levels and hundreds of

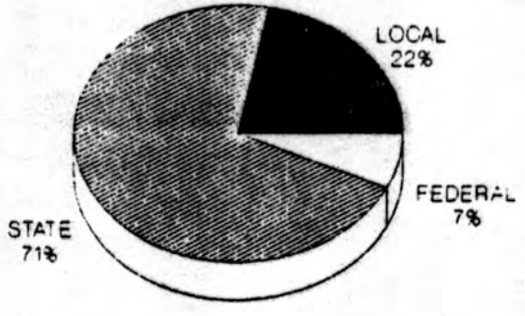
support personnel, all of whom in turn are serving 112,161 students in 1990-91.

There are three types of school districts in Alaska: 1) each first class city in the unorganized borough is a city school district, 2) each organized borough, regardless of class, is a borough school district, and 3) the area outside organized boroughs and outside first class cities (the unorganized borough) is divided into Regional Education Attendance Areas. (The Court has declared it is implied in statute, although not specified, that REAAs are to perform as school districts.) Although each class of school district functions under somewhat different rules, especially in matters of school finance, all schools in the state are generally regarded as the Alaska system of education. That system, however, has anomalous political and geographical boundaries arranged in a way that may be difficult to justify from a number of important standpoints. These include the problems of equitable distribution of decision making authority, of efficiency of daily operation and prudent expenditure of financial resources, and of the capacity to make programmatic changes that might lead to improved school performance.

Examples of organizational arrangements that cause these problems include the following: the Chugach REAA surrounds the city of Cordova and skirts the city of Valdez; the Lower Yukon REAA surrounds the Kashunamuit REAA and the municipality of Saint Marys; the Lower Kuskokwim REAA geographically includes the Yupit REAA; and the Southeast Islands REAA includes the municipalities of Craig, Hydaburg, Kake, Klawaock, Petersburg, and Wrangell. These are just some of the extraordinary organizational arrangements that have evolved over the past fifteen years that affect equity, efficiency, prudence, and judicious change. Organization, however, is only one probable cause of these problems; diversity of situations is another.

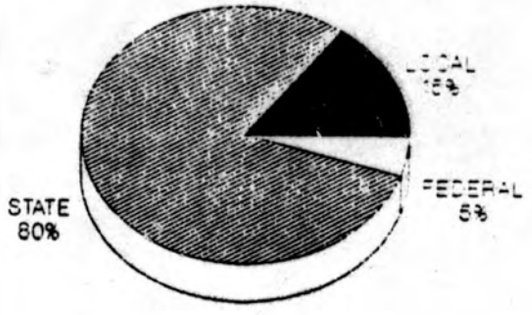
FIGURE 2

FOUNDATION FUNDING BY SOURCE
FISCAL YEAR 1988



BASED ON ACTUAL FUNDING

FOUNDATION FUNDING BY SOURCE
FISCAL YEAR 1991



BASED ON FULL FUNDING

In average daily membership districts range in population from 28 pupils to over 40,000. Some are single site districts; others have many schools in a single municipality or REAA. In physical size districts range from fewer than just a few square miles to others that encompass tens of thousands. The largest, the North Slope Borough, occupies 84,983 square miles (slightly larger than the state of Minnesota.) In fiscal 1991 this assortment of districts is supported with $511,081,199 from state revenues in operational expenses through the foundation program and over $230,000,000 from other sources, mostly local property taxes and federal entitlements. Figure No. 2 graphically shows sources of school district revenue in 1988 and 1991. Briefly stated, the enterprise is immense and complex. It is also sometimes described as cost ineffective, cumbersome, and difficult to monitor from the state level where responsibility for its operation ultimately resides. With this general description of Alaska's school system in mind and declining confidence in school district effectiveness a reality, it may be asked, what are the policy issues associated with school finance and governance?

Current Issues in School Finance

Almost every factor in the School Foundation Funding Program is presently being questioned in one way or another by one group or another. Some factors are considered more important than others, and some are more problematic than others. But on average there appears to be more discontent than satisfaction with the system as a whole. The most vexing issues in the system, posed as questions, include:

1) Do economy of scale and regional cost differentials account for and thereby justify the wide disparity in expenditure per pupil in average daily membership found throughout the state?

2) Should REAAs continue to be exempt from local tax efforts? Are communities in REAAs such as Glennallen, Tok, Delta, Bethel, and McGrath less able or willing to pay local taxes to maintain schools than say, to name only a few, Ninilchik, Nenana, St. Marys, Nome, or Kotzebue where taxes are paid? Several REAAs have the potential for higher assessed valuations than many municipal districts.

3) Are the means used to determine local tax mill rate equivalents fair? Are they adequate? Should the optional maximum allowable local contribution differential be reduced? Increased? What effect do optional contributions have on fiscal neutrality?

4) Is the schedule for calculating instructional units equitable for all districts? Do they assign the correct number of units to small schools and to special programs?

5) Are area cost differential values realistic? Are there better ways to calculate them?

6) Are the assessment practices for determining full and true property values adequate? Are they applied uniformly throughout the state? (Although Alaska law requires an equal and uniform system of local taxation and has established standards for appraisal of all property assessed by the state or its political subdivisions, vast differences in property type and location and varied provisions for tax exemptions create the potential for inequities to trickle into the system. The equitable distribution of state aid in the foundation formula is

so dependent on accurate and equitable statewide assessment practices that it may be time to determine if the system is working as planned.

7) Is the present instructional unit value the right amount required to meet "basic need"? Can basic need be better defined?

8) Should districts continue to have the freedom to use funds generated by the foundation program without specification or limitation placed on them by the state?

9) Are the "creative financing" practices of some districts in the way they raise local contributions in lieu property tax excessive?

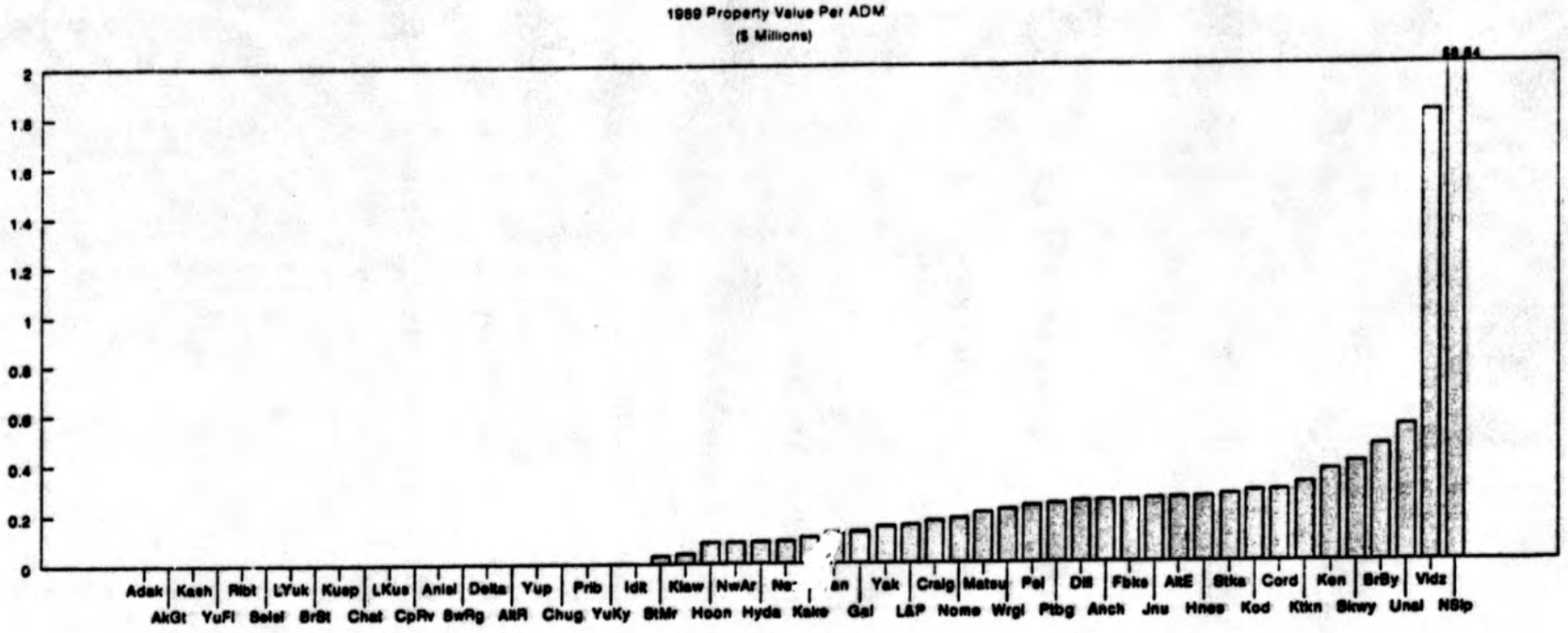
10. How can funds for early childhood and parenting education be made available as an annual entitlement in the foundation program although expenditures in support of these programs are made outside the formal school system?

11) Should the Foundation Program be funded in a separate appropriation prior to adoption of the state's annual budget?

12) To what extent do qualifying requirements of P.L. 874 (intended to reduce resource inequity among districts) have a reverse effect by producing resource disparity?

The issue that transcends all of those above, and which is the most imperative, asks the question, Does the present system meet the test of fiscal neutrality? That is, is the wealth of the state as a whole made equally available for the education of each child? Related questions ask: Is there equality of resources among property rich and property poor districts after state funds are made available? Is there tax liability equity among municipal school

FIGURE 3



Prepared by the Legislative Research Agency, December 1990 (91-007)

districts? Is intra district financial equality aggravated by taxpayer inequity between municipal districts where local taxes are paid and REAA districts where there is no local tax liability? The condition of the foundation program, as displayed in the following graphs, suggests that answers to these questions are apt to reveal a badly flawed system in need of recasting.

Figure 3 graphically illustrates the range of property wealth (revenue- generating potential) in dollars per average daily membership (ADM) in each of Alaska's school districts. Values of assessed property range from $35,464 per child in the poorest property district to $8,840,927 per child in the wealthiest. There are seven districts where a one mill tax would bring in less the $100.00 per child in average daily membership (and $35.00 per ADM in the poorest), and there are seven districts where a one mill tax would bring in more than $300.00 per ADM (in the richest district, one mill can bring in $8,800.00 per ADM.) The remaining nineteen city and borough districts fall in the middle range. REAAs are shown on the graph as having no local tax base since they have no taxing authority.

Figures 4 and 5 illustrate AS 14.17.025, that part of the foundation program that specifies the amount that local districts must and what they may not provide to their annual budgets as local contributions. This section requires that local districts (other than REAAs) raise the equivalent of a four mill tax on a full and true value of taxable real and personal property tax or 35 % of the district's basic need for the preceding year. The outcomes of this feature of the program are represented in Figure 4. (The North Slope Borough is required to raise less than one mill to meet its local obligations and Valdez only one mill.)

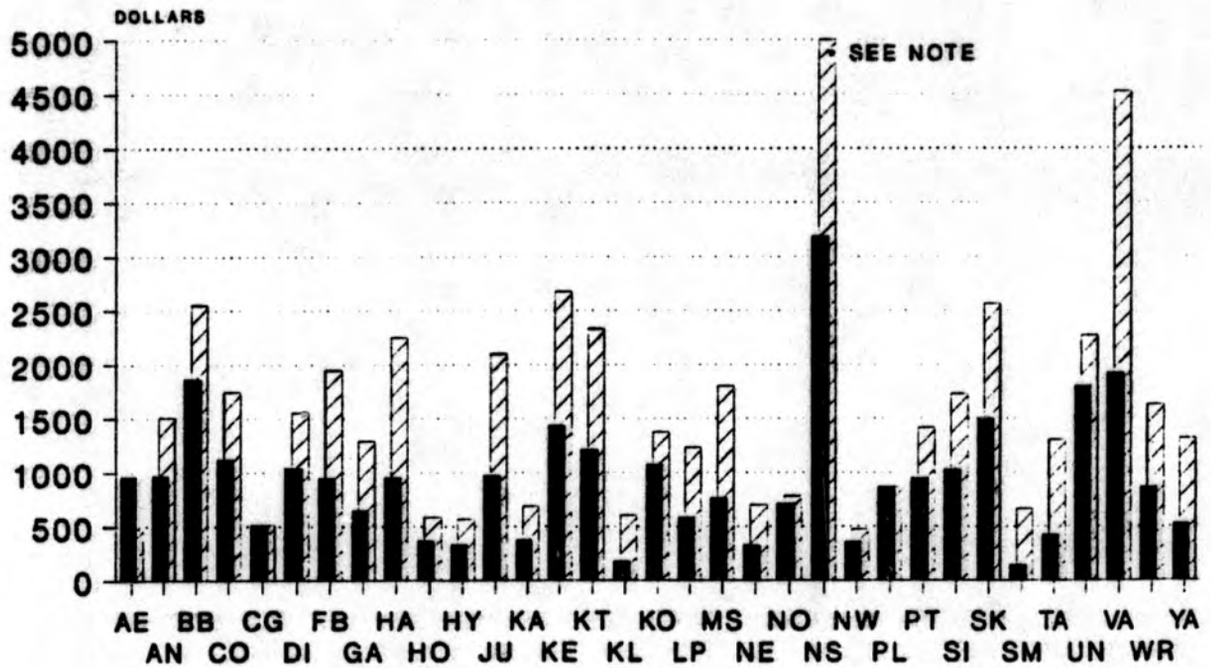
Figure 5 illustrates the effect of the provision of the act that allows city and borough districts to exceed the required level of local

FIGURE 4

LOCAL REVENUE PER PUPIL FY91
REQUIRED & BUDGETED AS 14.17.025

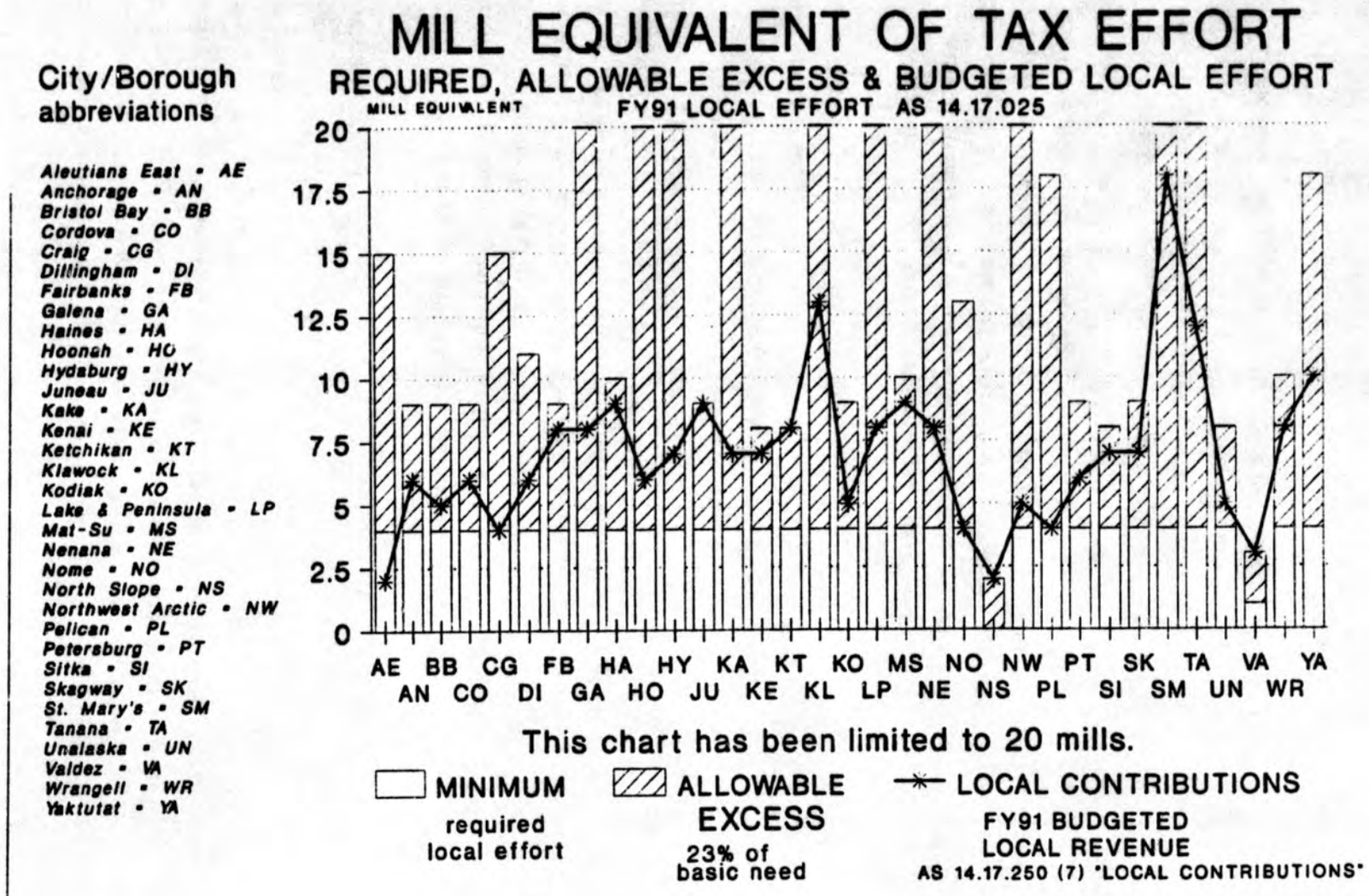
City/Borough abbreviations

Aleutians East • AE
Anchorage • AN
Bristol Bay • BB
Cordova • CO
Craig • CG
Dillingham • DI
Fairbanks • FB
Galena • GA
Haines • HA
Hoonah • HO
Hydaburg • HY
Juneau • JU
Kake • KA
Kenai • KE
Ketchikan • KT
Klawock • KL
Kodiak • KO
Lake & Peninsula • LP
Mat-Su • MS
Nenana • NE
Nome • NO
North Slope • NS
Northwest Arctic • NW
Pelican • PL
Petersburg • PT
Sitka • SI
Skagway • SK
St. Mary's • SM
Tanana • TA
Unalaska • UN
Valdez • VA
Wrangell • WR
Yakutat • YA



NOTE: North Slope's revenue per pupil is $15,279.

FIGURE 5


MILL EQUIVALENT OF TAX EFFORT
REQUIRED, ALLOWABLE EXCESS & BUDGETED LOCAL EFFORT
MILL EQUIVALENT
FY91 LOCAL EFFORT AS 14.17.025
20
17.5
15
12.5
10
7.5
5
2.5
0
AE BB CG FB HA HY KA KT KO MS NO NW PT SK TA VA YA
AN CO DI GA HO JU KE KL LP NE NS PL SI SM UN WR
City/Borough abbreviations
Aleutians East • AE
Anchorage • AN
Bristol Bay • BB
Cordova • CO
Craig • CG
Dillingham • DI
Fairbanks • FB
Galena • GA
Haines • HA
Hoonah • HO
Hydaburg • HY
Juneau • JU
Kake • KA
Kenai • KE
Ketchikan • KT
Klawock • KL
Kodiak • KO
Lake & Peninsula • LP
Mat-Su • MS
Nenana • NE
Nome • NO
North Slope • NS
Northwest Arctic • NW
Pelican • PL
Petersburg • PT
Sitka • SI
Skagway • SK
St. Mary's • SM
Tanana • TA
Unalaska • UN
Valdez • VA
Wrangell • WR
Yakutat • YA
This chart has been limited to 20 mills.
MINIMUM
required local effort
ALLOWABLE EXCESS
23% of basic need
LOCAL CONTRIBUTIONS
FY91 BUDGETED LOCAL REVENUE
AS 14.17.250 (7) "LOCAL CONTRIBUTIONS"

contributions, although with a limit placed on that amount. The so-called "capping effect" of this provision prohibits districts from raising more than the equivalent of an additional two mill levy on district property or 23% of basic need, whichever is greater. The purpose of this prohibition is to achieve a certain level of equality of resources among districts. This provision otwithstanding, the ten most property poor districts find it necessary to raise funds at the maximum level permitted.

The solid line connecting local contributions in mill equivalents may be the most telling feature in figure 5. It represents the level of support (local effort) levied by each district in 1991. If the current formula effectuated fiscal neutrality the jagged solid line (revealing resource distribution disparity) would be flat. Note that the range of local effort varies from 2 mills and 3 mills in the wealthiest districts to 18 mills in the poorest. The net effect of Chapter 15, as seen in these illustrations, is to require property poor districts to exert substantially greater effort to raise local funds than property rich districts, which are allowed to contribute to their budgets a lower level of effort.

It may be that the fairest, most easily computed, and cost effective way to distribute state wealth so as to achieve fiscal neutrality would be the state to fund 100% of all public education. Such a procedure would, incidentally, leave municipal tax bases free for local needs other than schools.

(As an incidental addendum to figure 5, it should be noted that the Aleution East Borough school district, because it is in a transitional phase from REAA to Borough, is required to raise only the equivalent of 2 mills during its first year of operation. Its local

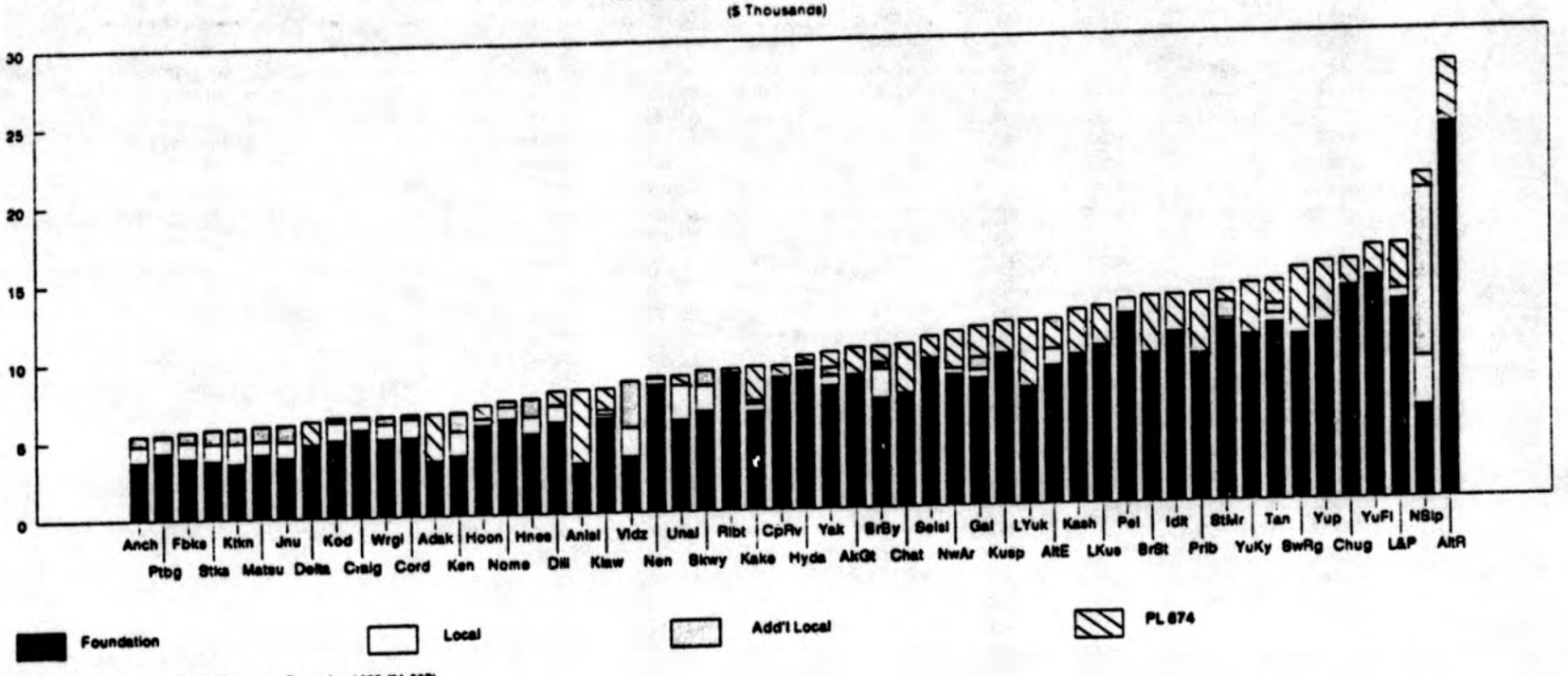
TABLE 2

ALASKA DEPARTMENT OF EDUCATION
FY91 FOUNDATION PROGRAM AS 14.17.025
LOCAL REVENUES: REQUIRED, ALLOWABLE EXCESS & BUDGETED
12/10/90 BEJ

	ACTUAL FY91 ADM	1989 FULL VALUE DETERMINATION	REQUIRED FY91 LOCAL	ALLOWABLE EXCESS	BUDGETED LOCAL	1 MILL PER ADM	REQUIRED PER ADM	BUDGETED PER ADM	ALLOWABLE PER ADM	REQUIRED MILL EQUIV.	ALLOWABLE MILL EQUIV.	BUDGETED MILL EQUIV.
ALEUTIANS EAST	364	$87,528,600	$350,114	$926,808	$175,057	$240	$962	$481	$3,507	4	11	2
ANCHORAGE	40,533	9,836,722,410	39,346,890	45,054,240	61,067,977	243	971	1,507	2,082	4	5	6
BRISTOL BAY	253	117,937,900	471,752	540,822	645,559	466	1,865	2,552	4,002	4	5	5
CORDOVA	438	122,992,900	491,972	645,978	764,805	281	1,123	1,747	2,599	4	5	6
CRAIG	311	40,178,500	160,714	431,664	159,228	129	517	512	1,907	4	11	4
DILLINGHAM	457	118,601,000	474,404	842,490	710,000	260	1,038	1,554	2,882	4	7	6
FAIRBANKS	14,246	3,398,331,900	13,593,328	16,267,440	27,751,000	239	954	1,948	2,096	4	5	8
GALENA	120	19,585,100	78,340	314,916	155,152	163	653	1,293	3,277	4	16	8
HAINES	433	103,888,200	415,553	642,390	974,801	240	959	2,250	2,442	4	6	9
HOONAH	234	21,586,000	86,344	376,878	137,341	92	369	587	1,980	4	17	6
HYDABURG	108	9,024,100	36,096	234,186	61,459	83	333	567	2,493	4	26	7
JUNEAU	5,124	1,247,450,700	4,989,803	5,801,244	10,744,000	243	974	2,097	2,106	4	5	9
KAKE	179	16,843,800	67,375	305,118	122,592	94	377	686	2,084	4	18	7
KENAI	9,169	3,285,880,710	13,143,523	11,599,590	24,507,607	358	1,433	2,673	2,699	4	4	7
KETCHIKAN	2,693	819,271,400	3,277,086	3,044,832	6,278,771	304	1,217	2,331	2,347	4	4	8
KLAWOCK	202	9,194,000	36,776	335,478	122,000	46	182	604	1,844	4	36	13
KODIAK	2,404	645,143,800	2,580,575	3,409,290	3,316,000	268	1,074	1,379	2,492	4	5	5
LAKE AND PENINSULA	413	60,371,500	241,486	1,420,986	510,000	146	584	1,234	4,023	4	24	8
MATSU	9,460	1,813,556,490	7,254,226	10,826,514	17,038,193	192	767	1,801	1,911	4	6	9
NENANA	196	16,186,800	64,747	378,258	137,343	83	331	701	2,263	4	23	8
NOME	778	137,990,000	551,960	1,263,804	607,960	177	710	781	2,334	4	9	4
NORTH SLOPE	1,359	11,961,774,300	4,335,240	23,923,549	20,770,000	8,799	3,189	15,279	20,788	0	2	2
NORTHWEST ARCTIC	1,582	142,713,800	570,855	3,791,136	750,008	90	361	474	2,757	4	27	5
PELICAN	48	10,440,800	41,763	143,382	41,763	217	866	866	3,841	4	14	4
PETERSBURG	681	162,441,900	649,768	838,212	962,204	238	954	1,413	2,184	4	5	6
SITKA	1,738	446,849,500	1,787,398	1,921,236	3,008,379	257	1,029	1,731	2,134	4	4	7
SKAGWAY	145	54,411,100	217,644	258,060	371,044	376	1,504	2,563	3,286	4	5	7
ST. MARY'S	116	4,184,700	16,739	315,054	76,739	36	145	664	2,870	4	75	18
TANANA	109	11,511,900	46,048	294,216	142,000	106	422	1,303	3,122	4	26	12
UNALASKA	258	116,125,240	464,501	479,826	585,624	450	1,800	2,269	3,659	4	4	5
VALDEZ	762	1,370,370,900	1,464,960	2,740,742	3,449,218	1,797	1,922	4,524	5,516	1	2	3
WRANGELL	509	110,198,000	440,792	671,784	829,284	217	866	1,630	2,186	4	6	8
YAKUTAT	150	19,792,100	79,168	286,212	197,620	132	528	1,317	2,436	4	14	10

FIGURE 6

Estimated Per ADM Revenue from All Sources
($ Thousands)



Prepared by the Legislative Research Agency, December 1990 (91-067)

contribution during its first year is not based on property wealth of the district.)

Figure 6 summarizes the financial outcome of all of the features of the foundation program. It illustrates the amount of money available from all major sources for school operations per ADM in 1991. These include required local contributions, optional additional contributions, federal P.L. 874 funds, and state foundation entitlements. The amounts budgeted per ADM range from approximately $5,500 per ADM to $28,000 per ADM.

Table two displays those current revenues that are required and those that are optional; also shown are total local funds budgeted for fiscal 1991.

Essentially, the graphs and table illustrate those characteristics of AS 14.17.025 that establish three classes of school districts: municipal districts that must contribute the equivalent of a four mill property tax levy to their annual operational budget; municipal districts that contribute an amount equal to 35 % of basic need for the preceding year to their annual operational budget (placing them at an advantage over other municipal districts); and REAA school districts that make no local contribution to their annual operational budget (giving them an advantage over all municipal districts.) The extreme differentials in expenditure per ADM among districts and the disproportionately high burden of local effort required of property poor districts may partially be explained by economy of size (due to the size of enrollment, small districts are not as efficient as large districts and they are unable to spread fixed costs over as many students as large districts) and regional cost differentials; more likely higher costs per ADM in some districts exist because the current formula frustrates the principal of fiscal neutrality. Article I, Sec. 1 of the Alaska Constitution, provides "...that all persons are equal and entitled to equal rights,

opportunities, and protection under the law." Because of inherent inequities in three financial classes of school districts, this provision may be obstructed. Given this likelihood and the issues listed above, there is broad based support for a comprehensive inquiry of the financial foundation program.

Furthermore, another matter that compounds the problem of providing equity in the finance system is reliance on regional cost differentials computed from household cost-of-living data rather than data that may more closely reflect the costs of operating a school district. The current system of determining regional cost differentials is not thought to be an accurate measure of true costs among school districts. A recent study by the McDowell Group, based on costs of maintaining schools instead of households, may provide improved equity in this area. It remains to be applied, if found to be appropriate, to the foundation formula.

Two issues of lesser magnitude that do not concern the state as a whole, but are troublesome to the districts affected nonetheless, revolve around the problems of economy of scale. Because of the small average daily membership (ADM) and geographic isolation of some single and dual site city school districts, extraordinarily high costs present special problems. (Legislation to alleviate some of the problems attributed to small size, passed in the last session, allows for voluntary co-operation among districts through joint service contracts. But this measure may only partially relieve problems associated with being a small and isolated district.)

Furthermore, it is claimed that the schedule in Chapter 15 used to determine the number of instructional units in geographically large borough districts which contain isolated, single school site communities results in inequitable distribution of state money. Both of these issues, however, are minor compared to the other state-

wide inequities explained above. Inadequacies in single and dual site district funding and in small communities in geographically large, rural districts may be resolved by applying suggestions such as those currently offered by the Alaska Association of School Administrators. (As a stop-gap measure, the Joint Committee endorses the association's position.) The Association's position paper on this and other school finance issues is attached as Appendix F.

While the forgoing discussion deals with inequities in funds for school district operations through the foundation program, it should be pointed out that inequities also exist in the distribution of state funds for capital improvements. Municipal school districts are obliged to meet a portion of their capital improvements expenses; REAAs are not, thereby establishing two classes of districts in this regard.

The National Conference of State Legislatures has posed four questions that a state legislature should examine when the need for revision in its school finance structure becomes apparent. They are:

1) What fiscal inequities result from the present system?

2) What are the causes of such problems?

3) What can be done to remedy the inequities?

4) What will be the fiscal impact of proposed aid reforms?

To answer all four questions requires assembling data on the present system, analyzing that data, designing new alternatives, and evaluating the effects of those alternatives on the system. [19]The following outline designed by the National Conference of State Legislatures suggests what needs to be done to meet these requirements.

AN OUTLINE FOR THE ANALYSIS OF PRESENT AND PROPOSED FUTURE SCHOOL FINANCE STRUCTURES

I. Description of the present system

A. Statewide maximum, minimum, average, standard deviation for:

Current expenditure per pupil
Equalized property value per pupil
Equalized school tax rate
State aid per pupil

B. Proportion of educational revenues derived from local, state, and federal sources

C. Comparisons with national patterns and other states (Expenditures, incomes, source of revenues, state and local tax payments per capita)

D. Extent of disparities in expenditures, property wealth, school tax rates (Rank orders, bar graphs, comparisons of extreme or groups of districts)

E. Differences in expenditures between 5th and 95th percentile

F. Declining or increasing enrollment (Past trends, future projections for the entire state and for individual districts)

II. Analysis of disparities and problems in the current system.

A. Patterns of disparity in school expenditures, school tax rates and property wealth (Region, size, type of community)

B. Sources of expenditure inequities (Expenditures vs. income; expenditures vs.

property wealth; state aid; federal aid vs. property wealth)

C. Sources of tax inequities (School tax rate expenditures; school tax rate vs. property wealth; school tax payments vs. income)

D. Interrelationships among district characteristics (property wealth, school tax rate, expenditures, income, size, region type of community)

E. Patterns of declining [or increasing] enrollment (Drop [or increase] in enrollment vs. property wealth, income, school tax rate, expenditures, size, type of community, region)

F. Impact of providing other local services, (education expenditures vs. other local expenditures or proportion of local property tax levy devoted to other services; school tax rate vs. proportion of local levy devoted to education; type of community vs. property wealth per capita, school tax rate, total tax rate; proportion of local levy or budget devoted to education)

G. Effects of expenditure disparities (Expenditures vs. school characteristics and educational outcomes)

III. Analysis of impact of alternative new programs

A. Projection for each district:

New expenditure for each district
New school tax rate
New state aid per pupil
Increase [or decrease] in state aid per pupil
Increase [or decrease] in total state aid

Analysis for Entire State:

B. Increase or decrease in cost (Total and by program)

C. New levels of expenditures and tax rates (Maximum, minimum, average, standard deviation)

D. New proportion of educational revenues derived from local, state, and federal sources

E. Extent of disparity in new expenditures and new school tax rates (See I.D.)

F. Sources of variations in expenditures and school tax rates (New expenditures, new school tax rates vs. region, size, type of community, property wealth, income, educational needs, costs)

G. Rank ordering of districts on the basis of their gains or loss from new program (By total change in state aid and in school tax rates).[20]

In the past the legislature has declared it to be its policy to provide an equitable level of educational opportunity through its financial foundation program. The activities (assembling and analyzing data, and designing alternatives and evaluating their effects) called for in this outline will enable the legislature to determine how well it is currently fulfilling that policy.

Current Issues in School Governance

Issues concerning the governance of schools have always been with us, and as processes of education have grown more complex, so too have the issues. Governance, and its related subject, organization, are fairly straightforward terms. Governance

authority and the means (usually money and political influence) to exercise that authority. Organization, the environment of an enterprise, is the setting in which decisions are made, leadership exercised, and routine tasks carried out.

Governance topics are at issue today primarily because of the loss of confidence in the educational establishment as a whole and because of tangled and overlapping school district boundaries among the three classes of districts. Arriving at a satisfactory system of governance is further aggravated because different regions of Alaska with disparate physical, economic, and social characteristics may have unlike needs. School *restructuring*, the current catchall term or cliche frequently used to claim solutions for a host of schooling problems, generally revolves around school governance issues. These are being debated in nearly every state of the country, in some cases with proposals for solutions nothing short of drastic and revolutionary. And although *restructuring* as a term may be used excessively, it is descriptive and has significance. (A review of major education restructuring now currently underway in other states appears in the paper "Education Legislation," attached as Appendix G).

