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## SB 35 AND REGIONAL GOVERNMENT

A commentary on the effects Senate Bill 35 has had on the development of regional municipal structures in the unorganized borough.

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The transfer of the major operational responsibilities of rural Alaska's schools from the State of Alaska (Alaska Unorganized Borough School District) to regional school districts (Regional Education Attendance Areas) with locally elected schoolboards was accomplished by Ch 124, Session Laws of Alaska, 1975 (popularly referred to as Senate Bill 35).

To a great extent, the ultimate impact of Senate Bill 35 is just beginning to be realized. However, there are already several definite implications for municipal government that have arisen from the implementation of Senate Bill 35. The purpose of this discussion is to underscore these implications as they relate to the development of municipal government in the unorganized borough. For purposes of this discussion, municipalities consist of boroughs and first-class cities; that is, municipalities having the education function.

## REGIONAL IDENTIFICATION

While rural Alaska's initial encounter with the concept of regionalism came about with passage of Public Law 92-746, the Alaska Native Claims Settlement Act (ANCSA), there is no doubt that Senate Bill 35 went far beyond the implications of the ANCSA in terms of developing regional identification. In the view of the Department of Community and Regional Affairs this was a positive step towards developing regional government in the unorganized borough. Prior to the passage and implementation of this particular act there were no real tests of the regional concept of service delivery taking place in the unorganized

borough<sup>1</sup> and while there were many advocates of this particular mechanism of service delivery it remained, by and large, untested. However, with the mandate of regionalization created by Senate Bill 35, rural residents have, in a sense, been forced to test the concepts of regionalism in Alaska's vast unorganized borough.

Surprisingly, there seemed little if any real resistance to the idea of regional school districts. On the contrary, (much of this was undoubtedly due to the dissatisfaction many rural residents felt with the former state operated school system), most rural residents seemed eager to embrace the concept. Perhaps the strongest demonstration of this desire to participate in a regional approach to service delivery was the change in municipal status executed by the City of Selawik. In that particular instance, the City of Selawik, formerly a city of the first class in the unorganized borough and therefore having school responsibilities, petitioned the Local Boundary Commission<sup>2</sup> and convinced them of the need for the city to be dissolved and "reincorporated" as a second class city so that it might become a part of the particular Regional Education Attendance Area. Among the arguments presented in support of Selawik's reclassification was a strong statement by residents concerning their desire to be a part of the Regional Education Attendance Area and to receive benefits they perceived as being available only to constituents of the REAA.

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- 1 Admittedly, certain state and federal agencies have been administering a few programs on a regional basis. However, these agencies have had the benefit of vast government financial and technical resources to assist them. In the opinion of this writer the availability of these resources makes my comparison between the state/federal regional approach and the REAA's invalid.
  - 2 The Local Boundary Commission is composed of five members and is responsible for reviewing and approving or disapproving all municipal incorporation, dissolution and boundary change proposals.

The Department of Community and Regional Affairs, noting the relatively warm embrace being given regionalization by unorganized borough residents, instigated, early in 1976, a study of the acceptability of general purpose regional governments in the unorganized borough. That study,<sup>3</sup> which consumed some six months, came to a number of conclusions, the most important of which appears to be the fact that rural residents are still wary of any form of government that has the authority to levy and collect taxes. Additionally, many residents expressed concern about moving too fast; while they embraced the idea of regional school districts, they felt that the concept required the test of time before jumping to yet a new form of government. Nevertheless, the department has had inquiries from several regions (most notably the Fort Yukon, Bethel, Glennallen, and Valdez regions) concerning possible borough incorporation. To date, none of those discussions have evolved into an actual petition for borough incorporation although it does appear that many areas are getting close to taking that step. There is no doubt that formal consideration by these regions of regional government was precipitated by the establishment of REAA's.

An additional development which, to some degree, appears to be an offshoot of the regional approach fostered by Senate Bill 35, was the passage of Ch 84 SLA 1977, which established a mechanism for regions of the unorganized borough to establish coastal zone management (CZM) service areas for the purpose of CZM planning. Under the provisions of that particular act any

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3 While a final report was issued at the end of study several comprehensive memorandums summarizing various aspects of the study are available from Community and Regional Affairs. As an additional result of the study legislation calling for a Local Government Commission to study and make recommendations to the Legislature on all aspects of State-local relations is being introduced by Governor Hammond in the second session of the Tenth State Legislature (January 1978).

Regional Education Attendance Area, upon determination by the local electorate, may establish itself as a coastal zone management planning districts. While the legislation permits consolidation of two or more Regional Education Attendance Areas into a CZM planning district, it does not allow individual REAA's to be subdivided into smaller districts for the purposes of planning. This is an interesting development and one that seems to further reinforce the concept of delivery services on a regional basis.

Finally, in terms of regionalization, it is interesting to note the provisions of Senate Bill 35 which deal with the boundaries of Regional Education Attendance Areas. Specifically, the bill provides that:

"As far as practicable, each Regional Education Attendance Area shall contain an intergrated socio-economic, linguistically and culturally homogenous area. In the formation of the Regional Education Attendance Areas, consideration shall be given to the transportation and communication network to facilitate the administration and communication between communities that comprise the area."

Very similar statutory language exists at AS 29.18.030, which is the statutory provision establishing standards for borough incorporation. The similarity of the standards goes a long way towards defining appropriate boundaries for potential regional governments. In fact, to some observers, the boundaries of the newly created Regional Education Attendance Areas (with some exceptions) generally conform to good borough boundaries. This has been a little alarming to many rural residents, since no small number of them are still concerned that the State is going to "foist" boroughs upon them.

## FINANCE

The second major subject area that has been the subject of much discussion as a result of Senate Bill 35 is that of local government finance. As presently constituted, Regional Education Attendance Areas have, in comparison to municipal school districts, an advantageous funding schedule. In addition to 100% foundation funding, Regional Education Attendance Areas also receive from the state an amount equal to the average local contribution per pupil in municipal school districts multiplied by the number of students in the Regional Education Attendance Area. This advantageous funding schedule for REAA's versus municipal districts remains a hindrance rather than an enticement for REAA's to seek organized borough status. Since most REAA's are property poor (hence, no ability to generate tax revenues), the thought of forming municipal school districts to provide services which are currently provided by Regional Education Attendance Areas is almost out of the question. For example, the poorest existing borough has about \$20,000 worth of taxable property per capita. On the other hand, some of the Regional Education Attendance Areas could probably expect to have considerably less than \$5,000 worth of taxable property per capita. Realistically, it is impossible to provide basic municipal services without adequate funding.

The major exceptions to this discussion, of course, are those areas surrounding "the pipeline". The regions surrounding Fort Yukon, Delta Junction, Glennallen, Copper Center, and Valdez have taxable property per capita values that could easily support borough government.

Partially, in response to these obvious funding inequities, the Department of Community and Regional Affairs, as a part of its final conclusions reached in its study of regional government, recommended that a new system of financing

regional governments be found. Basically, the system suggested was one that placed a state-wide property tax on all property associated with the exploitation of natural resources and then, in turn, distributed those tax revenues on the basis of population and services being provided by individual boroughs. It was determined that additional study of that particular proposal would be needed before the feasibility of it could be determined.

Nevertheless, this particular area is still a popular subject among legislators as demonstrated by current House Bill 202 and Senate Bill 35 introduced in the first session of the 1977 Legislative Session. Both those bills would levy real property taxes on developed land in the unorganized borough. Hearings on House Bill 202 were held this October in Fort Yukon, Delta Junction and Tok.

Finally, one last area of financing that again discriminates between the municipal versus REAA school district is that of school construction. Presently municipal districts must pay for 50% of school construction while REAA's contribute no local effort towards construction of new facilities. This is seen as a significant impediment to the development of regional government for the purpose of assuming local control of education, particularly in areas which are "poor" or are marginally deficient in terms of a real property tax base.

#### CONSTITUTIONALITY

I mention this issue simply because it is one of concern to many involved with municipal government. Because they are not units of local government they cannot be given taxing authority nor can they provide "local government" services. While the legality of the current REAA's has not been challenged on the grounds of Article X, Section 2, of the Constitution<sup>4</sup> (proponents

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<sup>4</sup> Alaska State Constitution, Article X, SECTION 2. All local government powers shall be vested in boroughs and cities. The State may delegate taxing powers to organized boroughs and cities only.

of the REAA's argue that they are really service areas authorized under Article X, Section 6) there is good reason to believe that if additional REAA type boundaries are established they will be challenged and may very well end up being declared unconstitutional. The assumption being that education is, in fact, a "local government power".

#### SUMMARY

In summary, it can be said that formation of the Regional Education Attendance Areas can be viewed as a positive step towards the formation of regional government in rural Alaska. In particular the newly created service areas have provided a greater amount of local control over a local municipal type service, maintained and strengthened existing regional identifications, and provided boundaries that will be useful for the establishment of boroughs in the future.

The principle negative aspects of Senate Bill 35 have been the funding formula which maintains a disincentive to formation of municipal school districts and fails to properly address the extremely poor tax base of much of rural Alaska.

Ultimately, the passage of Senate Bill 35, if for no reason other than the fact that it has generated discussion and interest, is going to have had a significant effect (probably the most significant since the passage of the 1964 mandatory borough act) towards developing regional government in this state.