All of the governance issues listed below have been included in this report because they tenaciously persist as unresolved problems. As with issues in school finance, some are broader in scope than others, and some are more contentious than others. But all are sources of tension among the various factions competing for authority to control the process and outcomes of schooling. Posed as questions, the following issues appear to be the most vexing and most in need of immediate attention.

1) Is Alaska's policy of delegating decision-making authority to three different organizational systems (city, borough, and REAA school districts), often with overlapping

boundaries, the most practical, efficient, and equitable organizational arrangement available to the legislature? It appears not to be.

2) What reasons make it necessary to delegate decision-making authority by creating districts within districts, such as small REAAs within large REAAs or small city districts within REAAs? Do these reasons justify the expense and inefficiency inherent in this arrangement? The general impression is that they do not.

3) Should REAAs continue to exist in their present form? As now constituted they are nothing more than service districts in the unorganized borough? When established they were considered to be the product of a temporary, transitional measure awaiting a more authoritative organizational structure. Fifteen years later they are anomalous units of governmental structure, firmly in place.

4) Should some districts be merged with others to provide better economy of scale and more efficient distribution of administrative responsibilities?

5) If consolidating and merging school districts are solutions to current problems in governance and organization, should these activities be mandated or encouraged (through incentives, perhaps) through voluntary intra-district cooperation?

6) Should advisory school boards, especially in small and remote communities, be delegated legal decision-making authority? There has been widespread testimony that they should be.

7) Is the decision-making authority of the state board of education and/or the Commissioner of Education and their authority to require school district compliance with regulations sufficient? Does the role of the state board of education need to be strengthened?

8) Are current provisions for secondary schooling in rural areas with small enrollments adequate and cost effective; especially are high schools with limited resources sufficient to meet the needs of high school graduates today? Is it necessary to initiate a new generation of regional high schools to expand and improve existing programs? If so, how should they be constituted, where should they be located, and what should be their governance mechanism?

9) Should the state system of public education be extended to a "13th year" to provide "developmental education" for students not able to cope with higher education, or because of functional illiteracy are unemployable? If implemented, should this extension be the responsibility of the public school system, the University of Alaska, or a combination of the two? How might existing University of Alaska and school system programs and facilities provide for this group of students (especially those in the rural areas)?

10) Should decision-making authority, the locus of control (especially in matters affecting curriculum, internal institutional structure, budgets, staff qualifications and hiring practices, promotions, school calendar, and use of facilities), be shifted (devolved) from central district offices to individual schools? Should principals,

> teachers, and residents in their immediate communities be delegated authority in areas now held by local boards and central administrations? In brief, these questions ask, is school-site-based management a viable option in Alaska? Increasingly there is support for decision-making authority to be devolved so that there can be more school-level personnel and parent involvement in schooling processes.

The issue of feasibility and desirability of site-based school management focuses some of the issues raised above. Providing more legal decision-making authority at school sites has the potential to lead to substantial school improvements according to some observers; to others the shift is unworkable. Taken to its limits, site-based management, or "empowered schools" as the concept is sometimes called, requires that decision-making authority for most school policies and practices dealing with instruction and management be devolved to teachers, principals, and local community groups. To do so would change the roles of school district boards and superintendents (where the traditional factory model chain of command from the top down is the general practice) by reducing their authority. Thomas B. Timar of Harvard University and David L. Kirp of the Graduate School of Public Policy at the University of California, Berkeley have described how this shift might be accomplished:

> The most important conclusion that we can draw from state reform efforts is that a major shift in policy needs to occur. Policy makers must focus their attention on making schools better places in which to work.... A theory of institutional support must be based on... [the] premise that schools as institutions are the principal targets of reform. Tightening curricular standards and ratcheting up certification requirements, for example, may mean nothing if the schools lack the organizational competence to make use of improved curricula and better-qualified teachers....

> Authority and responsibility have to be distributed and differentiated across the entire system of education. The states have the responsibility to establish clear expectations [The Alaska legislature did just that last year.] and a general educational framework.... Authority at the local level needs to be decentralized at the school site. A theory of institutional support is anchored in the conviction that everyone in schools is responsible for planning, for budgeting, and for program evaluation. Budgets are tied to assessment and diagnosis, targeting money where it most needed. Responsibility is not segmented and parceled out among a host of players. For schools to take responsibility for their own efficacy means that schools must behave as purposive organizations rather than as shopping malls--mere conglomerations of marginally related activity centers. [25]

Obviously changes to this extent have the potential for strife and tension among the people affected unless adequate planning precedes transfers in levels of authority and unless decision-making authority is unequivocally transferred. To make this change or any others that alter the existing system, the legislature must clarify the policies and the means required to carry them out.

The scope and complexity of school governance and organization give credibility to the conclusion that if anything is to be done in this sphere to improve school performance it cannot be done piecemeal; schools are tangled institutions, governed by many traditional rules and shaped by many factors, not the least of which is political expediency. John E. Chubb of the Brookings Institute has elaborated on this concept this way:

> [The] institutional structure and character [of schools] is shaped by their environment--by their relationship with parents, of course, but more pertinently by the way they are controlled, by their connections to administrative and political superiors. Those organizational qualities that we consider to be essential ingredients of an effective school--such things as academically focused objectives, pedagogically strong principals, relatively autonomous teachers, and collegial staff relations--do not flourish

> without the willingness of superintendents, school boards, and other outside authorities to delegate meaningful control over school policy, personnel, and practices to the school itself. Efforts to improve the performance of schools without changing the way they are organized or the controls they respond to will therefore probably meet with no more than modest success; they are even more likely to be undone.
>
> This unfortunately poses a dilemma for improving the performance of public schools. Significant gains in student achievement may well require basic changes in the ways schools are governed and organized--in the authority entrusted to them, the objectives imposed upon them and the professional discretion they are granted. [21]

The opportunity given the Joint Committee to examine school performance in Alaska has led to the conclusion that the dilemma posed by Chubb is an Alaskan dilemma, but not one that is insurmountable. As revealed by the nature and number of issues in school governance identified in this report, it can be assumed that the current system of delegating decision-making authority among three types of school districts is far from the equitable or optimal system it should be. And although there is widespread discontent with several aspects of the present system, in part because of what is perceived to be ineffectual and inefficient management and arbitrary and illogical dimensions of some school district boundaries, little attention has been focused on what will be required to still the criticism.

However, a model for institutional support that balances state objectives with local initiatives and takes into account the needs of teachers, administrators, and local school board members in their collective efforts to improve school performance is theoretically attainable. Alaska has the means and the people to bring about the necessary changes. Whether or not it is politically feasible will depend on the extent to which the legislature puts the need for long term and substantive school reform above more limited and immediate interests.

Recommendations In School Finance and Governance

The way decision-making authority is delegated and distributed and the adequacy of financial support provided to schools will be among the most telling outcomes of efforts to improve Alaska schools. Too often school finance and governance issues have been examined independently of each other and at times "fine tuned" in a superficial way. ***School finance and governance simply are not independent variables; when one is altered, the other absolutely will change, whether planned or not.*** And it is clear that fine tuning the system is no longer sufficient, if it ever was.

Thus the ultimate question under the heading of school finance and governance asks: Is the state allocating financial resources and installing local authority over decisions in the most effective and equitable way? Testimony and study leave the impression that it is not. But before this pronouncement can be universally accepted and alternative systems proposed, they must be authenticated; questions posed in this report must be answered definitively. Answers will establish the rationale necessary to design a system of education that is faithful to the principles of equity and equal educational opportunity so necessary to meet the educational needs of all children and youth. The state should then be confident that it has established as close to the ideal organizational arrangement as is possible and that it is allocating the optimal amount of financial resources required for schools to meet the needs of each individual student and the needs of society as a whole.

One of the reasons for including the section on historic perspectives earlier in this chapter is to illustrate that Alaska's systems of school finance and governance are not static; they are the product of evolution, adjusting over time to accommodate changes in societal values and the need for an educated populace to keep pace in a complex, cosmopolitan, and technological world. However, when an education system fails to keep pace with the changing needs of individuals and society, it becomes necessary for the legislature to determine what needs to be changed. *That time is at hand.*

Accordingly, the Joint Committee on School Performance recommends:

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

PROFESSIONAL DEVELOPMENT OF SCHOOL PERSONNEL

No matter how well-thought-out and executed an equitably financed and organizationally well-restructured education system may be, it will fail to result in improved school performance if it lacks teachers who are well-educated, motivated, and respected. Much of the education reform movement during the past decade has been focused on improving the quality of teacher performance through improved professional development. Over 1000 pieces of legislation regarding teachers were enacted during the 1980s. As pointed out by Michael W. Sedlak:

> keformers have attempted to change public education from the top down with mandates to address a particular problem; with rules, procedures, and standards generated to facilitate goal attainment; and with monitoring and evaluation to assess progress. What has been missing has been an appreciation of how such programs would actually affect the daily lives of students and teachers.[22]

Edward Meade, who several years ago was the Ford Foundation program officer in charge of the Foundation's school improvement projects, observed that in many programs the Foundation had sponsored, the complexity of improving schools had been underestimated. The Foundation learned, according to Meade, that "the ultimate innovator in schools was the teacher [and] lasting and significant changes would not occur unless teachers were directly and actively involved in the planning and development of the desired changes." [23]

Reinforcing this concept are calls for reform from outside the profession. Owen Butler, former chairman of Procter and Gamble, speaking as chairperson of the national Committee for Economic Development, described the effort for improved school performance from a businessman's point of view:

> We are trying to change from a system in which teachers are regarded as almost assembly-line classroom production workers to a system in which teachers are free to innovate and experiment and use creativity to improve teaching. We are trying to deregulate, to move the control of the schools from the top-down to the bottom-up. We are trying to provide better financing and attract better people into the profession. This requires a total change in the "corporate structure."[24]

Although having started "at the top" in its recommendations for ways to bring about improved school performance, the Joint Committee is aware of the danger of limiting its efforts to that level. The Committee finds general agreement with the positions taken by Sedlak, Meade, and Butler. Issues in this report concerning school district accountability, finance, and governance, for example, should not obscure the actuality that most of what comes to bear on schooling from the top eventually affects the classroom and does so significantly. It is the extent of teacher efficacy, the capacity to produce the desired effects, that will determine the success of the outcomes sought at other levels.

Historically Alaska has been more progressive than many states in the way it has selected teachers, certified them, and, in some instances, trained them. However, and although it is generally recognized that the aggregate of Alaska's current teaching force is among the best trained and competent in the nation, the right to retain its historic claim to excellence has been acutely eroded in recent years. Teacher shortages, primarily in rural schools where there currently is an annual teacher turnover rate of 30%, have made it necessary to recruit teachers who do not have the background to succeed under the demanding conditions found in many Alaska schools. Approximately 900 vacancies had to be filled in Alaska's schools in 1989-1990, but fewer than 20% of those vacancies were filled with graduates of teacher training programs in Alaska.

Furthermore, and more to the issues at hand, demands placed on teachers in general, rural and urban, because of an exploding knowledge base and a decline in the traditional family-oriented society of previous generations, make it necessary to have a body of teachers better educated and trained than ever before. Unique and extraordinary personal traits, knowledge, sensitivity, and ability are essential if teachers are to meet the challenges contemporary Alaska society places on them. The ways these characteristics are defined and the processes by which they may be identified or instilled in those who choose to teach are the focal points around which issues in professional development revolve. Thus, the quality of teacher performance as a result of teacher education and professional training, the provisions for teacher certification, and the teacher tenure laws are the topics most often at issue in the subject of professional development.

Teacher Education and Professional Training

As pointed out by Anne Lewis of the American Association of School Administrators, "Schools cannot be restructured unless training for the profession also undergoes radical changes."[27] During the past decade many reports from some of the most prestigious government and private institutions have called for substantial changes in the way teachers are trained. Among the reports, those that have come from the Holmes Group (an extensive consortium of deans of education from 123 of the country's colleges and universities, including the University of Alaska), the Carnegie Forum on Education and the Economy, and the Education Commission of the States emphatically support the need for reform in teacher education. In the *Journal of Teacher Education* (May-June 1987), Edith Guyton and George Antonelli summarized the recommendations common to these and many other reports issued in the past few years:

1. Raise standards for admission to teacher education and the teaching profession.

2. Move professional education of teachers to the post-baccalaureate level.

3. Revise the teacher education curriculum, particularly to incorporate research findings.

4. Make efforts to enhance the prestige of and respect for teachers and the teaching profession.

5. Engage Arts and Sciences faculty in the teacher education program. [28]

These five recommendations are considered not only to be keys to improved teacher efficacy everywhere but also to be particularly appropriate to professional development in Alaska, especially with regard to moving professional education of teachers to the post-baccalaureate level. Altogether, the effect that is sought is that of a restructured school system that significantly improves education in the classroom. To achieve this objective, teachers who work in those classrooms need to be the best and the brightest available. They will not be if they are not more critically screened at the time they make application to teacher training programs and if they are not more academically challenged during their university experience.

The most recent study of the way teachers are educated, the "Study of the Education of Educators" (one of the most extensive investigations on this subject ever conducted) adds yet another dimension to the debate over what should constitute an adequate education for teachers. Carried out at the University of Washington under the leadership of John I. Goodlad over a five-year period, the investigation was completed in 1990. A fundamental part of the study was this question: "How might schooling and teacher education be productively linked?". Goodlad summarized findings from the study, in response to this question, this way:

> In setting out to study the education of educators in a representative sample of colleges and universities, my colleagues and I concluded that teacher education should be geared to reasonable expectations for those who are to be stewards of schooling in a democratic society.
>
> We postulated four broad categories of expectations --the legs of the stool on which teaching as a profession rests. First, teachers must understand that citizenship is the primary political office under a constitutional government, and they must possess a foundation of knowledge about the nation's government and its expectations for citizens. Second, teachers must have the intellectual tools to participate broadly in the human conversation and to introduce young people to it. Third, teachers must possess the pedagogical knowledge and skills necessary to arrange optimal conditions for educating the young. Fourth, teachers must thoroughly understand the common-places of schooling (goals, clients, organization, curriculum, instruction, and evaluation), promising alternatives, the nature of healthy schools, and how to sustain renewal.[29]

The current debate in teacher education revolves around how such an ideal combination of traits in all teachers can be achieved. Moreover, nearly all of the school improvement reports of the past few years, especially those of the Carnegie Forum, Holmes Group, and Education Commission of the State, have called in unequivocal terms for strengthening liberal arts foundations as a prerequisite for the professional study of teaching. It is reasonable to assume that if teachers are to measure up to the four categories of expectations called for by Goodlad, they must be liberally educated, although not at the expense of training in sound pedagogical knowledge and skills. This call for an education of breadth and depth among educators implies that teacher education programs, regardless of the forms eventually agreed to, will require more effort and time than in years past.

At the turn of 19th century, graduation from eighth grade was all that was require to be hired as a teacher. Later, graduation from high school became the standard to become an elementary teacher, followed a few years afterward by the need to possess a diploma from a two-year "normal school." It was not until after World War II that all states required graduation from a four-year teacher education program to become a certificated teacher. Although many candidates for a teaching credential (especially high school teachers) now complete requirements for a four-year B.A. or B.S. degree before going into teacher education, the norm is a four-year program as a student for a Bachelor of Education degree with an endorsement in elementary or secondary teaching. Now, however, in consideration of the rapid development of a more thoroughly educated and technically specialized society, it is essential that the education of teachers advance no less rapidly.

Despite the consensus that there is an urgent need to upgrade the level of education of future teachers, the components of an ideal teacher education program remain at issue. Most large research-oriented universities favor requiring that prospective teachers first must have a B.A. or B.S. degree in a solid subject matter discipline before starting professional teacher education training. Smaller, possibly less secure, institutions have been reluctant to support the movement at the same level of assertiveness because they do not have the resources to make such a monumental change. In Alaska where this requirement has received considerable study and debate at every campus, the movement has not gone beyond the appraisal stage. (It has been suggested that no Alaska campus has the resources necessary to effect this change or no campus is willing to take the first step toward implementation lest it lose a competitive edge in the recruitment of students who are unwilling, financially unable, or lack

undertake a longer and more academically demanding program.)

Although Alaska schools require teachers to be thoroughly educated along lines proposed in most recent national reports, the need for teachers who have been trained in programs specifically designed for Alaska's distinctive conditions and multicultural population is a separate but equally imperative problem. Unfortunately such programs remain elusive on a sustained, institutionally supported basis. Alaska-specific programs developed in the past have not produced sufficient numbers of appropriately prepared teachers, and they still do not. A shortage of teachers sensitive to the needs of their students and well trained in the theories and techniques required in a multicultural society persists. Earlier programs that were judged to be effective and should by now be routinely available to both pre-service and in-service teachers are no longer available. Recent innovative programs, especially programs intended to improve school performance in rural areas or to increase the number of Alaska Natives in the teaching force, have not attained the momentum, financial means, or credibility necessary to become routinely offered. Although some early programs did not deserve to be continued and some current proposals may lack substance, inadequate funding, university personnel with insufficient backgrounds, or lack of institutional commitment are the more frequent causes for scantness of teacher training programs in Alaska. It has become incumbent on the legislature to provide incentives that will help to overcome these limitations.

Teacher Certification

Teacher certification is as integral to the professional development of teachers as teacher education. Among the many topics in public education now at issue nationally, certification of teaches is one of the most frequently debated. To focus the elements of this debate, The National Center for Education Information published, in 1990, *Alternative Teacher Certification: A State-By-State Analysis,* in which detailed descriptions of alternative teacher certification practices across the country are reported. Table 3, showing the extent of activity among the states regarding alternative routes for certifying teachers, summarizes data from that report. Only three states, Alaska, North Dakota, and Rhode Island, are shown on the table under the heading "not considering" alternative routes.

However, the author of the report points out the difficulty of obtaining the most recent information from the states due to rapidly changing policies across the country. Aince the Alaska legislature last year had under consideration (but failed to pass) CSHB 203, an act relating to requirements for limited teacher certificates Alaska might have more appropriately been shown in the table under the column headed "considering" alternative routes. Regardless of this aspect of the table, it can be said that the Alaska state board of education is not at the forefront of the nationwide movement exploring innovative proposals in teacher certification. This observation is supported by the following excerpts from the National Center for Education Information's report

> Alternative teacher certification is not only a much debated topic but is also the center of much activity in American education....
>
> The National Center for Education Information (NCEI) has been asking the state directors of teacher education

TABLE 3

STATUS OF STATES REGARDING ALTERNATIVE ROUTES FOR CERTIFYING TEACHERS

STATE	Considering	Proposed	Implementing	Not Considering
ALABAMA			X	
ALASKA				X
ARIZONA			X	
ARKANSAS			X	
CALIFORNIA			X	
COLORADO			X	
CONNECTICUT			X	
DELAWARE	X			
D.C.	X			
FLORIDA			X	
GEORGIA			X	
HAWAII			X	
IDAHO			X	
ILLINOIS	X			
INDIANA	X			
IOWA	X			
KANSAS	X			
KENTUCKY			X	
LOUISIANA			X	
MAINE			X	
MARYLAND			X	
MASSACHUSETTS			X	
MICHIGAN	X			
MINNESOTA	X			
MISSISSIPPI			X	
MISSOURI			X	
MONTANA	X			
NEBRASKA			X	
NEVADA		X		
NEW HAMPSHIRE			X	
NEW JERSEY			X	
NEW MEXICO			X	
NEW YORK			X	
NORTH CAROLINA			X	
NORTH DAKOTA				X
OHIO			X	
OKLAHOMA			X	
OREGON			X	
PENNSYLVANIA			X	
RHODE ISLAND				X
SOUTH CAROLINA			X	
SOUTH DAKOTA	X			
TENNESSEE			X	
TEXAS			X	
UTAH		X		
VERMONT			X	
VIRGINIA			X	
WASHINGTON	X			
WEST VIRGINIA			X	
WISCONSIN	X			
WYOMING	X			

and certification about their status regarding alternatives to the traditional college approved teacher education program route to certification since 1983. In that year, eight states said they were "implementing alternatives." When asked the question in 1990, 33 states reported they were implementing alternatives.

About a third of the states that say they are implementing an alternative teacher certification route have tied alternative teacher certification to teacher shortages, that is, the alternative program is available only if a traditionally certified teacher cannot be found....

There is considerable similarity in the "requirements to enter" for alternative route programs and for other programs offered in all the states. Basically, if one has a bachelor's degree, at least a C+ college grade point average, has passed a basic skills test, and often a subject speciality area test, one is eligible in almost every state [but not in Alaska] to enter some type of certification program other than going back to college and completing a traditional approved college teacher preparation program before becoming certified to teach.

The real variations among certification routes show up in what happens from the time one is granted a regular teaching certificate--and the variations are enormous--from granting full certification based on transcript and resume analysis to requiring that a person complete a traditional approved college teacher preparation program over time....

Several states issue the candidate some type of temporary or provisional certificate that allows him or her to get a teaching job, begin teaching right away, as long as he or she enrolls in a college of education that has an approved teacher education program and finishes all the requirements of a regular college approved teacher education program over time. The amount of time states allow a person to finish all such course requirements varies, but most states issue one-year temporary certificates which can be renewed as long as the candidate completes at least six semester hours of professional education courses per year. The total number of semester hours that must be completed in such arrangements also varies. The average is 18 semester hours on a college campus. Often the student teaching requirement is waived in lieu of demonstration of "successful" teaching experience.

> Still other states that report they are implementing an alternative teacher certification route and require that a candidate get a teaching job--or at least commitment to be hired--also allow the person to be hired as a full-time teacher but stipulate that they go through a specially designed professional education and training program. Again, there are tremendous variations in these types of programs. In some, the new teachers are assigned mentors; in others, they are not. In some, the formal courses they take are offered by a college of education; in others, by the school district; in still others, by a combination of college, school district and even business. The amount of "coursework" varies and is defined differently in different states.
>
> Some states that report they are implementing alternative teacher certification routes have, in fact, allowed the institutions of higher education in their state to design alternative programs within the university. Others have given the universities very specific guidelines to use in the development of such alternative programs; others have allowed their institutions of higher education considerable leeway in the design of alternatives to their traditional teacher education programs.
>
> A few states use what they call "transcript analysis" as an alternative route, that is, they analyze an applicant's transcript and, in some cases, resume, and decide whether or not the person is qualified to become certified to teach or what specifically one needs to do in order to become fully certified.[26]

As the Center's report attests, exceptionality has become a legitimate consideration when teacher certification qualifications are legislated. And Alaska, as much as any state, needs teachers with extraordinary skills (alternatives to traditional teacher skills) and experiential backgrounds. Being in need of teachers who have these qualifications will require certification policies that take them into account. Provisions for alternative certification, it is argued, increase the pool of prospective teachers with expertise out of the ordinary, keeping in mind that Alaska is now only training approximately 20% of the new teachers hired each year. Such provisions, however, should be looked upon as the means to augment the teaching force, not supplant it; the need for traditionally

well-educated and trained teachers remains high. The challenge in Alaska will be to develop policies that accommodate both traditional and alternative routes to certification without jeopardizing the integrity of either.

Teacher Tenure

There is a dearth of literature on the subject of tenure in the current school reform movement. Nevertheless, the subject repeatedly comes up in a few circles in Alaska, notably among members of teacher, school administrator and school board associations. While not considered a subject that bears on the quality of school performance as much as those discussed elsewhere in this report, provisions for tenure are a perennial problem among both critics and advocates of the present system. Although the Committee heard little testimony on the subject, pro or con, it is a matter that should be addressed in this report, if only briefly, to put it at rest for a time.

Kirp and Yudof in *Educational Policy and the Law* succinctly describe the essentials of tenure.

> Tenure laws and regulations seek to make faculty members secure in their positions by severely limiting the circumstances in which they can be discharged. Generally, they provide for a specified probationary period, usually from three to seven years, after which the teacher is evaluated and either given or denied tenure status. In institutions of higher education, the faculty tends to be deeply involved in this evaluation. In elementary and secondary schools, administrators and school board members make decisions without faculty participation. In theory, at least, tenure is not a form of absolute job security; a tenured teacher may be dismissed before retirement for a variety of reasons: adequate cause, gross misconduct, neglect of duty, mental or physical incapacity, moral turpitude or

> financial emergency. The teacher expects, however, to serve until retirement, barring extraordinary circumstances.[30]

Although not necessarily considered crucial issues in the professional development of teachers, tenure issues are found in the following questions: What is the relevance of tenure in public schools in light of other job protection laws? Should tenure, once granted, apply building wide, district wide, or statewide? What are the merits of and problems associated with the two-year probationary period, as now provided in Alaska law, before tenure is earned? Should it be longer? What would be the consequences of extending the probationary period for teachers on teacher performance?

Although all of these questions deserve informed debate, because there was infrequent reference to tenure as an issue during the life of the Joint Committee comment on the above issues is reserved for another day. There is, however, one exception. It involves the length of the probationary period required before tenure is granted. This subject has been raised often enough among teacher organizations and school boards to require comment by the Committee.

Extending the probationary period would be in line with longer periods of time required in other states and in all probability be fairer to teachers and school boards alike. If qualifying for tenure involves professional development, teachers deserve an opportunity to prove their worth over a period longer than two years, and administrators deserve a longer time to assist in the development of promising but late-blooming teachers.

Peripheral but appropriate to the subject of tenure is the topic of teacher competency testing. Much emphasis throughout the country is being placed on testing teachers to determine their fitness

to teach, especially as measured by mandatory teacher competency tests. All but six states, Alaska being among these, have one form or another of competency testing for teachers. (As recently as 1980 only ten states required testing of elementary and secondary teachers.) Experience with the tests has been mixed. Generally, teachers have had little trouble passing them, but in some states the practice has caused a rift between boards and teachers, especially where the reliability of the tests has been questioned. The subject is infrequently discussed in Alaska, but interest is increasing as the topic becomes better known.

At present a policy of sound in-service training and professional support for beginning teachers over a period of time greater than two years is preferable to the uncertainties of mandatory teacher testing as a screening device for potentially inadequate teachers. Likewise, such a policy would enable administrators to have the opportunity to assist new teachers to adjust to their responsibilities over a longer period. The result would probably reduce the criticism administrators are now subject to regarding claims over arbitrarily dismissing marginal teachers after inadequate teacher evaluations during the probationary period before tenure is granted.

Recommendations in Professional Development of School Personnel

Improved school performance is obviously dependent on well-qualified personnel. To be well qualified, teachers depend on high quality education and teacher training programs in institutions of higher education. The public depends on fair certification laws to assure that teachers are well qualified. It is also important, however, that well qualified candidates to be teachers are not denied access

to the profession because of narrowly constructed regulations. Teachers depend on fair tenure laws to be secure in their positions. As it becomes more critical that issues in these topics be resolved, seven recommendations under the heading of professional development of school personnel are set forth below.

In the matter of teacher education and training it is recommended:

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

2. *that teacher training programs that prepare new teachers and upgrade in-service teachers for assignment in village schools be standard offerings of the University of Alaska system and routinely available as a means to qualify candidates for teacher certificate endorsements appropriate to recommendation number 6 below. (pertaining to village teaching).*

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

In the matter of teacher certification, it is recommended:

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

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

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

In the matter of tenure, it is recommended:

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

<u>PROGRAM DEFINITION AND CURRICULA</u>

Strengthened curricula and innovative programs of instruction can be among the most promising components of the school improvement movement. Accordingly, who decides what is to be taught and the content of what students are to be taught have become the focus of reform in many states. Notable in this movement have been efforts to concentrate responsibility for curriculum design at the state level, require more rigorous content of

subject matter, put greater emphasis on thinking skills, and integrate an otherwise compartmentalized curriculum.

Although determining the scope and content of the schools' curricula and developing its instructional programs are among the most important activities of any school system, the question of what schools must teach is not an immediate concern of the Joint Committee on School Performance, except for one topic discussed below. Experience from other states has shown that legislatively mandated curricula and instructional programs have seldom resulted in improved school performance. More often than not this practice has obstructed development of needed innovative programs by limiting options and hampering creative teachers by taking up limited time and resources.

With few exceptions, historically it has been the practice of the Alaska legislature to defer decisions affecting curricula and programs of instruction in the public schools to others. By declaring state purposes of education, as was done by the legislature in HB469, and by prescribing outcomes of education necessary for Alaska students to succeed in adult life, as was done by the state board of education last year, the state has introduced policies that express what it is that schools are expect to achieve. These policies have set the tone for school performance; they do not prescribe how they are to be carried out.

Alaska studies in grades K-12 need to be a notable exception to the legislature's practice to forgo enactment of statutes that prescribe curricula and school programs. Legislation that would underscore the importance of all citizens being well informed in the history of Alaska, its economic development, its political systems, its geography and resources, and the cultural heritage of its various ethnic groups is in order. The state board of education has considered the issue of Alaska studies for many years, but out of

deference to local school boards, holds the position that the state should do no more than produce a model curriculum rather than mandate one. A review of this subject, prepared by the state Department of Education in October, 1990, recounts recent historical actions in this debate:

> In 1988 the legislature passed a resolution requesting that the State Board of Education adopt regulations requiring at least one unit of credit in the study of Alaska history and government for graduation. This legislative action was based on the belief that knowledge of one's own state, history and government is fundamental to informed and effective participation in state and local affairs.
>
> In October 1988 the state board directed the Department to work with the Alaska Council for the Social Studies on how to implement this resolution. This group developed a recommendation which was translated into regulatory language.
>
> During the Spring of 1990, proposed amendments to 4 AAC 05.080 (d) were circulated for public review. These amendments would have required that districts develop and implement a K-12 Alaska Studies scope and sequence which contained at least the learning objectives included in the Department's Alaska Studies Scope and Sequence.
>
> Comments were received from nine school districts and persons representing three groups. The majority of the respondents objected to the mandate of specific course content. They viewed this requirement as a violation of local control and local appropriateness and measurability of some of the objectives contained in the proposed Department's scope and sequence.
>
> After reviewing and considering public comment on the subject, the Department recommended that the Board reword the proposed amendment to regulation 4 AAC 05.080 (d)(3) to require that district elementary and secondary curriculum contain, at minimum, the learning objectives in the Department of Education Alaska Studies Learning Objectives.

> The Board chose not to take action on the proposed regulation. The Board directed Department staff to reword an Outcome which would address Alaska Studies, within the context of the Outcome language.[3a]

In November, 1990, the state board considered several alternatives to the problem and agreed to the following notion for inclusion in board regulations:

> Require that each district develop performance indicators in Alaska Studies which identify what all students should achieve. This would require districts to identify the information they want students to know about Alaska at both elementary and secondary levels. Documentation of the performance of students would be required of the school district.

During the time these developments were taking place at the board level, the Department's Office of Basic Education and Instructional Improvement in the Division of Education Program Support prepared a highly commendable Alaska studies program for all grades. Although the Committee believes this program should be a required feature of all Alaska schools, its use remains an option at the local level.

Even though the Committee endorses the principle of delegating matters of curriculum to the state board and local districts in general, the study of Alaska is an exception. As the population of Alaska grows and issues concerned with development and utilization of resources become more polarized, the need for all Alaskans to be well informed about Alaska's history, systems of government, geography and natural resources, and rich multiculturally diverse population becomes more critical. Therefore, it is recommended:

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

RESEARCH, EVALUATION, AND DISSEMINATION

It is generally agreed that the ultimate reason for educational research is to foster improved school performance. As envisioned by Willis D. Hawley of Peabody College, Vanderbilt University,

> The process of improvement starts with the identification of possible alternatives for improving education-related policies and practices and careful research to discover the relative effectiveness and efficiency of these alternatives.
>
> Research should lead to the specification of models ... that can be implemented in a range of settings and the testing of the effectiveness and costs of the new models. This step is essential because virtually all educational strategies are importantly influenced by conditions that often have considerable variation. Understanding how these differences affect the efficacy of the strategy and building such understanding into models for improvement is essential in order to achieve effective changes in management procedures, teaching, curriculum, and other factors that influence student learning.
>
> Once effective practices and policies are identified, and the conditions that influence their relative effectiveness in different settings are specified, this information needs to be disseminated in a variety of forms and formats.[31]

As the Committee collected background material for this report, the need to better understand processes of schooling in Alaska became clear. For instance, why do some pupils succeed

where others do not, why do some programs of instruction work well but others do not, and how can information about successful programs be disseminated more effectively? The approach to a sound research program has been suggested by Hawley fits the need to answer these and similar questions. However, although each branch of the University of Alaska and Alaska Pacific University have declared purposes of furthering knowledge through organized research in education, it cannot be said that their current capabilities are sufficient to achieve this purpose. What little research that is done is initiated only by inspired individual investigators. The issue is not whether there is a need for educational research; the issue is whether or not there is the capability and commitment at Alaska's research institutions to carry it out.

Pointing out that the adequacy of educational research capability in Alaska is at issue is not meant to imply that this shortcoming is being ignored. Efforts to develop a coordinated, sustained institutional educational research presence at the University of Alaska Fairbanks have been underway for some time. As long ago as 1981 a group of University faculty members at Fairbanks approached the legislature to establish an "Alaska Educational Research Foundation" as an independent, quasi-public agency designed to receive, administer, and dispense funds for the purpose of stimulating and supporting research and evaluation activities that address issues of educational significance in the state. And as recently as 1988, a position paper proposing a similar plan was put forth during hearings held by the Senate's Special Committee on School Performance. While the legislature did not take direct action along these lines, the University did by including funds for the effort in its Fairbanks campus budget. Established in the office of the Chancellor of the University of Alaska Fairbanks, an educational research "agency" is now being activated.

The University's new initiative (for sustained educational research) appears promising; there is a need for long-range, ongoing studies that will provide the state with background materials and knowledge of options that are necessary to meet goals of education. Policymakers in state agencies and school districts will continue to require information that will better enable them to relate current efforts at school improvement to principles of equity and to enable them to judge better the validity of the requirements and claims of those who are attempting to reform public education. Although the legislature cannot mandate or guarantee useful educational research, it can endorse promising research initiatives and provide the financial means required for them to succeed--once the University demonstrates its commitment and ability to carry them out. *Therefore* the Joint Committee recommends:

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

The findings and recommendations contained in this report conclude the Committee's work as specified in its enabling legislation. In the following chapter the Committee's conclusions are summarized and its recommendations reviewed.

CHAPTER THREE
SUMMARY AND CONCLUSIONS

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

NEEDS IDENTIFIED

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

1. The need for stricter school district accountability through more closely monitored school operations by the legislature.

2. The need to encourage greater local participation in school affairs at the community or building level.

3. The need to insist on better coordinated health, social service, and educational agencies as a means to remove barriers to learning among disadvantaged youth.

4. The need to strengthen readiness to learn among pre-school children.

5. The need to raise and distribute funds for school districts more equitably among all regions and political subdivisions of the state.

6. The need to achieve balanced equality of opportunity among all students.

7. The need to redraw some school district boundaries in a way that will make districts more operationally efficient, more cost effective, and more receptive to constituent needs.

8. The need to strengthen professional development in the teaching profession.

9. The need for all students to be better informed about the political and natural history of Alaska, the cultural heritage of all its people, and its economic potential.

10. The need to better understand processes of schooling in Alaska, such as why some pupils succeed where others do not, why some programs of instruction work well while others do not, and how information about successful programs can be disseminated more effectively.

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

RECOMMENDATIONS REVIEWED

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

School District Accountability [Pages 8 - 12]

The need for stricter school district accountability was well established by the Alaska Senate through the work of its Special Committee on School Performance in 1988 and the Joint Committee

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.16 SCOMM 71: SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE,1988-90

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

Incentive Grants and Local Participation

[Pages 13 - 16]

The need to encourage greater local participation in school improvement was addressed in HB 469 with passage of a clause in the bill that established the Fund for the Improvement of School Performance, but failed to appropriate funds to activate the program. The governing body of a school district, district advisory board or nonprofit community organization, or a teacher or principal employed by a school in the state, may apply for a grant to improve school performance by submitting an application to the commissioner of education. Without an appropriation creation of the fund serves no purpose. Therefore, the Committee recommends

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

Health and Family Services Programs

[Pages 16-17]

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

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

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

Early Childhood and Parneting Education

[Pages 17-21]

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

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

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

School Finance and Governance [Pages 29-84]

Of all the needs identified by the Joint Committee, the need for a redesigned system of school governance and finance is the most complex. Because this subject addresses so many important

problem areas (the need for tax liability equity among districts, equitable distribution of state funds for school purposes, and equitable decision making authority among all Alaska communities), meeting it may hold the greatest promise of all the Committee's recommendations. The Committee recommends:

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

Professional Development of School Personnel

[Pages 84 - 104]

Much of the education reform movement during the past decade has focused on improving the quality of teacher performance through improved professional development. Although it is recognized that the aggregate of Alaska's current teaching force is among the best trained and competent in the nation, this position is at risk. Teacher shortages, primarily in rural schools where recently there has been an annual teacher turnover rate of 30%, have made it necessary to recruit teachers who do not have the background necessary to succeed under the demanding

conditions found in many Alaska schools. The means to develop, recruit, and retain an adequate teacher force, both in numbers and ability, need to be expanded and enhanced. Therefore, in the matter of teacher education and training, it is recommended:

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

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

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

In the matter of teacher certification, it is recommended:

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

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

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

In the matter of tenure, it is recommended:

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

Program Definition and Curricula

[Pages 104 - 108]

Strengthened curricula and innovative programs of instruction can be among the most promising components of the school improvement movement. Historically it has been the practice of the Alaska legislature to defer decisions affecting curricula and programs of instruction to others. Nevertheless, and although the

Committee subscribes to the principle of delegating matters of curriculum to the state board and local districts, because a critical need is not being met. Alaska studies is an exception to this doctrine. There is a critical need for all Alaskans to be well informed about Alaska's history, system of government, geography and natural resources, and the richness of its multiculturally diverse population.

Therefore, it is recommended:

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

Research, Evaluation, and Dissemination

[Pages 109 - 112]

As the Committee collected background material for this report, the need to better understand processes of schooling in Alaska became clear. There is a need for long-range, ongoing studies that will provide the state with background materials and knowledge of options that are necessary to meet goals of education. What little research is carried out by Alaska institutions is usually initiated only by inspired individual investigators. Current capabilities of Alaska institutions of higher education and the Department of Education to fulfill Alaska's educational research needs are being questioned. The issue is not whether there is a need for educational research; the issue is whether there is the capability and commitment at Alaska's research institutions to carry it out.

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

that this report speaks to as well as many others.

Therefore, the Committee recommends:

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

This summary leads to the Joint Committee's final recommendation. There is need for the legislature to continue to give extraordinary attention to school performance. Arguments advanced in favor of creating the Joint Committee two years ago remain valid. Some of the Committee's recommendations already acted upon require continuing legislative oversight. And as measures to meet needs identified in this report are developed, they should be monitored by the legislature to guarantee that they are carried out correctly and promptly. In particular, the study of the state's school finance and governance system recommended by the Committee in Chapter Two should be accomplished under the auspices of the legislature. Therefore the Committee recommends:

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

CONCLUSION

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

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

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

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

TUNUNUK VILLAGE ELDER
SEPTEMBER, 1989

REFERENCES

Page 24. Michael Cohen, *Restructuring the Education System - Agenda for the 1990s*, National Governors' Association, Washington, D.C., 1988.

2. National Commission on Testing and Public Policy, *From Gatekeeper to Gateway: Transforming Testing in America.* National Committee on Testing and Public Policy, Boston College, Chestnut Hill, MA. 1990.

3. Stanley M. Elam, "The 22nd Annual Poll of the Public's Attitudes Toward the Public Schools." *Phi Delta Kappan*, Vol. 72, Number 1, September, 1990.

4. Alaska, Department of Education, "Improving School Performance," Department of Education, Juneau, 1990.

5. W. Norton Grubb, *Young Children Face the States: Issues and Options for Early Chuildhood Programs*, Center for Policy Research in Education, Rutgers University, and the University of Wisconsin, Madison, 1987.

6. Larry Cambell, "The Grades Are In," Anchorage Daily *News*, May 6, Anchorage, Alaska, 1990.

7. A. Harry Passow, "Present and Future Directions in School Reform," in *Schooling for Tomorrow*, Thomas J. Sergiovanni and John H. More (eds.), Allyn and Bacon, Boston, 1989.

8. Denis P. Doyle and Terry W. Hartle, *Excellence in Education: The States Take Charge*, American Enterprise Institute for Public Policy Research, Washington, D.C. 1985.

9. The following discussion on historical perspectives is adapted from Frank Darnell, "Education Among the Native Peoples of Alaska," *Polar Record*, Scott Polar Research Institute, University of Cambridge, Cambridge, England, 1979.

10 Alaska, Territorial Department of Education, "Report of the Commissioner of Education," Department of Education, Juneau, 1920.

11 Alaska, Opinions of the Alaska Territorial Attorney General No. 38271-1943-803, Juneau, Alaska, 1943.

12. Eric L. Lindman, *A Foundation for Alaska's Public Schools: Report of A Survey*, Alaska State Board of Education, Juneau, 1961.

13. Charles S. Benson, *The Cheerful Prospect: A Statement on the Future of Public Education*, Houghton Mifflen Co., Boston, 1961.

14. The following discussion of educational equality and equity is adapted from Frank Darnell, "Financing, Organization and Governance for Special Populations," Center for Education Research and Innovations, Organization for Economic Cooperation and Development, Paris, 1980.

15. Arthur Wise, *Rich Schools, Poor Schools*, The University of Chicago Press, Chicago and London, 1972.

16. Robert Berne and Leanna Stiefel, "The Equity of School Finance Systems Over Time: The Value Judgements Inherent in Evaluation." *Educational Quarterly*, No. 15, (Spring, 1979)

17. Michael W. Kirst, "Who Shall Control Our Schools?" *Phi Delta Kappan*, January, 1989.

18. Personal note on conference proceedings.

19. Mary Frase Williams, "Dollars and Sense: A Guide to the Data and Statistics of School Finance," National Conference of State Legislatures, 1976.

20. Ibid.

21. John E. Chubb, "Why the Current Wave of School Reform Will Fail," *The Public Interest*, Winter 1988.

22. Michael W. Sedlak, quoted in Anne Lewis, *Restructuring American Schools*, American Association of School Administrators, Arlington, 1989.

23. Edward Meade, Jr. "Philanthropy and Public Schools: One Foundation's Evolving Perspective," The Ford Foundation, New York, 1979.

24. Owen Butler, quoted in Anne Lewis, op cit.

25. Thomas B. Timar and David L. Kirp, "Education Reform in the 1980s: Lessons from the States," *Phi Delta Kappan*, March, 1989.

26. C. Emily Feistritzon, *Alternative Teacher Certification: A State by State Analysis 1990*, National Center for Education Information, Washington, D.C., 1990

27. Anne Lewis, op. cit.

28. Edith Guyton and George Anthonelli, *Journal of Teacher Education*, May - Junea, 1987.

29. John I. Goodlad, "Better Teachers for Our Nation' Schools," *Phi Delta Kappan*, November, 1990.

30. David L. Kirp and Mark G. Yudof, *Educational Policy and the Law*, McCutchan Publishing Corporation, Berkeley, 1974.

31. *Willis D. Hawley*, "Enhancing the Federal Government's Capacity to Support the Improvement of Education Through Research and Development," *Educational Researcher*, Vol 9, No. 4, May, 1990.

32. Department of Education Memorandum to the State Board of Education, October, 1990, file number 18EPSMJG 91055.

APPENDICES

APPENDIX A

EXCELLENCE IN SCHOOL PERFORMANCE: THE ROLE OF THE LEGISLATURE, JANUARY, 1990 -- THE FIRST REPORT OF THE JOINT COMMITTEE ON SCHOOL PERFORMANCE
PAGE 111

APPENDIX B

STATE OUTCOMES FOR PUBLIC EDUCATION
THE STATE BOARD OF EDUCATION'S STATE STANDARDS FOR STUDENT PERFORMANCE
PAGE 169

APPENDIX C

CS HOUSE BILL 470 (FINANCE)
AN ACT ESTABLISHING AN EARLY CHILDHOOD AND PARENTING EDUCATION COORDINATING COMMITTEE, 1990
PAGE 173

APPENDIX D

ALASKA STATUTES, CHAPTER 17
PUBLIC SCHOOL FOUNDATION PROGRAM
PAGE 177

APPENDIX E

ALASKA TAXABLE, CHAPTER 1
"THE ALASKA PROPERTY TAX, 1989"
PAGE 195

APPENDIX F

ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS
EDUCATION FOUNDATION FUNDING FORMULA PROPOSAL
PAGE 201

APPENDIX G

EDUCATION LEGISLATION
(A REVIEW FROM THE STATES) "REFORM AND
ACCOUNTABILITY and EDUCATION FINANCE AND
GOVERNANCE"
PAGE 205

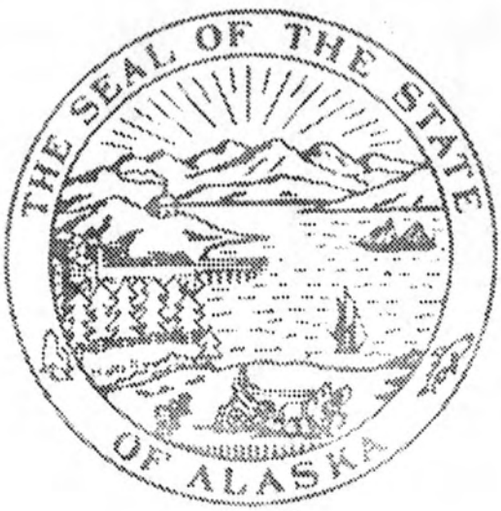
APPENDIX H

AN ESSAY BY BOB ARNOLD, DIRECTOR OF THE SENATE'S
SPECIAL COMMITTEE ON SCHOOL PERFORMANCE:
"PROSPECTIVE IMPORTANCE OF A DECLARED PURPOSE OF
EDUCATION" (REFLECTIONS ON THE STATEMENT OF PURPOSES
OF EDUCATION ENACTED BY THE SIXTEENTH LEGISLATURE)
PAGE 219

APPENDIX A

EXCELLENCE IN SCHOOL PERFORMANCE: THE ROLE OF THE LEGISLATURE, JANUARY, 1990 -- THE FIRST REPORT OF THE JOINT COMMITTEE ON SCHOOL PERFORMANCE

Excellence in School Performance: The Role of the Legislature



A Report of the Joint Committee on School Performance

Sixteenth Alaska Legislature

January 1990

Members of the Joint Committee on School Performance

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

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

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

Consultant to the Joint Committee

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

"If a nation expects to be ignorant and free in a state of civilization, it expects what never was and never will be."

Thomas Jefferson, 1816

TABLE OF CONTENTS

ACKNOWLEDGEMENTS 2

INTRODUCTION 3

Chapter 1 — ORIGIN AND PURPOSES OF THE COMMITTEE. 7

- Reasons for establishing the committee 7
- Role of the legislature in school performance issues 9
- Recent legislative interest in improved school performance 12

Chapter 2 — SCHOOL PERFORMANCE SUBJECTS IDENTIFIED AND ANALYZED, WITH RECOMMENDATIONS 17

- Alaska state goals of education and school district accountability 20
- Legislatively mandated measures of achievement 26
- School performance improvement incentives 30
- Health and family service programs related to school performance 33
- Long-term and immediate needs for state coordinated early childhood and parenting education 36

CONCLUSION TO THE FIRST REPORT 39

EXECUTIVE SUMMARY 43

APPENDIX (A collection of supporting documents and transcripts of hearings—bound as a separate volume.)

ACKNOWLEDGEMENTS

Preparation of a report such as this requires the cooperation and contributions of many individuals. Among them the many excellent witnesses who appeared at the Committee's hearings come first to mind. Their efforts and the information that they have provided the Committee are much appreciated.

Members of the State Board of Education have been both helpful and courteous. In particular the contributions of Mr. Barney Gottstein, President of the Board, are acknowledged with thanks.

The Commissioner of Education, Dr. William Demmert, has been especially helpful in the preparation of the report, as well as the staff of the Department of Education.

Faculty members of the University of Alaska and Alaska Pacific University have shown substantial interest in the work of the Committee and have provided the Committee with valuable information. Officials of the Alaska Council of School Administrators, the Association of Alaska School Boards, The Alaska Congress of Parents and Teachers, and NEA-Alaska have been supportive of the work of the Committee and their contributions are much appreciated.

The draft manuscript was reviewed by Dr. Arthur M. Petersen, Associate Professor, University of Alaska-Southeast. His able editorial service is acknowledged with thanks.

INTRODUCTION

The Joint Committee on School Performance was established on the grounds that there is widespread public concern for the condition of school performance in Alaska. As one means for the legislature to fulfill its responsibility to maintain a system of public schools, the Committee was instructed to identify those subjects for priority legislative attention that might enable school performance to be improved. To accomplish this task it first was necessary to find out what really is in need of betterment. The Committee has been going about this job by holding public hearings, attending professional education association meetings, confering with school and university personnel, meeting with the state board of education, reviewing the literature and holding internal work sessions. Much of what we have learned about schooling is commendable, but we have also determined that all districts need to rethink some of their approaches to school improvement.

The Committee has attempted to avoid the shortcomings of previous school reform movements, especially those where immediate results were expected. Too often hastily and inadequately planned improvement efforts have been worse than none at all. The president of the National School Boards Association has cautioned that it will take years to enable schools to attain a level of performance equal to the task of preparing youth for the 21st Century, if this goal is to be accomplished at all. The process of providing the best possible school system for Alaska will require time, sound methodology and patience.

With these needs in mind, three basic beliefs have guided the Committee during its deliberations and the preparation of this report:

1) The amount and kinds of mandated policy that school districts receive from the legislature should be kept to a minimum, reserving to the State Board of Education and local boards the greater part of regulatory authority.

2) Regardless of the extent to which responsibilities are delegated, the legislature is constitutionally obligated to define by law fundamental, statewide purposes of education **and prescribe the means by which school districts are to be held accountable for meeting those purposes.**

3) The legislature is bound to provide the means, financial or otherwise, to nurture the freedom to learn among **all** the children of the state **and to seek improved ways to organize, govern, fund, and oversee schooling in Alaska.**

The Committee specified two criteria for selecting subjects for priority legislative attention:

1) Subjects selected should relate to policy considerations.

2) Subjects should be of such a level of importance that they deal with root causes of schooling problems.

Subjects identified that meet these criteria include:

1. Mandated state goals for education and school district accountability, including mandated measures of achievement.

2. Improved and coordinated health and family service programs as they relate to school programs.

3. State-supported and coordinated early childhood education and parenting education.

4. Improved professional competency for teachers and school administrators by addressing such topics as training, certification, professional incentives and tenure reform.

5. A review of Alaska's systems of school governance and administration as they relate to school performance.

6. Expanded and enhanced programs of Alaska studies, including Alaska history, government, geography, cultures, and economics.

7. Improved distance education and educational television, especially by satellite.

8. Improved and expanded education research, evaluation, and dissemination of findings.

It may be argued which of these subjects merit the highest priority, but we believe they all must be addressed as soon as time and funds permit.

As recommendations for legislative attention derived from this report are considered, we believe it is important to keep in mind that although Alaska has had good reason over the years to take pride in its schools, there are now students who critically need fresh approaches to schooling and new and unprecedented demands on schools are being made at an ever increasing rate. Schools in the past, no matter how good, would not have been sufficient to meet today's need for a well-educated public nor would they have been able to cope with the extent of social dysfunction now found in many locales throughout the state. The legislature is obliged to lead the way to even better schools and thereby to a better educated populace.

CHAPTER 1

ORIGIN AND PURPOSES OF THE JOINT COMMITTEE

Reasons for Establishing the Joint Committee

Education is, in the minds of many, the single most important function of government. At all levels of government, from President Bush's Summit Meeting of forty-nine state governors, held in October, 1989, to advisory school boards in the smallest and most remote of Alaska's rural villages, education is seen as the one irreplaceable prerequisite to a satisfying individual life and the most essential ingredient of a healthy society. Alaskans have long recognized this necessity; to assure educational opportunity for all, Alaska lags behind only five of the nation's ten richest states in expenditure per pupil from state and local revenues. This status, although it represents a decline from previous years, places Alaska's per pupil expenditure rate almost 20 percent more than the national average.[1]

Reflecting this level of support are many schools in Alaska that employ exemplary programs and show an excellent level of school performance among their students. Descriptions of programs that work and students that score high on achievement tests can be identified in several locations. These could serve as models for other districts and students, especially if the reasons for their success were better known. Nevertheless, as the Senate Special Report on School Performance of the Fifteenth Legislature has so thoroughly documented, **some of the most fundamental aspects of Alaska's systems and programs of education are not meeting the**

educational needs of a large number of children.

Thus, all parties concerned with the current school performance improvement movement need to be aware of the wide variety of schooling conditions and results of schooling efforts in Alaska, favorable and unfavorable, and the need to take these variables into consideration as recommendations and legislation are developed.

In recognition of the unmet critical needs of some aspects of education in Alaska, and acting on a recommendation in the Senate Report on School Performance, the Sixteenth Alaska Legislature established the Joint Senate-House Committee on School Performance in May, 1989. Included in the enabling legislation that established the Committee was a directive to identify school performance subjects for priority legislative attention. It was in response to that directive that the Joint Committee turned its attention in August, 1989.

The formal goal of the Joint Committee is logical and simple: improved levels of public education among all pupils of the state, **while recognizing that there are groups of students whom schools persistently have not served well.** However, the means to reach this goal are far from simple. Indeed, the Joint Committee believes that adequate solutions to the myriad problems of education can be found only by addressing the complexities of the most basic relationships that exist among the numerous and varied factors that bear on public education. This, the Joint Committee contends, can be achieved only by addressing the root causes of education problems. The report that follows is a step in this direction.

A Place Called School: Prospects for the Future, A Nation at Risk, A Nation Prepared: Teachers for the 21st Century, and *Crossroads in American Education* are only a few of several works at the national level that speak to the decline in effectiveness of public education in America as a whole as well as in Alaska and convey a sense of urgency. For example, as the National Commission on Excellence in Education indicated,

> The educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a Nation and a people. What was unimaginable a generation ago has begun to occur—others are matching and surpassing our educational attainments... We have in effect, been committing an act of unthinking unilateral disarmament.[2]

At the state level, the recent report of the Senate Special Committee on School Performance, *Helping Schools Succeed at Helping All Children Learn*, The Department of Education's report, *Basic Skills Performance of Alaska's Students*, the report of the Governor's Interim Commission on Children and Youth, and the Alaska Federation of Natives' *Report on the Status of Alaska Natives: A Call for Action*, all forcefully attest to the deplorable inadequacy of schooling among many segments of Alaska's population, as does testimony given at several hearings recently held throughout the state. Although these papers and hearings shed much light on the nature of the problems, the Committee will remain sensitive to additional information it may encounter in the future. **The primary work of the committee, however, has been and will continue to be to move the discussion from that of deficiencies and fault finding to one of problem solving and subsequent action.**

Role of the Legislature in School Performance Issues

Compounding the difficulty of finding the means to resolve schooling problems in Alaska is the large number of groups with statutory responsibilities or vested interests in the enterprise. The State Board of Education, the State Department of Education, the State Department of R EGIONAL and Community Affairs, and municipal and REAA school boards all have delegated authority over certain aspects of schooling. The Association of Alaska School Boards (recognized in statute), the Alaska Council of School Administrators, and NEA-Alaska have vested interests in education. Many other groups, such as the Parent Teachers Association, speak as protagonists for certain aspects of schooling and seek to influence policy at the state and local level. (There are approximately 95 professional education associations or special interest groups currently recognized in Alaska, all of which are involved in schooling.) Among some school districts there appears to be confusion as to the amount and type of authority that may be assumed and in some cases the nature of the relationship between school districts and the legislature may have been misunderstood, if not actually abused. A need exists, therefore, to clarify the role of the legislature and its relationship to other groups with responsibilities for schooling before describing the subjects identified by the Joint Committee for priority legislation.

There is no question where the ultimate responsibility for public education resides. The legislature, deriving its authority from the people through the Constitution, has a clear mandate:

> "The Legislature shall by general law establish and maintain a system of public schools open to all children of the state...."(Constitution of Alaska, Article VII, Sec. 1)

The court has affirmed that this section guarantees all children of Alaska a right to public education and that education is a matter of statewide concern.

> The constitutional mandate of this section for pervasive state authority in the field of education could not be more clear. First the language is mandatory, not permissive. Second, this section not only requires that the legislature "establish" a school system but also gives to that body the continuing obligation to "maintain" the system. Finally, the provision is unqualified; no other unit of government shares responsibility or authority (Macauley v. Hildebrand, Sup. Ct.Op. No. 741, 1971).

The constitutional provision for education found in Alaska differs in one major respect from many other states in that it does not require uniformity within the school system.

Other states typically have constitutions that contain phrases such as "shall provide for the establishment and maintenance of a thorough and uniform system of free public schools"; or "provide for a uniform system of common schools"; or "establish and maintain a general, uniform and thorough system of public, free common schools." In Alaska the court has concluded that the term uniform, or its equivalent, was not made a part of the Alaska Constitution because of the adverse effects such a system could have on Alaska's multicultural population. (However, Alaska would still be under the federal mandate for equal protection if resources for education were to be unfairly distributed.)

The court has also found that the broad mandate to the legislature found in the Constitution is not diminished by delegating certain educational functions to local boards:

> That the legislature has seen fit to delegate certain educational functions to local boards in order that Alaska schools might be adapted to meet the varying conditions of different localities does not diminish constitutionally mandated state control over education.... (Macauley v. Hildebrand, supra)

Thus, it is a well-established principle that education is a state legislative function and that the legislature has the unrestricted right to prescribe how the education system shall be constituted. By enacting legislation creating school districts and regional education attendance areas, it follows that local school districts are state agencies that operate at the local level. Their function is the execution of state policy. Accordingly, school districts can exercise only those powers implied or expressly granted by statute, and their nature and composition may be changed by the legislature as it sees fit.

However, as a means of fulfilling their basic state responsibility for education, the legislature relies on the long- standing tradition of "local control" in American education. By creating local districts and REAAs, legislators have recognized the impracticalities of the legislature actually administering the laws that regulate schools. The daily processes of public education, comprised of so many elements, and the need to accommodate so many variables among dissimilar regions of Alaska requires a state system that enables schools to be administered at the local level. This concept notwithstanding, historically it can be shown that this approach to governance has required adjustments from time to time.

This view is reinforced by a persuasive statement by Terrel Bell, former Secretary of the U.S. Department of Education, in which he said:

> Legislative leaders should assign to governing boards the responsibility for attaining the levels of educational performance commensurate with the ideals and aspirations of the State. Legislative assignment of responsibility should, however, be accompanied by mandates that results be measured and reported back to those who must stand before the electorate.[3]

On the one hand, Bell asserts that "if we are to move....to newer and higher levels of excellence in education, it must be through effective leadership action by our State legislatures...." But he also recognizes the role of local boards and has urged "legislative leaders to draft legislation that encourages school boards to govern the schools more aggressively...Many changes must come by board and administrative action in close cooperation with teachers and parents. We do not need, for example, curriculum development on the floor of the House and the Senate."[4]

Thus, defining the optimal balance in governance between the local community on the one hand and the state level on the other is a critical role of the legislature in general and the Joint Committee in particular. This view should not exclude the role of the State Board of Education as a partner with the legislature at the state level. Historically that role has varied and may need to be better defined. Therefore, a section of the Joint Committee's second report will address the problem of differentiating the type and level of responsibility of all official groups charged with providing for the education of the children of the state.

Recent Legislative Interest in Improved School Performance

The Senate of the Fifteenth Alaska Legislature initiated the current thrust of the legislature into the school improvement movement with publication of its extensive report on schooling in Alaska, *Helping Schools Succeed at Helping All Children Learn*. Developed by the Senate Special Committee on School Performance, chaired by Senator William L. Hensley, the report describes school reform efforts in America and Alaska during the past decade. Notable among the findings of this committee is the wide variety of issues that need to be addressed by the legislature. A summary of the Senate Committee's report and its recommendations appears as part of the appendix to this report; where appropriate, reference to that report is made throughout this paper.

In states other than Alaska during the past decade there has been a dramatic increase in the level of legislative activity promulgating new laws affecting schooling. In the view of some, increased control of education by legislatures, especially at the programmatic level, has been excessive. Others view the trend as overdue and necessary if true reform is to take place. Generally, new legislation is found in one or more of four categories: (1) training, certification, and professional incentives for teachers; (2) academic experiences of students, including curriculum and graduation requirements and special minority programs; (3) financing; and (4) organization and structure.[5]

By the mid 1980s most states had joined the process of enacting sweeping reform laws. Colorado had enacted 114 new education laws, many of them requiring new sets of regulations, and Arkansas recently enacted 122 education related statutes. In New Mexico,

as examples of the areas of schooling that have come under recent legislative efforts, new laws affect the minimum length of school days, school staffing patterns, class loads, and the minimum amount of instructional time to be provided in various subject content areas. Moreover, there have been increases in the graduation requirements for all high school students, with basic subjects prescribed and course hours in them increased.

In Texas, new laws prohibit social promotions from one grade to the next, establish the number of minutes that must be spent on each content area during each school day, and require that placement, promotion, and retention of students be based on mastery of essential elements of the curriculum. Examples from New Mexico and Texas are not atypical of many other states where "reforms" have been mandated through statute rather than through state boards of education or local policy-making bodies.[6] Table No.1 summarizes the types of reform legislation and the number of states that have recently enacted laws in each category. It should be noted, however, that this material has been included in this report as information and is not necessarily an endorsement by the Committee for any one approach or for any kind or amount of legislative action taken elsewhere to address shortcomings in education. Issues affecting school performance in Alaska are treated in the next part of this report on a topic by topic basis in the context of the Alaskan environment and society.

Alaska may have been slow to join the nationwide movement (or "craze" as some might contend) for school improvement. But from testimony given during the numerous hearings held by the Senate Committee on School Performance, from material gathered by the Joint Committee at its hearings and meetings, and from the general tone of statements given at several other recent meetings addressing problems of school performance, such as the Forum on Youth at Risk sponsored by AFN and DOE, the Alaska public now appears to agree with those who advocate the need for school reforms. And the public appears ready to spend more for schools, if that is what it will take to improve education in Alaska. At the same time the public is apprehensive about investing more in Alaska's educational system as it is now constituted. The need to gain public confidence that school performance can be improved is at hand.

TABLE 1

Recent Initiatives Reported by States and the District of Columbia

	Under Consideration or Proposed	Enacted or Approved	Total
Increased high school graduation requirements	6	41[a]	47[a]
Higher college admissions standards	11	22	33
New or revised student evaluation/testing	7	37[a]	44[a]
Changes in adoption procedures	9	13	22
Special academic recognition programs	5	25	30
Increased instructional time[b]	14	20[a]	34[a]
Longer school day[b]	11	11[a]	22[a]
Longer school year[b]	12	8[a]	20[a]
State-supported specialized schools	6	14[a]	20[a]
State-supported academic enrichment programs	8	34[a]	42[a]
Improved school discipline policies	8	19	27
State-mandated placement/promotion policies	4	15[a]	19[a]
State academic requirements for extra-curricular/athletic participation	8	13	21
Raised teacher preparation/certification standards	14	35	49
Performance-based teacher incentives	15	22[a]	37[a]
Efforts to address teacher shortages	11[a]	26	37[a]
State-sponsored professional development programs for teachers	14	30[a]	44[a]
State-sponsored professional development programs for administrators	12	30[a]	42[a]

a—Includes the District of Columbia

b—Twenty-seven states have enacted or approved one or more of these three ways to increase instructional time.

c—Of the twenty-two, fourteen (including the District of Columbia) have enacted/approved performance-based incentive plans for implementation or pilot testing. Eight states have a legislative or state board mandate to develop an incentive program.

Source: U.S. Department of Education

Implementation of new ideas for improved school performance may be more difficult than paying for them. In Alaska, where a multitude of conditions exist among a highly diverse, multicultural society, the constitutional mandate to provide for "all the children of the state" may be the legislature's most formidable challenge. But if the will is there, the likelihood that this mandate can be realized is favorable. Today, at all levels, the state has more skilled and competent personnel than ever. In the sections that follow subjects deemed by the committee to be essential to improved school performance are analyzed and priority legislation recommended.

CHAPTER 2

SCHOOL PERFORMANCE SUBJECTS IDENTIFIED AND ANALYZED, WITH RECOMMENDATIONS

Introduction

The unacceptable level of school performance found in far too many Alaskan schools is the Joint Committee's greatest concern. But as mentioned earlier in this report, the Committee has not undertaken to criticize education or to find fault with any one particular aspect of current schooling practices. There is already a large volume of material attesting to the nature and scope of the problems to which the legislature needs to turn its attention, much of which may be found in the Senate report of last year and in the material collected for the appendix to this report. What the Joint Committee has done is to look for ways that schooling may be improved, especially among that portion of the Alaska population that shows the greatest likelihood of being unable to succeed after it leaves school. However, a brief description of the problem, the status of educational achievement as it is today, is one way to establish why prompt implementation of the Joint Committee's recommendations is important.

Measuring school achievement with standardized test in recent years at the elementary and junior high school level showed Alaskan students as a group performing slightly above the national average. If it may be assumed that the national average is an adequate standard upon which to base the educational level of Alaskans, an assumption some would question, there may be some

satisfaction in these findings. However, on the high school level in non-urban areas not even the national average was reached statewide in the content areas of problem solving and reading. For example, in 1987 fifty-five percent of non-urban high school students scored below the national level in reading.

These levels of achievement, although less than satisfactory, would not be too disturbing in the view of some were it not for three critical factors.

1. **Over the past several years there has been a steady statewide decline in all school achievement**, with 1989's decline the highest yet, although this may be partially explained because of the use of a new test.

2. **The range of achievement levels on standardized tests between districts is extreme—in 1989 it extended from a low at the 3rd percentile in some content areas in one district to a high of the 75th percentile in another.** Data arrived at from the state's 1989 testing program reveals that twenty of Alaska's 54 school districts had at least one average score in the areas of reading, mathematics, or language arts below the 22nd percentile in grades 4, 6, or 8. The school population in those districts is 12,745 students or slightly more than 12 percent of Alaska's entire student population. Test results in many other school districts, most of which are found in rural areas where poverty is common and English language development is inadequate, are not much higher. (Data supplied by the State Department of Education from a forthcoming report on the 1989 statewide testing program.)

3. **School dropout rates in recent years in both urban and rural districts continues to increase**; the percentage of youth who do not complete a normal twelve year school program grows greater each year and is now as high as 60 percent to 70 percent in some districts.

ACT (American College Testing Service) scores are another measure of school performance. The University of Alaska reports that over the past twenty years there has been a steady decline in these scores nationally and in Alaska. **Moreover, in Alaska, the RATE OF DECLINE has been at an even higher rate than the nation as a whole, and the rate of decline is still higher when**

compared with the western states as a unit. But like achievement tests in K-12 schools, averages do not reveal the extent of the problem. Patrick O'Rourke, Chancellor of UAF, recently reported the following:

> Unfortunately, when you look at the [ACT] data by racial and ethnic group, major disparities again present themselves. Caucasian Alaskans had an average composite score of 20.7, almost two points above the national average of 18.8, American Indian groups had an average score of 14.9 while Alaskan Natives had an average score of 12.2. One sees an even greater disparity within the state of Alaska, as it pertains to the largest minority population, than seen across the rest of the United States.[8]

And as a further indicator of the declining state of school performance (an indicator not derived from standardized tests), "27 percent of enrolling college freshman [at the University of Alaska] require some form of developmental English and 42 percent of these same enrolling college freshmen require some form of developmental mathematics in order to have the opportunity for success in a university program".[9]

Arguably, nationally normed achievement tests or the ACT may be inadequate or unfair measures of school performance among Alaska's multicultural population. (The issue of testing is discussed in detail below.) But even if standardized tests are disregarded, other indicators of inadequate or inappropriate schooling practices (such as social dysfunction among large numbers of Alaska youth, high levels of substance abuse, and unemployability of many school dropouts and graduates alike) speak to the need for immediate and substantial schooling reform initiatives by the legislature.

Subjects selected for priority legislative attention in the introduction of this report have been repeatedly identified throughout the state as having the potential to improve the way schools help children learn. Promptly acted on, the statewide decline in school performance and low showing now obvious in so many locations can be reversed. But before there can be recommendations for reform advanced (and ultimately improved schooling), the points at issue in each subject need to be delineated and the various arguments for and against positions taken on them understood. The order in which these subjects are presented represent their priority ranking as perceived by the Committee. But each topic is part of a

larger whole and eventually all, including those to be covered in the second report of the Committee, must be acted upon if school performance is to be improved.

Alaska State Goals of Education and School District Accountability

Assuring the public of adequate school district accountability is a responsibility of the legislature. Before schools can be held accountable for the responsibility delegated to them, however, the legislature must define what it is that districts are accountable for. At a time when it is generally agreed that reforms and restructuring in education are imperative, it becomes essential that the legislature, by statute, declare what is expected of the school districts which they have created and fund. Only then can measures of accountability be specified.

Within this concept, five questions have been identified:

1. What should state-mandated goals require of school districts and students?
2. What should be the role of the State Board of Education in specifying and monitoring state goals?
3. What measures of accountability can be used to assess reliably school district compliance with state-mandated goals?
4. What elements of the curriculum, if any, should be mandated as a means to assure district compliance with state goals?
5. What incentives in addition to routine foundation support can or should the legislature provide for school districts in order to reach statewide goals, particularly in districts where special needs are found to exist?

Answers to these questions, in part, become the essence of this section of this report.

Alaska state goals set the tone for the type, scope, and quality of schooling the people of the state require of their schools. These goals should reflect the purposes of state-supported public education; they are a statement of the state's philosophy of education.

Examples of goals of all kinds can be found among the various states of the country, from the noble to the ridiculous. Examples of the very specific include laws such as found in Maine where "The public schools must teach virtue and morality for not less than one-half hour per week..."[10] (Found in Maine goals of education). In an example from California, one goal requires that "Each teacher shall endeavor to impress upon the minds of the pupils the principles of morality, truth, justice, patriotism, and a true comprehension of the rights, duties, and dignity of the American citizenship, including kindness toward domestic pets...."

Ernest Boyer, President of the Carnegie Foundation for the Advancement of Teaching, has asked, "...is it possible to serve all students and also find a coherent purpose for our schools?" Likewise, it may be asked, should Alaska's goals favor statewide needs at the expense of local district needs? Or, conversely, should they favor local needs at the expense of state needs? By examining the strength of the value of local self-determination along with the strength of the need for success of education on a statewide basis the dilemma of two conflicting influences on policy are exposed. Thus, the challenge is, on one hand, to provide statewide goals that demand enough and that are specific enough to raise standards across Alaska but which are, on the other hand, flexible enough and broad enough to permit local school districts to develop programs that meet their local needs. This is the first of several issues the legislature must address if ultimately school performance is to be improved and successfully monitored.

There are presently bills before the legislature that if enacted would establish state goals (purposes) of education. These bills were introduced as an outgrowth of the Special Senate Committee's report on school performance. In that report, the Special Senate Committee recommended that the legislature declare what the purposes of schooling are and require that school districts be held accountable for them. The key term used in the Senate report is "purpose of education," thus avoiding the problem created by legislatures in other states in recent years where overly specific and restrictive "goals" of schooling have been cast in law. In part, CS for House Bill No. 231 reads:

> "Sec. 14.03.015. STATE EDUCATION POLICY. It is the policy of this state that the purpose of education is to help ensure that all students will succeed in their education and work, shape worthwhile and satisfying lives for themselves, exemplify the best values of society, and be effective in improving the character and quality of the world about them."

This portion of the bill is in keeping with testimony given throughout the state. The idea of the need for state goals of education in statute have received widespread support; however, the goal is so broad that it includes little that can be used to develop criteria for measuring school district accountability. By this the Committee does not mean that the legislature should reject this statement of purpose. On the contrary, the proposed purposes are appropriate to a hierarchy of state goals. Being general, they serve as guiding principles for the specific goals currently being developed by the State Board of Education.