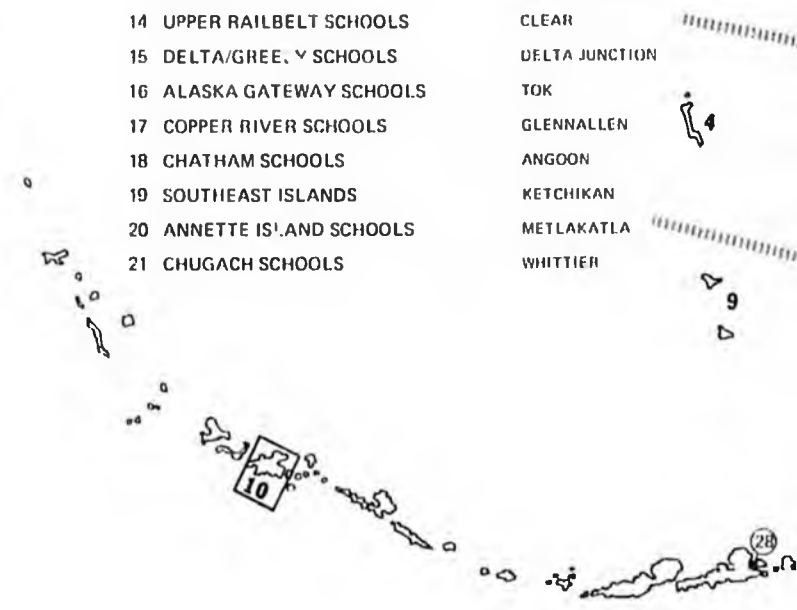
# LOCATION OF SCHOOLS AND SCHOOL DISTRICTS IN ALASKA

## BOROUGH AND CITY SCHOOL DISTRICTS

- ① ANCHORAGE BOROUGH SCHOOLS
- ② BRISTOL BAY BOROUGH SCHOOLS
- ③ CORDOVA CITY SCHOOLS
- ④ CRAIG CITY SCHOOLS
- ⑤ DILLINGHAM CITY SCHOOLS
- ⑥ FAIRBANKS-NORTH STAR BOROUGH SCHOOLS
- ⑦ GALENA CITY SCHOOLS
- ⑧ HAINES BOROUGH SCHOOLS
- ⑨ HOONAH PUBLIC SCHOOLS
- ⑩ HYDABURG CITY SCHOOLS
- ⑪ GREATER JUNEAU BOROUGH SCHOOLS
- ⑫ KAKE CITY SCHOOLS
- ⑬ KENAI PENINSULA BOROUGH SCHOOLS
- ⑭ KETCHIKAN GATEWAY BOROUGH SCHOOLS
- ⑮ KING COVE CITY SCHOOLS
- ⑯ KLAWOCK CITY SCHOOLS
- ⑰ KODIAK ISLAND BOROUGH SCHOOLS
- ⑱ MATANUSKA-SUSITNA BOROUGH SCHOOLS
- ⑲ NENANA CITY SCHOOLS
- ⑳ NOME CITY SCHOOLS
- ⑳ NORTH SLOPE BOROUGH SCHOOLS
- ㉒ DELICAN CITY SCHOOLS
- ㉓ PETERSBURG CITY SCHOOLS
- ㉔ SELAWIK CITY SCHOOLS
- ⑳ GREATER SITKA BOROUGH SCHOOLS
- ㉖ SKAGWAY CITY SCHOOLS
- ㉗ ST. MARY'S PUBLIC SCHOOLS
- ㉘ UNALASKA CITY SCHOOLS
- ㉙ VALDEZ CITY SCHOOLS
- ㉚ WRANGELL CITY SCHOOLS
- ㉛ YAKUTAT CITY SCHOOLS

## REGIONAL EDUCATION ATTENDANCE AREA SCHOOLS AND ADMINISTRATION HEADQUARTERS LOCATION

		BUREAU	
1	NORTHWEST ARCTIC SCHOOLS	KOTZEBUE	●
2	BERING STRAITS SCHOOLS	NOME	●
3	LOWER YUKON SCHOOLS	MOUNTAIN VILLAGE	●
4	LOWER KUSKOKWIM	BETHEL	
5	KUSPUK SCHOOLS	ANIAK	
6	SOUTHWEST REGION SCHOOLS	DILLINGHAM	
7	THE LAKE AND PENINSULA SCHOOLS	NAKNEK	
8	ALEUTIAN CHAIN	COLD BAY	
9	PRIBILOF SCHOOLS AT ST. PAUL	ST. PAUL	
10	ADAK REGION SCHOOLS	ADAK NAVAL STATION BOX 34, FPO, SEATTLE INTRA ALASKA	
11	IDITAROD AREA SCHOOLS	MC GRATH	
12	YUKON-KOYUKUK	NENANA	
13	YUKON FLATS	FORT YUKON	
14	UPPER RAILBELT SCHOOLS	CLEAR	
15	DELTA/GREE, V SCHOOLS	DELTA JUNCTION	
16	ALASKA GATEWAY SCHOOLS	TOK	
17	COPPER RIVER SCHOOLS	GLENNALLEN	
18	CHATHAM SCHOOLS	ANGOON	
19	SOUTHEAST ISLANDS	KETCHIKAN	
20	ANNETTE ISLAND SCHOOLS	METLAKATLA	
21	CHUGACH SCHOOLS	WHITTIER	

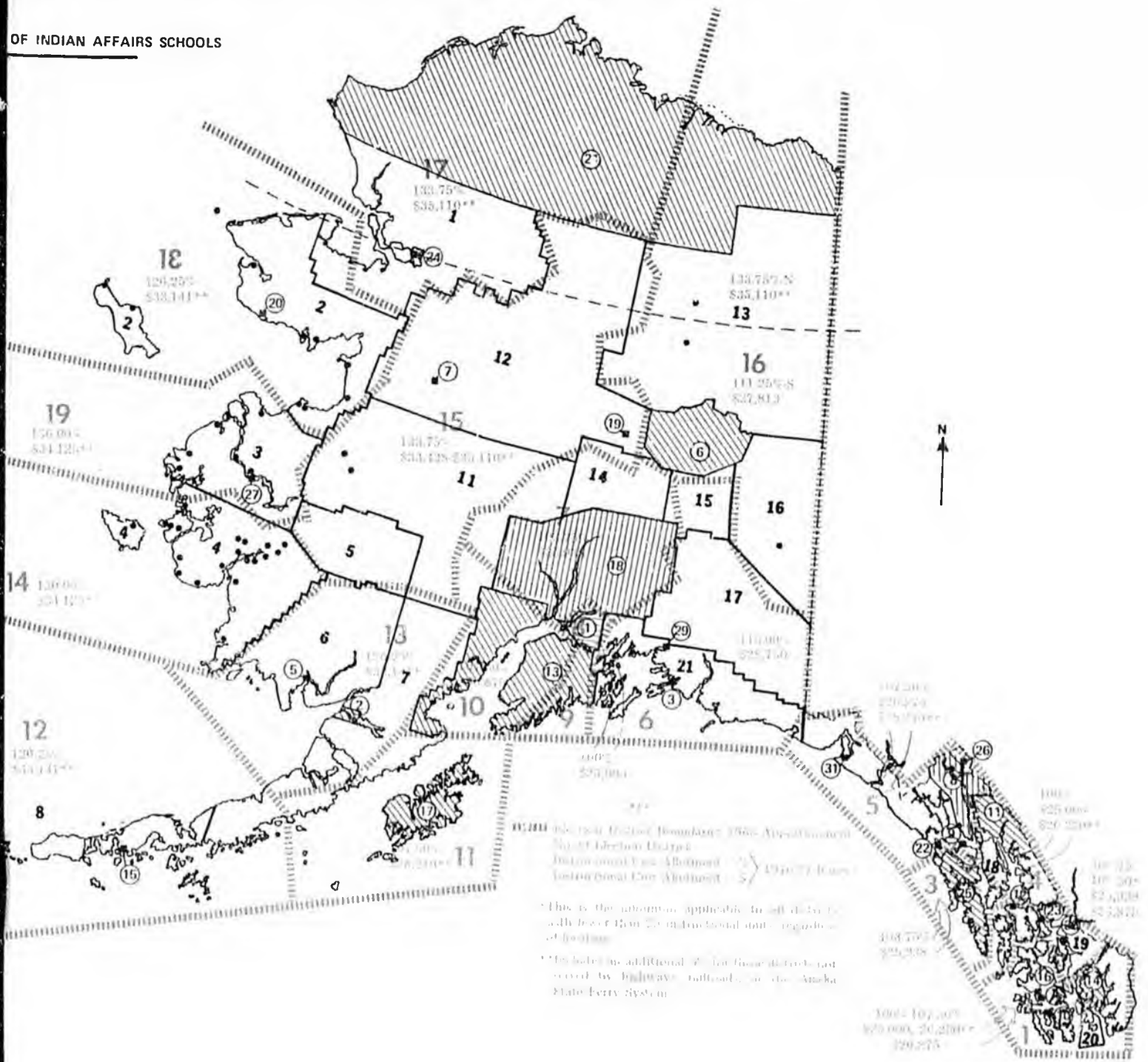


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# SKA - JULY 1, 1976 & ELECTION DISTRICTS - 1965

OF INDIAN AFFAIRS SCHOOLS



THE FOLLOWING PAGES WERE TREATED AS  
A UNIT IN THE ORIGINAL FILE.

D R A F T

HISTORICAL REVIEW AND PERSPECTIVE

by

Frank Darnell

November 1977

## HISTORICAL PERSPECTIVE

Anyone attempting to set the stage for a discussion of a contemporary issue by developing an historical perspective of the issue is immediately confronted with the problem of how far back in time the topic needs to be taken to establish a point of departure. Also, the dimensions of the structure in which the topic is contained must be delineated. Since this section of the overall paper on Alaska Rural Education Attendance Areas (REAAs) is one among several, both time range and structural dimensions must be constrained. The usefulness of an historical perspective is of limited value if encumbered by too many details or conversely if presented in a cursory manner. Dangers of this type notwithstanding, I have attempted to identify and describe former conditions bearing on rural education in such a way that the problems of implementing a unique piece of legislation pertaining to education can be resolved by the practitioner and policy maker of today with a better understanding of the consequences of the activities of the practitioners and policy makers of yesterday.

The advent of a form of local control of education in rural Alaska in the year 1976 brought rural education full cycle in little over forty years. It was in 1932 that the Territorial Legislature abolished the Uniform School Act of 1917, an act that had established local school boards and vested them with authority to operate schools in local communities generally free of territorial administrative and instructional constraints. And although it can be documented that locally administered territorial school districts were initially established for non-Native children, in reality the territorial schools acquired Native enrollment that eventually exceeded the federal school system established exclusively for Native pupils. The reasons why this happened are not only of historical interest but bear on the nature and future of REAAs today.