In its paper, "Outcomes for Public Education," the State Board currently is developing a series of comprehensive goals of schooling aimed at improving education throughout Alaska. Although some changes may be made in the final draft, the Board expects to complete work on this project soon. By endorsing, or by reference adopting, State Board goals, goals that are much more specific than is practical for the legislature to monitor, the legislature would recognize an important role of the State Board while establishing the criteria by which school districts are to be held accountable.

Goals, or "outcomes for public education" currently being developed by the State Board (as presented in their draft dated November 20, 1989) are as follows:

> "The Alaska State Board of Education believes that the purpose of public education in this State is to ensure that each student possesses the knowledge, skills, and attitudes required for responsible citizenship, economic productivity, and personal fulfillment."

"Indicators of student success include but are not limited to stated public education outcomes.

"The State Board of education expects that each student in Alaska will:

1. **Communicate effectively**

   - Develop oral language skills through listening and speaking in order to effectively express his or her feelings, ideas and concepts.
   - Develop reading comprehension skills to respond to the written information he or she faces in daily activities. The student will also develop positive attitudes toward reading as a lifelong activity.
   - Develop awareness and appreciation of languages other than English to promote understanding and communication among people of different cultures.
   - Learn to write effectively for a variety of purposes and audiences.
   - Be able to understand numbers, equations, and graphs well enough to make decisions based on that information, and to communicate mathematical ideas in oral and written form, using standard vocabulary and notation.

2. **Think logically and critically**

   - Develop thoughtful responses to new information and ideas.
   - Solve problems using different modes of inquiry and analysis.
   - Be curious about the world and himself or herself, and be open to new ideas.
   - Develop decision-making skills
   - Evaluate situations with a mathematical content to determine the relevant problem-solving strategies to use, and use the chosen strategies competently and appropriately.
   - Develop and practice vigorous study skills and habits.

3. **Discover and nurture his or her own creative talents**

   - Develop an aesthetic appreciation for the world around us.
   - Participate in multi-media, interdisciplinary thematic projects and activities.
   - Use divergent thinking and a variety of media to understand and express the rich complexity of our world yesterday, today and tomorrow.
   - Discover and nurture creative talents of individuals and groups.

4. **Master essential technological skills**

   - Communicate effectively in a global society, including use of computers, video, and audio technologies.
   - Learn information retrieval skills to gather, analyze, and evaluate new information and opinions.
   - Critically evaluate information presented by the mass media.

5. **Demonstrate responsible citizenship**

   - Develop the values needed to be a responsible citizen and to actively participate in a democratic society.
   - Acquire basic knowledge skills and the self concept needed to be a global citizen who accepts diversity and respects people of other cultures.
   - Participate in extracurricular activities and/or community service projects, developing social skills in leadership, cooperation and communication.
   - Develop an understanding of his or her relationship to the environment and a commitment to the wise use of resources.
   - Recognize and learn parenting skills in order to nurture healthy growth and development in others.

6. **Develop a commitment to health and fitness**

   - Demonstrate a commitment to his or her physical and mental well-being.
   - Incorporate healthful practices as a lifelong response to social, environmental and physical changes.

7. **Develop personal responsibility to sustain oneself economically**

   - Become familiar with the expectations and be prepared for the traditional and nontraditional opportunities of the local, national, and international work place.
   - Develop the desire to continue to learn.
   - Acquire a healthy, realistic work ethic.
   - Develop economic and consumer skills necessary for making informed choices that enhance the quality of life.

8. **Acquire a positive self-image**

   - Learn about himself or herself and develop a positive and realistic self-image.
   - Experience success in activities that develop his or her talents and skills and build his or her self-esteem.
   - Learn to form satisfying relationships with others based on respect, trust, cooperation, and caring.[11]

The Joint Committee commends the State Board for developing these "statements of outcome," or goals of Alaskan education, through its task force on educational outcomes and urges their early completion in final form and adoption in regulation.

However, a statement of purposes of education promulgated by the legislature and a list of goals of education prescribed by the State Board provide for only the state's side of the balance between state and local interests. School district and local community needs also must be reflected in policy. To balance the equation, then, local goals, developed at the local level through local boards with community involvement, must also be developed. A full range of statements that spell out what is expected of public education would

then be complete. These statements, or collective goals of education, would also make it possible to define how educational achievement is to be measured and reported. Therefore:

IT IS RECOMMENDED that a bill on the goals of education be enacted by the Sixteenth Alaska Legislature. Such a bill must declare the purposes of education as prescribed by the legislature. It must require that the State Board of Education adopt the goals it has developed in its statement of educational outcomes and it must require all local districts and REAAs to establish local goals of education that reflect needs consistent with local conditions and expectations.

Passage of this legislation will establish uniform expectations of schooling necessary to meet statewide societal needs. At the same time this legislation will provide for differences among regions of the state, enabling local districts to provide for local needs that may be unique to individual communities. From the standpoint of the overall responsibility of the legislature, a benchmark from which the legislature can develop and require school district accountability will be created.

Legislatively Mandated Measures of Achievement

"Oversight is one of the more difficult and least rewarding forms of legislative activity, but only through such efforts can thoughtful policy adjustments be made."

Denis Doyle and Terry Hartle, 1985.

Of all the subjects associated with school performance improvement, none is more controversial than mandatory measurement of achievement, the means by which school districts account for state education functions delegated to them by the legislature. Controversial or not, if we are to improve the education of Alaska's populace, assessment of school performance must be an ongoing and thorough process. Thus, the legislature needs to consider all types of school performance measurement and can not leave this responsibility solely to school districts.

The most commonly used measures of accountability are numerical indicators of performance. These have been described by

Kirst as "...statewide numerical measures of trends in educational variables."[12] In California, for example, a system of statewide targets and individual school profiles with numerous uniform indicators, including test scores, changes in course enrollment patterns, number of drop outs, and performance of college freshmen are used to monitor school performance.[13] In Illinois, a state-mandated school district reporting system measures such things as relationships of average class size to test scores, high school size to ACT scores, expenditure per pupil to test scores, and even the relationship of teacher salaries to student test scores.

Among the several numerical indicators of school performance, student scores on standardized, nationally normed tests are the most frequently used. Across the country the number of standardized tests that students of all ages now take has increased substantially in recent years. There is a growing belief, however, that there has been an over dependance on their use. In Alaska their use has grown increasingly controversial. Reasons for and against the use of standardized tests, briefly stated, include the following perceptions of the problem:

Arguments frequently given against the use of standardized tests stress that equal educational opportunity will not necessarily yield similar scores on similar tests for all subgroups. "The greatest concern about tests is that they are biased against—and therefore unfair to—minorities."[14] The cultural backgrounds of the test developers, the way the tests have been standardized, and the cultural differences among racial and ethnic subgroups all tend to skew the results and cast doubt on their validity, especially as predictors of potential success of test takers. Simply put, reliance on standardized tests as the means to measure intellectual potential among cultural minorities, the argument goes, fails to take into account that different cultural backgrounds give rise to different talents and interests.[15]

Addressing the contrary view, Gregory Anrig, President of the Educational Testing Service, has advanced some of the most frequently accepted arguments in favor of standardized testing:

> "1) Test results provide a way for the public to monitor educational standards over time. Test results also help teachers and school officials to identify weaknesses in instruction and curriculum. 2) Test results provide the data that enable parents and others to keep the pressure on communities, schools, and educators to 'close the gap' between the performance of [minority] students and that of [others]—a pressure that is finally bringing results. 3) Test results dramatically document two facts: that federal programs such as Head Start and Title 1 of the Elementary and Secondary Education Act have very positive long-term educational effects and that poor children can and will learn, when given the help and the kind of instruction they need."[16]

Because of these reasons, proponents of their use argue that standardized tests have had a more positive than negative effect on school performance. Their continued use, it is contended, enables the growth of student performance to be measured, provides reasons for adjustments to the curriculum where necessary, and justifies expenditures for extraordinary program and teacher support when deficiencies are discovered.

The Joint Committee accepts both arguments. This position suggests that Alaska should not rely solely on standardized tests as a means of determining the level of success of school performance, nor should non-standardized measurement be relied on exclusively. This position also means that standardized tests should be used over time in a way that will show growth, or the lack of it, in the acquisition of a given body of knowledge generally accepted as necessary to be a productive member of a statewide or national society in adult life. It also means that the state should provide for local needs and accept, indeed, require measures of school performance other than standardized tests. If local school districts are required to declare local goals, they should be required to declare how they intend to measure the extent to which these goals have been reached.

Because of the many differences among regions of Alaska, there may be several appropriate kinds and levels of accountability that can be used. Alaska, among all the states, can make a case for the need to utilize a full range of performance indicators, some of which should be developed locally that take into account Alaskan

conditions while simultaneously providing for a standardized comparison with the rest of the country. With information gathered this way and analyzed objectively, programs of instruction can be selected and developed by teachers and principals that fit their local needs as well as those of the state as a whole. Used properly, non-standardized performance indicators can provide a way to substantiate or refute the worth of standardized tests, especially where minority youth are involved.

As identified in the Special Senate Committee's report on school performance there are many ways to assess the adequacy of schooling. Examples of both standardized and non-standardized indicators of school performance used in other states include:

1. **Indicators of mastery of basic skills and knowledge,** such as standardized achievement tests (ACT and SAT) and specialized tests such as computer literacy and college success rates. This indicator could also include performances such as writing assessment and portfolio development.

2. **Indicators of competence in life skills,** such as proportions of graduates in jobs training, proportion of graduates registered to vote, and opinion of employers regarding performance of graduates.

3. **Indicators of motivation to learn,** such as attendance and graduation rates, numbers of suspensions and expulsions, enrollment in advanced placement, and enrollment in postsecondary education.

4. **Indicators of client/staff perceptions,** such as community perception of school outcomes, student/parent/staff assessment of school climate and employer ranking of satisfaction with school programs.

These and other indicators, set against state and local goals, lend themselves to the adoption and use of "school district report cards" that will meet the need of school districts to account to their communities, to the State Board of Education, to the Governor and to the Legislature. Therefore:

IT IS RECOMMENDED that the legislature require by statute that each school district and REAA in Alaska shall submit to parents and other interested members of the local community, the State Board of Education, the Governor, and the Legislature a "school report card" assessing the performance of its schools and students. The report card shall be an index of school performance measured against statewide and local standards and will provide information to make prior year comparisons and set future year targets. The report card shall be developed by the State Board of Education in consultation with appropriate representatives from the education profession, local school boards, and local citizens at large and be available for use in time for reporting on school performance at the close of the 1991 school year.

School Performance Improvement Incentives

As described in the first chapter of this report, the formal goal of the Joint Committee is improved levels of public education among all pupils of the state, **while recognizing that there are groups of students whom schools persistently have not served well**. These are the students often referred to in recent years as being "at risk." Many definitions of the term have been advanced, and at the moment the State Board of Education is in the process of developing a definition that will be appropriate to the educational needs of the state and individual students. The Joint Committee awaits this definition, but agrees that generally these are the students who have not performed at their innate level of ability for a variety of reasons and that their potential for success is unfulfilled. Although they are found throughout the state, certain regions, especially rural villages and neighborhoods with low family income in urban centers, account for a disproportionate number of these students. Depending on the definition eventually adopted, it is frequently estimated that those students critically in need represent approximately 25 to 30 percent of school age children in the state as a whole; in some regions these figures are much higher, often in excess of 50 percent. Regardless of the definition and the number of students who fall into any specific category, it can be argued that all children are at risk in one way or another and all should be eligible for special services when identified.

Programs, at both the federal and state levels, developed on behalf of these students over the years, have met with mixed success. If a generalization can be made about the extent to which they have worked, it is agreed that the closer to home that the projects have been conceived and carried out, the better have been their chances to be successful.

With this idea in mind, the Special Senate Committee on School Performance recommended "that the legislature establish a competitive grant program to encourage schools, in partnership with the communities they serve, to plan and carry out changes that will help them become more effective places of learning for all" (pp.47-49). The Joint Committee endorses this recommendation as one means to find solutions to root causes of low school performance.

Taking the recommendation of the Special Senate Committee one step further and aware that programs developed and executed cooperatively between the community and the school, especially in the villages, have had the most beneficial results, the Joint Committee takes the position that a special category of competitive grants be established for school advisory committees in rural villages or neighborhood schools in addition to those advocated in the Senate's report. Under such an arrangement advisory boards would have authority to apply directly to a school incentive grants fund in the Department of Education, independent from (but not without articulation with) superintendent or central district board review or veto.

Another category of incentive grant funds should be reserved in a like manner for teachers and building principals working to apply directly to the grants fund with the provision that grant applications may be made directly to the Department of Education and with awards going directly to the school.

"Education is more vital and healthy when it is kept close to the needs of the people and when they feel they have a genuine stake in educational institutions of their own making and for which they have a large measure of responsibility."7

R. Freeman Butts, 1955

To effectuate the programs suggested above, a school incentives grants fund should be appropriated to the Department of Education as a special fund and be operated under rules established by the State Board of Education. To encourage inventiveness and uniqueness appropriate to conditions and problems identified at the local level, few limitations should be placed on categories of programs that may be proposed. Lisbeth Shore, in her recent book on programs of eduction that depend on cooperative arrangements, observed, "It is not enough simply to encourage or require educators and parents to make decisions together.... States can help by providing assistance to school[s]...that are willing to experiment and that will share their experiences with others. [For example, a] competitive... grant program could be offered to districts that are willing to experiment with schoolsite management programs." [17]

Therefore:

IT IS RECOMMENDED that legislation be enacted that will empower the Commissioner of Education to initiate an incentive grants program with a fund separate from the foundation program. The State Board of Education shall establish the particulars of the program in regulation that will enable advisory boards, teachers, and principals to apply for funds under the program so as to acquire the financial resources necessary to carry out school improvement initiatives. Such initiatives shall be designed to remediate or prevent shortcomings in schooling among that portion of the school population that fits the State Board's definition of "at risk" students.

The Commissioner shall not award more than two grants in each five year period to the same applicant. Furthermore, the Commissioner shall provide for the evaluation and dissemination of findings of each project funded in such a way that all districts will have the opportunity to profit from the program. The Joint Committee recommends that no less than $3,000,000 be appropriated annually to this fund over the next five years. (Prorated, this amount is equivalent to approximately $100.00 per year.)

Health and Family Service Programs Related to School Performance

It may be that there are no root causes of inadequate school performance greater than environmental and social handicaps, especially those that are the result of chronic poverty. It is argued by some, and there has been much testimony in support of this concept, that the legislature must provide the means for all children to be able to start school prepared to learn. The public is becoming aware of the high stakes that all of us have in children who contend with one or more of the following environmental and social handicaps: chronic poverty; single parent households; especially households where parents are unable to provide parental guidance; substance abuse, especially alcohol and illegal drugs; unplanned or unwanted teenage pregnancy; and trauma from exposure to violent behavior, especially child abuse. A high incidence of school problems associated with these handicaps has been well documented, and they are the subjects of concern most consistently expressed by those testifying at legislative hearings, especially in rural areas. In the same vein, the State Board of Education Task Force has made the point that

> It is commonly accepted that many social issues place children at risk of [being deprived from] having healthy, productive lives.... Social services issues must be dealt with if we believe that dealing with the whole child in his/her milieu—the family, neighborhood, community—is the most effective way of addressing the conditions of 'at-riskness' of Alaskan children and youth. [18]

If the legislature is to is to address root causes of poor school performance, it must first concentrate, "on families whose children are vulnerable because they are growing up in poverty or with environmental handicaps.... The prestigious Carnegie Forum on Education and the Economy declared that the cost of our present failure to educate all American children will be `a steady erosion in the American standard of living'...it would be fatal to assume that America can succeed if only a portion of school children succeed."[19] The same can be said with conviction for Alaska.

Even with so many indicators of handicaps to school readiness, there are encouraging signs that something can be done about social dysfunction. But without a unified, long term, sustained effort on the part of the various people and agencies charged with the responsibility to provide health, social, legal and educational

services, there is little likelihood that shortcomings endemic in so many communities of the state will be overcome.

Elsewhere in the country, where economic, social, and health care problems are acute and have been found to be barriers to learning, certain characteristics of the problem have been shown to be universal. Lisbeth B. Schorr has identified three themes that describe conditions in the rest of the country that apply equally well in Alaska:

1) Risk factors leading to later damage occur more frequently among children in families that are poor and still more frequently among families that are persistently poor and live in areas of concentrated poverty.

2) The plight of the children bearing these risks is not just individual and personal; it requires a societal response.

3) The knowledge to help is available; there is a reasonably good match between known risk factors and the interventions to reduce them.[20]

If it can be accepted that the knowledge to help is available, the problem becomes one of finding ways to coordinate and apply that knowledge and dedicate the resources necessary to be effective over time. No single governmental agency possesses the resources and professional knowledge to manage this task alone. Nor is there any single best way to overcome these problems, especially when Alaska's many subregions are compared and its multicultural population considered. Nevertheless, as indicated at a recent conference on education in Anchorage:

> Prevention and early intervention programs do work. There is an abundance of evidence which documents desirable program and behavioral outcomes as well as cost effectiveness. The question should not revolve around "Does prevention work?", but rather "Which prevention strategy is appropriate?" "Who should have the lead responsibility?" and "How do we shift the balance to prevention from the current predominant reliance on remediation?"[21]

These are the urgent questions that Alaskans must find answers to without delay.

Evidence that has accumulated in recent years indicates that early intervention among children with environmental handicaps makes a difference when developed and carried out as cooperative efforts among the various agencies and disciplines concerned with child care and schooling. An improved level of professional expertise among the staffs working in the so–called "helping professions" and willingness among the people in them to work cooperatively with school authorities and the community at large have now developed.[22] The potential for this approach to work in Alaska is promising, and already there have been efforts initiated among some state personnel to examine problems from an inter-agency perspective. However, sustained, coordinated agency, school, and community efforts required to make a lasting difference among those children now unprepared or unable to learn because of environmental shortcomings will require prompting and funding by the legislature.

It has been found that among states making efforts along these lines it is essential that they be initiated at the highest levels of government and that some sort of formal structure that compels joint approaches to problem solving and service delivery be established in statute. A positive correlation has been found between success and the extent to which local populations and school personnel are involved in planning and executing of programs.[23]

Therefore:

IT IS RECOMMENDED that the legislature establish a permanent inter-agency coordinating committee headed by a commissioner and consisting of representatives of the Departments of Education, Health and Social Services, Law, Community and Regional Affairs, and others who may have appropriate roles in addressing the problems of overcoming environmental handicaps responsible for inadequate school performance. This group shall be required to identify the most critical social and health barriers to learning, establish plans to overcome them, be responsible for their implementation, and issue annual reports on activities and programs.

Long Term and Immediate Needs for State Supported and Coordinated Ea Childhood and Parenting Education

Other root causes that deny children the means or motivation necessary to succeed at schooling and which will require multi-agency cooperation, are inadequate or insufficient early childhood and parenting education programs. While early childhood education and parenting education can be looked upon as two separate endeavors, they overlap enough that they are included here under a single heading. Likewise, child care, preschool and early childhood development, while they may be discrete topics, need to be examined concomitantly. Although the Senate Special Committee Report on School Performance did not directly address early childhood education, the Joint Committee has found this subject to be of such overriding concern, especially in rural villages, it now ranks high on the list of subjects for priority legislative action. Many witnesses were of the belief that academic performance can be substantially improved through more and better preschool, child care, and parenting education programs. And the work of the State Board of Education Task Force on At-Risk Early Childhood, Parenting, and Primary Language has shown that "high quality early childhood and family support programs are likely to benefit at-risk children and the larger society by (a) reducing the number of children in later costly special education programs in schools; (b) helping children avoid school failure; and (c) preventing the need for costly social and judicial services later in life."[24]

Not many years ago preschool-age children were not a major political issue. The programs that were developed came mostly from the federal government, either as Head Start or Title I (now Chapter I) funds. Now, just as a large number of unmarried young mothers and a breakdown in traditional family composition and structure have given rise to an ever-increasing group of poorly cared for children throughout Alaska, federal support for early childhood education has declined in real dollars. The number of preschool-age children is growing in Alaska's villages at a rate far in excess of the country as a whole. Programs that address the problems growing out of this situation are far from adequate.

In Alaska approximately two out of every three children who qualify for Head Start programs are unable to participate because of insufficient appropriations by Congress. At present it costs on

average $5000 per Head Start child per year. Currently there are 1,800 children participating in the state, but there are known to be more than 2000 children in the rural areas who meet all criteria to be involved in Head Start but are unable to attend because of insufficient funds and facilities. Likewise, there are many children in urban areas who qualify, including at least 900 in Anchorage alone, who are denied the opportunity to get a "head start" for want of funding.

Since the federal government has failed to provide adequate funding to serve all the children who qualify for programs on the basis of financial and social need, some states have turned inward for the funds necessary to meet the needs of early childhood education. By 1989, 31 states including Alaska had appropriated funds for state-initiated prekindergarten programs and/or direct contributions to Head Start programs. Alaskans have shown an interest in doing more; a few local districts have assumed some responsibility, but the state has been unable to proceed far enough without clear direction and better cost estimates. The current situation nationally and in Alaska has been summed up well by the National Association of State Boards of Education Task Force on Early Childhood:

> We have a diverse, underfunded, and uncoordinated system for delivering programs to young children. Public education leaders can be a powerful and constructive force for strengthening this system. If they act in partnership with other early childhood programs, our chances for increasing and maximizing resources and quality in all settings that serve young children will be greatly improved.[25]

The Center for Policy Research in Education has pointed out that "policy making in the field of early childhood education is still in its infancy, and most states have little experience in providing early childhood programs." There are three issues that must be reconciled in order to develop effective policy:

1. The historical rift between the 'educational' and 'custodial' models of early childhood education.

2. The historical conflicts between the elementary school and early childhood education communities over purposes, methods, and control.

3. The tradeoffs necessary between the costs of programs and their quality.[26]

All three of these problems are to be found in Alaska. There are differences in the extent to which there should be parental participation in learning activities, differences in teaching philosophies, and differences in staff qualifications and staffing patterns, all of which have a direct bearing on differences in quality and costs.

As stressed in the report from the Center for Policy Research in Education, "reconciling the conflicts between these philosophical, operational, and resource components of early childhood programs is crucial to formulating careful policy decisions." The center identified seven questions defining issues that must first be answered to the satisfaction of legislature before a statewide policy can be formulated and programs initiated.

1. What children should be served?
2. How long should programs operate?
3. What level of funding should be provided, and how should state and local revenues and parent fees be used?
4. What types of funding mechanisms should be used?
5. Which state agency(ies) should be responsible for administering the early childhood education programs?
6. What types of quality controls should be instituted?
7. What types of teacher preparation and certification should be required?[27]

These questions apply equally well to issues in parenting education, in particular where teenage mothers are concerned. Few young mothers, especially those living in poverty, are given the opportunity to learn what is now known about parenting psychology and techniques. Both early childhood education and parenting education are seen as crucial to early intervention where environmental barriers to learning are found.

The issues and questions that have been identified under this topic are complex; properly resolved, they hold answers that will go far towards helping children succeed, and ultimately society.

Three quarters of Americans say they are prepared to pay higher taxes to provide more and better day care and early childhood education; 88 percent want government to provide more health coverage and day care services for children of the poor. As indicated in the report of a recent Lewis Harris poll, "The times are changing, perhaps more rapidly than might be imagined...; people not only want to help children generally, they want particularly to help the children who are living in poverty.... [The need to help] is a plaintive and poignant demand that simply will not go away."[28]

Therefore two recommendations follow, one that addresses a short term solution to immediate problems; a second that addresses long range solutions to problems that will continue to require the attention of the legislature for some time to come:

IT IS RECOMMENDED that the legislature augment existing funds for Head Start by making up the difference between the amount now provided by the federal government and the amount necessary to fully fund the program consistent with existing standards and qualifying conditions as now administered by the Department of Community and Regional affairs. Estimates place this cost at $10,000,000 for the first year as a means to catch up with training, additional sites, and facilities.

IT IS RECOMMENDED that the legislature, by resolution, establish a Commission to address the issues and questions on early childhood and parenting education that pertain to the education of Alaska's young children, with particular attention given to those children with environmental handicaps. Included among the Commission's responsibility shall be the development of a plan for a statewide program of early childhood education and parenting education and preparation of a report on its findings with recommendations to the legislature no later than May, 1991.

Conclusions

This report, being the first of two that the Joint Committee on School Performance has been charged with producing, covers the subjects that the Committee has examined since it organized in August, 1989. In addition to the subjects covered in this report, the Committee has identified several other subjects for priority legisla-

tive attention. While there may be no way to agree on the rank order by which subjects are presented, it has been agreed that each is of critical importance and deserves the attention of the legislature. The second report is to be presented on the first day of the first session of the Seventeenth Legislature and will conclude the work of the Joint Committee. It will include, among other things, a continuation of the description and analysis of the subjects already identified but not covered in the first report. Subjects to be addressed in the second report include:

1. **Teacher and school administrator professional development and competency.**
2. **Qualified training for all school personnel assigned to special, extra-ordinary and multicultural schools.**
3. **Teacher and administrator certificate reform.**
4. **Incentive programs to encourage professional development.**
5. **Teacher tenure of as a measure of competency.**
6. **Alaska's systems of school governance and administrative organization as they relate to school performance.**
7. **Expanded and enhanced program of Alaska studies, including Alaska History, government, geography, cultures, and economics.**
8. **Distance education and a review of the amount, type, and scheduling of educational programing available via satellite.**
9. **Improved education research, program evaluation, and dissemination of findings.**

One topic not yet listed that repeatedly surfaced during Committee meetings is school finance and the foundation program. The Committee recognizes the need for this subject to come before the legislature in a new form, but because of the complexity of this subject the Committee is still considering various ways it might be examined before making specific recommendations. Moreover, the Department of Education is currently considering an in-house

study of the foundation program. The Committee endorses this study and believes it should be supported with additional funds to the Department if necessary to carry out the study.

Completing work on the list of additional subjects still to be covered is an ambitious undertaking. But since the Committee has had the opportunity to examine the many issues that confront the school improvement movement, it has become obvious that each of the remaining topics must be addressed if school performance is to improve. The second report will be prepared along the lines of this paper and will be submitted on the first day of the Seventeenth Alaska State Legislature as required by the resolution that established the Joint Committee.

In the recent book *Excellence in Education: The States Take Charge* in which schooling in America was described, the conclusion was reached that **"just as the opportunities for genuine and lasting reform have never been greater, so too have the dangers of failure never been more stark...."**[29] Certainly this statement holds true for Alaskans today.

"In Today's world, a youngster who leaves school unable to read, write, and do simple arithmetic faces a bleak future. When a substantial proportion of boys and girls leave school uneducated, the rest of us face a bleak future."

Lisbeth Shore, 1989

EXECUTIVE SUMMARY AND RECOMMENDATIONS

Introduction

Increasingly, Alaskans are becoming aware that there are unacceptable levels of educational achievement among a significant portion of Alaska youth. Not only are individual youth at risk, so too is society as a whole. Left uncorrected, the cost to the state will be immeasurable in unfulfilled human potential and millions of dollars spent on remedial programs that will never restore what has been lost. Corrected now, the cost still will be high, as much as $65,000,000 over the next five years. **Ignored, it will be many times that figure.**

Just as Alaska is made up of many diverse subregions and population groups, so too are its schools diverse in such areas as their student bodies, programs of instruction, methods of organization and levels of success. There is ample evidence to show that many schools in Alaska are doing well; many students, based on national test norms, are achieving at the fiftieth percentile or better. The legislature needs to acknowledge the success of these programs and assure that these schools have the means to continue to provide adequate or better programs of education.

However, a large body of evidence shows that many students are not doing well; unquestionably, many are at or nearing crisis levels. These are the students whose educational needs perennially

have not been served well. At best, many will be unable to function as productive members of contemporary society or in the future. At worst they will become wards of the state in one way or another, victims of low self-esteem, of substance abuse, of violent crime, of suicide.

These students are found in all school districts of Alaska, although in much greater proportions in some than others, especially where high levels of poverty are endemic or inadequate second language development is a factor. Two years ago, in twenty-eight of Alaska's fifty-five school districts, the average percentile of students' achievement scores was acutely and chronically below the level of the national average, as was the percentage of students that scored below the national 50th percentile. In the Department of Education's forthcoming report of the 1989 statewide standardized testing program it is shown that average scores of Alaska students has continued to decline and that the range in student performance between districts remains great; from a low average of twentieth percentile in some districts to an average of seventy–fifth percentile in the highest achieving districts.

One of the reasons for the current interest in the need for improved schooling came about because of the legislature's requirement that the Department of Education compile and report statewide standardized test results. However, reliance on standardized tests as a means to assess the worth of Alaska's school programs has been widely criticized. The Joint Committee agrees that these tests may not necessarily be the most satisfactory or accurate measure of school performance required of Alaskan youth. But regardless of how standardized tests are perceived, by several other measures of educational achievement it can be said that school performance is not at a satisfactory level. Simply put, many pupils are not acquiring the intellectual skills necessary to succeed in any sense of the word. **For instance, in some communities as many as 60 to 70 percent of Alaska Native students drop out of the system prior to high school completion.**

Although in recent years Alaska has relied entirely on the traditional system of local control of education as a means to organize, deliver, and evaluate public education, it has become increasingly apparent that the legislature, as the body constitutionally responsible for public education, must review the condition of schooling

and where necessary take appropriate remedial measures. Alaska's young people deserve the profound attention of the legislature and the full resources of the state if they eventually are to lead satisfying personal lives and if the state is to thrive in the future. It may cost more to remedy the situation than some are now prepared to spend. But one way or the other, now or later, more will have to be spent on today's youth at risk. Either we must improve schooling now, or provide more social welfare, public health, and law enforcement programs in the future. It has been estimated that intervention now may be five to ten times less costly than repairing or coping with damage through remedial welfare and judiciary programs in the future, not to mention individual personal losses to many.

It was on the premise that the legislature has an obligation to invoke its oversight responsibilities by "helping schools succeed at helping all children learn" that the Joint Committee on School Performance was established by passage of Committee Substitute for House Concurrent Resolution 18. In that resolution the Joint Committee was charged with reviewing the work of the Senate Special Committee on School Performance and **identifying subjects for priority legislative attention that might improve schooling in Alaska.**

In so doing, the Joint Committee was instructed to submit two reports on its findings, the first due on January 23, 1990 (the report in hand), and a final report on the first day of the First Regular Session of the Seventeenth Legislature. Although the Joint Committee has had only a few months to develop the positions taken in this report and has made plans to continue with the remaining issues in its final report, there are some subjects that cannot wait until 1991 to be addressed. **Thus, the recommendations made at this time are considered to be of the highest priority and address the root causes of the most vexing problems yet identified by the Joint Committee.**

Recommendations

Generally school reform movements can be divided into four basic categories: (1) control, organization and structure; (2) professional development of school staffs; (3) the academic experience of students, and (4) financing. Since these are not mutually exclusive categories, that is, each depends on the other to make up a school system, the Joint Committee identified subjects in need of immediate attention that are interrelated and cut across all four of these categories.

IN PRIORITY ORDER, THE MOST URGENT TOPICS FOR LEGISLATIVE CONSIDERATION ARE:

1. MANDATED ALASKA STATE GOALS OF EDUCATION

[Referenced to pages 20 through 26 in the main report.]

It is recommended that a bill on the goals of education be enacted by the Sixteenth Alaska Legislature. Such a bill must declare the purposes of education as prescribed by the legislature. It shall require that the State Board of Education adopt the goals it has developed in its statement of educational outcomes and it shall require all local districts and REAAs to establish local goals of education that reflect needs consistent with local conditions and expectations.

2. LEGISLATIVELY MANDATED MEASURES OF ACHIEVEMENT

[Referenced to pages 26 through 30 in the main report.]

It is recommended that the legislature require by statute that each school district and REAA in Alaska shall submit to parents and other interested members of the local community, the State Board of Education, the Governor, and the Legislature a "school report card" assessing the performance of its schools and students. The report card shall be an index of school performance measured against statewide and local standards and will provide information to make prior year comparisons and set future year targets. The report card shall be developed by the State Board of Education in consultation with appropriate representatives from the education profession, local school boards, and local citizens at large and be

available for use in time for reporting on school performance at the close of the 1991 school year.

3. SCHOOL PERFORMANCE IMPROVEMENT INCENTIVES

[Referenced to pages 30 through 32 in the main report.]

It is recommended that legislation be enacted that will empower the Commissioner of Education to initiate an incentive grants program with a fund separate from the foundation program. The State Board of Education shall establish the particulars of the program in regulation that will enable advisory boards, teachers, and principals to apply for funds under the program so as to acquire the financial resources necessary to carry out school improvement initiatives. Such initiatives shall be designed to remediate or prevent shortcomings in schooling among that portion of the school population that fits the State Board's definition of "at risk" students.

The Commissioner shall not award more than two grants in each five year period to the same applicant. Furthermore, the Commissioner shall provide for the evaluation and dissemination of findings of each project funded in such a way that all districts will have the opportunity to profit from the program. The Joint Committee recommends that no less than $3,000,000 be appropriated annually to this fund over the next five years. (Prorated, this amount is equivalent to approximately $100.00 per year.)

4. HEALTH AND FAMILY SERVICE PROGRAMS RELATED TO SCHOOL PERFORMANCE

[Reference to pages 33 through 35 in the main report.]

It is recommended that the legislature establish a special interagency coordinating committee headed by a commissioner and consisting of representatives of the Departments of Education, Health and Social Services, Law, Community and Regional Affairs, and others who may have appropriate roles in addressing the problems of overcoming physical and social environmental responsible for inadequate school performance. This group shall be required to identify the most critical social and health barriers to learning, establish plans to overcome them, be responsible for their implementation, and issue annual reports on activities and programs.

5. LONG TERM AND IMMEDIATE NEEDS FOR STATE SUPPORTED AND COORDINATED EARLY CHILDHOOD AND PARENTING EDUCATION

[Referenced to pages 36 through 39 in the main report.]

Two recommendations, one short term and one long term, are necessary under this heading:

1. It is recommended that the legislature augment existing funds for Head Start by making up the difference between the amount now provided by the federal government and the amount necessary to fully fund programs consistent with existing standards and qualifying conditions as now administered by the Department of Community and Regional Affairs. Estimates place this cost at $10,000,000.

2. It is recommended that the legislature, by resolution, establish a Commission to address the issues and questions on early childhood and parenting education that pertain to the education of Alaska's young children, with particular attention given to those children with environmental handicaps. Included among the Commission's responsibilities shall be the development of plans for statewide programs of early childhood education and parenting education and preparation of a report on its findings with recommendations to the legislature no later than May, 1991.

Summary

The recommendations itemized above are only some of the topics for priority legislative consideration identified by the Joint Committee. They are, however, the subjects believed to be the ones most urgently in need of attention if the decline in student academic performance is to be reversed and social dysfunction due to insufficient schooling is to be decreased. It may be argued that other subjects identified for legislative action are of equal or near equal importance. All together, including the topics discussed above, the Joint Committee has identified eight broad categories for priority legislative attention. They are:

1. Mandated school district accountability set against state goals of education.
2. State-supported and coordinated early childhood and parenting education.
3. Coordinated education, health, and family service programs.
4. Improved school personnel professional development and competency.
5. Improved school governance and administrative organization.
6. Mandated programs of instruction, especially expanded and enhanced programs of Alaska studies that include Alaska history, government, geography, cultures, and economics.
7. Improved distance education including educational television by satellite.
8. Improved and expanded educational research, evaluation, and dissemination.

The first three of these categories have been covered in the first report and have given rise to six recommendations covering five subjects. Only the constraints of time have prevented the remaining topics from being advanced to the recommendation stage in this report. All subjects must eventually be addressed in full.

NOTES AND REFERENCES CITED

1 Office of the Governor, *Public Education Costs in Alaska*, Juneau, 1989. pp 1 - 2

2 National Commission of Excellence in Education, *A Nation at Risk: The Imperative for Educational Reform* (Washington, D.C.: U.S. Government Printing Office, April 1983).

3 Terrel Bell, "Leadership for Reform and Renewal of American Education, paper presented at the National Forum on Excellence, Indianapolis", December 6, 1983. Cited in Jack Frymier, "Legislating Centralization", *Phi Delta Kappan*, May, 1986

4 Ibid.

5 Denis P. Doyle and Terry W. Hartle, *Excellence in Education: The States Take Charge* (Washington, D. C. American Enterprise Institute for Public Policy Research) 1985.

6 Jack Frymier, "Legislating Centralizatiion", *Phi Delta Kappan*, May, 1986.

7 R. Freeman Butts, *Assumption Underlying Australian Education*, Teachers College, Columbia University, New York, 1955

8 Patrick O'Rourke, Unpublished Convocation Address, University of Alaska Fairbanks, 1989

9 Ibid.

10 Ernest L. Boyer, *High School*, The Carnegie Foundation for the Advancement of Teaching, Harper and Row, New York, 1983.

11 Alaska State Board of Education, Task Force on Educational Outcomes, Forthcoming

12 Michael W. Kirst, Sustaining the Momentum of State Education Reform: The link Between Assessment and Financial Support", in *Phi Delta Kappan*, January 1986. p. 342.

13 Ibid.

14 Gregory R. Anrig, "Educational Standards, Testing, and Equity," *Phi Delta Kappan*, May, 1985.

15 Charles V. Willie, "The Problems of Standardized Testing in a Free and Pluralistic Society," *Phi Delta Kappan*, May, 1985.

[16] Gregory R. Anrig, op cit.

[17] Lisbeth B. Schorr, *Within Our Reach*, Anchor Press, Doubleday, New York, 1988.

[18] Alaska State Board of Education, Task Force on Education and Social Service, Forthcoming.

[19] Lisbeth B. Schorr, op cit.

[20] Ibid.

[21] Michael Petit, "Issues Surrounding State-Level Collaboration on Services to At-Risk, Preschool Age Children", Presented to the Summer Institute of the Council of Chief State School Officers, August, 1988, quoted in Mr. Petit's Keynote Speech at the Annual Conference of the Alaska Association of School Boards, Anchorage, November, 1989.

[22] Ibid.

[23] Ibid.

[24] Alaska State Board of Education, Task Force on Early Childhood and Parenting Education, Forthcoming.

[25] *Right from the Start*, (National Association of State Boards of Education, 1988, cited by Anne Mitchell in "Old Baggage, New Visions: Shaping Policy for Early Childhood Programs", *Phi delta Kappan*, May, 1989.

[26] W. Norton Grubb, *Young Children Face The States: Issues* and *Options for Early Childhood Programs*, Center for Policy Research in Education, Center for Policy Research in Education, Rutgers University, The Rand Corporation and University of Wisconsin - Madison, 1987.

[27] Ibid.

[28] Louis Harris and Associates, *American Attitudes Toward Children*, "Children's Needs and Public Responsibilities: A Survey of American Attitudes About the Problems and Prospects of American Children," survey conducted for Group W — Westinghouse Broadcasting Company, 1986; and Louis Harris, remarks: Made at the Citizens Committee for Children Annual Meeting, New York, 26 May, 1987. Cited in Lisbeth Schorr, Op. Cit.

[29] Denis Doyle and Terry Hartle, Op. Cit.

APPENDIX B

STATE OUTCOMES FOR PUBLIC EDUCATION
THE STATE BOARD OF EDUCATION'S STATE STANDARDS FOR
STUDENT PERFORMANCE

State Board okays statewide educational outcomes

The State Board of Education on October 12, 1990, adopted eight major outcomes for public education in Alaska. The adoption of the outcomes is a major stepping stone towards developing an education system that shares its responsibilities among schools, parents, businesses and the local community, and makes sure that everyone is working to provide students the skills, knowledge and attitudes they will need for a successful life.

The unanimous board action on the outcomes follows several years of development and the involvement of numerous groups and individuals. The board has held meetings with many education groups, state and local parent organizations, employers and others. Last spring the board mailed a brochure to 15,000 leaders of school businesses, parent and other organizations throughout the state. Five months later, return mailers are still trickling into the Department of Education.

In adopting the outcomes, the board called on local school boards and district officials to join in partnership with parents and others in their communities to develop local outcomes based on the statewide outcomes and to devise ways of measuring whether the outcomes are being met.

The board calls the outcomes "state standards for student performance."

Adopted October 12, 1990

State Outcomes for Public Education

The State Board of Education believes that public education is the responsibility of everyone — students, parents, schools, and communities. The Outcomes for Public Education are the state standards for student performance.

The State Board of Education **believes all students can learn; that a student's public education should provide a working knowledge of science, language arts, social studies, mathematics, physical education/health, and the fine arts;** and that each student graduating from a public school will:

❒ Have positive self-esteem

1. Know how to set and achieve personal goals.
2. Be confident and flexible.
3. Recognize and appreciate personal talents and strengths.
4. Form satisfying relationships with others based on respect, trust, cooperation, and compassion.

❒ Communicate effectively

1. Talk about feelings, ideas, and concepts with clarity.
2. Be a good listener.
3. Read, understand and respond to written information faced in daily life.
4. Appreciate the value of reading as a lifelong activity.
5. Write well for a variety of purposes and audiences.

❒ Think logically and critically

1. Think clearly about new information and ideas.
2. Solve problems through different ways of questioning and analysis.
3. Be open to new ideas and be curious about the world and self.
4. Have the skills needed to make good decisions.
5. Understand and use mathematical and scientific ideas.
6. Have good study skills and habits.
7. Process and integrate information.
8. Evaluate and improve ideas through discussions with other people.

(continued on back)

❒ Discover and nurture creative talents

1. Appreciate the world around us.
2. Take part in activities that cut across fields of study.
3. Understand our world and its past, present, and future. Be able to express this understanding in a variety of ways and with different media.
4. Respect and encourage the creative talents of individuals and groups.
5. Demonstrate the knowledge and skills needed to express ideas in literature, visual arts, music, dance, and drama.

❒ Master technological skills

1. Communicate in the global society with computers, video, audio, and other technologies.
2. Use technology to gather, analyze, and evaluate information and opinions.
3. Critically evaluate information presented in the mass media.
4. Use computers to process and organize information.
5. Evaluate the uses of technology and its impact on society and the environment.

❒ Be a responsible citizen

1. Understand and participate in the democratic process.
2. Possess the values, knowledge, and ethical behaviors needed to participate in a democratic society.
3. Have the knowledge, skills, and attitudes to be a citizen of the world who accepts and respects differences in peoples and cultures.

❒ Be a responsible citizen

(continued)

4. Be aware of and appreciate languages other than English.
5. Possess skills in leadership, cooperation, communication, and social responsibility.
6. Understand one's relationship to the environment and be committed to the wise use of resources.
7. Know parenting skills.
8. Understand the past.

❒ Be committed to health and fitness

1. Understand the skills and apply the knowledge needed to promote physical and mental health.
2. Respond positively to life's social, environmental, and physical changes.

❒ Accept personal responsibility for sustaining oneself economically

1. Be prepared for opportunities in the local, national, and international work place.
2. Understand the value of, and necessity for, life-long learning.
3. Possess the skills, values, and work habits necessary for employment.
4. Be a critical consumer with skills for making informed choices.
5. Recognize how doing well in school relates to one's future.

APPENDIX C

CS HOUSE BILL 470 (FINANCE)

AN ACT ESTABLISHING AN EARLY CHILDHOOD AND PARENTING EDUCATION COORDINATING COMMITTEE, 1990

174

Offered: 4/28/90
Referred: Rules

6-2027E

Original sponsor(s): Joint Committee on School Performance

IN THE HOUSE BY THE FINANCE COMMITTEE

CS FOR HOUSE BILL NO. 470 (Finance)

IN THE LEGISLATURE OF THE STATE OF ALASKA

SIXTEENTH LEGISLATURE - SECOND SESSION

A BILL

For an Act entitled: "An Act establishing an early childhood and parenting education coordinating committee within the Department of Community and Regional Affairs."

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

* Section 1. FINDINGS. The legislature finds that an adequate and coordinated system for early childhood and parenting education is essential to the welfare of the children of the state and to the state as a whole. The legislature also finds that there is a need for coordination and communication between agencies charged with early childhood and parenting education programs and that those agencies need to work together to establish long-term policies and a coordinated direction.

* Sec. 2. (a) The early childhood and parenting education coordinating committee is established in the Department of Community and Regional Affairs. The committee is composed of a representative of the State Board of Education, the commissioner of health and social services, the commissioner of community and regional affairs, the commissioner of labor, the commissioner of education, one member of a local parent/teacher association, one local head start or early childhood program parent community member, and two practitioners in the fields of early childhood and parenting education, selected by the governor, who are not employees of the state. The commissioner of education shall serve as the chair of the committee.

(b) Members of the committee serve without compensation but are entitled to per diem and travel expenses authorized for boards and com-

missions under AS 39.20.180.

(c) The committee shall meet as often as necessary to carry out duties required by law.

(d) The committee shall

(1) develop a plan for a statewide program of early childhood education, including the education of children with developmental disabilities, and parenting education;

(2) address the following three issues concerning the development of long-term, effective policies regarding early childhood education:

(A) the historical rift between the educational and custodial models of early childhood education;

(B) the historical conflicts between elementary school and early childhood education over purposes, methods, and control;

(C) the tradeoffs necessary between the costs and quality of early childhood education programs;

(3) answer the following eight questions relating to the formation of a statewide program of early childhood education:

(A) which children shall be served;

(B) how long should early childhood education programs operate;

(C) what level of funding should be provided and how should state and local revenue and parent fees be used;

(D) what types of funding mechanisms should be used;

(E) which state agency or agencies should be responsible for administering early childhood education programs;

(F) what types of program controls should be instituted;

(G) what types of teacher preparation and certification should be required;

(H) what type of curriculum is necessary to meet the needs

of an early childhood education program, especially as they relate to the linguistic, developmental, and cultural needs of children.

(e) The committee shall prepare a report of its findings and submit the report to the governor and the legislature by May 31, 1991.

* Sec. 3. This Act is repealed June 1, 1991.

APPENDIX D

ALASKA STATUTES, CHAPTER 17

PUBLIC SCHOOL FOUNDATION PROGRAM

Chapter 15. School Districts and City Schools.

[Repealed, § 59 ch 98 SLA 1966.]

Chapter 17. Public School Foundation Program.

Article

1. State Aid to Local School Districts (§§ 14.17.010 — 14.17.061)
2. Preparation of Public School Foundation Budget (§§ 14.17.080 — 14.17.150)
3. Procedure for Payment of Public School Foundation Funds to Districts (§§ 14.17.160 — 14.17.190)
4. General Provisions (§§ 14.17.200 — 14.17.250)

Cross references. — For applicability of this chapter to state aid for regional educational attendance areas formed under § 2, ch. 66, SLA 1985, see § 3, ch. 66, SLA 1985 in the Temporary and Special Acts.

Article 1. State Aid to Local School Districts.

Section

10. Public school foundation account
21. State foundation aid
22. Money for centralized correspondence study
25. Local contributions
31. Allowable instructional units
41. Elementary and secondary instructional units
43. Vocational education instructional units
45. Special education instructional units
47. Bilingual education instructional units
51. Area cost differential
56. Instructional unit value

Collateral references. — 68 Am. Jur. 2d Schools, §§ 85-98.

79 C.J.S. Schools and School Districts, §§ 331-353, 376-413.

Right of school district to maintain action based on misapportionment of school money. 105 ALR 1273.

Determination of school attendance, enrollment, or pupil population for purpose of apportionment of funds. 80 ALR2d 953.

Sec. 14.17.010. Public school foundation account. (a) The public school foundation account is established. The account consists of appropriations for distribution to districts and for centralized correspondence study programs under this chapter.

(b) The money of the account may be used only in aid of public schools, including community school programs, and for centralized correspondence study programs as provided by this chapter. (§ 1.08 ch 164 SLA 1962; am § 11 ch 95 SLA 1969; am § 2 ch 190 SLA 1975; am § 1 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment substituted "and" for "or" following "districts" in the second sentence of subsection (a) and substituted "including community school programs, and" for "or" in subsection (b).

NOTES TO DECISIONS

Legislature decides what types of education are to be publicly supported. — In Alaska the power of deciding what types of education are to be publicly supported, either under the School Foundation Act or by tax exemption, is vested with the legislature. McKee v. Evans, Sup. Ct. Op. No. 740 (File No. 1382), 490 P.2d 1226 (1971).

Sec. 14.17.020. State aid. [Repealed, § 1 ch 238 SLA 1970.]

Sec. 14.17.021. State foundation aid. (a) The amount of state foundation aid for which a school district may qualify in a fiscal year is calculated by subtracting from the basic need defined in (b) of this section the required local contributions under AS 14.17.025(a) and 90 percent of eligible federal impact aid for that fiscal year.

(b) The basic need of a school district is determined by multiplying the area cost differential of the district under AS 14.17.051 by the number of instructional units in the district under AS 14.17.031 and then multiplying that product by the instructional unit value in AS 14.17.056. (§ 4 ch 238 SLA 1970; am §§ 1, 2 ch 81 SLA 1975; am §§ 1, 2 ch 173 SLA 1976; am §§ 2, 3 ch 90 SLA 1977; am §§ 3, 4 ch 26 SLA 1980; am § 2 ch 75 SLA 1986; am § 2 ch 91 SLA 1987)

Cross references. — For additional state foundation aid applicable to fiscal years 1988 — 1990, see § 24, ch. 91, SLA 1987 in the Temporary and Special Acts.

Effect of amendments. — The 1986 amendment rewrote this section.

The 1987 amendment rewrote this section.

NOTES TO DECISIONS

That the legislature has seen fit to delegate certain educational functions to local boards in order that Alaska schools might be adapted to meet the varying conditions of different localities does not diminish constitutionally mandated state control over education under Alaska Const., art. VII, § 1. Macauley v. Hildebrand, Sup. Ct. Op. No. 741 (File No. 1550), 491 P.2d 120 (1971).

Sec. 14.17.022. Money for centralized correspondence study. Money for providing centralized correspondence study programs for students not enrolled in an approved school district correspondence study program includes an allocation from the public school foundation account in an amount calculated by multiplying the instructional unit value in AS 14.17.056 by the total number of instructional units, as determined by applying the number of correspondence students to the formula for elementary schools in AS 14.17.041(b)(1), then multiplying that product by 65 percent. (§ 3 ch 190 SLA 1975; am § 3 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment substituted "Money" for "Funds" in the catchline and in the first sentence, "includes" for "shall include," "allocation" for "appropriation" and "the formula for elementary schools in AS 14.17.041(b)(1), then multiplying that product by 65 percent" for "AS 14.17.041(a)," deleted "base" preceding "instructional units," and inserted "value in AS 14.17.056."

Sec. 14.17.023. Secondary formula account. [Repealed, § 25 ch 91 SLA 1987.]

Sec. 14.17.025. Local contributions. (a) Local contributions to a city or borough school district shall include at least the lesser of

(1) the equivalent of a four mill tax levy on the full and true value of the taxable real and personal property in the district as of January 1 of the second preceding fiscal year, as determined by the Department of Community and Regional Affairs under AS 14.17.140 and AS 29.45.110; or

(2) 35 percent of the district's basic need for the preceding fiscal year, as determined under AS 14.17.021(b

(b) In addition to the local contributions required under (a) of this section, local contributions to a city or borough school district in a fiscal year may include no more than the greater of

(1) the equivalent of a two mill tax levy on the full and true value of the taxable real and personal property in the district as of January 1 of the second preceding fiscal year, as determined by the Department of Community and Regional Affairs under AS 14.17.140 and AS 29.45.110; or

(2) the product obtained by multiplying

(A) 21 percent of the instructional unit value in AS 14.17.056;

(B) the number of instructional units approved for the district for the fiscal year; and

(C) the area cost differential of the district under AS 14.17.051.

(c) The department may by regulation reduce the maximum local contribution specified in (b) of this section if necessary to keep revenue or expenditure disparities among school districts in the state in compliance with federal equalization requirements under sec. 5(d) — (2) of P.L. 81-874 (20 U.S.C. 240(d)(2)), as amended, and regulations adopted under it.

(d) Local contributions are not required in a regional educational attendance area. Interest earnings and other local revenue in a regional educational attendance area are not considered local revenue for current operating expenditures, and are subject to regulation and disposition by the department.

(e) A state foundation aid payment may not be made to a city or borough school district in which the requirements of (a) of this section have not been met.

(f) For the first two fiscal years in which a district is subject to this section, local contributions may be less than the amount that would

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.17 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE,1988-90

otherwise be required under (a) of this section. However, local contributions must be at least the greater of

(1) the local contributions, excluding any federal impact aid, for the previous fiscal year; or

(2) the sum of 10 percent of the district's eligible federal impact aid for that year and, for the first year, the equivalent of a two mill tax levy and for the second year, the equivalent of a three mill tax levy, on the full and true value of the taxable real and personal property in the district as of January 1 of the second preceding fiscal year, as determined by the Department of Community and Regional Affairs under AS 14.17.140 and AS 29.45.110.

(g) A school district is eligible for additional state aid in the amount by which the local contributions that would otherwise have been required under (a) of this section exceed the district's actual local contributions under (f) of this section. (§ 4 ch 91 SLA 1987)

Cross references. — For provisions applicable to the calculation of required local contributions for fiscal year 1988, see § 24(a), ch. 91, SLA 1987 in the Temporary and Special Acts.

Sec. 14.17.027. Revenue adjustment. [Repealed, § 25 ch 91 SLA 1987.]

Sec. 14.17.030. Required local effort. [Repealed, § 11 ch 95 SLA 1969.]

Sec. 14.17.031. Allowable instructional units. (a) The department shall adopt regulations defining funding communities within each district which reflect geographic and attendance area factors. For the purpose of determining instructional units, students are counted in the district and the funding community from which they receive educational services. The total number of instructional units in a school district is the sum of the following units for each funding community within the district, as determined by the department

(1) the number of units for elementary and secondary students determined under AS 14.17.041(a) or (b);

(2) the number of units for vocational education determined under AS 14.17.043;

(3) the number of units for special education determined under AS 14.17.045; and

(4) the number of units for bilingual education determined under AS 14.17.047.

(b) For purposes of (a)(1) of this section, in fiscal years beginning after July 1, 1987, 90 percent of the district's total elementary and secondary instructional units for the preceding fiscal year is used if that number is greater than the district's total under (a)(1) of this section for the current fiscal year. (§ 4 ch 238 SLA 1970; am § 3 ch 81

SLA 1975; am § 4 ch 190 SLA 1975; am §§ 4 — 6 ch 90 SLA 1977; am § 1 ch 115 SLA 1978; am §§ 6 — 8 ch 26 SLA 1980; am § 5 ch 75 SLA 1986; am § 5 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.040. Basic need. [Repealed, § 1 ch 238 1970.]

Sec. 14.17.041. Elementary and secondary instructional units. (a) For funding communities that have an average daily membership of less than 200 in grades K-6 or less than 200 in grades 7-12, combined elementary and secondary instructional units are determined under the following table:

ADM	No. Instructional Units
1 — 10	2
11 — 20	2 + ((ADM-10)/5)
21 — 60	4 + ((ADM-20)/8)
61 — 120	9 + ((ADM-60)/12)
121 — 525	14 + ((ADM-120)/15)

(b) For funding communities that are not included under (a) of this section,

(1) instructional units for elementary students are determined by the formula:

units = 15 + ((ADM-200)/17), where ADM is the number of students in average daily membership in grades kindergarten through 6;

(2) instructional units for secondary students are determined by the formula:

units = 18 + ((ADM-200)/13), where ADM is the number of students in average daily membership in grades 7 through 12.

(c) Kindergarten students who attend school less than four hours a day are counted as 0.5 ADM under (a) and (b) of this section.

(d) District correspondence or other students who do not regularly attend school on a daily basis are counted in the appropriate grade level of the funding community with the highest ADM in the district. (§ 4 ch 238 SLA 1970; am § 1 ch 157 SLA 1972; am § 4 ch 81 SLA 1975; am § 7 ch 90 SLA 1977; am § 2 ch 115 SLA 1978; am §§ 9 — 11, 20 ch 26 SLA 1980; am § 1 ch 119 SLA 1981; § 26 ch 59 SLA 1982; am § 6 ch 75 SLA 1986; am § 6 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.043. Vocational education instructional units. Vocational education instructional units for vocational education courses approved by the department are calculated as the sum, for all of those courses in the funding community, of the products obtained by multiplying 0.05 by the ADM full-time equivalent of the course, and then by the cost weighting factor for the course determined under department regulations. A funding community in which a vocational education course approved by the department is operated receives a minimum of 0.10 instructional units for vocational education, or each district in which a vocational education course is operated receives a minimum of 1.00 instruction units, whichever is greater. (§ 7 ch 91 SLA 1987)

Sec. 14.17.045. Special education instructional units. (a) An exceptional child, as defined in AS 14.30.350, who is enrolled in a special education program, approved by the department, on the last day of the county period for which a determination is being made, generates 0.025 instructional units if the child receives gifted services, 0.056 instructional units if the child receives resource services, 0.1 instructional units if the child receives self-contained services, or 0.333 instructional units if the child receives intensive or hospital/homebound services, as those categories of service are defined by the department by regulation, in the funding community in which the child is served. A child may be counted in one special education category only.

(b) Notwithstanding (a) of this section, in a district that offers a special education program each funding community receives a minimum of 0.25 instructional units for special education for each funding community in which a child is served or the district receives a minimum of 1.00 instructional units for special education, whichever is greater. (§ 7 ch 91 SLA 1987)

Sec. 14.17.047. Bilingual education instructional units. A student for whom an appropriate bilingual program must be provided under regulations adopted by the department, and who is enrolled in a bilingual program, approved by the department, as of the last day of the counting period for which a determination is being made, generates, in the funding community in which the student is served, the number of bilingual education instructional units that is the product obtained by multiplying 0.042 by the student's language dominance category weight under department regulations. A funding community in which a bilingual program approved by the department is operated receives a minimum of 0.10 instructional units for bilingual education, or a district in which a bilingual program is operated receives a minimum of 1.00 instructional units, whichever is greater. (§ 7 ch 91 SLA 1987)

Sec. 14.17.050. Teachers' salary allotment. [Repealed, § 1 ch 238 SLA 1970.]

Sec. 14.17.051. Area cost differential. The area cost differential for a school district is as follows:

School District	Area Cost Differential
Adak	1.27
Alaska Gateway	1.19
Aleutian Region	1.31
Anchorage	1.00
Annette Island	1.03
Bering Strait	1.39
Bristol Bay	1.27
Chatham	1.03
Chugach	1.14
Copper River	1.14
Cordova	1.11
Craig	1.03
Delta/Greely	1.16
Dillingham	1.27
Fairbanks	1.04
Galena	1.30
Haines	1.05
Hoonah	1.08
Hydaburg	1.03
Iditarod	1.33
Juneau	1.00
Kake	1.03
Kashunamiut	1.33
Kenai	1.00
Ketchikan	1.00
King Cove	1.27
Klawock	1.03
Kodiak	1.09
Kuspuk	1.33
Lake & Peninsula	1.31
Lower Kuskokwim	1.42
Lower Yukon	1.35
Matanuska-Susitna	1.00
Nenana	1.20
Nome	1.34
North Slope	1.45
Northwest Arctic	1.45
Pelican	1.08
Petersburg	1.00

Pribilof	1.30
Railbelt	1.23
Seal Point	1.27
Sitka	1.00
Skagway	1.05
Southeast Island	1.04
Southwest Region	1.31
St. Mary's	1.30
Tanana	1.30
Unalaska	1.27
Valdez	1.11
Wrangell	1.00
Yakutat	1.08
Yukon Flats	1.46
Yukon-Koyukuk	1.34
Yupiit	1.41

(§ 4 ch 238 SLA 1970; am § 1 ch 40 SLA 1971; am § 5 ch 81 SLA 1975; am § 12 ch 124 SLA 1975; am § 8 ch 90 SLA 1977; am §§ 3 — 6 ch 115 SLA 1978; am § 12 ch 26 SLA 1980; am § 6 ch 119 SLA 1981; am § 7 ch 75 SLA 1986; am § 8 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.056. Instructional unit value. The instructional unit value is $60,000. (§ 4 ch 238 SLA 1970; am § 1 ch 88 SLA 1973; am § 1 ch 140 SLA 1974; am § 6 ch 81 SLA 1975; am § 3 ch 173 SLA 1976; am § 10 ch 90 SLA 1977; am § 7 ch 115 SLA 1978; am §§ 13, 14 ch 26 SLA 1980; am § 5 ch 119 SLA 1981; am § 28 ch 59 SLA 1982; am § 8 ch 75 SLA 1986; am § 9 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment deleted "Base" at the beginning of the catchline, deleted "base" preceding "instructional" and substituted "value is $60,000" for "for fiscal years beginning on or after July 1, 1986, is $42,184."

Sec. 14.17.060. Average daily membership allotment. [Repealed. § 1 ch 238 SLA 1970.]

Sec. 14.17.061. Supplemental programs. [Repealed, § 25 ch 91 SLA 1987.]

BI-32-03-8209-AK 87RT 14

Sec. 14.17.070. Attendance center allotment. [Repealed, § 1 ch 238 SLA 1970.]

Sec. 14.17.071. Required local effort. [Repealed, § 21 ch 26 SLA 1980.]

Sec. 14.17.075. Supplemental allocation. [Repealed, § 1 ch 238 SLA 1970.]

Article 2. Preparation of Public School Foundation Budget.

Section
80. Student count estimates
82. Fund balance in school operating fund
139. New school districts
140. Determination of full and true value by Department of Community and Regional Affairs

---

Collateral references. — 68 Am. Jur. 2d Schools, §§ 91-108.
78 C.J.S. Schools and School Districts, §§ 83, 90; 79 C.J.S. Schools and School Districts, §§ 325-331.

Sec. 14.17.080. Student count estimates. Each district shall prepare and submit to the department, by October 15 of each fiscal year, in the manner and on forms prescribed by the department, an estimate of its average daily membership and other student count data for the succeeding fiscal year, upon which computations can be made of the amount of estimated state foundation aid for which the district will be eligible under AS 14.17.021 in that fiscal year. In making this estimate, the district shall consider its average daily membership, other student count data, the pattern of growth or decline in preceding years, and other pertinent information available to the district. The preliminary reports required by this section are the basis for estimating the need for state foundation aid for the next fiscal year. (§ 2.01 ch 164 SLA 1962; am § 5 ch 238 SLA 1970; am § 49 ch 6 SLA 1984; am § 9 ch 75 SLA 1986; am § 10 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.081. Minimum expenditure for instruction. [Repealed, § 15 ch 75 SLA 1986.]

Sec. 14.17.082. Fund balance in school operating fund. (a) A district may not accumulate in a fiscal year an unreserved portion of its year-end fund balance in its school operating fund, as defined by department regulations, that is greater than 10 percent of its expenditures for that fiscal year.

(b) The department shall review the annual audit of each district for the preceding fiscal year to ascertain its year-end operating fund balance. The amount by which the unreserved portion of that balance exceeds the amount permitted in (a) of this section shall be deducted from the state foundation aid that would otherwise be paid to the district in the current fiscal year. (§ 15 ch 26 SLA 1980; am § 11 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment rewrote this section.

Sec. 14.17.090. Estimated average daily membership. [Repealed, § 25 ch 91 SLA 1987.]

Secs. 14.17.100 — 14.17.120. Computation of teachers' salary allotment, average daily membership allotment, and attendance center allotment. [Repealed, § 2 ch 238 SLA 1970.]

Sec. 14.17.130. Computation of required local effort. [Repealed, § 11 ch 95 SLA 1969.]

Sec. 14.17.139. New school districts. Notwithstanding any other provision of law, a new school district may not be formed if the total number of pupils for the proposed school district is less than 250 unless the commissioner of education determines that formation of a new school district with less than 250 pupils would be in the best interest of the state and the proposed school district. (§ 10 ch 75 SLA 1986)

Sec. 14.17.140. Determination of full and true value by Department of Community and Regional Affairs. (a) To determine the amount of local effort under AS 14.17.025 and to aid the department and the legislature in planning, the Department of Community and Regional Affairs, in consultation with the assessor for each district, shall determine the full value of the taxable real and personal property in each city or borough district. If there is no local assessor or current local assessment for a district, then the Department of Community and Regional Affairs shall make the determination of full value from information available. In making the determination, the Department of Community and Regional Affairs shall be guided by AS 29.45.110. The determination of full value shall be made by October 1 and sent by certified mail, return receipt requested, on or before

TI-32-03-8209-AK 87RT 14

that date to the president of the school board in each district. Duplicate copies shall be sent to the commissioner. The governing body of a borough or city that is a school district may obtain judicial review of the determination. The superior court may modify the determination of the Department of Community and Regional Affairs only upon a finding of abuse of discretion or upon a finding that there is no substantial evidence to support the determination.

(b) Motor vehicles subject to the motor vehicle registration tax under AS 28.10.431 shall be treated as taxable property under this section. (§ 2.07 ch 164 SLA 1962; am § 2 ch 95 SLA 1969; am § 6 ch 238 SLA 1970; am § 9 ch 200 SLA 1972; am § 1 ch 218 SLA 1976; am § 2 ch 256 SLA 1976; am § 14 ch 147 SLA 1978; am § 12 ch 94 SLA 1980; am § 50 ch 6 SLA 1984; am § 31 ch 74 SLA 1985; am § 11 ch 75 SLA 1986; am § 22 ch 14 SLA 1987; am § 12 ch 91 SLA 1987)

Effect of amendments. — The 1984 amendment, in subsection (a), deleted "To determine the equalized percentage to be applied to basic need under AS 14.17.021, and the matching ratio for required local effort under AS 14.17.071" at the beginning of the first sentence and changed the internal reference in the second sentence.

The 1985 amendment in subsection (a) substituted "AS 29.45.110" for "AS 29.53.060" at the end of the third sentence and "municipality that" for "borough or city which" in the next-to-last sentence.

The 1986 amendment rewrote this section.

The 1987 amendment, in subsection (a), in the first sentence substituted "amount of local effort under AS 14.17.025 and to aid the department and the legislature in planning" for "equalized percentage to be applied to basic need under AS 14.17.021" and inserted "city or borough," deleted the former second sentence, which read: "Exemptions granted under ch. 129, SLA 1957, known as the Alaska Industrial Incentive Act (AS 43.25), shall be honored," in the fourth sentence substituted "by" for "before" and inserted "on or," in the sixth sentence substituted "a borough or city that is a school" for "the borough or city which is the," and in the last sentence substituted "of" for "or" following "abuse", and in subsection (b) substituted "AS 28.10.431" for "AS 28.10.255" and "under" for "for purposes of (a) of."

Sec. 14.17.150. Duty of commissioner to examine and tabulate computations. [Repealed, § 25 ch 91 SLA 1987.]

Article 3. Procedure for Payment of Public School Foundation Funds to Districts.

Section

160. Student counting periods
170. Distribution of state foundation aid
190. Restrictions governing receipt and expenditure of money from public school foundation account

---

Collateral references. — 79 C.J.S. Schools and School Districts, §§ 423-427.

Right of school district to maintain action based on misapportionment of school money. 105 ALR 1273.

Determination of school attendance, enrollment, or pupil population for purpose of apportionment of funds. 80 ALR2d 953.

Sec. 14.17.160. Student counting periods. (a) Within two weeks after the end of the 20-school-day period ending the fourth Friday in October, each district shall transmit a report to the department that, under regulations adopted by the department, reports its average daily membership for that counting period, and other student count information that will aid the department in making a determination of its state foundation aid. If it makes the district eligible for more state foundation aid, a district may transmit, within two weeks after the 20-school-day period ending the second Friday in February, a similar report for that counting period. For centralized correspondence study, the October report shall be based on the period from July 1 through the fourth Friday in October, except that summer school students shall be counted as a proportionate fraction as determined by the department. The department may make necessary corrections in the report submitted, and shall notify the district of changes made. The commissioner shall notify the governor of additional appropriations the commissioner estimates to be necessary to fully fund the public school foundation program for the current fiscal year.

(b) Upon written request and for good cause shown, the commissioner may permit a district to use a 20-school-day county period other than the periods set out in (a) of this section. However, the counting period must be 20 consecutive school days. (§ 3.01 ch 164 SLA 1962; am § 3 ch 95 SLA 1969; am § 8 ch 238 SLA 1970; am § 13 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment rewrote this section.

Sec. 14.17.170. Distribution of state foundation aid. (a) The department shall determine the state foundation aid for each school district in a fiscal year on the basis of the district's data reported under AS 14.17.160 for the counting period that makes the district eligible for the greatest number of instructional units. On or before the 15th day of each of the first nine months of each fiscal year, $^1/_{12}$ of each district's state foundation aid shall be distributed on the basis of the data reported for the preceding fiscal year. On or before the 15th day of each of the last three months of each fiscal year, $^1/_3$ of the balance of each district's state foundation aid shall be distributed, after the balance has been recomputed on the basis of student count and other data reported for the current fiscal year.

(b) If a district receives more state aid money than it is entitled to receive under this chapter, it shall immediately remit the amount of overpayment to the commissioner, to be returned to the public school foundation account. Upon an adequate showing of a cash flow shortfall, and in the discretion of the commissioner, the department may

make advance payments to a school district. The total of advance payments may not exceed the amount of state foundation aid for which the district is eligible for the fiscal year. (§ 3.02 ch 164 SLA 1962; am § 1 ch 169 SLA 1968; am § 4 ch 95 SLA 1969; am § 9 ch 238 SLA 1970; am § 1 ch 135 SLA 1975; am § 12 ch 75 SLA 1986; am § 14 ch 91 SLA 1987)

Effect of amendments. — The 1986 amendment rewrote this section. The 1987 amendment rewrote this section.

Sec. 14.17.180. Payment under final computation. [Repealed, § 25 ch 91 SLA 1987.]

Sec. 14.17.190. Restrictions governing receipt and expenditure of money from public school foundation account. (a) The public school foundation money distributed to a district during a year shall be received, held, and expended by the district subject to the provisions of law and regulations adopted by the department.

(b) Each district shall maintain complete financial records of the receipt and disbursement of public school foundation money, money acquired from local effort, and other money received by the district. The records must be in the form required by the department and are subject to audit by the department at any time. (§ 3.04 ch 164 SLA 1962; am § 5 ch 98 SLA 1966; am § 6 ch 95 SLA 1969; am § 15 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment, in subsection (b), in the first sentence inserted "complete," substituted a comma for "and" preceding "money acquired," and added "and other money received by the district," and in the last sentence substituted "department" for "commissioner" in the first instance and "department" for "commissioner or the board" in the second instance.

NOTES TO DECISIONS

Administrative hearing deadline. — The Department of Education's regulation providing for a 30-day deadline for an administrative hearing on a final action of the department, 4 AAC 40.040, is merely directory; the department's substantial compliance with the regulation is sufficient absent significant prejudice to the other party. Cooper River School Dist. v. State, Dep't of Educ., Sup. Ct. Op. No. 2945 (File No. S-488), 702 P.2d 625 (1985).

Article 4. General Provisions.

Section		Section	
200.	Regulations	225.	Construction and implementation of chapter
210.	State aid to newly established district schools	250.	Definitions
220.	Purpose		

Collateral references. — Validity of legislative delegation of taxing power to school districts in absence of express constitutional provision authorizing such delegation. 11? ALR 1416.

Extent of area within tax exemption extended to property used for educational, religious, or charitable purposes. 134 ALR 1176.

Tax exemption of educational institutions as extending to athletic fields or property used for social or recreation purposes. 143 ALR 274.

Tax exemption of property of religious, educational, or charitable body as extending to property or income thereof used in publication or sale of literature. 154 ALR 895.

Rescission of vote authorizing school district expenditure or tax. 68 ALR2d 1041.

Exemption of public school property from assessments for local improvements. 15 ALR3d 847.

Garage or parking lot as within tax exemption extended to property of educational, charitable or hospital organizations. 33 ALR3d 938.

Validity of basing public school financing system on local property taxes. 41 ALR3d 1220.

Charitable or educational organization from sales or use taxes. 53 ALR3d 748.

Property of educational body tax exempted extending to property used by personnel as living quarters. 55 ALR3d 485.

Validity, under state constitution and laws, of issuance by state or state agency of revenue bonds to finance or refinance construction projects at private religious-affiliated colleges or universities. 95 ALR3d 1000.

What are educational institutions or schools within state property tax exemption provisions. 34 ALR4th 698.