The general organizational concept for rural education that persisted from 1932 until REAAs came into existence in 1976 actually took its root in the Uniform School Act of 1917 (an act which was derived from the Nelson Act of 1905), even though provisions for local control were repealed in 1932. The Uniform School Act of 1917 was designed to assure that territorial schools would be constituted along racial lines and provided "that nothing in the Act shall be construed as referring to or as including schools for Alaska Natives which are now and which may hereafter come under control of the Federal government...."

Enactment of the Uniform School Act was the last basic step necessary for the creation of the rural, dual Territorial-Federal school system, vestiges of which may be seen in rural schools still paid for and administered by the BIA. City districts (and now boroughs), as the third element of the structure, were also drawn together and came under the unifying control of the Department of Education in the Uniform School Act. In the words of Ernest Gruening referring to the Act of 1917: "The Territory has made itself wholly responsible for the conduct of the rural schools; it would furnish the greater part of the support of the schools in the municipalities (Gruening, The State of Alaska, p. 215). It is true Alaskans had assumed responsibility for a large portion of their educational programs, but Alaskans were far from being "wholly responsible." Care had been taken by members of the Third Territorial Legislature to avoid legal responsibilities for Native education and the pattern that was initiated at that time persists, in part, even to this day.

When the first commissioner assumed his responsibilities as head of the rural system in 1917, there were 46 rural, unincorporated communities with territorial rural schools that enrolled 1,162 pupils and employed 58 teachers. The same year, the Bureau of Education (schools later that were to come under

the Bureau of Indian Affairs) operated 71 rural schools with a total enrollment of 3,500 pupils and a faculty of 133 teachers. Thus, by 1917 the dual system of education for the territory was an established fact.

The policies of the 1920s clearly upheld the concept that the dual system in the rural areas was created on the premise that Natives were to be educated separately from the white population. The official attitude of the government of the territory was reflected in a statement by Commissioner Henderson when he set forth the following policy in his 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 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, however, seems to require separate schools for at least a few decades.... The presence of two distinct races of people and the resulting mixture of blood creates difficulties in supervision and administration.... Where the races must mingle there is usually a certain degree of friction, the parents of white children often keeping them out of school and securing a private teacher in order to avoid the close contact and what they consider the evil resulting there from. (Report of Alaska Commissioner of Education, 1920, pp. 39,55.)

Essentially, policies of the Department of Education may be said to have conformed to the position set forth by the Legislature when the uniform system of schools was established, i.e., the system was to be uniform for white children in the territory, but only white children. A policy of the Bureau of Education provided a reciprocal arrangement. Bureau of Education schools were exclusively for Native pupils.

Since policies established during this period favored separate school systems according to race, it is of great significance that wholly contrary to these policies a truly unique and apparently unanticipated organizational structure developed. Separate schools in the traditional sense of two segregated schools within one community did not emerge. The two systems, federal

and territorial, were seldom common to individual communities in the rural areas. In the few "urban" communities of the time, separate school facilities did exist and Native and white children each went to their respective school buildings. However, the original intention of establishing two school systems within each community came about in only a few instances and segregation within communities did not become widespread. Instead, as time went by, an increasingly larger number of villages contained either a territorial school or a federal school, but not both. Thus, separate school systems did indeed emerge from territorial and federal laws and administrative policies, but each system's schools were in separate villages. Thus, there would be one kind of school in one village, and another kind in the next; and as the racial composition of the territorial schools tended to become increasingly Native in composition, the original purpose of racial segregation became obscure. It should be stressed, however, that this phenomenon took many years before it became a reality. And it was not until 1967 that duplicate school units within a single community completely disappeared. (The community of Northway was the site of the last instance of two rural units in a single community; one for Natives and one for whites.)

The factors which determined whether individual villages eventually settled into federal or territorial structure are not necessarily logical nor consistent. "Historical accident" may be the most comprehensible explanation. Certainly, villages with schools established early in the American period, especially former mission schools, remained in the federal system. Also, when new schools in the most remote areas of Alaska with nearly exclusive Native populations were established, they were usually federal; although there are state schools anomalous to this premise. Generally as new schools were added to the territorial system, they were in villages along the coast,

on the Aleutian Islands, and on the railroad or highway system; communities usually with at least a segment of white population. In many instances, territorial officials were willing to open schools in communities with a small white population and with enrollment augmented by Native pupils. Another significant factor contributing to the number of schools in the territorial system with a high incidence of Native pupils was brought about by the "drying up" of mining camps. In these cases schools had been established for white population newly arrived to pursue mining, and after the white population moved on, the schools persisted with only the indigenous population using them. A landmark opinion by the territorial attorney general in 1943 also tended to increase the number of Native pupils in territorial schools. The opinion was expressed that Native pupils could not be compelled to attend Native schools if a school of white children was provided in the community.

It is especially significant to note that the informal policy, or "arrangement," whereby Native pupils were permitted to enroll in territorial schools when no federal schools existed, eventually lead to a greater number of Native pupils in rural territorial and city schools than federal schools. Enrollment composition statistics for the years 1920-1958 are incomplete but their analysis does reveal that a consistently increasing number of Native students were admitted to territorial schools. No appreciable number of white pupils were admitted to federal schools during this period.

Early in the 1930s legislation was enacted that led to changes in administration of the territorial rural schools and saw the end of one phase in the cycle we continue to experience. School boards for rural schools which had been authorized under the Uniform School Act of 1917 were abolished in 1932. By that year 65 rural schools with local boards were in operation. The local boards had been responsible for local operations of the rural schools and for

selecting teachers. It appears that the local boards were abolished largely because of insufficient means for controlling funds allotted to them and because of excessive teacher turnover brought about by unnecessary involvement in daily school program by some board members (Report of the Alaska Commissioner of Education, 1934, pp. 18-15, 56-57).

With local boards abolished, the entire operation of all territorial schools outside of organized school districts came under the authority of the Territorial Board of Education. The Territorial Board thus became an operational board and was expected to develop policy for the daily administration of the rural schools, approve faculty members for each rural school, and approve the budget for each rural school. This arrangement continued unchanged until the advent of the State-Operated Schools at which time the State-Operated School Board acquired the same responsibilities but retained a similar mode of operation by remaining a central policy-making authority, not appreciably unlike the Territorial and State Boards of Education. An exception to complete central authority emerged at this time in the form of local advisory school boards. Their responsibilities were limited and their influence usually negligible.

Programs of education developed by the territory during the period 1920-1958 and the first years of statehood at which time the State Board of Education continued in the mode of the Territorial Board reflect almost entirely the educational development of the nation as a whole. Although an increasing number of Native pupils found their way into territorial schools, few, if any, provisions were made to meet the unique educational problems Native students may have had. During this period the territorial curriculum was designed primarily for the white population and thus the seeds of discontent on the part of the Native people were sown. The commissioners of

education during this time continued to support the policy that Native education was the responsibility of the federal government although the number of Natives in territorial schools continued to increase. Little mention of the need for Native education was made in the biannual reports of the commissioners and when mention was made, it was to stress federal responsibility. As an example, the program of education in rural schools was described by the commissioner of education in 1954:

A common program of studies, or course of study, is basic for all Alaska public schools. The standards of instruction in the larger district schools, the larger schools outside districts, the schools on military and other federal reservations and the remote one- and two-room schools are the same.... In general the program of studies as prescribed by the Board of Education compares very favorably with those which are found in schools throughout the nation. (Report of the Alaska Commissioner of Education, 1954, p. 26.)

The common program of studies referred to had been prepared in 1941 by Dr. James Ryan, Commissioner of Education at the time.

As the territory went about its business through a department of education, so did the federal government, first through the Bureau of Education, then the Bureau of Indian Affairs. While the policy of the territory followed the philosophy of Lester Henderson and programs were developed without concern for Native cultures, the federal system was experiencing the merry-go-round effect of cyclic, contradictory policies. Alaska was not singled out in this process, but simply followed in the wake of federal Indian policy for the country as a whole.

At first, following in the wake of missionaries, federal government officials attempted to eliminate Indian culture in pursuit of their duty to "civilize" the Indian population. The result of this effort was the opposite of the one sought. Programs designed to assimilate often aroused resistance to depart from indigenous culture. Indians tended to withdraw rather than be

drawn into the dominant society.

As a result of the now famous Meriam report of 1928, in which federal policies of the previous fifty years were repudiated, Indian education in Roosevelt's administration, under the supervision of John Collier, BIA Commissioner from 1933-1945, reversed the assimilationist policies of the previous fifty years. Collier advocated bilingualism, Native teachers, day schools and preservation of Indian culture.

Collier's efforts were eventually brought to a stop by the Congress, primarily because of a federal shift to a conservative view of Americanism manifested nationally at the close of World War II. The 1950s saw a fundamental return to the assimilationist policies of the first part of the century. Boarding schools were reinitiated and bilingualism set aside. Dillon Myer, the man who supervised Japanese American relocation during World War II, served as Commissioner of BIA during this period.

The cycle turned complete in the mid '60s with the advent of Lyndon Johnson's New Society and the Kennedy Committee on Indian Education. The multitude of federal programs addressed to righting civil wrongs, each speaking to the advantages of a pluralist society and thereby reversing assimilation, have proliferated until today.

Alaskan BIA schools have followed this vacillating course and recipients of their programs have generally suffered from inconsistencies. What the uncertainty of changing policies eventually guaranteed was complete dissatisfaction on the part of the Native population and ultimately precipitated their active role in the movement to return local control in rural Alaska.

Statehood may be considered the ultimate political device by which Alaskans, as equals with other Americans, acquired the potential to control their own affairs. The device did not work well for the return of local con-

trol to Alaskan Natives in rural schools. In fact, not until the passage of Senate Bill 35 of 1974, some seventeen years after statehood, resulting in the establishment of Rural Education Attendance Areas, did local control become reality. A review of hearings leading to statehood reveals Native education was not an issue in the attainment of statehood and the Statehood Act itself contains nothing of direct significance relative to Native education. For that matter, education was infrequently considered by the framers of the Alaskan Constitution and there was no "education lobby" present during its writing.