Sec. 14.17.200. Regulations. The department shall adopt regulations to implement this chapter. (§ 4.01 ch 164 SLA 1962; am § 6 ch 98 SLA 1966)

Sec. 14.17.205. State aid to districts operating approved school food service programs. [Repealed, § 25 ch 91 SLA 1987.]

Sec. 14.17.210. State aid to newly established district schools. (a) A regional educational attendance area school which becomes a city or borough district school is considered a regional educational attendance area school for purposes of financial support until the expiration of a complete fiscal year after the date on which the school becomes a city or borough district school. This subsection does not prevent a local government from spending money to contribute to the financial support of a regional educational attendance area school which becomes a city or borough district school.

(b) For each subsequent fiscal year, the state shall disburse to the city or borough school district only the money to which the district is entitled under the public school foundation program. (§ 5.02 ch 164 SLA 1962; am § 25 ch 53 SLA 1973; am § 13 ch 124 SLA 1975)

Sec. 14.17.215. State aid to districts affected by state activities. [Repealed, § 20 ch 26 SLA 1980.]

Sec. 14.17.220. Purpose. It is the intention of the legislature, in enacting this public school foundation program, to assure an equitable level of educational opportunities for those in attendance in the public schools of the state. Except for the limitations of AS 14.17.025, this chapter may not be interpreted as preventing a public school district from providing educational services and facilities beyond those assured by the foundation program. (§ 1.01 ch 164 SLA 1962; am § 16 ch 91 SLA 1987)

Effect of amendments. — The 1987 amendment substituted "equitable" for "adequate" in the first sentence and "Except for the limitations of AS 14.17.025, this chapter may" for "This chapter shall" at the beginning of the last sentence.

Sec. 14.17.225. Construction and implementation of chapter. (a) This chapter does not create a debt of the state. Each district shall establish, maintain, and operate under a balanced budget. The state is not responsible for the debts of a school district.

(b) Money to carry out the provisions of AS 14.17.010 — 14.17.190 may be appropriated annually by the legislature into the public school foundation account. If amounts in the account are insufficient to meet the allocations authorized under AS 14.17.010 — 14.17.190 for a fiscal year, each district's basic need shall be reduced pro rata as necessary to make the funds available sufficient to meet the allocations for that fiscal year. (§ 8 ch 95 SLA 1969; am § 1 ch 79 SLA 1971; am § 12 ch 90 SLA 1977; am § 51 ch 6 SLA 1984; am § 17 ch 91 SLA 1987)

Effect of amendments. — The 1984 amendment repealed former subsection (d), relating to the average daily membership allotment supplemental account.

The 1987 amendment rewrote this section.

Secs. 14.17.230 — 14.17.240. Transition; repealer. [Repealed, § 2 ch 71 SLA 1972.]

Sec. 14.17.250. Definitions. In this chapter, unless the context otherwise requires

(1) "ADM full-time equivalent" means the aggregate class periods of pupil membership in specified classes for the student counting period for which a determination is being made, divided by the total number of all class periods in the student counting period;

(2) "average daily membership" or "ADM" means the aggregate days of membership of pupils divided by the actual number of days in session for the counting period for which a determination is being made;

(3) "commissioner" means the commissioner of the Department of Education;

(4) "district" means any city or borough school district or regional educational attendance area;

(5) "eligible federal impact aid" for a fiscal year means the amount of federal aid received by the district as of March 1 of the fiscal year as payment for its entitlement for the application submitted during the preceding fiscal year, including advance payments, and adjustments received since March 1 of the preceding fiscal year from prior year applications, under secs. 2, 3, and 4 of P.L. 81 — 874 (20 U.S.C. 237 — 239), as amended, except payments received under sec. 3(d)(3)(B)(ii) of that Act (20 U.S.C. 238(d)(3)(B)(ii)), to the extent the state may consider that aid as local resources under that Act and the regulations adopted under it;

(6) "fiscal year" means the year beginning July 1 and ending June 30 for which allotments and entitlements are computed or distributed;

(7) "local contributions" means appropriations to the school operating fund by the city or borough, interest earnings that a district is allowed to keep and spend on school operations, state tuition payments, the value of in-kind services performed by the city or borough, and 10 percent of the district's eligible federal impact aid.

(8) "pre-fiscal year" means the year immediately before the fiscal year;

(9) "public school foundation account" means the account created by AS 14.17.010 for use in financing education in public elementary and secondary schools;

(10) "taxable real and personal property" means all real and personal property taxable under the laws of the state. (§ 4.02 ch 164 SLA 1962; am §§ 7, 8 ch 98 SLA 1966; am § 3 ch 153 SLA 1966; am § 18 ch 69 SLA 1970; am §§ 3, 11 ch 238 SLA 1970; am § 2 ch 40 SLA 1971; am § 14 ch 124 SLA 1975; am § 8 ch 115 SLA 1978; am §§ 17, 18 ch 26 SLA 1980; am §§ 13, 14 ch 75 SLA 1986; am §§ 18 — 21, 25 ch 91 SLA 1987)

Revisor's notes. — Reorganized in 1986 and 1987 to alphabetize the defined terms.

Effect of amendments. — The 1986 amendment rewrote former paragraphs (5) and (10), which defined "elementary school" and "secondary school".

The 1987 amendment rewrote paragraph (1); in paragraph (2), inserted "or ADM" and substituted "counting period for which a determination is being made" for "school term"; deleted "but does not include household goods and personal effects" at the end of paragraph (10), added paragraphs (5) and (7), and repealed the paragraphs defining "elementary school," "instructional unit," "secondary school," and "weighted ADM."

APPENDIX E

ALASKA TAXABLE

CHAPTER 1

THE ALASKA PROPERTY TAX, 1989

CHAPTER 1

THE ALASKA PROPERTY TAX

The Power to Tax

The power to tax is an essential power of state sovereignty, not depending on a grant of authority from its constitution. However, constitutional provisions define and restrict a state's power to tax. Three important restrictions set out in the Alaska State Constitution are:

- "No tax shall be levied .... except for a public purpose."
  (Article IX, Section 6)

- "Standards for appraisal of all property assessed by the State or its political subdivisions shall be prescribed by law."
  (Article IX, Section 3)

- "The State may delegate taxing powers to organized boroughs and cities only."
  (Article X, Section 2)

Unlike the state, boroughs and cities don't have inherent powers of taxation, though some power was granted by the State Constitution and statutes. The power of taxation is extraordinary; administration can't be left to implication or inference. For that reason, Alaska Statutes and some Attorney General's opinions and court decisions, define the authority of municipalities in assessing, levying, and collecting property taxes.

Uniform Measures

"Taxes are said to be 'equal and uniform' when no person or class of persons in the taxing district, whether it be state, county, or city, is taxed at a different rate than are other persons in the same thing, and where the objects of taxation are the same, by whomsoever owned or whatsoever they may be." (Weatherly Independent School Dist. V. Hughes, Tex Civ. App. 41 S.W. 2nd 445, 447.)

The first step in establishing uniform assessment procedures in Alaska was taken in 1961-62 when the Legislature passed House Concurrent Resolution No. 14 (HCR 14). This resolution required the Local Affairs Agency (now the Division of Municipal & Regional Assistance in the Department of Community & Regional Affairs) to prepare:

- a study of assessment problems and procedures in Alaska,
- a manual for assessors, and
- a report recommending legislation "to assure a uniform, equalized, and realistic assessment of property throughout the state."

The resolution also authorized the Agency to inspect records of equalization, hire an assessor, and hold hearings to prepare the study, manual, and report.

The Local Affairs Agency and the Alaska Association of Assessing Officers published the manual for assessors in 1963 and updated it in 1967. It's no longer used except as historical reference. There are no plans to update the manual as there is no need for it anymore.

Several reports and studies have since been done by the local government agency; the most recent was "An Examination of Property Tax Exemptions," in 1980.

In 1962, the Legislature also adopted AS 14.17.140 stating the Department of Community and Regional Affairs, in consultation with the assessor for each district, shall determine the full and true value of the taxable real and personal property in each district."

Table 4 shows the full and true value estimate of taxable property and is used as the standard measure of community wealth for many state programs.

Definition of Full and True Value

Full and true value is "...the estimated price which the property would bring in an open market and under the then prevailing market conditions in a sale between a willing seller and a willing buyer, both conversant with the property and with prevailing general price levels." (AS 29.45.110) Full and true value determinations are made annually according to standards in Attorney General Opinion No.18, 1962.

The Full Value Determination

Local control is a basic assumption in Alaska's local government structure. As a result, municipalities have a unique amount of flexibility in property tax administration. Numerous optional exemptions may be adopted (AS 29.45.050). In addition, municipalities reassess property values at different times, ranging from every year to every four or five years.

Because local systems vary widely, a common unit to measure local values is needed. The full value determination prepared by the Department of Community and Regional Affairs is that measure.

Sales studies, described in Chapter 2, and local assessors help the State assessor adjust locally generated values to offset for optional exemptions and varying reassessment cycles.

Program Uses

The major uses of full and true value estimates are:

- The State revenue sharing program's formula to compute a municipality's State revenue sharing entitlement is based on relative wealth and locally generated revenues,
- The public school foundation's funding formula uses full value determination as one component,
- The local match portion of cultural facilities grants partially uses the full value determination,
- Some grants for senior citizen programs use the full value determination, and
- The bonding ability for local public facilities is affected by full value determination.

Property Tax Limitations

There are four statutory tax limitations in Alaska applying in varying degrees and circumstances. The limitations apply only to taxes for operating costs of local government; there's no limit on taxation to pay bonded indebtedness.

1. Second Class Cities can't levy property taxes exceeding one half of one percent (.5%) of the assessed value of property in the municipality in any one year. (AS 29.45.590)

2. No municipality can levy taxes exceeding three percent (3%) of the assessed value of property in the municipality in any one year.
(AS 29.45.090)

3. No municipality, or combination of municipalities occupying the same geographic area, may levy taxes exceeding $1500 per resident in a year. *
(AS 29.45.090)

4. No municipality, or combination of municipalities occupying the same geographic area, may levy taxes on the value of property exceeding the product of 225% of the average per capita full and true value of property in the state multiplied by the number of residents of the taxing municipality. (AS 29.45.090)

Errors In Municipal Assessment, Valuation, or Taxation Records

Alaska Statutes, 29.45.103-105, were amended to provide review of municipal assessments, valuation, or taxation records and provide notice of major errors. The State assessor's office, using AS 29.45.103-105 and 19 AAC 39, investigates errors and notifies the municipality. The municipality corrects the error or appeals the assessor's determination.

APPENDIX F

ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS
EDUCATION FOUNDATION FUNDING FORMULA PROPOSAL



ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS
326 Fourth Street • Suite 408 • Juneau, Alaska 99801-1101 • (907) 586-9702 • FAX (907) 586-5879

LEADERSHIP
FOR LEARNING

AASA FUNDING PROPOSAL

The Alaska Association of School Administrators' strongly supports the following changes in the Education Foundation Formula to address the needs of all Alaskan School Districts.

1) We recommend increasing the instructional unit value from $60,000 to $63,000.

2) We recommend the following formula change to address small school site funding.

Change the schedule in AS 14. 17. 041 to:

a)

ADM	Units
1 - 10	2
11 - 20	2 + (ADM - 10) /5
21 - 60	4 + (ADM - 20) /8
61 - 240	9 + (ADM - 60) /12
241 - 525	24 + (ADM - 240) /14

b)

Elementary:	units = 16 + (ADM - 200) /17
Secondary:	units = 19 + (ADM - 200) /13

The changes above affect all school districts with over 120 in ADM in a given funding community.

3. We recommend House Bill 185 (attached) to resolve the single dual site issue.

Introduced: 2/17/89
Referred: Health, Education &
Social Services and Finance

6-0789A

IN THE HOUSE BY WALLIS AND JACKO

HOUSE BILL NO. 185

IN THE LEGISLATURE OF THE STATE OF ALASKA

SIXTEENTH LEGISLATURE - FIRST SESSION

A BILL

For an Act entitled: "An Act relating to state aid for education; and providing for an effective date."

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

* Section 1. AS 14.17.041 is amended by adding new subsections to read:

(e) A district with an ADM of 3,000 or less that consists of one funding community shall increase the elementary and secondary instructional units received under (a) or (b) of this section by multiplying the instructional units by a percentage determined under the following table:

District ADM	Percentage
1 - 250	1.12
251 - 525	1.08
526 - 1000	1.06
1001 - 2000	1.04
2001 - 3000	1.03

(f) A district with an ADM of 1,000 or less that consists of two funding communities shall increase the elementary and secondary instructional units received under (a) or (b) of this section by multiplying the instructional units by a percentage determined under the following table:

District ADM	Percentage
1 - 250	1.08
251 - 525	1.04
526 - 1000	1.02

4. We recommend the following formula change to assist those districts who will be adversely impacted by rising property values.

HOLD HARMLESS

1) Amend Sec. 14.17. 025(a) (1) to read:

(1) The equivalent of a four (six) mill tax levy on the full and true value of the taxable real and personal property in the district as of January 1, 1990 or as of January 1 of the second preceding fiscal year if lower than January 1, 1990, as determined by the Department of community and Regional Affairs under AS 29. 45. 110 and AS 14. 17. 140; or

5. We recommend a supplemental appropriation for full entitlement of foundation funds due to increased FY-91 enrollment, and the reinstatement of all funds vetoed by Governor Cowper in the FY-91 budget.

GENERAL RATIONALE

- Unified effort
- Enhances equity
- Benefits all districts
- Benefits all students
- Addresses immediate needs
- First step toward improved formula
- Addresses increased costs of:

  Employee benefit programs
  State & federal compliance requirements
  Maintenance and operation
  Mandated programs

APPENDIX G

EDUCATION LEGISLATION

(A REVIEW FROM THE STATES) "REFORM AND ACCOUNTABILITY and EDUCATION FINANCE AND GOVERNANCE"

Education Legislation (Note)

Education reform and finance have been among the most prominent issues facing states in recent years. A variety of factors—declining student academic performance; increasing competition in the international economy, as well as the American job market; the quest for economic development; and decreasing federal activity in education – have spurred officials to take significant strides toward improving their states' primary and secondary public education systems. In doing so, they have not merely sought to enhance conventional modes of education and funding sources; they have attempted to restructure school systems and employ innovative teaching and administrative techniques.

During the past year, the Committee on Suggested State Legislation reviewed several pieces of state legislation dealing with education reform and funding. In lieu of offering a single item, however, the Committee chose to give policymakers an overview of some of the actions states have taken in response to these issues.

The following review of state legislative action in education is divided into two sections: **Education Reform and Accountability** and **Education Finance and Governance.** The reader will note, however, that several states have undertaken comprehensive reform initiatives that will be discussed in both sections. **Kentucky, Mississippi, Ohio, Oklahoma** and **South Carolina**, for example, enacted particularly extensive and detailed education reform measures during the past two years and will be prominently featured throughout.

Education Reform and Accountability

Curriculum

Several states have changed their public school curricula, including what children are taught and how they are taught. The **Kentucky** Education Reform Act of 1990 (HB 940), for example, establishes seven areas of knowledge that public education will help students develop, including communication skills, understanding of governmental processes, understanding of mental and physical wellness, and skills to help students become competitive in the job market. It also creates a council for education technology which will develop a five-year plan for putting advanced technology, including computers, into the classroom.

However, the act's most striking innovation is the elimination of kindergarten and the first, second and third grades, and the merger of these classes into a single grade level called the primary school program (to be in place by the 1992-93 school year). Children will remain in this program until they are determined to be ready for the fourth grade. The change is designed to help remove the stigma of failure for children who do not advance in early grades, as well as prevent promotion for students who are not ready to move to higher grades. Currently, about 10 percent of the state's school children fail in the first grade.

Ohio's Education Accountability and School Reform Act of 1989 (SB

140) authorizes the state's board of education to formulate and prescribe minimum standards requiring the use of phonics in reading classes for kindergarten, as well as grades one, two and three. In addition, the state board is to provide in-service training for teachers concerning the use of phonics as a technique in the teaching of reading at these levels. The act also authorizes the board to adopt an approved list of standardized tests for district boards of education to use in assessing students in four grade levels — grades four, six, eight and 10.

Each local board of education in **Ohio** is required to implement a competency-based education program for composition, mathematics and reading in grades one through 12. Such programs will feature pupil performance objectives for each grade level, curricula and instruction methods designed to achieve these objectives, assessment of student performance through written standardized tests, and services for students who are not making satisfactory progress. The state board is required to develop a model competency-based program for local school districts to emulate. Also, the state board must prepare a plan accelerating the modernization of the vocational education curriculum to give students a better background in science, English, mathematics and technological skills to help them compete in the workforce of the future. Finally, the act establishes a mandatory kindergarten program.

South Carolina's 1989 school reform act, known as "Target 2000" (R 295, S 321), is unique in that it emphasizes "higher order thinking skills." Higher order thinking and problem solving skills involve pupil synthesis, analysis, evaluation and utilization of information, instead of sole reliance on more traditional modes of education consisting of memorization and recitation with little emphasis on reading and writing. Higher order thinking and problem solving skills can make the application and importance of basic skills clearer to students. Techniques for teaching these skills might include pupil discussions and essay writing about problems or issues.

The **South Carolina** act requires the state's board of education to establish a committee made up of personnel from the state department of education, school districts and institutions of higher education to assist the board in identifying the characteristics of higher order thinking and problem solving. By 1991-92, students pursuing teacher preparation or education administration degrees at the state's colleges and universities will be required to complete training for teacher higher order thinking skills. By the 1993-94 school year, the state board of education must develop an observational instrument to be used by local school districts in evaluating new teachers. Colleges and universities also are required to develop evaluation instruments to be used by the institutions in evaluating all student teachers.

The state's board of education also will select textbooks and standardized tests promoting higher order thinking and problem solving skills, and design in-service training programs for teachers and school staff to help them learn about instruction in these skills as part of the existing curriculum.

Indiana's Education Reform Act of 1990 (HB 1290) provides for a

pilot program to examine innovative testing methods (including techniques for measuring higher order thinking skills), as well as expanded use of writing samples. The act establishes the Education Technology Program to provide and extend educational technologies to elementary and secondary schools. This may include computers in the homes of students; technology laboratories for instruction in reading, writing and mathematics; and use of laboratories for remedial work. It also establishes the Twenty-first Century Schools Pilot Program, which will create pilot programs in several areas, including school-based management models, parent involvement strategies, innovative curricula, nonstandard courses or textbook selections, and teacher and school administrator training.

Oklahoma's 1990 Common Education Reform Act (HB 1017) establishes a 22-member Curriculum Committee, which will remain in existence until July 1, 1992. The committee is required to determine and prescribe desired levels of competencies of public school students, as well as the core curriculum needed to support effective instruction of these competencies. The committee also must provide for a career exploration program for students in grades six through 10.

The **Oklahoma** state board of education must adopt a new core curriculum by February 1, 1991 for implementation by the 1993-94 school year. The curriculum will be designed to attain desired levels of competency in a variety of areas, including language, social sciences and communication, as well as math, science, literature and the arts. All students must attain literacy through the core curriculum. The state board is required to provide an option for graduation based on attainment of specified levels of competency in each core curriculum area. The act also gives school districts the option of establishing an extended school year consisting of 11 or 12 months in which school is offered in excess of 200 days with at least six hours of instruction per day.

A number of states are experimenting with innovative testing methods, often called "performance-based testing," as alternatives to standardized tests. **California** has begun using open-ended problems as part of its mathematics test for 12th graders. **Connecticut** is introducing new testing methods for science and mathematics problems. **New York** requires all fourth graders to conduct science experiments and write reports on the results. Under **Kentucky**'s reform act, performance-based testing will be implemented in all grades by 1995. Approximately 30 states now include essay writing in their testing programs.

Dropout Prevention and At-Risk Students

South Carolina's Target 2000 program requires all school districts to write and implement plans for dropout prevention and retrieval over the next three years. State funds will be allocated to dropout prevention programs which target students below the 10th grade.

In 1990, as part of its education reform act (HB 1523), **Mississippi** enacted a program to reduce the state's high school dropout rate. The plan includes a data collection system to determine why students drop

out of school and assess the dropout rate for each school district; a public awareness program to publicize dropout data, consisting of public service announcements and a media campaign; and the development of programs such as teacher support teams for at-risk students, family involvement plans, and coordinated efforts to prevent drug abuse and teen pregnancy.

Indiana legislation enacted in 1990 (HR 1290) authorizes mentoring programs for at-risk students. The act also requires schools to conduct orientation sessions for parents of students participating in at-risk programs, and requires the state department of education to establish at least 10 measures to be used by schools to determine the effectiveness of their at-risk programs. **Kentucky, Mississippi** and **West Virginia** also joined the growing list of states denying drivers' licenses to students who drop out of school.

Early Childhood Education

Early intervention through early childhood education and child care programs has become a vital part of the effort in many states to improve education. **Kentucky**'s education reform act initiates half-day preschool programs for under-privileged four-year-olds in each school district beginning in 1990-91, while districts with facilities deemed inadequate will be permitted to delay the initiation of the program until the 1992-93 school year.

Arkansas has established an Early Childhood Commission (SB 71, Act 202), a 17-member body to administer a loan trust fund for child care facilities and the promotion of early childhood programs throughout the state. **Indiana** legislation (HB 1290) requires schools to develop child care programs for children attending kindergarten through grade six, as well as establishes a pilot program encouraging schools and communities to develop early childhood, preschool and latch-key children's programs. **Mississippi** has authorized school districts to use school facilities to provide child care services for pre-kindergarten-aged children, and to use school facilities to provide before and after school child care services for school-age children.

Oklahoma's new education reform act includes revising the compulsory school age-range requirement from seven to under 18 to five to 18, and beginning in 1990-91, it requires all four-year-old children to attend an early childhood program if they have not attended a public school kindergarten. The act also establishes full-day (six hour) kindergarten classes to be implemented by the 1993-94 school year. **New Mexico** has created an office of child development (HB 32, Chapter 290) to promulgate licensing requirements for people working with children under eight years of age in schools and other child care settings. **South Carolina**'s 1989 school reform act requires school districts to provide at least one half-day of early childhood development programs for four-year-old children who demonstrate educational readiness deficiencies.

Open Enrollment

Open enrollment or "school choice" plans have become a much-discussed proposal for improving public schools in many states. Such plans allow students to attend high school outside of the district in which they reside. Most include restrictions concerning class space and desegregation laws, as well as funding student travel. At least four states enacted school choice plans during 1989, and at least 20 states have some type of school choice program.

In 1987, **Minnesota** became one of the first states to enact an open enrollment program. The act (Minn. Stat. 123.3515) allows students to enroll in schools in participating districts other than the one in which the students live. Nonresident districts must adopt criteria for admission and may refuse admission because of a lack of space. A school with a desegregation plan may restrict the number of students who transfer in or out of the district.

Nebraska is permitting a one-time choice of schools with the enactment of its open enrollment legislation in 1989 (LB 183, Chapter 79). After the plan is implemented, students will have one school year to determine whether they should return to their district of residence or remain in another district until graduation. The plan has a four-year implementation schedule: in 1990-91, open enrollment implementation will be optional for all districts; in 1991-92, resident districts must allow 5 percent of students to opt out; in 1992-93, resident districts must allow 10 percent of students to opt out; in 1993-94, there must be full open enrollment with receiving and resident districts participating.

Ohio's 1989 Education Accountability and School Reform Act requires each school district to develop an open enrollment policy by July 1993. Districts choosing to implement their policy at an earlier date will have their implementation plan evaluated by the state board of education. The legislation includes guidelines for district plans, including preventing districts from granting admittance on a student's abilities, such as athletic talent, or denying admittance because of a handicap.

At least 20 states, including **Arkansas, Hawaii, Iowa** and **New Jersey**, have adopted limited school choice programs. Illinois has established a choice plan for Chicago and **Washington** state has a program designed specifically for dropouts.

Post-Secondary Enrollment Options

In some states, 11th and 12th grade students may enroll in colleges on a full- or part-time basis to do nonsectarian work. Two of those states, **Minnesota** (Minn. Stat. 123.3514) and **Ohio** (SB 140), allow students to apply to any public or private university in the state to gain credit for nonsectarian courses. Students may choose to earn secondary or post-secondary credit. If the student chooses to take a course for post-secondary credit, the institution will require tuition payment from the student. States are to reimburse colleges for tuition fees and materials for courses taken for high school credit.

Social Services and Parental Involvement

Many educational experts believe that if pupils are ill or distracted, their capacity to learn is greatly reduced. Consequently, two states are striving to provide services to youngsters to help make them more receptive in the classroom, even though such services are not part of the traditional role of education.

By 1991, under **Kentucky**'s education reform act (HB 940), social service centers located in or near schools must be established in schools where at least one-fifth of the students qualify for the federal school lunch program. Elementary schools will have "family resource centers" serving parents as well as children, including those not yet in kindergarten. Services will include year-round care for needy children between the ages of two and 12, and health care and literacy programs for the entire family. Expectant parents will receive advice on child care development, and day care providers can receive training at the centers.

Middle schools and high schools will establish "youth service centers" to offer teen-age students a wide range of counseling services concerning drugs, alcohol, family crises, mental health, and job training and placement.

Districts with eligible schools will apply for grant funding from the state's cabinet for human resources, which will oversee the program. School districts may contract with local agencies for the provision of services. Approximately 40 percent of the state's schools are expected to be eligible.

In 1989, under authorization from a 1987 appropriations bill, **New Jersey**'s department of human services established a network of 29 youth centers to counsel teen-agers about drugs, mental health and employment issues. The centers, located in or near secondary schools, also offer recreational activities to help lure dropouts back to school. The state plans to expand the program to some elementary schools. **New Jersey**'s program served as a model for the Kentucky effort.

Some state reform acts include provisions encouraging parental involvement in education. **Ohio**'s education reform act (SB 140) requires the state department of education to promote innovative school-parent relationships which actively involve parents in school decisions, as well as encourage school-business relationships to provide students with work experiences. **South Carolina**'s Target 2000 program features parent education programs for parents with young children. **Indiana**'s new act (HB 1290) features a Twenty-first Century Schools Pilot Program which includes parent involvement strategies.

Teacher Qualifications

Several states face teacher shortages, especially in the areas of science and mathematics. Teachers usually are required to have an education college diploma before teaching, but some states have waived these requirements, allowing professionals from other fields to undertake some teacher training and then enter the classroom. **New Jersey**'s program,

which was established by regulation rather than by statute in the mid-1980s, has helped relieve a shortage of science and mathematics instructors by allowing experienced mathematicians, physicists and experts in other disciplines to teach. State officials reportedly have been pleased with the performance of the 1,500 new teachers hired to date.

In **Kentucky**, candidates for teacher certification may complete a state-approved local district training program as an alternative to college teacher preparation programs (HB 940). Such programs must consist of 250 hours of formal instruction, including a full-time seminar, and a period of classroom supervision with evaluations by members of a professional support team.

In **Mississippi** (HB 1523), after July 1, 1993, preparation to teach grades seven through 12 will require a college degree in a major other than education. The required program of study in preparation for teaching in kindergarten through grade six must involve one, two or three minors, including language arts, reading, social studies, mathematics, foreign language and science. The act also amends teacher recertification requirements to require that teachers successfully complete prescribed in-service training programs, coursework for credit or programs developed to instruct teachers in dropout prevention and nontraditional instructional techniques. Finally, the act allows business or professional persons in each school district to teach a maximum of three periods each day with the approval of the local school district and the submission of a transcript or other record of educational qualification for teaching a particular subject.

In **South Carolina**, the state's commission on higher education, in consultation with the state board of education, must establish a center for the advancement of teaching and school leadership at a selected public college or university (R 295, S 321). The center is to provide a program for school improvement consisting of intensive short-term institutes for teams of teachers and administrators who are committed to creating innovative programs in their schools. The act also makes available training for school administrators with an emphasis on effective instructional leadership at the state department of education's leadership academy, which is provided in cooperation with state universities.

In **Ohio**, the new education reform act requires the state board of education to adopt standards and procedures for granting teaching internship certificates, valid for one year and renewable for one additional year (SB 140). An individual may apply for an initial internship or renewal only if the superintendent of the local school district has offered the applicant a one-year limited contract contingent upon the applicant's successful completion of certain requirements. Applicant requirements include: a bachelor's degree in the subject area for which the certification is being sought; three years' experience deemed essential to effective teaching; passing an examination measuring the applicant's knowledge of reading, writing and mathematics; and a test measuring the applicant's knowledge of the subject for which certification is sought. Applicants also must complete six hours of pre-service coursework in education.

Oklahoma legislation (HB 1017) establishes a procedure for the state board of education to grant alternative program teaching certificates to persons with a baccalaureate degree who wish to teach foreign languages, math or science. It requires the person to indicate an intention to seek full certification for the specialization he or she will teach. Such teachers must have five years of work experience outside of education and file a plan with a director of teacher education to meet all certification requirements for a standard certificate within five years, except for student teaching.

Teacher testing has become an increasingly common method for states to ensure that their teachers have a basic knowledge of the subject areas they teach. Since 1980, the number of states requiring teacher competency testing has increased from 10 to 44.

Accountability

As new educational programs are created, state legislators are developing means to monitor those programs and to hold accountable professionals at the district and school levels. **Kentucky**'s massive education reform bill, which considerably alters the state's educational system, establishes a comprehensive accountability system. The act creates a state monitoring agency, the office of educational accountability, under the direction of the legislative research commission. The office is to investigate allegations of wrongdoing, waste or mismanagement in local school districts, as well as monitor implementation of the new school system.

A council on school performance standards will frame goals in measurable terms and define what is expected of students and schools. By July 1, 1993, the state board for elementary and secondary education must disseminate a model curriculum framework based on the goals, outcomes and assessment strategies developed by the council.

By the 1995-96 school year, the state board will implement a performance-based assessment program to ensure school accountability. Beginning in 1991-92, the board will administer an interim student testing program to assess student skills in reading, mathematics, science and social studies in grades four, eight, and 12. Local school boards are required to publish annual performance reports. The state board must develop a system to determine which schools demonstrate improved student performance and to distribute rewards to them. School staff will determine the general areas in which reward funds will be spent. Schools showing improvement will be required to develop a school improvement plan. A school determined to be a "school in crisis" will have certified staff placed on probation, with students permitted to transfer to a successful school. The act also creates a commonwealth school improvement fund to provide grants to schools in educationally deficient districts to improve instruction or management.

By January 1, 1991, the state board will establish standards for school district performance. Failure of an educationally deficient school district to meet the goals in its improvement plan is grounds for the removal

of its superintendent and local school board members. The state board may select replacements, and elections may resume after the school has met performance standards. Educationally deficient districts must work with the state department of education to develop improvement plans.

The state board will provide professional development programs for certified personnel and establish criteria for designating distinguished educators. The act lists several responsibilities and benefits of distinguished educators, including accepting assignments in schools which need improvements and receiving salary supplements while serving as a distinguished educator.

Other states have undertaken significant efforts in the area of accountability. For example, **North Carolina** enacted legislation in 1989 (SB 2, Ch. 778) which authorizes the state board of education to develop and implement a performance-based educational accountability program. Local school districts which elect to participate must submit a school improvement plan to the state superintendent of public instruction. Such plans must outline student performance goals and the strategy for attaining them. Participating districts will be exempt from certain state requirements.

The act further authorizes the state board of education to adopt procedures and guidelines through which local school administrative units may participate in the program, beginning in the 1990-91 fiscal year. These measures include guidelines for the development of local school improvement plans with three-to-five year student performance goals and a set of student performance indicators for measuring and assessing student performance in participating local school administrative districts. Indicators may include attendance and dropout rates, standardized test scores, parental involvement and post-secondary outcomes.

Oklahoma's school reform act denies state accreditation to schools which do not meet the state's standards for minimum salary, curriculum and class size standards. The state board of education must adopt accreditation standards for public schools by February 1, 1991. The standards will be implemented with the 1993-94 school year, but school districts will not lose or be denied accreditation solely for failure to meet the standards prior to the 1997-98 school year. Also, all schools must reduce their class sizes to no more than 20 for grades one through six by 1993-94 or risk loss of accreditation. Teachers in grades seven through 12 must not be responsible for the instruction of more than 140 pupils per day by 1993-94 or 120 pupils per day by 1997-98, or their schools will risk loss of accreditation. Finally, the act creates an educational oversight board and an office of accountability.

Arkansas' School Report Cards Act of 1989 (SB 293, Act 668) establishes an office of accountability in the department of education. The office of accountability will publish an annual assessment of schools, grouping them according to socio-economic factors. The **Massachusetts** School Takeover Plan (1989 SB 5639, Chapter 133) permitted Boston University to negotiate a takeover agreement with the school committee of the district of Chelsea which suffered from a high dropout rate,

low achievement test scores and the highest teen pregnancy rate in the commonwealth. Under the agreement, the university will assume the district management powers of the school board and oversee the school district for 10 years. The university will be charged with improving curriculum and test scores, decreasing the dropout rate, increasing parental involvement, and other improvements.

Nevada's Accountability Initiative of 1989 (SB 74, Ch. 868) requires county school boards to adopt accountability programs for each district in cooperation with teachers' unions. County school boards must have a method in place for informing residents about school quality and student achievement. **New Mexico**'s District Reports Act of 1989 (Chapter 308) requires school districts to publish annual accountability reports, including information such as budget data, dropout rates and student achievement test scores. The legislation is designed to encourage community involvement.

Ohio's Education Accountability and School Reform Act requires the state board of education to establish indicators of schools and school district performance based on such factors as graduation rates, dropout rates and student academic achievement levels. The state board is required to take action if a school district is not making satisfactory progress toward the elimination of educational deficiencies, such as the assignment of educational experts to such districts to assist in the development of corrective action plans.

Education Finance and Governance

While education reform has been a major concern for state governments over the past decade, the problem of financing those reforms has been particularly troublesome. At the time of publication, for example, there was uncertainty as to how **Mississippi**'s reform package (described in this note) would be financed. In several states, school finance systems have been challenged in court by poor districts claiming that the systems are inequitable. In four states, **Kentucky, Montana, New Jersey** and **Texas**, courts struck down public school financing programs as inequitable, and at the time of publication, education finance lawsuits were pending in 12 states and under consideration in nine others.

Revenue

Kentucky enacted comprehensive education reform legislation to help alleviate some of the problems that plagued the state's public school system for generations. This act, more than 900 pages in length, is a response to a **Kentucky** Supreme Court ruling which declared the public school system to be unconstitutional in the case of *Rose vs. Council for Better Education, Inc.* The court ruled that the public school system was inequitable because of the disparity in per pupil expenditures among school districts, which ranged from $4,200 to $1,800 per year, thus violating the state constitution's requirement that **Kentucky** establish an efficient system of common schools. The education reform act

guarantees each district a base amount of $2,305 per pupil the first year.

The reform act increases the state's revenue by $1.3 billion per year by increasing the sales tax from 5 to 6 percent; conforming the state income tax code to the federal code; eliminating the deductability of federal income tax from state income tax; and increasing by 1 percent the corporate income tax. Most of the new revenue will be allocated for education reform.

The **Texas** General Assembly passed legislation calling for a 10 percent increase in education expenditures (approximately $500 million), along with various reforms aimed at improving the quality of education in the state. Separate legislation will increase the sales tax by a quarter-cent and raise taxes on tobacco and alcohol.

Less than a month after its school funding system was ruled unconstitutional, **New Jersey** adopted a $2.8 billion tax package, increasing the state sales tax by 1 percent, placing new taxes on alcohol and tobacco, and doubling personal income tax rates for the higher income brackets.

Other states are seeking to empower localities to raise revenues for education. For example, **Ohio** enacted a school district income tax measure in 1989 (SB 28) which will authorize school districts to impose income taxes on residents and on estates of decedents of each school district, provided they are approved by voters in a referendum. The proceeds for such a tax may be used for any one of a number of purposes, including current school expenses, the support of a public library and recreational expenses. Under SB 140, enacted in 1989, **Ohio** permitted local boards of education to submit a tax levy to the voters, provided that the purpose of the levy is for current school expenses and permanent improvements for special education and other specified education programs.

Another approach was adopted by **Tennessee** in its Volunteer Public Education Trust Fund Act of 1985 (Chapter 351). This measure authorizes the state treasurer to accept donations from any person, organization or corporation willing to contribute voluntarily to the trust fund. Interest income from the trust fund will be appropriated by the legislature for primary and secondary education as well as vocational education.