We are all now familiar with the oft quoted but still partially unfulfilled constitutional provision for education: "The Legislature shall by general law establish and maintain a system of public schools open to all children of the state, and may provide for other public educational institutions." This provision, therefore, need not be belabored in this review. It is clear that the Legislature has broad powers to provide for education. However, it is also clear that the constitution requires the Legislature to provide means for intermediate and local forms of government which are directly tied to the development of educational systems. It is this consideration that causes questions concerning the legal nature of REAAs and ultimately may come to bear on the longevity of Rural Education Attendance Areas.

The first years after Alaska became a state may be considered static relative to development of programs for rural education, but the lack of attention to rural matters in the early years of statehood is not surprising. With so many issues facing residents of the new state, education as a topic only surfaced occasionally. Also, village Alaska had not been "discovered" as a field for social reform or development such as was to emerge in the '60s. Following the passage of the Statehood Act nearly five years elapsed before

significant attention was given to rural schools. It was in 1962 that a memorandum of agreement between the State and the Bureau of Indian Affairs, assuring some degree of consistency and continuity of program between the two groups, was developed.

Following the development of the joint statement by the State of Alaska and the Bureau of Indian Affairs and the wide circulation of two reports prepared by Dr. Charles Ray of the University of Alaska (A Program of Education for Alaskan Natives and Alaska Natives Secondary School Dropouts), a number of events took place which drew attention to the educational system in rural Alaska and ultimately lead to a host of developments which brought great attention to rural education. In Ray's report the need for new curricula was documented. A Governor's Committee on Rural Education which was appointed in 1962 and issued a report in 1963 (updated in 1966) urged a single system of rural education; the United States Department of Interior Task Force on Alaska Natives identified the need for special programs of education and suggested a single, distinct administrative structure for rural schools as an essential element necessary to improve education in rural Alaska; and the files of the Department of Education began to include material which revealed a growing concern by the public at large for programs of education specifically designed for rural schools. Furthermore, state officials agreed in principle to merge the rural schools into a single state-controlled system. Most importantly of all, it was during this same period that Native associations emerged as a viable force, having grown effective in presenting their plans for improved village schools.

Two quotations from many meetings of Native groups at the time serve to illustrate the emergence of Native forces and stress the importance of this new element in the development of education systems by rejecting the system

in use. A meeting of the Tanana Chiefs Conference in 1968 resulted in this report:

Improved and more educational opportunities for Native youth has been a principal concern of the Tanana Chiefs Conference since the Conference was revived in 1962.

And the year 1968 is no different.

Meeting in Fairbanks for the second time this year, the representatives to the Chiefs Conference again tackled education with more vigor than before....

The Conference this morning passed a resolution asking the Alaska Federation of Natives to file suit against the United States and the State of Alaska for 'an integrated quality education for all Alaskan Natives in Alaska....'

At a meeting in Sitka in December 1968, Native spokesmen continued to make known their dissatisfaction with the status of the time:

Natives from across Alaska served notice Thursday night that in their drive for improved rural education, they will be satisfied with nothing less than the system of regional high schools, close to the villages they serve and under direction of Native school boards.

Indian, Eskimo and Aleut spokesmen gave their views of the conference on rural education presided over by U.S. Representative Howard W. Polluck, Republican Alaska, and U.S. Senator elect Mike Gravel, Democrat Alaska. The conference was called by the State's congressional delegation to reach a consensus on the recommended allocation of 9.6 million dollars appropriation by Congress for expanding and upgrading the Mt. Edgecumbe School.

The awakening of Native people to power had become a factor in resolving educational problems in Alaska. Pressure by Native groups, representing a large block of voters, had brought Alaska's congressional delegation into the matter.

The decade 1966-1976 has been a period of extreme changes and a return to the local control of forty years earlier. In many ways, however, it is unfair to compare the local control of today with that of four decades past. Today's local control issues and the recognition of special educational needs for Alaska's indigenous population is a subject in its own right. A recent

report (Law and Native Education, Center for Northern Educational Research, 1977) by Mr. David Getches provides a succinct and critical analysis of the past ten years. Because of its currentness and appropriateness to this report, excerpts of Mr. Getches's paper follow verbatim.

of directors appointed by the governor. Six of the nine board members had to be from rural areas, outside boroughs and military reservations.<sup>308</sup> The board was delegated some of the authority which formerly had been exercised by the legislature and the State Board of Education, although the exact relationship between the state and ASOSS board was never clear. Administration of rural schools became separate from the State Department of Education's many other duties. Administrative matters still had to be funnelled through the State Department of Administration, however.

The conception of an entity whose sole responsibility was delivery of education in the unorganized borough may have appeared to be a wise move. At the least it would enable a policy-making board and full-time administrators to focus exclusively on that task. But the fundamental impediment of no localized decision making continued. There was not even a procedure for getting input to the board of directors from advisory school boards.

Because ASOSS was still administering an unwieldy system, great improvement was not forthcoming, nor could it have been expected. The capability of ASOSS for effecting change was severely limited because of its behemoth service area with distant clusters of population and a variety of conditions.

Individualized attention was needed for each of the more than 130 schools served by ASOSS but was out of the question. Native leaders saw little difference in rural education in the state system as viewed from the receiving end; they remained essentially disenfranchised in education matters. They urged that the only solution would be decentralization of control.

Energies of Native leaders had been concentrated heavily upon the issue of resolving their claims to land and other rights in the years prior to 1972. Congress had been considering enactment of legislation that would extinguish those claims. It had been prodded not just by Natives seeking justice and a settlement of claims that had been preserved since the purchase of Alaska from Russia, but by oil companies needing to clear land titles in order to get permits to build an 800-mile pipeline which would bisect the state.<sup>309</sup>

On December 18, 1971, the Alaska Native Claims Settlement Act was signed into law.<sup>310</sup> The complicated act left much to be done by Natives—formation of 12 regional corporations and more than 165 village corporations, selection of 80 million acres to be held by the corporations, and more. But its passage freed some Native leaders so that they could concentrate on matters at home with new vigor. Their

308. *Id.*, as amended, § 1, Ch. 199, [1972] Sess. Laws of Alaska. Formerly there were seven members, four from rural areas.

309. See generally, M. Berry, *The Alaska Pipeline* (1975).  
310. 43 U.S.C. § 1601 *et seq.* (1976 Supp.).

many villages apparently felt some of the same impulses for autonomy that moved proponents of statehood. They were, however, at the mercy of the state legislature, which was in a key position to make systemic changes. Displeasure voiced from the politically impotent bush met with little action.

In 1966, the state made a concession aimed at permitting more local direction for rural education. An act of the legislature instituted elective advisory school boards in all communities where state schools were operating.<sup>303</sup> Like their counterparts in the BIA system, the boards had no legal power. Their only "duty" was to "advise and assist the Board of Directors . . . through the local official administering the school." Most of the boards under the Alaska State-Operated School System never functioned effectively. In 1975, some 50 percent of the boards were considered nonfunctional.<sup>305</sup>

The education system for the entire state, outside municipalities (the unorganized borough), had been administered by the State Department of Education. There was not even a statewide policy-making board to address the diverse needs of the area separately from those of the state as a whole. Concern for the clumsy, inefficient system led the legislature to create a state corporation called the Alaska State-Operated School System (ASOSS) in 1970.<sup>307</sup>

ASOSS was a separate quasi-agency charged with responsibility for education throughout the unorganized borough. It was governed by a board

302. Interview with Dr. John Anttonen, Superintendent, North Slope Borough School District, January 19, 1976.

303. Ch. 98, [1966] Sess. Laws of Alaska; Alaska Stat. § 14.14.170 (revised and reenacted in 1975).

304. *Id.* at § 1; Alaska Stat. § 14.14.200 (revised and reenacted in 1975).

305. Alaska State-Operated School System, FY 1975 Budget Submission, Analytic Statement, 00808 (Nov. 15, 1973).

306. In 1965 the department had been reorganized to establish a separate Division of State-Operated Schools. *Report of the Alaska Commissioner of Education, 1965*, 23. Any change in delivery of rural education was imperceptible.

307. Ch. 46, [1970] Sess. Laws of Alaska.

successful experience with Congress added to their confidence and credibility.

The ASOSS board and staff were impressed not only by the increased pressure for local control, but also by the demonstrated need for it. Their suggestions and discussions with the State Department of Education led to a proposal in early 1973 by Commissioner of Education Marshall L. Lind that there be a thorough investigation of alternatives for education in the unorganized borough and development of recommendations.

Lind requested the Center for Northern Educational Research (CNER) at the University of Alaska to coordinate the project. CNER had been established in 1971 to foster improvement of education in Alaska through research, program development, and educational policy analysis.<sup>312</sup> Together with the Alaska Federation of Natives Human Resources Committee and the Alaska Legislative Committee on PreHigher Education, CNER undertook a year-long study. CNER was assisted in the undertaking by its advisory council—a committee of eminent educators, legislators, public officials, and organization leaders, most of whom were Natives. A series of meetings was held to address issues surrounding the matter, including meetings of the CNER advisory council, of the AFN Human Resources Committee, of the council and the Legislative Interim Committee jointly, and a rural input meeting where “grass roots” sentiment was expressed by bush residents. The CNER staff of professionals met with education agencies, regional corporations, and other groups to discuss the problem and the process of attacking it. The staff also compiled materials, presented alternatives for optimizing local control, and generally coordinated efforts.<sup>313</sup>

In December, 1973, a Forum on Education in the Unorganized Borough was held by the CNER consortium. Position papers were presented by persons from throughout the state. After that meeting a report was prepared by CNER staff for the Legislative Interim Committee on PreHigher Education.<sup>314</sup>

During the course of the CNER study two bills were introduced in both houses of the state legislature<sup>315</sup> to decentralize the state-operated schools by establishing educational service areas in the unorganized borough. Neither bill passed, but the plans proffered in them were fodder for discussion. Eight

other types of alternatives (e.g., regionalization, status quo, and municipalities) were debated in the CNER inquiry. Each was exhaustively explored, and many participants in the process formed their opinions.

The CNER report found consensus that delivery of educational services in the unorganized borough had not satisfied the consumers' needs, that ASOSS had been a mistake, and that continuation of central policy and decision making was unacceptable because it was inefficient and squelched local leadership. The report concluded that community control best could be attained through formation of local governments. It found that both ASOSS and BIA are peculiar bureaucracies which inhibit improvements in education and stifle democracy among the segment of Alaskan population which they are supposed to serve and that both should be phased out.

The CNER report made numerous detailed recommendations which would convert ASOSS into a transitional agency until areas of the unorganized borough could form into districts. State government would foster the conversion process through an active program of school district development, including public education, assistance, and grants. All schools would be under districts and removed from ASOSS or BIA by 1980. Some communities would be required to incorporate as municipalities. State financing of schools would be studied to appraise its abilities to deal with the recommended changes. Provision would be made for waiver of existing school laws and regulations to allow innovation.<sup>316</sup>

The legislature failed to act on the CNER recommendations during the 1974 session. The Alaska Federation of Natives (AFN) took steps to insure that the recommendations would be acted upon in the next session. When the legislature convened in 1975, several bills were introduced reflecting the CNER and AFN positions.<sup>317</sup> Similar bills were passed in both houses (S.B. 35 and H.B. 24) after considerable lobbying and input from Native groups. The conference version of the bills was signed into law on June 9, 1975.<sup>318</sup>

The act which now is law (S.B. 35) deviates considerably from several of the CNER recommendations, although it heeds others. Basically, S.B. 35 made ASOSS transitional, charting it for dissolution by July 1, 1976. ASOSS was replaced with several regional education attendance areas (REAA), each with elected school boards controlling all but ultimate fiscal decisions.

Perhaps the most remarkable aspect of the legislation is the rapidity with which it had to be implemented. The shape of Alaskan education always has

311. Letter from Dr. Marshall Lind to Dr. Frank Darnell, dated January 8, 1973, included in Center for Northern Educational Research, *Delivery of Educational Services to the Unorganized Borough 392-93* (Univ. of Alaska, Aug., 1973).

312. *Resolution Concerning the Establishment of A Center For Northern Education*, University of Alaska Board of Regents, Fairbanks, Feb. 18, 1971.

313. F. Darnell, K. Hecht & J. Orvik, *Prehigher Education in the Unorganized Borough: Analysis and Recommendations 9-14* (1974) (hereinafter cited as Darnell, Hecht & Orvik).

314. *Id.*

315. H.B. 192 & S.B. 122, Alaska Eighth Legislature, 1st Sess. (1973).

316. Darnell, Hecht & Orvik, *supra* at 33-53.

317. S.B. 35, S.B. 94, S.B. 136, H.B. 24, Alaska Ninth Legislature, 1st Sess. (1975).

318. Ch. 124, [1975] Sess. Laws of Alaska; Alaska Stat. § 14.08.011 *et seq.* (1975).

depended on the legislative will of the federal and state governments. But never has such radical change been required so quickly. The irony is that because change must occur so suddenly, many things which ought to change will remain the same. The new REAA boards scurried to be functioning by the July 1, 1976 deadline. Some had to retain mediocre ASOSS administrators because time did not permit their replacement. Under these circumstances, little substantive improvement in local school management is predictable.

### E. Decentralizing Under S.B. 35

The first major task under S.B. 35 was to determine the boundaries of the REAAs. Hearings were held throughout the state to solicit views from the affected citizens as to the extent of the REAA in which they would be located. The legislation provided that REAA boundaries would follow regional boundaries set under the Alaska Native Claims Settlement Act.<sup>319</sup> The statute appears to authorize division of the unorganized borough into as many REAAs as there are regional corporations, along coterminous lines. But use of regional lines was not intended to be exclusive. This is shown by subsection (b) of the same section, prescribing certain characteristics for REAAs. REAAs must contain an integrated and homogenous socioeconomic, linguistic, and cultural area. Consideration also is given to transportation and communication. Geographic features and existing boundaries are to be used in describing boundaries.<sup>320</sup> Of course, first-class cities and organized boroughs are excluded, as they constitute existing school districts.<sup>321</sup> Taken together, the two subsections suggest that REAA boundaries are to follow, rather than cross, regional corporation boundaries where they contact them and conform to natural or other predetermined boundaries. This is how the State Department of Community and Regional Affairs, which was charged with administering the act in consultation with the State Department of Education, interpreted it in a series of informational meetings in rural areas around the state in July and August, 1975. Later they began implementing it similarly when hearings were held in numerous bush locations regarding proposed boundaries. The result of the hearings was a division of the state into some 21 REAAs.<sup>322</sup>

319. Alaska Stat. § 14.08.031(a) (1975). The statute also uses the word "sub-boundaries" in reference to the regional corporations. It is not clear what this refers to.

320. Alaska Stat. § 14.08.031(b) (1975).

321. Alaska Stat. § 14.12.010 (1975).

322. Originally 20 REAAs were created by the Commissioner of Community and Regional Affairs on November 1, 1975, pursuant to authority in Alaska Stat. § 14.08.031(a). But after a meeting of residents of REAA 17 and the governor, REAA 21 (including Whittier and Tatitlek) was created on November 24, 1975, dividing REAA 17 along the boundary

Within each REAA the voters elect a board of from five to 11 members.<sup>323</sup> To determine the exact number for each REAA, the department of education consulted with communities during the hearings described above. To permit representation of small communities whose voices might be unheard in a large REAA, an area can be divided into school board sections, each with one or more seats on the board.<sup>324</sup> Section lines are drawn based on population distribution, but by adjusting the number of seats on the board, representation for very small communities can be had in most cases, assuring that they will have a resident on the board. Board members are elected at large by all voters of an REAA.<sup>325</sup> It was necessary to have REAA boundaries, numbers of representatives, and sections determined quickly, as elections were scheduled for February, 1976.

In addition to the elected board for each REAA, every community (or military reservation) with a school has a community school committee.<sup>326</sup> Members are elected at regular municipal elections or special elections set by the department of education. As with the old advisory school boards which functioned under the state-operated school system and which are replaced by these committees, duties are loosely defined and powers nonexistent. The statute merely charges them to "review and make recommendations to the board" of the REAA "concerning the curriculum, program, and general operation of the local school."<sup>327</sup> They may, however, be delegated other functions by the school board.

Powers of the regional school boards are not plenary, as are the powers of a district school board. Because of their financial relationship with the department of education and the fact that their only powers are those delegated by the legislature, there are limits on many things which they are able to do. For instance, the REAA boards' operation of schools and decisions to establish new schools or close old ones are all subject to approval by the commissioner of education.<sup>328</sup> Authority with respect to construction is limited in that an REAA may have to rely upon the State Department of Public Works to build schools requested by the REAA using funds appropriated by legislature or to accept and use grants from that department.<sup>329</sup> Whether the REAA or the department uses the money, choice of sites and other important matters rest in the discretion of departmental officials operating under state regulations.

between the Chugach and Ahtna Regional Corporations. Memorandum to REAA file from Michael C. Harper, Deputy Commissioner, Department of Community and Regional Affairs, dated December 3, 1975.

323. Alaska Stat. § 14.08.041 (1975).

324. *Id.* at § 14.08.051.

325. *Id.* at § 14.08.041(d).

326. *Id.* at § 14.14.170.

327. *Id.* at § 14.14.200.

328. *Id.* at § 14.08.101(6).

329. Alaska Stat. § 14.08.101(7), 14.08.161 (1976).

Ownership of all school buildings and land remains in the state; REAAs will have use permits for them.<sup>330</sup>

Because of overriding authority of the commissioner with respect to REAA school operations, it is not clear how significant the enumerated powers of boards are, as the new act is only beginning to be implemented. The extent to which the power to "adopt regulations governing organization, policies and procedures for the operation of the schools"<sup>331</sup> can be exercised free of the commissioner's disapproval authority remains to be determined. Similarly, the board's duty to "develop a philosophy of education, principles and goals for its schools"<sup>332</sup> must be read in light of the commissioner's overriding control of school operations.

Matters of employment, salaries, purchasing, and disbursement of funds are lodged with the REAA boards.<sup>333</sup> All funds for REAAs are furnished by the state legislature. They receive "basic need," as used in computing foundation aid to districts, plus an amount equal to the average per pupil local tax contributions in city and borough districts.<sup>334</sup> Thus, they are relieved of local effort requirements, but the amount they can receive from the state over and above basic need is indirectly determined by city and borough decisions regarding their local tax effort.

It is unclear whether the REAAs can receive and expend voluntary contributions. It is conceivable that a local industry, a village or regional corporation, or an individual would donate funds. The donation could be motivated by sheer beneficence or it could be an inducement to the community not to form a local government which could tax the donor's property. There is no express bar to receiving and using supplemental funds, but the powers of the REAA are delegated to it by the legislature and, therefore, must be construed narrowly. If they extend only to the

enumerated powers, use of funds other than those appropriated by the legislature or received under a contract with BIA, the department or some public agency would be unauthorized.<sup>335</sup>

Contracting authority in the statute does enable REAA's to receive Johnson O'Malley funds directly.<sup>336</sup> They also are eligible for assistance under the Indian Education Act. Indeed, they are eligible until 1979 for funding under special provisions for schools which have been local education agencies for less than three years.<sup>337</sup> Funds under the Elementary and Secondary Education Act programs are available also but are administered through the state agency, i.e., the department of education.<sup>338</sup> The REAAs do not receive P.L. 874 impact aid funds directly as districts do.<sup>339</sup> As discussed earlier, a Native-controlled REAA board is eligible to contract with BIA to take over its school operations under provisions of the Indian Self-Determination and Education Assistance Act.<sup>340</sup>

The unmistakable import of S.B. 35 is to vest boards in communities with local management of schools. Management is not synonymous with control, however. Many local objectives can be achieved by selecting the personnel to staff and administer schools. Innovation in operation and curriculum, choice of school locations, and design and condition of facilities are all quite important, too, but are not functions vested solidly in the REAAs. It may be that the commissioner and the department will administer the act to maximize the local control which is possible under it. There is no indication that they will do otherwise, but the specter of state intervention remains. And there is always the possibility that a policy of minimizing involvement in and preemption of local decisions will change, especially as personnel in the department changes.