In **Oklahoma**, a statewide shutdown of the public school system led to a $230 million revenue package which increased some taxes and redistributed property tax receipts to reduce funding inequities among school districts (the wealthiest district spends four times as much per pupil as the poorest). Effective May 1, 1990, the sales tax was increased from 4 to 4.5 percent. Increases in personal income and corporate income taxes retroactive to January 1, 1990 also were enacted.

Financial Incentives

Some states have set up systems providing financial rewards to schools showing improvement in their students' performance. Under **Kentucky's** school reform act, by the 1994-95 school year, the state board of education must establish a rewards program based on student per-

formance goals. An interim testing program will be in place until that time. Communications and mathematical skills, comprehension of science, social studies, arts and humanities, and problem-solving skills will be measured and taken into consideration. Schools are expected to increase attendance rates and reduce dropout rates.

The state's department of education will establish a method for determining cash rewards, which will go directly to the schools. School staff members will determine how the reward money will be spent. Schools failing to improve for two consecutive years will be declared "schools in crisis." In such cases, the state will assume control of the school through a "distinguished educator." Such schools also will be eligible for special state grants.

South Carolina's "Target 2000" act includes a competitive schoolwide innovation grants program. The act enables the state board of education to establish a competitive grants program with cash awards to schools wishing to implement exemplary programs designed to improve instruction. A separate competitive grants program to encourage public schools to implement innovative and comprehensive approaches for improving student development, performance and attendance also is mandated under the act. Reduction of student dropout rates or retention of low dropout rates, as well as exceptional or improved performance in higher order thinking and problem solving skills, are required to qualify for school incentive grants. Grant awards are funded under the annual state appropriation act and schools may receive a maximum award of $90,000 over a three-year period.

The **South Carolina** act also authorizes compensatory or remedial funding to school districts for students who score below the 25th percentile on standardized tests. This portion of the act pertains to all elementary and secondary students.

In **Kansas**, the 1989 legislature established the Education Excellence Program (Ch. 213), which will provide matching incentive grants for districts desiring to create at-risk pupil assistance plans. The program will enable schools to provide such services as remedial instruction, parental and work skills education, and guidance and counseling services. Proposals must include a description of the methods a district will employ to identify at-risk students, and an outline of the plan and evaluation process.

Financial incentives also may be given directly to teachers. **Oklahoma** increased minimum salary schedules for teachers, and allows school districts to develop teacher incentive pay plans. Districts will be *required* to establish such plans if 25 percent of the districts' teachers petition for it (HB 1017).

Governance

The **Kentucky** Education Reform Act makes a number of dramatic changes in the way the state's school system is governed. The act replaces the elected state superintendent of public instruction with an appointed

commissioner of education. At first, the new commissioner will be selected by a committee appointed by the governor and legislative leaders in 1991. The state board for elementary and secondary education will choose the commissioner thereafter. Commissioners will serve at the discretion of the board.

Perhaps the most significant changes will come in the area of local school politics. Teachers will be prohibited from working in school board election campaigns in order to protect them from political pressure. The measure also makes it illegal for any school board member to solicit contributions or campaign work from school employees. It will be illegal for school boards to influence hiring and firing of school employees, with the exception of the superintendent and school board attorney. School boards also will set general educational policy for their districts, but superintendents will hire school employees after consulting with local school councils (which will consist of two parents of pupils, three teachers and the principal). No one who has a relative working for the school district may serve on a local school board. This does not apply to current members whose relatives were hired before they were elected, but such members will not be able to run for re-election. Superintendents also will not be able to promote the relatives of school board members.

Many other state education acts do not restructure the educational governance structure as much as they enhance the powers of existing structures. For example, **Ohio's** Education Accountability and Reform Act gives new powers to the state board of education to prescribe new curriculum standards, promote an open enrollment program, and develop a teaching internship certificate program. **Mississippi's** school reform measure requires that local school board members and principals receive a minimum orientation and training exposure to strengthen their professional skills and to familiarize them with new ideas concerning school restructuring (HB 1523). The provision mandates a minimum of 12 hours of education and training through the education and training institute, as well as continuing education of eight hours per year.

APPENDIX H

AN ESSAY BY BOB ARNOLD, DIRECTOR OF THE SENATE'S SPECIAL COMMITTEE ON SCHOOL PERFORMANCE: "PROSPECTIVE IMPORTANCE OF A DECLARED PURPOSE OF EDUCATION" (REFLECTIONS ON THE STATEMENT OF PURPOSES OF EDUCATION ENACTED BY THE SIXTEENTH LEGISLATURE)

PROSPECTIVE IMPORTANCE OF A DECLARED PURPOSE OF EDUCATION

by

Bob Arnold*

One of the little heralded provisions of the school improvement legislation enacted by the Alaska Legislature in 1990 is -- or can be -- one of the most important. It is important because in declaring what purpose lies behind the requirement that all children and youth attend school, it can be an exceedingly valuable stimulus to improving schools and student performance.

The legislated statement of purpose, which the Special Senate Committee developed on the basis of its hearings in 1987, was the Committee's attempt to describe what they believed parents aspire their children to increasingly become as they progress through school. The purpose of education in Alaska, in the words of the statute, "is to help ensure that all students will succeed in their education and work, shape worthwhile and satisfying lives for themselves, exemplify the best values of society, and be effective in improving the character and quality of the world about them."

If the foregoing words are seen simply as a preface to the other prescriptive provisions of the school improvement legislation, they will have but little effect on what schools do and how they do it, and certainly but little effect upon students. They will have consequences only as parents and students affirm such a purpose (or an adaptation of it) to be a reflection of their aspirations for their children, and require that their schools take steps to help them realize that purpose.

Whatever purpose adopted by a community must be a community's own. In my community, I think I would urge that the first element of the purpose be revised to read "become accomplished in ways important to themselves and their communities," because I think it says the same thing and more. If I were in northwest Alaska, I think I would urge that the third element be revised to read, "exemplify the best values and traditions of the Inupiaq and of humankind." And in any community, I think I would urge changing the fourth element to read "be effective in improving the character and quality of the world they share."

There is also a broader and more consequential revision that I would propose. As framed, the purpose describes attributes as though they

---

* Bob Arnold is former staff director of the Sixteenth Legislature's Special Senate Committee on School Performance and was instrumental in formulating the statement of purposes of education in Alaska, now part of Chapter 73 of Alaska Statutes.

might be judged at a single fixed moment in time. Since education is a continuing, lifelong process, and doesn't end when one leaves school, I think the statement of purpose might be recast to reflect that process, and thereby read as follows:

> The purpose of education in Alaska is to help ensure that all are:
>
> becoming accomplished in ways important to themselves and their communities,
>
> shaping worthwhile and satisfying lives themselves,
>
> exemplifying the best values of humankind, and
>
> becoming increasingly effective in improving the character and quality of the world they share.

Once a community has agreed upon its statement of purpose consonant with the legislation, there are two sets of tasks it should undertake.

The first of these is to inaugurate a process of reviewing whatever list of goals it has adopted to determine whether the goals need to be modified to more nearly reflect the community's declared purpose. And it would mean, among other things, rethinking, the whole process of schooling as it is conducted. Although these are important tasks, they require little elaboration here.

The task -- which is my principal concern in this paper -- is for a community to use its statement of purpose to further motivate students to care about learning. Specifically, the community should require that each teacher begin each school year with an exploration with students of what each element of the purpose means to them, and, as a occasioned by what is being studied in a given class, to show connections with that purpose.

In this exploration, the students -- whatever their grade level -- will be asked, for instance, to describe what they believe to be the "best values" of their society. The chalkboard will soon be filled with values ranging from "punctuality" to "integrity." Being schoolchildren, whey will have learned repeatedly about the importance of punctuality (an important, but not profound value), but some will have never learned about the importance of integrity in a persons's life; they may not have ever even encountered the word.

Following the same pattern, the class would be summoned to reflect upon and amplify each of the elements of the community's declared purpose. Consideration of what kind of life is "worthwhile and satisfying" can be counted upon to be one of the most profitable and memorable discussions of the year. Consideration of the element, "becoming increasingly effective in improving the character and quality of the world they share," will likely lead some to conclude that it is a better formulation of the often-cited goal of being a "good

citizen" because, at the very least, it implies that one would study candidates and issues before voting and it implies that one would take newspapers, bottles, and cans to a recycling center: beyond that, however, it also encourages the citizen to participate actively in organizations, join in political campaigns, or run for office.

Incidentally, I hope it goes without saying that these discussions should not result in a list that students would agree to subscribe to in some formalized way. If I were the teacher, I would encourage students to write down only those values, attributes, or behaviors they individually seek for themselves.

Perhaps as important as the classroom discussions will be what takes place the night before: conversations between students and their parents. The homework assigned will have been to ask their parents for their views on the four-part purpose to be discussed on the following day.

The burden on the teacher is principally one of question-askers (and perhaps chalkboard recorder) in these explorations. Once they are done, there is another burden: to show the connections between what he or she is teaching and the community's declared purpose. This should be done not just at the beginning of the course, but with whatever frequency is required to make connections between that purpose and what is being taken up in the course.

These kinds of explorations and connections can do much to motivate students to care about learning by providing them a framework that gives meaning to a wide range of learning. They will continue to care about some courses more than others, but the whole enterprise of going to school will take on a kind of meaning it never had before. If schools are only preparation for jobs, well, one can always get some kind of job, even without much of a record of achievement in school. But if the purpose is larger and grandeur -- becoming more fully human day by day -- let us be explicit that it is, and not keep to ourselves our dreams for kinds of lives we want our children to lead.

Isn't it time we told our children and youth what we think schools are for and to make sure our schools are animated by that purpose? We'll perhaps learn that our perspectives are not all that different. And we just might be witness to the powerful, motivating role of ideas in young lives.

SCOMM
71:15

Sen. Jones

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



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

Alaska State Legislature

Joint Committee on School Performance

February 11, 1991

MEMORANDUM

To: Members, Joint Committee on School Performance

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

Subj: Introduction of Legislation for Joint Committee

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

Rep. Ellis: ***Incentive Grants and Local Participation (p. 13-16)***
Recommends that no less than $3 million be appropriated annually to the Fund for the Improvement of School Performance over the next five years.

Rep. MacLean: ***Health and Family Services Programs (p. 16-17)***
Recommends that a resolution calling for better coordinated services among the departments of health and social services, labor, community and regional affairs, and education, similar to the resolution calling for this effort passed by the 16th Legislature, be enacted by the 17th Legislature.

Sen. Jones: ***Early Childhood and Parenting Education (p. 17-21)***
Establish a committee to address the issues and questions on early childhood education that pertain to the education of Alaska's young children, with particular attention given to those children with environmental handicaps. Included among the committee's responsibility shall be the development of a plan for a statewide program of early childhood education and preparation of a report on its findings with recommendations to the legislature no later than May, 1992.

Room 128, Capitol, P.O. Box V, Juneau, Alaska 99811 (907) 465-3862

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

Sen Adams & Rep. Davis: ***(B) Tenure (p. 84-104)***
Recommends that the existing tenure law be changed. Sec. 14.20.150(2) presently requires teachers to be "employed as a teacher in the same district continuously for two full school years and is reemployed for the school year immediately following the two full years." The Committee proposes the following amendment: "employed as a teacher in the same district continuously for five full school years and is reemployed for the school year immediately following the five full years."

Sen Jones: ***Program Definition and Curricula (p. (104-108)***
Recommends that the legislature, by statute require that the scope and sequence of schedule developed by the State Department of Education in its Alaska studies program be incorporated into the curriculum of each school district of the state.

Rep. Koponen: ***Research, Evaluation, and Dissemination (p. 109-112)***
Recommends that the legislature support the University's "Alaska School Research Fund" as it could enable Alaska's research capability to become sufficient to meet the state's educational research needs.

Sen. Jones & Rep. MacLean: ***Establishment of Joint Committee on School Improvement (p. 124)***
Recommends that the 17th Alaska Legislature establish a House-Senate Joint Committee on School Improvement. The Committee shall continue the work of the Joint Committee on School Performance, make additional recommendations as conditions warrant, and oversee the legislature's initiatives in school improvement.

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

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

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

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

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

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

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

Joint Committee on School Performance
Recommendations

1. INCENTIVE GRANTS AND LOCAL PARTICIPATION (p. 13-16)

HB 469 was passed last year that established the Fund for the improvement of school performance, but **failed** to appropriate funds to activate the program.

recommends:

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

2. HEALTH AND FAMILY SERVICES PROGRAMS (p. 16-17)

recommends:

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

background:

last year, HCR 46 relating to a special interagency coordinating committee on schools was passed. However, no work was done since the committee was not created. With the new administration, this should be a new resolution directed at the departments.

3. EARLY CHILDHOOD AND PARENTING EDUCATION (p. 17-21)

recommends:

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

background:

Last year HB 470 An act establishing an early childhood and parenting eduation coordinating committee within the Department of Community and Regional Affairs **did not** pass the Senate.

4. SCHOOL FINANCE AND GOVERNANCE (p. 29-84)

recommends:

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

The study shall include answers to the questions posed in this report and propose a system of governance and a financial foundation formula in agreement with the findings. The committee shall report its findings and make its proposals no later than January 1993.

5. **PROFESSIONAL DEVELOPMENT OF SCHOOL PERSONNEL** (p. 84-104)

Therefore, in the matter of teacher education and training, it is **recommended:**

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

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

*3. that funding for the significant changes that will be required as a result of the prior two recommendations be determined by means of requesting detailed estimates of the University of Alaska, to be made available to the legislature no later than January 15, 1992.

* Need be in a resolution form directed at the Universities.

5. (a) **TEACHER CERTIFICATION:**

It is **recommended:**

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

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

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

*Need to be in a resolution form directed at the state board.

5. (b) TENURE

recommended:

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

6. **PROGRAM DEFINITION AND CURRICULA** (p. 104-108)

recommends:

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

7. **RESEARCH, EVALUATION, AND DISSEMINATION** (p. 109-112)

recommends:

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

MEMORANDUM

TO: Rep. MacLean

FR: H. Pootoogook Alder

Date: Friday, February 1st

RE: School Performance Committee items

To smooth out the legislation process for the school performance recommendations, you and Senator may want to consider the following items in your discussions:

1. **Funding of the new committee.**

   Decide if this will be a two year committee? 2 yr.
   Hire a full or part-time consultant?

   If funding is needed: send memos to House Speaker and Senate President. or: do a fiscal note.

2. **Assignment of recommendations.**

   Assign topics according to committee member's **sincere** interest.

3. **Who will take the lead in following up with committee members to ensure that their legislation is progressing in both houses.**

Glenda, Senator Jones' office suggested a meeting on Monday, Feb. 3rd at 9:30am or 3:00pm. What is your preference?

Too late - more for ~~Wed~~ Thurs

STATE BOARD OF EDUCATION
March 5, 1991

Summary of School Performance Committee's work:

* The Joint Committee on School Performance committee has released their final report which is available at my office.

(300 copies were ordered, because of the demand and interest, additional 200 were ordered)

* Recommendations from this report are being introduced as legislation by individual committee members. (you have a copy of a memo which outlines the assignments)

* Senator Jones and I introduced legislation to re-establish the joint committee on school improvement to:

1. continue the committee's work

2. to address the school governance and finance issues **(primarily the foundation formula).**

* **Educational funding has been an issue every year.** Each year, we struggle with *when, how and what* level of funding to fund our educational priorities. This committee would analyze this critical area and make recommendations to improve the current practice.

* Since its inception, the committee has been actively involved in idenfying problem areas and recommending measures to improve school performance.

* Through this process, the public participates through committee hearings, correspondence, and other forms of transmitting their ideas.

* This has become an important forum to give the public an opportunity to participate and contribute their ideas which would improve the academic performance of our children.

* Presently, educational funding is a concern, despite this issue, we should not loose focus of our childrens' educational needs. It is imporant to keep in mind that all children can learn, each child has the ability to excel and most enjoy challenges.

* Children must continually be exposed to new ideas and new reforms that will stimulate their willingness to succeed in life.

example of new reform: implementation of report card system.

Proposed reform: by Senator Jones

Require school districts to develop Alaska Native Studies into their curriculum.

It is ironic, that our children are not required to learn about their own state's Native history, when most schools require students take U.S. history. Our children are surrounded by people and other resources waiting to contribution information.

I urge the state board of education's support in the commitee's work.

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



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

Alaska State Legislature

Joint Committee on School Performance

To: All Members of the House

From: Rep. Eileen Panigeo MacLean, Co-Chair
Joint Committee on School Performance

Re: CSHB 470 (Finance)

Date: April 30, 1990

Co-chair - MacLean

As co-chair of the Joint Committee on School Performance, I urge your favorable consideration of CSHB 470 (Finance), "An Act establishing an early childhood and parenting education coordinating committee within the Department of Community and Regional Affairs."

Sponsored by the Joint Committee, CSHB 470 (Finance) represents the consensus of this bipartisan group which is comprised of Senators Lloyd Jones (co-chair), Al Adams, Jack Coghill, and Johne Binkley; and, Representatives Cheri Davis, Niilo Koponen, and Johnny Ellis.

The bill addresses one of five recommendations made by the Joint Committee by establishing a temporary, one-year coordinating committee that would develop a statewide program of early childhood and parenting education.

Last interim, the Joint Committee heard many witnesses who were of the belief that academic performance can be substantially improved through more and better preschool, child care, and parenting education programs. The work of the State Board of Education Task Force on At-Risk Early Childhood, Parenting, and Primary Language has shown that "high quality early childhood and family support programs are likely to benefit at-risk children and the larger society by (a) reducing the number of children in later costly special education programs in schools; (b) helping children avoid school failure; and, (c) preventing the need for costly social and judicial services later in life."

Room 128, Capitol, P.O. Box V, Juneau, Alaska 99811 (907) 465-3862

To develop a statewide program of early childhood and parenting education, the nine-member committee has one year to answer several important questions:

1. Which children shall be served?
2. How long should early childhood education programs operate?
3. What level of funding should be provided and how it should be used?
4. What types of funding mechanisms should be used?
5. Which state agency or agencies should be responsible for administering early childhood education programs?
6. What types of program controls should be instituted?
7. What types of teacher preparation and certification should be required?
8. What type of curriculum is necessary to meet the needs of an early childhood education program; especially as they relate to the linguistic, developmental, and cultural needs of children?

To implement a plank in the Joint Committee's plan for improving education in Alaska, I urge your support for this measure.

For more information about the Joint Committee on School Performance and its legislative package, I have enclosed a brief memo.

SECTIONAL ANALYSIS OF HB 470

March 1, 1990

"An Act establishing an early childhood and parenting education coordinating committee within the Department of Community and Regional Affairs."

A sectional analysis of a bill should not be considered an authoritative interpretation of the bill. The bill itself is the best statement of its contents.

Section 1 sets out the findings of the bill.

Section 2 establishes the early childhood and parenting coordinating committee in the Department of Community and Regional Affairs. The committee is composed of representatives from the State Board of Education, the commissioner of health and social services, the commissioner of community and regional affairs, the commissioner of labor, the commissioner of education, and two practitioners in the fields of early childhood and parenting education.

The commissioner of education shall serve as chair of the committee.

The committee shall develop a statewide plan of early childhood and parenting education and shall answer questions relating to such a plan. The questions would include:

1. Which children shall be served?
2. How long should early childhood education programs operate?
3. What level of funding should be provided and how should state and local revenue and parent fees be used?
4. What types of funding mechanisms should be used?
5. Which state agency or agencies should be responsible for administering early childhood education programs?
6. What types of program controls should be instituted?
7. What types of teacher preparation and certification should be required?
8. What type of curriculum is necessary to meet the needs of an early childhood education program;

especially as they relate to the linguistic, developmental, and cultural needs of children?

Finally, section 2 requires the committee to submit a report of its findings to the governor and to the legislature by May 31, 1991.

Section 3 repeals the Act on June 1, 1991.

Alaska State Legislature

Chair, Resources Committee
Vice-chair, Transportation Committee
Member, Rules Committee
Member, Committee on Committees

District A
Ketchikan, Wrangell, Petersburg,
Hyder, Myers Chuck, Kupreanof

Senator Lloyd Jones

P.O. Box V
Juneau, AK 99811
907 465-3743
Fax: 907 465-3922

352 Front Street
Ketchikan, AK 99901
907 225-9082
Fax: 907 225-8546

MEMORANDUM

To: Senator Virginia Collins

From: Senator Lloyd Jones

Subj: Legislation Relating to Joint Committee on School Performance Recommendations

As requested in your March 1 memorandum, here's more information on legislation being drafted by the Joint Committee on School Performance.

Representative Eileen MacLean and myself have introduced companion resolutions which establishes the Joint Committee on School Improvement. HCR 4 and SCR 12 are currently in the Senate HESS Committee awaiting a hearing. There are several questions identified in our report which we could not get to in our term. The Committee felt strongly about continuing the work by the Joint Committee on School Performance, thus we asking for a new Joint Committee to be established which will concentrate on the issues of school governance and finance.

I have also introduced a bill which would create a coordinating committee for early childhood and parenting education. SB 139 is also in the Senate HESS Committee. There is a need for statewide coordination of early childhood and parenting education programs. The committee will be established within the Department of Community and Regional Affairs to review policy questions relating to early childhood education. Members will be appointed by the governor to serve for one year. In that year, committee members are to develop a plan for a statewide program, including the education of children with developmental disabilities. The committee's findings and recommendations are due back to the legislature no later than May, 1992.

I am in the process of drafting a third piece of legislation regarding mandated Alaska studies curricula. In its recommendation that the legislature, by statute require an Alaska studies program, the Joint Committee on School Performance took into consideration the reluctance to mandate curricula. However, we heard enough testimony to convince us that in this particular instance, a mandated curriculum was needed. I am currently working with the Department of Education to draft a bill.

Other members of the Joint Committee on School Performance have introduced legislation as a result of the committee's recommendations. They include:

HB 208, sponsored by Rep. Johnny Ellis, allocating $3 million to the Fund for the Improvement of School Performance which was established last year

HCR 6, sponsored by Rep. Eileen MacLean, calling for better coordinated services among the department of health and social services, labor, community and regional affairs, and education.

SB 130, sponsored by Sen. Al Adams, recommending that teacher tenure requirements be changed from two full school years to five full years.

In addition, Rep. Nillo Koponen will be drafting a resolution supporting the University's Alaska School Research Fund" and a bill dealing with professional development of school personnel. Rep. MacLean and Sen. Adams are working on a teacher certification bill and Rep. Cheri Davis will be introducing a companion tenure bill in the House to Sen. Adam's SB 130. Any support you can give to these measures would be greatly appreciated. Thank you for interest.

LJ:gmc
Enclosures

cc: Sen. Al Adams
Rep. Eileen MacLean
Rep. Johnny Ellis
Rep. Cheri Davis
Rep. Niilo Koponen

Alaska State Legislature

Chair, Resources Committee
Vice-chair, Transportation Committee
Member, Rules Committee
Member, Committee on Committees

District A
Ketchikan, Wrangell, Petersburg,
Hyder, M Chuck, Kupreanof

Senator Lloyd Jones

352 Front Street
Ketchikan, AK 99901
907 225-9082
Fax: 907 225-8546

P.O. Box V
Juneau, AK 99811
907 465-3743
Fax: 907 465-3922

March 18, 1991

Ms. Abbey Hensley, President
Alaska PTA Board of Managers
P.O. Box 201496
Anchorage, AK 99520-1496

Dear Ms. Hensley:

I recently received a copy of the January/February edition of the Alaska PTA Bulletin which included your 1990 Alaska PTA Legislative Program. I found it interesting that your goals and objectives coincide with the goals, objectives and recommendations made by the Joint Committee on School Performance in its latest report, *New Directives in School Performance: The Legislature as Advocate and Guarantor*. I've enclosed a copy of the Executive Summary for your perusal.

As you may be aware, there are several pieces of legislation being introduced that directly speaks to the Joint Committee's ten recommendations. Representative Eileen MacLean and myself have introduced companion resolutions which establishes the Joint Committee on School Improvement. HCR 4 and SCR 12 are currently in the Senate HESS Committee awaiting a hearing. The Joint Committee on School Improvement will concentrate directly on school governance and finance, subjects which are in dire need of scrutiny. The Committee will be recommending to the legislature solutions to some of the issues regarding governance and finance.

I have also introduced a bill which would create a coordinating committee for early childhood and parenting education. SB 139 is also in the Senate HESS Committee. There is a need for statewide coordination of early childhood and parenting education programs. The committee will be established within the Department of Community and Regional Affairs to review policy questions relating to early childhood education. Members will be appointed by the governor to serve for one year. In that year, committee members are to develop a plan for a statewide program, including the education of children with developmental disabilities. The committee's findings and recommendations are due back to the legislature no later than May, 1992.

I am in the process of drafting a third piece of legislation regarding mandated Alaska studies curricula. In its recommendation that the legislature, by statute require an Alaska studies program, the Joint Committee on School Performance took into consideration the

reluctance to mandate curricula. However, we heard enough testimony to convince us that in this particular instance, a mandated curriculum was needed. I am currently working with the Department of Education to draft a bill.

Other members of the Joint Committee on School Performance have introduced legislation as a result of the committee's recommendations. They include:

HB 208, sponsored by Rep. Johnny Ellis, allocating $3 million to the Fund for the Improvement of School Performance which was established last year

HCR 6, sponsored by Rep. Eileen MacLean, calling for better coordinated services among the department of health and social services, labor, community and regional affairs, and education.

SB 130, sponsored by Sen. Al Adams, recommending that teacher tenure requirements be changed from two full school years to five full years.

I hope that the Alaska PTA can support these measures. I've enclosed copies of legislation for your information. If you have any questions regarding the report or the related legislation, please don't hesitate to call.

Sincerely,

Lloyd

Lloyd Jones
Alaska State Senate

LJ:gmc
Enclosures

cc: Sen. Al Adams
Rep. Eileen MacLean
Rep. Johnny Ellis
Rep. Cheri Davis
Rep. Niilo Koponen

Alaska State Legislature

Chair, Resources Committee
Vice-chair, Transportation Committee
Member, Rules Committee
Member, Committee on Committees

District A
Ketchikan, Wrangell, Petersburg,
Hyder, Myers Chuck, Kupreanof

Senator Lloyd Jones

352 Front Street
Ketchikan, AK 99901
907 225-9082
Fax: 907 225-8546

P.O. Box V
Juneau, AK 99811
907 465-3743
Fax: 907 465-3922

March 15, 1991

S.E. Islands School
District
Mr. Bob Weinstein
P.O. Box 8340
Ketchikan, AK 99901

Dear Bob,

On February 22, I introduced legislation, SB 139, that would create an early childhood and parenting education coordinating committee within the Department of Community and Regional Affairs. The committee would address issues and questions on early childhood education, with particular emphasis placed on children with environmental handicaps. The bill is result of recommendations made by the Joint Committee of School Performance.

I'm putting together background information for upcoming hearings, and I would appreciate a letter of support from you. Thank you for your time and consideration and please contact me if you have any questions.

Sincerely,

Lloyd Jones
Alaska State Senate

LJ:cne

WORK ORDER REQUEST FORM W.O. [17] LS-0792

FEB [illegible]

KEYWORDS: EDUCATION ASSIGNED: Ford

MINORS

REQUEST FOR: New Bill TAKEN BY: Ford

SUBJECT: Early Childhood/Parenting Education

REQUESTED FOR: SEN JONES BY: Paula PHONE: 465-3743

DELIVER TO: Sen. Jones, Cap 30

INSTRUCTIONS: Reintroduce CSHB 470(Fin) from 16th legislature. Add new subparagraph to sec. 2 - as (d)(3)(I) - "what type of curriculum is necessary to meet the needs of parent education and support".

OBTAIN

SPECIAL DRAFTING INSTRUCTIONS ATTACHED [ ]

AUTHORIZED TO CONFER WITH

RETURN

TO REQUESTOR

APPROVED: X DIRECTOR, LEGAL SERVICES

REVIEWED

IN 02/20/91 DUE

TYPED: Draft Date

Final Date

PROOFED DELIVERED

SPECIAL INSTRUCTIONS to TYPING/PROOFING

Request for DRAFT

Sponsor

ALAP1010[02/20/91]

SECTIONAL ANALYSIS OF SB 139

March 25, 1991

"An Act establishing an early childhood and parenting education coordinating committee within the Department of Community and Regional Affairs"

Section 1 sets out the findings of the bill.

Section 2 establishes the early childhood and parenting coordinating committee in the Department of Community and Regional Affairs. The committee is composed of representatives from the State Board of Education, the Commissioner of Health and Social Services, the Commissioner of Community and Regional Affairs, the Commissioner of Labor, the Commissioner of Education, and two practitioners in the fields of early childhood and parenting education.

The Commissioner of education shall serve as chair of the committee.

The committee shall develop a statewide plan of early childhood and parenting education and shall answer questions relating to such a plan. The questions would include:

1. Which children shall be served?

2. How long should early childhood education programs operate?

3. What level of funding should be provided and how should state and local revenue and parent fees be used?

4. What types of funding mechanisms should be used?

5. Which state agency or agencies should be responsible for administering early childhood education programs?

6. What types of program controls should be instituted?

7. What types of teacher preparation and certification should be required?

8. What type of curriculum is necessary to meet the needs of an early childhood education program;

especially as they relate to the linguistic, developmental, and cultural needs of children?

9. What type of curriculum is necessary to meet the needs of parent education and support?

Finally, section 2 requires the committee to submit a report of its findings to the governor and to the legislature by May 31, 1992.

Section 3 repeals the Act on June 1, 1992

WORK ORDER REQUEST FORM W.O. [17] LS 0757

KEYWORDS: COMMITTEES, LEGISLATIVE EDUCATION

ASSIGNED: Bannister

REQUEST FOR: Resolution

TAKEN BY: Bannister

SUBJECT: Joint Committee on School Improvement

REQUESTED FOR: SEN JONES

BY: Glenda

PHONE: 465-3743

DELIVER TO: Sen. Jones Attn: Glenda, Cap 30

INSTRUCTIONS: Draft Senate concurrent resolution identical to 7LS-0619\A (2/11/91), establishing a joint committee on school improvement.

OBTAIN	SPECIAL DRAFTING INSTRUCTIONS ATTACHED [ ] AUTHORIZED TO CONFER WITH _____ RETURN _____ _____ TO REQUESTOR APPROVED: X DIRECTOR, LEGAL SERVICES
REVIEWED _____ IN 02/12/91 DUE _____ TYPED: Draft _____ Date _____ Final _____ Date _____ PROOFED _____ DELIVERED _____	SPECIAL INSTRUCTIONS to TYPING/PROOFING _____ Request for DRAFT

Sponsor

ALDP1010[02/12/91]

Statement on HCR 4
Establishing the Joint Committee on School Improvement
Senator Lloyd Jones

I co-chaired the Joint Committee on School Performance, along with HCR 4's sponsor, Representative Eileen MacLean. Committee members offerred a number of legislative measures as a result of their work over the last two years. But one major area was not really dealt with, and that's the area of school governance and finance.

As you recall from our recent deliberations over school funding, there are many dissatisfactions over the current method of funding our schools. We need to start looking at the problem and coming up with solutions, and that's what this new joint committee will do.

The idea for a Joint Committee came from the recommendations of the 15th legislature's Senate Special Committee on School Performance, chaired by Senator Willie Hensley. We saw a need to look into critical issues regarding student's ability to learn. Frankly, standing committees do not have the time to work on broad policy issues. The Joint Committee, made up of three members of the Senate and three members of the House, cross political lines and really get down to the issues that matter the most--how can we best serve our children and help them get the most out of an education in Alaska. That's what this Joint Committee is all about. I urge your support in continuing the work that's been done by voting for HCR 4.

KEYWORDS: EDUCATION ASSIGNED: Ford

REQUEST FOR: New Bill TAKEN BY: Barnes

SUBJECT: Mandatory Alaska Studies Curricula

REQUESTED FOR: SEN JONES BY: Sen. Jones PHONE: 465-3743

DELIVER TO: Sen. Jones, Cap 30

INSTRUCTIONS: Draft a new bill requiring Alaska studies curricula, per attached.

OBTAIN

SPECIAL DRAFTING INSTRUCTIONS ATTACHED [ ]

AUTHORIZED TO CONFER WITH

RETURN

TO REQUESTOR

APPROVED: X DIRECTOR, LEGAL SERVICES

REVIEWED

IN 03/22/91 DUE

TYPED: Draft Date

Final Date

PROOFED DELIVERED

SPECIAL INSTRUCTIONS to TYPING/PROOFING

Request for DRAFT

Sponsor

Chair, Resources Committee
Vice-chair, Transportation Committee
Member, Rules Committee
Member, Committee on Committees

District A
Ketchikan, Wrangell, Petersburg,
Hyder, Myers Chuck, Kupreanof

Senator Lloyd Jones

P.O. Box V
Juneau, AK 99811
907 465-3743
Fax: 907 465-3922

352 Front Street
Ketchikan, AK 99901
907 225-9082
Fax: 907 225-8546

MEMORANDUM

To: Tam Cooke, Director
Legislative Legal Services

From: Senator Lloyd Jones

Subj: New Bill

I request Legislative Legal to draft a new bill pertaining to Mandated Alaska Studies Curricula as follows:

Require the Department of Education to amend existing graduation requirements to require 1 credit in Alaska Studies within the context of the three credit requirement in social studies now required for graduation.

Require school districts to develop a written curriculum for each subject taught at each grade level, but does not specify the content to be taught. Each school district's curriculum is to contain a kindergarten through twelfth grade Alaska Studies scope and sequence which includes, at a minimum, the learning objectives in the Department of Education Alaska Studies Scope and Sequence, February 1990 edition.

Require that each school district develop performance indicators in Alaska Studies which identify what all students should achieve.

Attached is backup regarding the issue, including DOE's Alaska Studies Scope and Sequence, February 1990.

If you have any questions please contact Glenda Carino of my staff.

LJgmc
Enclosure

MEMORANDUM

State of Alaska
Department of Education

TO: Members, State Board of Education DATE: January 26, 1991

FILE NO: 91-92 95

THRU: Steve Hole, Acting Commissioner TELEPHONE NO: 465-2800

FROM: Rosemary Hagevig SUBJECT: Discussion of pending regulations

HISTORICAL BACKGROUND

At the January 17 meeting these regulations were presented to you as part of the preliminary orientation package. These regulations are currently pending, and awaiting Board action for a variety of reasons. The brief historical background status summary on each is included again for your review, as is the packet for each which contains pertinent materials from recent board packets to provide some historical context as you review the material for content. Additional detail leading to Board action in each of these areas can be accessed by referencing the minutes of the past year.(See black binder)

At the February meeting, the regulations will be discussed. At this meeting or subsequent meetings, it is anticipated that Board positions on further activity on these issues will be developed.

COMMENT PERIOD CLOSED/FINAL ACTION PENDING

1) 4 AAC 04.030 State Policy on Standards for Student Performance

Material contained in this prospective regulation represents a long term effort on the part of the previous Board. By motion of the Board, the department was directed to send this regulation to public comment following the November meeting. The comment period closed on January 5. However, as is our usual practice, we will continue to accept any written comments up until the meeting at which the Board is scheduled to take action on the regulations. I have included for your information some of the comments received to date on this regulation.

2) 4 AAC 12.030(a) Administrative Certificate Waiver

The October and December minutes will provide additional information regarding the issues associated with this prospective regulation. The matter was brought before the Board for consideration by the Anchorage School District on behalf of their employee, Margaret Bellamy. At the December meeting action on the proposed regulation resulted in the motion failing on a 3-3 vote, with one Member absent at the time of voting. Jack Chenoweth gave notice of reconsideration so that the entire Board could vote on the matter at the January meeting. As of this date, the Anchorage School District has not contacted the Department regarding further action on this matter.

3) 4 AAC 05.085 State Student knowledge expectations in Alaska Studies

The attached memorandum dated October 31 outlines the historical order of activities associated with various efforts to resolve this matter. Continuing interest on the part of the Legislature has provided the momentum for keeping this issue active. At the December meeting, the Board revised the regulatory language, and by motion directed that it be sent again to public comment. (Copy attached) Pending appointment of a new Board, and subsequent opportunity for the new Board to review the regulation language, the public comment period has not yet commenced.