330. Alaska Stat. § 14.08.151 (1975).

331. *Id.* at § 14.01.101(5).

332. *Id.* at § 14.08.111(2).

333. *Id.* at § 14.08.101(3) & (4); § 14.08.111(3), (4) & (5).

334. *Id.* at § 14.08.121.

335. *Id.* at § 14.08.101(2).

336. See *supra*, Part II C.

337. See *supra*, Part II F.

338. See *supra*, Part II D.

339. See *supra*, Part II A.

340. See *supra*, Part II G, especially text accompanying note 230-31.

The foregoing excerpt from the work of Mr. Getches has been taken from an article which deals extensively with many elements of rural Alaskan education. All of his paper is germane to the topic of this report and individuals interested in this subject are urged to read it. As explained at the outset, delineating the scope of an historical essay is difficult. It seems the risk of having gone too far into contemporary issues has already been reached. Thus, the historical review is concluded. The term historical perspective, however, suggests that the contemporary situation be viewed in light of past events and their consequences. The following statement of tentative conclusions and apparent trends is written for the purpose of tying the review to contemporary times and the future.

#### Tentative Conclusions and Apparent Trends

What can be concluded from the preceding? A review of the history ought to lead to certain insights about the current situation and the potential of REAAs. But the length of time since REAAs were initiated has been brief. This condition requires that conclusions derived from the history at least be labeled tentative, if not premature. Trends are emerging only in their most rudimentary form. But enough is now observable so that the following can be said: Rural Education Attendance Areas were created after conflict, implemented and are now generating new conflicts along lines of classic educational--political evolution. As political arrangements and as systems of education, REAAs are one form in a long series of many forms. Each scheme of the past has been an organizational innovation. Organizational sagas, it can be seen from this history, have varied in durability. Not all have experienced fulfillment. And it may be concluded, any innovation has a greater likelihood of becoming institutionalized the closer it is to central values of the social system of

which it is a part. REAAs come much closer to this condition than previous systems. Because they are not entirely derived from the values of the social system in which they are found and because the potential of a constitutional cloud may form, it is expected they will undergo additional and substantial changes before the ultimate system is developed. Thus, REAAs should be looked upon as extraordinary and transitional, although tending toward the desired condition, i.e., acquisition of parity for rural residents with their urban counterparts.

The history reveals there exists in Alaska a complex social structure that generates multiple pressures. Decision makers are impinged on through many forms of pressure and groups, most of which have legitimate and honest concerns for the improvement of education of all Alaskans, especially rural Alaskans. These pressures gave rise to problems in the past and give rise to apparently potential problems in the future. There were many decisions made in the past because of political and administrative expediency and racial considerations at the expense of educational or social improvements. That social and political considerations existed is deplorable; both are known to have been a part of the human condition since recorded time. The nature of our concern in these realms at this time is to hope they will no longer bear on acquisition of local control of education in rural Alaska nor the potential for success of new education units.

It must be assumed that racism of the past, such as was obvious and overt in the beginning of Alaska's rural system, has been extinguished. Views such as those expressed by Commissioner Henderson were the prevailing attitude of his day and certainly will not be uttered in our time. The extent that racism may have new and more subtle forms is difficult to say; we do not enjoy the advantage of hindsight with which to examine the contemporary period.

However, human nature being what it is and the long history of racism experienced by mankind in general compels that we not become complacent simply because discrimination has been declared illegal. Native leaders speak of "backlash" because of their current successes. Historical perspective requires that we should continue to be concerned lest trends toward elimination of racism be reversed.

The genuine concern and sincerity of many individuals, in both local and statewide situations, who must make decisions or formulate policy is encouraging. But, decisions based on political and administrative expediency may still exist as a threat to local control and the potentially positive influence of local control on educational programs. Indeed, the most deleterious conditions observed in a review of recent history of rural education applied to the emergence of REAAs is the comparatively greater degree to which elements of politization at the state education level may now be emerging. Of course, it should be noted there is no separating political processes from education, nor should there be. Honest political differences openly debated are positive factors in nurturing new ideas. Twenty-one administrative units scattered statewide create potential for political opportunity in this regard. Education has become the first tangible governmental service accessible to a large number of rural residents. As such, REAAs can create appetites for even more political elegance and involvement. They also create opportunity for political abuses. Political and administrative abuses at the state education level in excess of any previously experienced in Alaska may be coming into existence. The good intentions and positive attitudes of rural residents, many middle management staff people and rural faculties ultimately may be eroded if inconsistencies in administrative decisions and policy development at the state level continue along lines of

apparent trends, especially when inconsistencies or ambiguities may be perceived as the result of political or administrative expediency.

Concerns expressed above can be said to be outweighed by positive developments attributed to the advent of Rural Education Attendance Areas and thus, this section on tentative conclusions and apparent trends can be ended on a favorable note. The history of rural education contains much that illustrates the frustrations of both consumers and practitioners in the search for acceptable types and levels of education. However, the most recent struggle, culminating in Rural Education Attendance Areas, has been concentrated on organizational innovation. And organizational innovation is only a means to the more important ultimate goal of instructional innovations. For the moment we do not know if the organizational innovation has become institutionalized in a form that will bring about the desired outcomes in shifts of authority or in the redistribution of power or in the divisions of labor. If it is too early to determine whether these elements of organizational innovation have been realized, it is certainly too early to tell if innovations in instruction will follow. But, compared with the past, trends of the moment may be looked at in the most optimistic sense. Trends only now taking form reveal genuine shifts in the dimensions of authority, the redistribution of power and divisions of labor. REAAs, constitutionally proper or not and transitory or not, have advanced the quest for local control and created a potential for developing innovative programs more than any single event in the past. The extent to which these trends truly will become institutionalized remains a question. And finally, the question of whether innovations favorable to enhance learning situations grow out of the organizational innovations remains the ultimate question of today.

THE PRECEDING PAGES WERE TREATED AS  
A UNIT IN THE ORIGINAL FILE.

THE FOLLOWING PAGES WERE TREATED AS  
A UNIT IN THE ORIGINAL FILE.

This is a first draft of a paper on Municipal Development as related to the REAAs by Pat Poland of Community and Regional Affairs, Anchorage. It is being distributed in this form since Mr. Poland's revised paper is in the mail but has not yet reached us at this time.

KH/11-11-77

The transfer of the major operational responsibilities of rural Alaska's schools from the State of Alaska (Alaska Unorganized Borough School District) to regional school districts (Regional Education Attendance Areas) with locally elected schoolboards was accomplished by Ch 124, Session Laws of Alaska, 1975 (popularly referred to as Senate Bill 35).

To a great extent, the full implications of Senate Bill 35 are just beginning to be felt. However, there are several definite implications for municipal government that have already arisen from the implementation of Senate Bill 35.

The purpose of this discussion is to highlight these implications as they relate to the development of municipal government in the unorganized borough. For purposes of this discussion, municipalities consist of boroughs and first-class cities; that is, municipalities having the education function.

#### REGIONAL IDENTIFICATION

While rural Alaska's initial encounter with the concept of regionalism came about with passage of Public Law 92-746, the Alaska Native Claims Settlement Act (ANCSA), there is no doubt that Senate Bill 35 went far beyond the implications of the ANCSA in terms of developing regional identification. In the view of the Department of Community and Regional Affairs this was a positive step in the overall scheme of developing regional government in the unorganized borough. Prior to the passage and implementation of this particular act there were no real tests of the regional concept of service delivery taking place in the unorganized borough, and while there were many advocates of this particular mechanism of service delivery it remained, by and large, untested. However, with the mandate of regionalization created by Senate Bill 35, rural residents have, in a sense, been forced to test the concepts of regionalism in Alaska's vast unorganized borough.

Surprisingly, there seemed little if any real resistance to the idea of regional school districts. On the contrary, (much of this was undoubtedly due to the dissatisfaction many rural residents felt with the former state operated school system), most rural residents seemed eager to embrace the concept. Perhaps the strongest demonstration of this desire to participate in a regional approach to service delivery was the change in status executed by the City of Selawik. In that particular instance, the City of Selawik, formerly a city of the first class in the unorganized borough and therefore having school responsibilities, petitioned the Local Boundary Commission and convinced them of the need for them to be dissolved and "reincorporated" as a second class city so that they might become a part of their particular Regional Education Attendance Area. Among the arguments advanced at the public hearing in support of Selawik's reclassification was a strong presentation by residents concerning their desire to be part of the Regional Education Attendance Areas and to receive benefits they perceived as being available only to REAA residents.

The Department of Community and Regional Affairs, noting the relatively warm embrace being given regionalization by unorganized borough residents, instigated, early in 1976, a study of the acceptability of general purpose regional governments in the unorganized borough. That study, which consumed some six months, came to a number of conclusions, the most important of which appears to be the fact that rural residents are still wary of any form of government that includes the authority to levy and collect taxes. Additionally, many residents expressed concern about moving too fast; while they embraced the idea of regional school districts, they felt that it required the test of time before jumping to yet a new form of government. Nevertheless, the Department has had inquiries from several regions (most notably the Fort Yukon, Bethel, and Valdez regions) concerning possible borough incorporation. Today, none of those discussions have evolved into actual petitioning for borough government although

it does appear that many areas are getting close to taking the final step. There Page 3  
is no doubt that formal consideration by these regions of regional government was precipitated by the establishment of REAA's.

An additional development which, to some degree, appears to be an offshoot of the regional approach fostered by Senate Bill 35, was the passage of Ch SLA 1976, which established a mechanism for regions of the unorganized borough to establish coastal zone management (CZM) service areas for the purpose of CZM planning. Under the provisions of that particular act any Regional Education Attendance Area, upon determination by the local electorate, may establish themselves as coastal zone management planning districts. While the legislation permits consolidation of two or more Regional Education Attendance Areas into a CZM planning district, it does not allow individual REAA's to be subdivided into smaller districts for the purposes of planning. This is an interesting development and one that seems to further reinforce the concept of regional delivery of services.

Finally, in terms of regionalization, it is interesting to note the specific provisions of Senate Bill 35 which deal with the boundaries of Regional Education Attendance Areas. Specifically, the bill provides that:

"As far as practicable, each Regional Education Attendance Area shall contain an integrated socio-economic, linguistically and culturally homogeneous area. In the formation of the Regional Education Attendance Areas, consideration shall be given to the transportation and communication network to facilitate the administration and communication between communities that comprise the area."

Very similar statutory language exists at AS 29.18.030, which is the statutory provision establishing standards for borough incorporation. The similarity of the standards goes a long ways toward defining appropriate boundaries

for potential regional governments. In fact, to some observers, the boundaries of the newly created Regional Education Attendance Areas (with some exceptions) generally conform to good borough boundaries. This has been a little alarming to many rural residents, since no small number of them are still concerned that the State is going to soon foist boroughs upon them.

The second major subject area that has seen much discussion as a result of the passage of Senate Bill 35 is that of local government finance. As presently constituted, Regional Education Attendance Areas have, in comparison to municipal school districts, an advantageous funding schedule because in addition to 100% foundation funding Regional Education Attendance Areas also receive an amount equal to the average contribution per pupil in local municipal school districts multiplied by the number of students in the Regional Education Attendance Area as well as receiving all other (notably public law 874) funds. As a result of this rather strong inequity, amendments were made to the law in 1977 which basically reduced the amount paid by the State pursuant to the average contribution per pupil basis by the amount received in public law 874 monies per district; this was intended to equalize funding somewhat. Nevertheless, the advantageous funding schedule for REAA's versus municipal districts remains a hindrance rather than an asset to the development of regional governments. Moreover, because so many REAA's are so property poor, the thought of forming municipal school districts to provide services which are currently provided by Regional Education Attendance Areas is almost out of the question. For example, the poorest existing borough has about \$20,000 worth of taxable property per capita. On the other hand, some of the Regional Education Attendance Areas could probably expect to have considerably less than \$5,000 worth of taxable property per capita. Realistically, it is impossible to provide basic municipal services without adequate funding.

The major exceptions to this discussion, of course, are those areas surrounding "the pipeline". The regions surrounding Fort Yukon, Delta Junction, Glennallen, Copper Center, and Valdez have taxable property per capita values that could easily

support borough government.

Partially in response to these obvious funding inequities, the Department of Community and Regional Affairs, as a part of its final conclusions reached in its study of regional government, recommended that a new system of financing regional governments be found. Basically, the system suggested was one that placed a state-wide property tax on all property associated with the exploitation of natural resources and then, in turn, distributed those tax revenues on the basis of population and services being provided by individual boroughs. It was determined that additional study of that particular proposal would be needed before the feasibility of it could be determined.

Nevertheless, this particular area is still a popular subject among legislators, as demonstrated by current House Bill 202 and Senate Bill 35 introduced in the first session of the 1977 Legislative Session. Both those bills would levy real property taxes on developed land in the unorganized borough. Hearings on House Bill 202 will be held this October in Fort Yukon, Delta Junction and Tok.

Finally, one last area of financing that again discriminates between the municipal versus REAA school district is that of school construction. Presently municipal districts must pay for 50% of school construction while REAA's contribute no local effort towards construction of new facilities. This is seen as a significant hindrance to the development of regional governments for the purpose of assuming local control of education, particularly in areas which are "poor" or are marginally sufficient in terms of a real property tax base.

In summary, it can be said that formation of the Regional Education Attendance Areas can be viewed as a positive step towards the formation of regional government in rural Alaska. In particular the newly created service areas have provided a

greater amount of local control over a local municipal type service, maintained and strengthened existing regional identifications, and provided boundaries that will be useful for the establishment of boroughs in the future.

The principal negative aspects of Senate Bill 35 have been the funding formula which maintains a disincentive to formation of municipal school districts and fails to properly address the extremely poor tax base of much of rural Alaska.

Ultimately, the passage of Senate Bill 35, if for no reason other than the fact that it has generated discussion and interest, is going to have had a significant affect (probably the most significant since the passage of the 1964 mandatory borough act) towards developing regional government in this state.

THE PRECEDING PAGES WERE TREATED AS  
A UNIT IN THE ORIGINAL FILE.

THE FOLLOWING PAGES WERE TREATED AS  
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Revised  
Report Outline

Nov. 18  
Enclosures

NEW SCHOOL DISTRICTS IN RURAL ALASKA:  
A REPORT ON THE REAAs AFTER ONE YEAR

I. Introduction and Background

Highlights from the Report

- (✓) Overview of the Study - Kathryn Hecht
- ✓ Historical Perspective - Frank Darnell
- (✓) Time Line - Ron Inouye
- (✓) "Perspectives on Progress" - Kathryn Hecht

II. Study-collected Data and Analysis

- ✓ Survey of REAA Boards and Superintendents - Kathryn Hecht and Ron Inouye
- (✓) <sup>(outline)</sup> Analysis of REAA and State Board Minutes (second draft) - Kathryn Hecht and Ron Inouye
- Case Study of an REAA - Paul Goodwin

III. Contributed Chapters\*

- ✓ Municipal Development - Pat Poland (Final Draft)
- (✓) Community School Committees - Sue Horton
- ✓ New Secondary Education Programs in One REAA - Margo Zuelow
- (✓) School Finance in the REAAs - E. Dean Coon
- (✓) BIA/REAA Relations - Don Dafoe
- ✓ Teachers' Views - Jim Alter
- Bilingual Controversy - Sylvia Carlsson

\* Note: These are listed by subject rather than the title which will be used.

IV. Summary and Forecast

- ✓ Related Studies and Issues (see form)
- Seminar of Contributors: Edited Comments

Appendix

- (✓) Selected News Clippings
- ✓ REAA Map
- ✓ Survey Questions
- ✓ Additional Material: "REAA Superintendents Address the First Year"

✓ = Nov. 18 enclosures  
(✓) = Nov 11 enclosures

UNIVERSITY OF ALASKA  
FAIRBANKS, ALASKA 99701

November 11, 1977

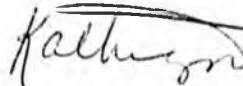
Dear Seminar Participant:

I am very pleased you will be able to join us Friday, November 18, for our seminar on "A Report on the REAAs After One Year." The meeting will be held in the Memorial Conference Room on the lower level of Wood Center, from 9 to 4. We have a luncheon arranged in the "Pub" in the same building to which you are invited as our guest.

Enclosed please find the drafts of papers available as of today. Two have not yet reached me but are in the mail. Several of our CNER inputs are also still in process. You will be receiving additional material at the meeting. If you are in Fairbanks before Friday, please let me know and I will see that you receive the additional papers ahead of time. Please forgive our tardiness and a special thank you to those who were able to make the deadline.

Looking forward to seeing you soon.

Sincerely,



Kathryn A. Hecht, Ed.D.  
Associate Professor  
Center for Northern  
Educational Research  
479-7173

KAI/ijs  
enc.

PLEASE REPLY BY AIRMAIL

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FINAL DRAFT

SURVEY OF ALASKA COMMUNITY  
SCHOOL COMMITTEES<sup>1</sup>

by

Susan M. Horton  
Ketchikan, Alaska  
September 30, 1977

<sup>1</sup>This chapter is based upon a report done by Ms. Horton in connection with her graduate studies at the University of Alaska, Southeast, with assistance from Dr. Phillip Hocher. The complete report is on file at CNER.

## Introduction

Under Senate Bill 35, individual community advisory groups called Community School Committees (CSCs) were established in each community served by a REAA school. The creation of CSCs provides the opportunity for local communities to be active participants in their local schools and gives them formal contacts with their REAA boards. Since the REAAs and the CSCs are both new bodies, the guidelines and interpretations agreed upon concerning their interaction and decision-making powers are just now being established. The isolation of many of the REAAs and CSCs both from each other and from the State Department of Education has introduced the very real possibility that some REAAs and CSCs will interpret and develop their roles and responsibilities in ways that are quite different from others.

The purpose of this paper is to get a clearer view of how the CSCs are functioning. Although the relationship between the CSCs and the REAA boards undoubtedly varies from district to district, it seems appropriate to examine this relationship in its beginning stages.

This study focused on the Community School Committees in an effort to describe the variations in perception and interpretation given their roles by the various CSC. The study also focused on a description of the perceived relationship between the various CSC and their respective REAA boards. Questions on the survey asked about CSC activities, decisions, REAA involvement, CSC perceptions of influence on decisions and the need

for CSCs.

The survey was completed by members of the Alaska Community School Committees and it reflects what they felt was true of the situations in their communities. Survey forms were sent to 144 CSCs in March, 1977. Eighty-eight (61%) were returned and this included at least one return from each REAA. One of the important things to remember about this survey is that some of the information the CSCs reported may have actually been in error. But the fact remains that those responses reflect how they perceived the situations they encountered.

## Findings and Conclusions

The Community School Committees which responded to this survey appeared to be reasonably active. Most were formed just after the 1976 school year began, and on the average met about once a month.

- A majority (68%) of the CSCs responding and at least one CSC in each REAA had members attend all or some REAA school board meetings.
- Sixty-one CSCs (73%) in 17 REAAs reported serving as advisory committees for federal or state programs.

Of course, there was a great deal of difference between individual CSCs, but those who responded appear to be fairly active decision-makers.

- From the ten decision areas listed on the survey the greatest frequency of decision-making reported was in regard to: the school calendar (63), the use of school buildings and equipment (58), hiring and firing janitors/aides (53), student discipline (50), and school construction (46).
- The CSCs responding reported making the fewest decisions on: evaluation of staff members (25), transfer of teachers (26), types of courses taught (38) and the school day schedule (40).

According to the survey results, the REAA boards have provided little training for their CSCs.

- Sixty-seven CSCs (78%) reported they received no training or did not know if they had had any.

Most boards have, however, recognized the need for informed CSCs and sent them board minutes regularly.

- Seventy CSCs (80%) in 79 REAAs reported they received all or some copies of their REAA board minutes.

It appeared that several CSCs were confused about whether or not there was a district policy defining how they should function.