4) 4 AAC 12.075 (a)(b)(c) and 12.077 Certification renewal requirements and clarification of requirements for professional development plans as a condition of renewal of teacher certificates

This set of regulations was originally part of a larger set of miscellaneous certification regulations that the Board adopted August 1. Beginning with that meeting, and at each subsequent meeting, these regulations were considered, discussed and returned to the department for additional work. Please refer to the minutes for the meetings beginning with August 1 to review the various issues that have resulted in postponement of adoption action as of this date. At the next scheduled meeting of the Board, the department will review the regulations and recommend future action.

5) 4 AAC 33.090 Mt. Edgecumbe Procurement Regulations

The public comment period on this regulation closed on July 20. The department has delayed scheduling the regulation for Board action pending employment of a finance officer at Mt. Edgecumbe.

6) 4 AAC 12.250 and 252 Special education IEP process: supervision and training of special education aides

The public comment period for the most recent version of this highly controversial set of regulations closed on October 12. Please refer to the September, October and December minutes for additional detail re: issues associated with the regulations. As of this date final Board action is still pending. The department will review the matter in detail at the next scheduled Board meeting.

7) 4 AAC 04.010 &.020 Alaska Native Language Policy

After over a year of intense debate, these regulations were adopted in a policy section in regulations by the previous Board, at the June 1990 meeting. They were transmitted to the Department of Law and subsequently to the Lieutenant Governor for signature. The memorandum from Lt. Governor Coghill of December 28, 1990 states that he is not inclined to sign the regulations until the new Board has an opportunity to review the matter and "develop workable regulations."

(3)

MEMORANDUM

State of Alaska
Department of Education

TO: Members, State Board of Education DATE: December 5, 1990

FILE NO: 91-76

THRU: Steve Hole, Acting TELEPHONE NO: 465-2800

FROM: Rosemary Hagevig SUBJECT: Consideration of regulations for public comment: 4 AAC 06.800-.830 Student Outcomes in Alaska Studies

HISTORICAL BACKGROUND

The attached memo dated October 31, 1990 provides a summary of activities related to this issues up until the November Board meeting. At the November meeting, the Board adopted recommendation #5 under "Board Options" and directed the Department to proceed to develop regulations which would implement that option. In the course of the discussion the Department stated that this regulation could be developed as a model for further work in implementing the Outcomes. At the request of the subcommittee, language drafted by the Department is not being forwarded in this mailing.

Language adopted at the December meeting is attached. rh

MEMORANDUM

State of Alaska
Department of Education

TO: State Board of Education

DATE: October 31, 1990

FILE NO: 18 EPSMJG 91-55

THRU: John Anttonen
Director
Education Program Support

TELEPHONE NO: 465-2888

SUBJECT: Alaska Studies

FROM: Marjorie Gorsuch
Curriculum Specialist

RECENT HISTORICAL ACTIONS

In 1988 the legislature passed a resolution requesting that the State Board of Education adopt regulations requiring at least one unit of credit in the study of Alaska history and government for graduation. This legislative action was based on the belief that knowledge of one's own state history and government is fundamental to informed and effective participation in state and local affairs.

In October 1988 the State Board directed the Department to work with the Alaska Council for the Social Studies on how to implement this resolution. This group developed a recommendation which was translated into regulatory language.

During the Spring of 1990, proposed amendments to 4 AAC 05.080 (d) were circulated for public review. These amendments would have required that districts develop and implement a K-12 Alaska Studies scope and sequence which contained at least the learning objectives included in the Department's Alaska Studies Scope and Sequence.

Comments were received from nine school districts and persons representing three groups. The majority of the respondents objected to the mandate of specific course content. They viewed this requirement as a violation of local control and local district perogatives. Additionally, some concern was expressed regarding the age appropriateness and measurability of some of the objectives contained in the proposed Department's scope and sequence.

After reviewing and considering public comment on the subject, the Department recommended that the Board reword the proposed amendment to regulation 4 AAC 05.080 (d)(3) to require that district elementary and secondary curriculum contain, at a minimum, the learning objectives in the Department of Education Alaska Studies Learning Objectives.

Board Action

The Board chose not to take action on the proposed regulation. The Board directed Department staff to reword an Outcome which would address Alaska Studies, within the context of the Outcome language. The department suggested a rewording of a "Citizenship" Outcome to reflect the need to learn about the State. The wording that was incorporated in the final version of the outcomes follows.

> Possess the values, knowledge and ethical behaviors needed to participate in a democratic society.

BOARD OPTIONS

1. Take no action.

2. Adopt revised regulation suggested by the Department in May 1990. (Attached)

3. Include all objectives from the Alaska Studies K-12 scope and sequence in the Model Social Studies Curriculum Guide and encourage districts to incorporate similar objectives in district curriculum.

4. Develop a regulation which would amend the existing graduation requirements to require 1/2 credit or 1 credit in Alaska Studies. This could be required within the context of the three credit requirement in social studies for graduation or could be added to existing requirements.

5. Require that each district develop performance indicators in Alaska Studies which identify what all students should achieve. This would require districts to identify the information they want students to know about Alaska at both elementary and secondary levels. Documentation of the performance of students would be required of the school district.

DEPARTMENT RECOMMENDATION

The Department recommends that the Board adopt option #5. This recommendation is consistent with the approach the Board is taking to improve program and student performance through Chapter 173 and the Outcomes.

Attachment

A new section is enacted to read:

4 AAC 05.085. STATE STUDENT KNOWLEDGE EXPECTATIONS

There is a state-wide need for specific student knowledge in the following areas. The local ⟨Goals for Student Learning⟩ Document must incorporate these concerns.

ALASKA STUDIES Demonstrate knowledge in Alaska Studies including geography, cultural background and history, government, economy, current issues, etc. (concepts to be filled in from DOE Alaska Studies curriculum)

a) School districts must actively involve the public in identifying the knowledge and skills that students will possess in Alaska Studies by the time they graduate from high school.

b) By December 15, 1991, the governing body of each school district must develop and implement a curriculum for Alaska Studies.

c) The curriculum must be developed using the State-wide Student Outcomes for Public Education in 4 AAC 04.030(b) as a focus.

d) Each school district must develop and implement a means to evaluate student achievement in Alaska Studies. Student performance in Alaska Studies must be reported on the Report Card.

STATE OF ALASKA

DEPARTMENT OF EDUCATION

Office of the Commissioner

STEVE COWPER, GOVERNOR

GOLDBELT PLACE
801 WEST 10TH STREET
P.O. BOX F
JUNEAU, ALASKA 99811-0500

March 23, 1990

MEMORANDUM NUMBER 90-18

TO: All parties interested in the regulations of the Department of Education

FROM: William G. Demmert, Commissioner

SUBJECT: Regulations Dealing With Alaska Studies

Attached is a Notice of Proposed Changes in the Regulations of the Department of Education, and material being proposed as regulation. The department is opening a period of public comment relating to these proposals. Additional copies of the proposed regulations are available from the Office of the Commissioner, Department of Education, P.O. Box F, Juneau, Alaska 99811.

Written responses must be received prior to May 21, 1990, and should be sent to the Commissioner of Education, ATTN: Regulations Review, P.O. Box F, Juneau, Alaska, 99811. At any regularly scheduled meeting following that date, the State Board of Education may adopt these or other proposals dealing with the same subject matter without further notice or may decide to take no action on them.

DISTRIBUTION

All Superintendents
All Public Schools
Department of Law
Legislative Affairs
NEA/Alaska-Juneau, Fairbanks, Anchorage
Professional Teaching Practices Commission
Alaska Association of School Administrators
Alaska Association of Elementary Principals
Alaska Association of Secondary Principals
Association of Alaska School Boards
Legislators
District School Board Presidents
State Board of Education Members
House HESS
Senate HESS
Staff, Administrative Regulation Review Committee
Staff, Administrative Journal
Commissioners, Executive Branch Departments
Public Libraries

Attachments: Notice of Proposed Changes
Proposed Regulations

NOTICE OF PROPOSED CHANGES IN THE REGULATIONS OF THE STATE BOARD OF EDUCATION

Notice is given that the State Board of Education, under the authority of AS 14.07.060 and AS 14.07.020 (a)(4), proposes to amend regulations in Title 4 of the Alaska Administrative Code dealing with Alaska Studies and interpreting and implementing 14.07.020 as follows:

Presently 4 AAC 05.080 requires school districts to develop a written curriculum for each subject taught at each grade level, but does not specify the content to be taught. The proposed amendment requires each school district's curriculum to contain a kindergarten through twelfth grade Alaska Studies scope and sequence which includes, at a minimum, the learning objectives in the Department of Education Alaska Studies Scope and Sequence, February 1990 edition.

Notice is also given that comments may be made in writing to the Commissioner's Office, ATTN: Regulations Review, 801 West 10th Street, P.O. Box F, Juneau, Alaska 99811, before 4:30 p.m. on May 21, 1990.

This action is not expected to require an increased appropriation.

Copies of the proposed regulations may be obtained by writing to the Commissioner of Education, P.O. Box F, Juneau, Alaska 99811.

The State Board of Education, after the deadline stated above, will either adopt these or other proposals dealing with the same subject without further notice or decide to take no action on them.

DATE: 3-23-90

William G. Demmert
Commissioner of Education

4 AAC 05.080(d) is amended to read:

The governing body of a district shall adopt, in the manner required by AS 14.14.100 (a), a curriculum which describes what will be taught students in grades kindergarten through 12. The curriculum must contain at least

(1) a statement that the document is to be used as a guide for planning instructional strategies;

(2) a statement of goals that the curriculum is designed to accomplish;

(3) content which can reasonably be expected to accomplish the goals, including a K-12 Alaska Studies scope and sequence which contains at least the learning objectives published in the Department of Education Alaska Studies Scope and Sequence, February 1990 edition; and

(4) a description of a means of evaluating the effectiveness of the curriculum. (Eff. 9/3/76, Register 59; am 11/21/84, Register 92; am / / , Register)

Authority: AS 14.07.020
As 14.07.060

KINDERGARTEN - GRADE ONE

Topic/ Concept	Learning Outcome/Objective
Identity (Psychology)	Understand she/he is a unique individual with a name, physical characteristics, wants and needs, abilities and talents, an Alaskan heritage, etc.
	Show that most Alaskans live in families and that families differ in size, relationships, and in the roles and ages of members.
Culture (Anthropology/ Sociology)	Exercise his/her rights and responsibilities as a member of different Alaskan groups.
	Understand there are many different cultures in Alaska.
Environment (Geography)	Relate how people interact with their Alaskan environment.
	Observe and identify the geographic features of his/her own community.
	Learn about the impact of seasonal changes on the local environment.
	Learn map and globe skills while studying about Alaska.
Change (History/ Psychology/ Sociology)	Understand that all Alaskan families have a past which can be studied and learned, and that families record their past in different ways.
	Relate Alaskan events in the past to the happenings of today.
Citizenship (Political Science/ History)	Determine the rights and responsibilities of Alaska residents.
	Be familiar with state symbols.
	Understand the role of local government in protecting citizens.
Scarcity (Economics)	Give examples of how community members work to obtain goods and services which meet their needs.
Interdependence (Economics/ Sociology)	Understand that Alaskans rely on others for help, companionship, and to meet physical and emotional needs and wants.

GRADE TWO

Topic/ Concept	Learning Outcome/Objective
Identity (Psychology)	Learn about Alaskan hobbies.
	Identify qualities, traits, and characteristics admirable in friends and what it means to be a friend to someone else.
	Identify favorite things.
Culture (Anthropology/ Sociology)	Identify various cultural/ethnic/religious groups in the class and learn about the holidays and traditions celebrated by each.
	Become familiar with the community's culture.
	Learn about the culture of another Alaskan community.
Environment (Geography)	Relate how Alaska's environment influences our lifestyles, occupations, and communication and transportation patterns.
	Develop map and globe skills while studying Alaska.
	Learn about the impact of climate on the local community.
Change (History/ Psychology/ Sociology)	Realize that people, places, and things change by researching the local community history.
	Become aware of Alaskan political, social, and cultural leaders of the past.
Citizenship (Political Science/ History)	Become aware of the rights and responsibilities of citizenship in the local community.
	Become aware of services provided by local government.
Scarcity (Economics)	Experience the choices Alaskans must make when there are unlimited wants and limited resources.
	Understand how the Alaskan media influences consumer choices.
Interdependence (Economics/ Sociology)	Show how community members work together and rely on each other to satisfy human needs.

GRADE THREE

Topic/ Concept	Learning Outcome/Objective
Identity (Psychology)	Increase awareness of him/herself as a unique individual and as a member of the local community.
Culture (Anthropology/ Sociology)	Respect and appreciate the beliefs, values, abilities and cultural heritage of other Alaskans.
	Demonstrate knowledge of the values and beliefs of the local Alaska native culture.
Environment (Geography)	Learn the location of major geographic features and natural resources of the local region.
	Differentiate between Alaska's renewable and non-renewable resources and understand the importance of conservation of resources.
	Improve map and globe skills while studying about Alaska.
Change (History/ Psychology/ Sociology)	Be familiar with major events in the community's history.
	Recognize how events change the lives of individuals.
	Become aware of leaders in Alaska's past and present.
Citizenship (Political Science/ History)	Identify local government leaders and services.
	Understand the importance of local laws in protecting citizen's rights.
	Define the qualities of leadership and compare different kinds of Alaskan leaders and ways leaders are selected.
Scarcity (Economics)	Differentiate between goods and services available in the local community.
	Recognize how the Alaskan media influences consumer choices and fosters "consumerism."
Interdependence (Economics/ Sociology)	Understand the interdependent role of Alaskan communities in meeting economic needs and wants.

GRADE FOUR

Topic/ Concept	Learning Outcome/Objective
Identity (Psychology)	Identify self as a member of the diverse Alaskan community.
Culture (Anthropology/ Sociology)	Describe and compare the diverse cultures within Alaska.
Environment (Geography)	Locate major geographic features, natural resources, and population centers of Alaska and its regions.
	Identify how geographic features influence climatic conditions and settlement patterns throughout Alaska.
	Continue to develop map and globe skills while studying about Alaska.
Change (History/ Psychology/ Sociology)	Chart the sequence of the migration and immigration of peoples and the major events which shaped Alaska history.
	Know about significant individuals who shaped Alaska in the following areas: government, health, education, religion, business, industry, art, and transportation.
Citizenship (Political Science/ History)	Identify how the state government is organized and the services it provides.
	Contrast ways traditional cultures in Alaska organize themselves to make decisions with the present forms of government.
Scarcity (Economics)	Contrast subsistence and cash economies and values concerning the use of natural resources; understand the diversity of economic patterns and values found in Alaska.
Interdependence (Economics/ Sociology)	Understand the political, economic, and social interdependence of Alaskan communities

GRADE FIVE

Topic/ Concept	Learning Outcome/Objective
Identity (Psychology)	Identify the unique role of Alaska as the "last frontier."
Culture (Anthropology/ Sociology)	Identify cultural linkages between Alaska and the rest of the United States.
	Understand the dynamics of cultural contact and change in Alaska.
Environment (Geography)	Identify similarities between Alaska and the United States in climate zones, habitats, and natural resources.
	Determine how Alaska's strategic position and the use of Alaska's natural resources have affected the development of the U.S.
Change (History/ Psychology/ Sociology)	Understand how major events in Alaska history fit into the broader context of U.S. history.
Citizenship (Political Science/ History)	Identify the historic and contemporary impact of federal laws on the environment and people of Alaska.
Scarcity (Economics)	Explain how changing perceptions and policies affect the development and use of natural resources in Alaska.
Interdependence (Economics/ Sociology)	Understand the political, social, and economic interdependence of Alaska and the rest of the world.

GRADE SIX

Topic/ Concept	Learning Outcome/Objective
Identity (Psychology)	Describe ways in which one is an Alaskan, American, and a member of the global community.
Culture (Anthropology/ Sociology)	After defining culture, compare the similarities and differences between selected Alaskan cultures and other cultures around the world.
Environment (Geography)	Understand environmental linkages between Alaskan communities and the rest of the world.
Change (History/ Psychology/ Sociology)	Explain how Alaska has been affected by the influence of other cultures and historical events of the past and present.
Citizenship (Political Science/ History)	Participate in activities which promote cooperation between Alaska and a varity of countries.
	Understand the contribution of individuals, groups, and governments in promoting cooperation and greater understanding between Alaska and a variety of countries.
Scarcity (Economics)	Understand trade relations between Alaska and a variety of countries.
	Identify examples of cooperation, competition, and conflict over the use of Alaskan resources and identify ways to resolve the differences.
Interdependence (Economics/ Sociology)	Understand the political, economic, and social interdependence of Alaska and a variety of countries.

GRADE 7 12

Topic/ Concept	Learning Outcome/Objective
	PSYCHOLOGY/SOCIOLOGY
Identify role as a responsible, active participant in the local community and as a citizen of Alaska, the United States, and the global community.	Identify the various ethnic, social, occupational, religious, political groups and institutions within the Alaska population. Examine the perceptions of what it is to be an Alaskan from a variety of perspectives. Examine some factors that affect the physical and mental health of Alaskans. Examine the demographics of the Alaskan population, identify and predict trends and cycles. Examine personal roles within the various groups in the community.
	GEOGRAPHY
Understand how Alaska's environment (climate, geographic features, natural resources, and population centers) affects the past, present, and future of its people.	Describe the geologic processes that formed Alaska. Understand Alaska's strategic location in relation to other places on earth. Understand the concept of region and identify various cultural and physical regions in Alaska and locate important cultural and natural physical features within each of those regions. Differentiate the four climate zones in Alaska and know the effect of these climates (maritime, continental, arctic, transitional). Identify major communication and transportation systems found within Alaska which link Alaskans to each other and to the rest of the world. Understand that Alaska's environment (ecological, political, economic, and social) is inextricably linked with the rest of the world. Compare and contrast how the perceptions and values of various cultures and groups have affected the use of the environment.

Topic/ Concept	Learning Outcome/Objective
	ANTHROPOLOGY
Understand the historic and contemporary lifestyles and values of Alaska's cultures.	Examine the components of culture and of cultural change in Alaska. Examine the theories and beliefs of origin of Alaska's native peoples. Understand the economic and spiritual relationship between the Alaska Native people and their environment. Gain an awareness of the variety of Alaskan languages and the distinct dialects within each language group. Identify traditional and contemporary subsistence activities and how they relate to the lifestyle of each Native Alaskan group. Gain an awareness of the traditional belief system of each Alaska Native group including spiritual leaders, ceremonies, and beliefs. Recognize and demonstrate artistic expressions, stories and ceremonies which are common in traditional Alaska Native cultures. Explain the role of recreation as an important part of traditional Alaska Native lifestyle. Understand how traditional Alaska Native societies transmit their skills, values, and knowledge. Examine the role of traditional medicine as it was practiced by Alaskan Natives and its contemporary applications. Understand the social systems of Alaska Native groups including the role of the individual, the family, and the community and their interrelationships.
	HISTORY
Identify the sequence of people and major events which shaped Alaska's history after contact.	Identify the reasons for Russian exploration in Alaska, the nature, extent, and impact of Russian settlement, and the reason for the decline of Russian America. Evaluate the impact of Russian activities on Alaska Native peoples.

GRADE 7-12

Topic/ Concept	Learning Outcome/Objective
	HISTORY (continued) Understand the impact of Spanish, French, and British presence in Alaska and the international forces and relations that led to the sale of Alaska to the U.S.
	Compare life in preterritorial Alaska under U.S. rule with life under Russian rule.
	Evaluate the importance and consequences of the development/extraction of Alaska's resources on Alaska's resources ("boom and bust" cycles), on Alaska's development and on Native cultures.
	Become aware of important political, economic, and social changes that occurred in Alaska during territorial years.
	Become aware of important political, economic, and social changes that occurred in Alaska since statehood.
Explain the structure and function of traditional and contemporary Alaskan governments and identify contemporary issues and potential solu-	**GOVERNMENT** Compare the political status of Alaska Natives before and after European contact.
	Understand the political characteristics and problems of Alaska prior to statehood.
	Understand the motives and issues related to Alaska's struggle for statehood.
	Compare traditional Alaskan Native leadership development, decision-making, and governing mechanics with contemporary systems.
	Understand the structure and function of Alaska's state government and its relationship to the federal government.
	Understand the basic provisions and impact of ANCSA and related federal legislation on the people of Alaska.
	Acknowledge and exercise role as a citizen of the community, state, nation, and the world.

Topic/ Concept	Learning Outcome/Objective
	ECONOMICS Understand that many Alaska Natives continue to live a traditional economic lifestyle.
Understand the different economic activities and structures which affect Alaska's past, present, and future.	Understand the impact of Russian control on Alaska's economic development.
	Evaluate the economic importance and consequences of the development/ extraction of Alaska's resources on the state's development and on the Native cultures.
	Understand how boom/bust economies have operated in Alaska.
	Identify Alaska's potential natural resources, their geographic location, and some of the problems and issues related to their development.
	Evaluate the importance of human resources to Alaska's development.
	Weigh the importance and impact of technology on Alaska's development, economics lifestyle, and environment.
	Identify Alaska's economic connections with other nations, especially Pacific Rim trading partners.
	Consider the importance of the Alaska Native Claims Settlement Act including: • background of the Act • history of Native claims • events leading up to ANCSA • relationship of passage of ANCSA to the pipeline • impact of ANCSA on the state's development.
	Be familiar with the following terms: • aboriginal rights • Alaska Federation of Natives • Organic Act of 1884 • Alaska Native Claims Settlement Act • Native regional corporation • Alaska National Interest Lands Conservation Act • village corporation • land freeze • environmental impact statement.
	Predict how decisions made today could affect Alaska's economic future.

STATE OF ALASKA

DEPARTMENT OF EDUCATION

WALTER J. HICKEL, GOVERNOR

GOLDBELT PLACE
801 WEST 10TH STREET
P.O. BOX F
JUNEAU, ALASKA 99811-0500

April 4, 1991

APR 5 RECD

The Honorable Lloyd Jones
Alaska State Senate
P.O. Box V
Juneau, AK 99811-3100

Dear Senator Jones:

Thank you for the opportunity to review proposed legislation for "An Act relating to education planning, to the establishment of curricula, and to an Alaska studies curriculum." Thank you for the changes we requested in the school report card provisions. This letter addresses the specific portions of this proposal related to Alaska studies.

Department Recommendation

The Department supports the concept of requiring indicators of school performance in Alaska studies as proposed on p.2, line 27. We recommend, however, that the proposed wording be as follows: (8) indicators of school performance (K-12) in Alaska studies... In order to develop indicators of performance, the district would have to develop and teach Alaska studies. This information would then be provided by the districts to the department for inclusion in the School District Report Card to the Public.

Requiring such indicators of school performance in Alaska studies retains local control in the development of content and in the assessment indicators selected by the district. This approach meets your original intent by ensuring that Alaska studies is taught in all school districts.

The Department recommends that all additional language related to Alaska studies be eliminated from this proposal.

Rationale for Eliminating Proposed Language

Page 1, Lines 11-13

It is unnecessary to include this language since the requirement that indicators of school performance be developed requires districts to document what they are teaching. We can interpret from this documentation what the district scope and sequence is. If the legislature chooses to require a scope and sequence, it would be preferable to recommend or to encourage, rather than require, use of the Alaska studies learning objectives developed by the Department. This would retain district control over content taught in the districts.

Page 3, Lines 14-15

Currently, the state requires 21 credits for graduation, three of which must be in social studies. Most districts specify that students study Western Civilization or World History, American History, and other courses which might include Alaska studies, political science/civics, geography, or economics. The practical effect of requiring that one credit in Alaska studies be included in the social studies requirements for graduation, for those districts which don't currently require this, is that students would need to take four credits in social studies for graduation or one of the other critical social studies courses would need to be dropped as a requirement

Additionally, most schools teach Alaska studies in the elementary grades and often also offer it in middle/junior high school. In recognition of the educational value of exposure to Alaska studies K-12, the Alaska Council for the Social Studies has recommended that the subject be taught throughout elementary and secondary school instead of imposing a credit requirement for graduation.

Page 4, Lines 18-20
Regarding the applicability section of the proposed law, it will be difficult, if not impossible, for students, especially those in their junior year, to meet this requirement by the deadline specified in the proposed legislation. A student scheduled to graduate in June 1992 would not be able to plan ahead sufficiently to meet this requirement.

Sincerely,

Steve Hole
Acting Commissioner

142 EPSMJG

Kodiak Area Native Association

402 Center Avenue
Kodiak, Alaska 99615
Phone (907) 486-5725

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

3/27/91

Dear Representative MacLean:

Thank you for sending KANA a copy of the January 1991 ***Report of the Joint Committee on School Performance.*** We believe that there are many important recommendations in this report, and we will be discussing these recommendations, most particularly *HB203* and the *Alaska Studies Program Bill,* in our next meeting of the *Regional Education Board.* It is our hope that this board, which is composed of Native parent representatives from each of the six villages and the town of Kodiak, will issue resolutions of support for these two bills.

Enclosed are copies of letters which we have submitted to our local legislators, Representative Cliff Davidson and Senator Fred Zharoff, on the importance of *HB203* and the *Alaska Studies Program Bill.* We anticipate that there will be a groundswell of support for these bills, and you and the Committee are to be commended for that have put forth on improving Alaska's educational programs.

Sincerely,

KODIAK AREA NATIVE ASSOCIATION
KELLY SIMEONOFF JR., PRESIDENT

Andrew Ponchene
Andrew Ponchene
Education Administrator

Kodiak Area Native Association

402 Center Avenue
Kodiak, Alaska 99615
Phone (907) 486-5725

Tom Panamaroff, Legislative Aide
Senator Fred Zharoff's Office
Rm. 121 Capitol
P.O. Box V
Juneau, AK 99811

3/18/91

Dear Mr. Panamaroff:

As you requested, we are enclosing copies of newspaper articles which pertain to Native language programs. Most of the articles are from local papers such as, the *Kodiak Daily Mirror* or the *Tundra Times*. The more salient points have been highlighted. We are also enclosing a copy of a letter which we have directed to Senator Zharoff. The letter informs him of the curriculum which we are developing for a high school *Alutiiq Studies* course, and discusses certain pieces of legislation which will be critical to the long-term success of our program, and of comparable Native Studies programs throughout the state.

We have spoken with Dr. Lawrence Kaplan at the *Alaska Native Language Center* (University of Alaska-Fairbanks) about different options which could be pursued for teacher certification in Native language study, and we would encourage you to contact him on this matter. Our Superintendent of Schools, John Witteveen, who also serves as the head of the State Superintendent's Committee, remains categorically opposed to the idea of changing teacher certification requirements. We believe, however, that "special standards" are in order for Native language instructors, and that such standards need not be set up as "lower standards".

Thank for your interest in this matter, and if we can offer any further information, please do not hesitate to contact us again.

Sincerely,

KODIAK AREA NATIVE ASSOCIATION
KELLY SIMEONOFF JR., PRESIDENT

Philomena Knecht, Alutiiq Program

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1774.18 SCOMM 71:SEN.SPEC.COMM./JNT.COMM.SCHOOL PERFORMANCE.1988-90

Kodiak Area Native Association

402 Center Avenue
Kodiak, Alaska 99615
Phone (907) 486-5725

Senator Fred Zharoff
P.O. Box V
Juneau, AK 99811

3/18/91

Dear Senator Zharoff:

The Kodiak Area Native Association is developing an *Alutiiq Studies* curriculum for use in Kodiak's public high schools. We hope to see the curriculum piloted as an elective social studies course next year. Our *Alutiiq Studies* course is patterned after such courses as *Russian Language, History and Culture*, and *Japanese Language, History and Culture*. It includes components on: the prehistory and history of Kodiak's Alutiiq people; their cultural adaptations to life in a subarctic maritime environment; Alutiiq art history; contemporary legal and social issues which confront the Alutiiq people and the Alutiiq language.

Since a course of this nature has never been offered before, KANA will need to train District social studies teachers in the use of the curriculum, and also train Native speakers to serve as Alutiiq language instructors. Accordingly, KANA was pleased to learn that the Federal Government had passed the ***Native American Language Act*** last November. Under the terms of this act, state governments are urged to make exceptions in teacher certification requirements so that individuals who lack formal educational degrees but who are proficient in a Native American language might be employed to teach.

KANA is following the progress of comparable state-level legislation with a great deal of interest. I refer to ***HB203,*** which was introduced in the 16th legislative session by Representative Eileen MacLean. This bill provides for certification in certain specialized fields of study where formal baccalaureate training is not generally available. Representative MacLean's bill would bring Alaska into compliance with Federal policy on this matter, and would also bring our school system into line with mainstream educational trends such as, alternative teaching certificate programs. (see President Bush's *Education Initiative).* Eighteen states currently have alternative teaching certificate programs in place.

It would not be difficult to set up a teacher certification program in Alutiiq. The *Alaska Native Language Center* has developed a proficiency test in the Central Yupik language, and this test could

readily be adapted for Alutiiq The Alutiiq language curriculum which is being developed at KANA emphasizes the use of an immersion teaching method which is known as *Total Physical Response (TPR). TPR* classes place the student in an environment where all communication is carried out in the target language. Knowledge of grammar is acquired passively, and in the context of real communication, not by the standard question-answer method of repetitive drill or through translation exercises. In order to deliver this type of language course, teachers would have to possess a high degree of oral fluency, but they would not necessarily need to be literate in the language.

Speakers who were judged to be proficient in spoken Alutiiq by the *Alaska Native Language Center* could proceed to receive training in immersion teaching methodology and in the use of the Alutiiq alphabet. KANA could work with *Kodiak College* to set up appropriate training courses in these areas. Indeed, one such training workshop in the Alutiiq alphabet was offered last summer (see attached workshop notice). Speakers who could complete this type of special training program should be certified as introductory level Alutiiq language instructors. After a certain grace period, teachers should also be expected to demonstrate basic literacy in the language. The *Alaska Native Language Center* could design a test for Alutiiq literacy, and such a test could serve as a basis for awarding continuing certification e.g., for intermediate level Alutiiq instructors.

Clearly, it would not be in the best interests of students to do away with teacher certification requirements. Yet, at some point, educators are going to have to recognize that Alutiiq is not a regular course offering even at the University of Alaska--Fairbanks. The most fluent speakers are elders, and they are unlikely to enroll in a degree-seeking program off-island. That, however, should not preclude them from sharing their very specialized expertise with students in an immersion language setting. We believe that the *Alaska Native Language Center* could help define a realistic set of academic standards for Alutiiq language instructors, and that passage of Representative MacLean's bill would ensure that such standards are recognized by our school district.

Along these same lines, we feel that it is important to support an ***Alaska Studies Program*** **bill** so as to ensure that all Alaskan students be geographically and culturally literate. Linguistic experts predict that Central Yupik (the language which is most closely related to Alutiiq, which is also known as Pacific Gulf Yupik) and Siberian Yupik will survive into the 21st century as major arctic languages. Given a strong bilingual base in the Central Yupik and Siberian Yupik areas, and the steady growth of these populations, Yupik peoples can be expected to exert a major force on the Alaskan political and economic scene. Yet, Kodiak Island students, whether Native or non-Native,

are not given any formal exposure to Yupik cultures. The *Joint Committee on School Performance* recommended that an *Alaska Studies Program* be established as part of the state-wide curriculum(see report of 1/25/91, pp. 104-108). We understand that Senator Lloyd Jones is drafting a bill on Alaska Studies curricula, and we are eager to see such a bill enacted so that courses such as *Alutiiq Studies* can become a regular component of secondary school curricula.

Sincerely,

KODIAK AREA NATIVE ASSOCIATION
KELLY SIMEONOFF JR., PRESIDENT

Philomena Knecht, Alutiiq Program

Kodiak Area Native Association

402 Center Avenue
Kodiak, Alaska 99615
Phone (907) 486-5725

Representative Cliff Davidson
P.O. Box V
Juneau, AK 99811

3/18/91

Dear Representative Davidson:

The Kodiak Area Native Association is developing an *Alutiiq Studies* curriculum for use in Kodiak's public high schools. We hope to see the curriculum piloted as an elective social studies course next year. Our *Alutiiq Studies* course is patterned after such courses as *Russian Language, History and Culture*, and *Japanese Language, History and Culture*. It includes components on: the prehistory and history of Kodiak's Alutiiq people; their cultural adaptations to life in a subarctic maritime environment; Alutiiq art history; contemporary legal and social issues which confront the Alutiiq people and the Alutiiq language.

Since a course of this nature has never been offered before, KANA will need to train District social studies teachers in the use of the curriculum, and also train Native speakers to serve as Alutiiq language instructors. Accordingly, KANA was pleased to learn that the Federal Government had passed the ***Native American Language Act*** last November. Under the terms of this act, state governments are urged to make exceptions in teacher certification requirements so that individuals who lack formal educational degrees but who are proficient in a Native American language might be employed to teach.

KANA is following the progress of comparable state-level legislation with a great deal of interest. I refer to ***HB203,*** which was introduced in the 16th legislative session by Representative Eileen MacLean. This bill provides for certification in certain specialized fields of study where formal baccalaureate training is not generally available. Representative MacLean's bill would bring Alaska into compliance with Federal policy on this matter, and would also bring our school system into line with mainstream educational trends such as, alternative teaching certificate programs. (see President Bush's *Education Initiative).* Eighteen states currently have alternative teaching certificate programs in place.

It would not be difficult to set up a teacher certification program in Alutiiq. The *Alaska Native Language Center* has developed a proficiency test in the Central Yupik language, and this test could

readily be adapted for Alutiiq The Alutiiq language curriculum which is being developed at KANA emphasizes the use of an immersion teaching method which is known as *Total Physical Response (TPR)*. *TPR* classes place the student in an environment where all communication is carried out in the target language. Knowledge of grammar is acquired passively, and in the context of real communication, not by the standard question-answer method of repetitive drill or through translation exercises. In order to deliver this type of language course, teachers would have to possess a high degree of oral fluency, but they would not necessarily need to be literate in the language.

Speakers who were judged to be proficient in spoken Alutiiq by the *Alaska Native Language Center* could proceed to receive training in immersion teaching methodology and in the use of the Alutiiq alphabet. KANA could work with *Kodiak College* to set up appropriate training courses in these areas. Indeed, one such training workshop in the Alutiiq alphabet was offered last summer (see attached workshop notice). Speakers who could complete this type of special training program should be certified as introductory level Alutiiq language instructors. After a certain grace period, teachers should also be expected to demonstrate basic literacy in the language. The *Alaska Native Language Center* could design a test for Alutiiq literacy, and such a test could serve as a basis for awarding continuing certification e.g., for intermediate level Alutiiq instructors.

Clearly, it would not be in the best interests of students to do away with teacher certification requirements. Yet, at some point, educators are going to have to recognize that Alutiiq is not a regular course offering even at the University of Alaska-Fairbanks. The most fluent speakers are elders, and they are unlikely to enroll in a degree-seeking program off-island. That, however, should not preclude them from sharing their very specialized expertise with students in an immersion language setting. We believe that the *Alaska Native Language Center* could help define a realistic set of academic standards for Alutiiq language instructors, and that passage of Representative MacLean's bill would ensure that such standards are recognized by our school district.

Along these same lines, we feel that it is important to support an ***Alaska Studies Program*** **bill** so as to ensure that all Alaskan students be geographically and culturally literate. Linguistic experts predict that Central Yupik (the language which is most closely related to Alutiiq, which is also known as Pacific Gulf Yupik) and Siberian Yupik will survive into the 21st century as major arctic languages. Given a strong bilingual base in the Central Yupik and Siberian Yupik areas, and the steady growth of these populations, Yupik peoples can be expected to exert a major force on the Alaskan political and economic scene. Yet, Kodiak Island students, whether Native or non-Native,

are not given any formal exposure to Yupik cultures. The *Joint Committee on School Performance* recommended that an *Alaska Studies Program* be established as part of the state-wide curriculum(see report of 1/25/91 p. 104-108). We understand that Senator Lloyd Jones is drafting a bill on Alaska Studies curricula, and we are eager to see such a bill enacted so that courses such as *Alutiiq Studies* can become a regular component of secondary school curricula.

Sincerely,

KODIAK AREA NATIVE ASSOCIATION
KELLY SIMEONOFF JR., PRESIDENT

Philomena Knecht, Alutiiq Program