- Forty-nine (59%) of the CSCs from 20 REAAs reported that their board had a written policy concerning the functions and duties of the CSCs.
- The responses from twelve REAAs were mixed. In eight of those districts, where at least some CSCs reported a policy, only 50% or less of the responding CSCs agreed.

Complete lack of such a district policy, erroneously believing there is a policy when none exists, or believing there is no policy when one does exist are all serious problems indicated by the data. The relationship between the CSCs and REAA boards was not specifically defined when the districts were formed and it is encouraging to see that many districts are developing guidelines for their CSCs. It is important to recognize, however, that just because there may be a REAA policy concerning CSCs, does not mean the CSCs are aware of its existence.

The CSCs responding felt that the school administration had a much greater influence than the REAA board or CSCs on making decisions in the ten areas previously noted. This is perhaps because of the past relationship between the Advisory Boards and the school administration under the Alaska State-Operated School System. The Alaska State-Operated School System Handbook states that relationship as follows:

The function of advisory school boards is limited to advice, assistance and recommendations to local, regional and district administration, and to the Board of Directors. In the event of conflict between an advisory board recommendations and an administration decision or policy at the local, regional or district level, administrative decisions or policy shall prevail."

It may be that Advisory Boards never felt they had much influence on school affairs when the administration's decisions would always prevail and this attitude has carried over to the CSCs.

CSCs responding felt they had the greatest influence on the school calendar and the employment of classified personnel. Since classified employees are usually local residents and the school calendar reflects the community's activities (fish camp, logging, special holidays, etc.), it is reasonable to expect the CSCs to make decisions on these matters. The CSCs reported that they believe school administrators have the greatest influence on decisions directly related to the local school such as scheduling, courses, discipline, evaluation and building use. CSCs apparently do not see themselves as having a lot of influence on matters in the school itself.

Items for questions--"Has your CSC made decisions concerning any of the following?" and--"Who do you see as having the greatest influence in the following decisions for your school - REAA Board, CSC, the school administration?" were chosen from sources that indicated those items would be appropriate or probable areas for CSCs to make decisions about.<sup>2</sup> The 88 responding CSCs were asked if they had made any decisions concerning the ten listed items. Theoretically they could have made 880 decisions, but fewer than half that number were reported being made. There appears to be three possible reasons more decisions were not made by the CSCs. One reason is the inexperience of the CSCs, the second is the strong decision-making role the school administrations have played

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<sup>2</sup>Sources used were:

Alaska State-Operated School System Handbook  
The Alaska Unorganized Borough School District Handbook  
A Manual for Alaska School Boards  
Southeast Island Policy Manual  
A Manual For Alaska School Boards

in the past and the third reason is that the REAA boards may be reserving certain of those decisions for themselves.

One third of the CSCs reported that they are not satisfied with the opportunities they have to influence local educational decisions. However, at least one CSC reporting in 20 REAAs was satisfied with decision-influencing opportunity.

Overwhelmingly, the CSCs in every REAA reported that they felt there was a need for their existence. The very few CSCs who felt differently were found scattered in the districts with larger than average number of CSCs; it may be that these CSCs are more likely to feel powerless. This could be a possible topic for further study.

The survey results were examined by individual districts and by the total number of CSCs responding. Obviously there were many differences between CSCs, but it was surprising to find such a lack of consistency to answers by CSCs within the same districts. For some REAA districts, the lack of a policy concerning the duties and responsibilities of the CSCs probably contributed to the inconsistent responses. In other cases, the problem of CSCs being aware of a written policy defining their role was probably the reason for the inconsistency between responses within districts.

This survey attempted to examine how the Community School Committees in Alaska perceived their function during the first year of their existence. Some of the survey results can be used to draw conclusions about how the CSCs functioned, while other survey results indicate how the CSCs

perceived themselves and the situations they encountered. There are many encouraging signs that education in the REAA districts are being influenced by the local people. The CSCs are a vehicle to be used for local input, and it is hoped they will make a positive contribution to the students, parents and community members they serve.

CSC MEMBERS COMMENT\*

CSC as Continuation of ASOSS Advisory Board

Two commented about CSC as a continuation of the ASOSS Advisory Board:

- . "In this area the advisory boards simply became the CSC, and in fact used the name Advisory Committees for quite a while during the transition to REAA Board Control. The continuity in citizen participation in decisions affecting the local schools over the years lies in the School Committees."
- . "In most cases the Committees are really a continuation of the old (ASSOS) Advisory School Boards."

CSC/REAA: Positive Comments

Positive comments about the working relationship between the CSR and REAA Board included:

- . "The REAA has been very cooperative[about] how we run our school. We are presently developing our own policy for our school and have been encouraged to do so by the REAA. We are heading in the direction back to the three Rs."
- . "The CSC is a means to have better communications between the REAA, students, staff and parents."
- . "[There is] a personality conflict between the REAA chairman and the teachers. [The CSC] so far has formed an effective buffer."
- . "We have a power struggle between teachers, REAA and CSC. The CSC and REAA work very smoothly together, but are at ends with the teachers and their demands."
- . "Many of the local people do not follow the REAA and [the CSC] is the only way they know what is going on. The CSC acts as a lobby to the REAA."

\* These comments were compiled from the returns to S. Horton's survey by K. Hecht. The survey question was: "Is there a need for your CSC?-- Please explain."

CSC/REAA: Lack of Influence and/or Power

Several commented that the CSC lack was not able to influence REAA decisions or had influence but lacked power:

- . "The CSC has enough opportunity to influence educational decisions, but has no power."
- . "The REAA does not listen to the CSC."
- . "[CSC represents] local control and the opportunity to see that the children get the best qualified teachers available. There should be more coordination with the community and the REAA."
- . "CSC is very important in rural villages, but they are not approached for advise for the past year. We are CSC in name only. We are in a boat without a paddle."
- . "The REAA does not like to yield its power."
- . "So far our CSC has really made no influence on what the district decides will be done. Hopefully, this year will be better."

CSC/REAA: Need for Definition

Two spoke specifically for the need to define or redefine the relationship between the CSC and REAA Board.

- . "Our committee would like to function as the board for our school attendance area, making decisions on budget and hiring. The REAA board creates some friction. The relationship between the REAA and CSC is difficult to define."
- . "The CSC should have closer ties with the REAA and school administration. There is a need for the CSC to meet everyday problems as well as long range planning. Parents should be active in the education of their children."

Training Needs

Two comments were received on need for training for CSC board members.

- . "Training is needed - how to deal with state agencies and inspectors. We need to know how far we can go."

- "Since we started the CSC we never do anything. We don't know where we are standing and how to do the work. We don't know the kind of background we need or what power we have. There should be some training for this so we will know how to run this deal. Hope I hear from someone so I'll know what to do."

#### Need for the CSC: Local Control

The largest number of comments concerned the need for the CSCs to provide input to the teachers and school program to meet local needs and desires.

- "Due to the mixture of military-civilian community, there is definitely a need for a strong CSC."
- "There is a need for input on the local level. We are better able to represent the people."
- "The CSC has meant more people have become active in school affairs."
- "Local control and grass root input into curriculum is provided by the CSC, [and] the CSC generates interest in education."
- "The CSC is the method by which our local opinions are influencing the children's classroom."
- "CSC are needed as hiring teachers; [that] is a principal reason for CSCs."
- "[There is a need for our CSC] so that the education of our children meets the specific needs of our village and to give our local teacher the local support needed to run a good educational program."
- "Without the CSC there would be less or no representation for parents at all."
- "To make sure the teacher know what the village wants and to keep communications open between the school and the village."
- "[The CSC] is needed as an advisory committee on all school problems."

### Need for CSC: Checks and Balance

Several saw the need for the CSCs in terms of a balance and/or check on the REAA board.

- . "Without the CSC there would be bedlam in our school system. It is a source of checks and balance."
- . "The need [for a CSC] is to maintain a balance in decision-making as the school system belongs to the people."
- . "Since at least 1/2 to 1/2 of our REAA school board members are usually drunk at the board meetings, we feel it is important that at least one CSC member be a paid [expenses only] observer at each board meeting."
- . The CSC is needed to insure that the REAA, school administration and staff are responsive to the desires of the local community residents in such areas as curriculum, student rights and responsibilities, professional standards for staff and student discipline."

### Against the Need for CSCs

Only one comment was recorded which spoke against the need for CSCs.

- . "Purely a white wash [to have CSC]. If the REAA and trained staff are unable to administer the schools without the CSC, we should have a new election of school board members and replace the professional staff."

### Other Comments

- . "Who else cares but the CSC?"
- . "It's our school and our children."
- . "The school cannot operate without the CSC."
- . "Everything we have or had done has been worth while."
- . "[The village] owns the building where school is taught - we have to supply our own oil, electricity, janitor and maintenance."

Survey of Alaska Community School Committees

Please circle or fill in your answers. CSC stands for Community School Committee.

1. Who is filling out this survey form?  
 The total CSC      Part of the CSC      CSC Chairman      CSC member
2. In what month was your CSC formed? \_\_\_\_\_
3. How many times has your CSC met? \_\_\_\_\_ times
4. Have any training sessions for CSC been provided for your members?  
 Yes (how many? \_\_\_\_ )      No      Don't know
5. How many REAA school board meetings have members of your CSC attended?  
 \_\_\_\_\_ meetings      Yes-all      Yes-some      No      Don't know
6. Do you receive copies of your REAA school board minutes?  
 Yes-all      Yes-some      No      Don't know
7. Does your REAA have a written policy concerning the functions and duties of your CSC?
8. Does your CSC serve as an ad \_\_\_\_\_ committee for any of these programs?  
 JOM      Yes      No      Don't know  
 Indian Education      Yes      No      Don't know  
 Title I      Yes      No      Don't know  
 Other \_\_\_\_\_      Yes
9. Has your CSC made decisions concerning any of the following?  
 Use of school buildings/equipment      Yes      No      Don't know  
 The school day schedule      Yes      No      Don't know  
 Types of courses taught      Yes      No      Don't know  
 The school calendar      Yes      No      Don't know  
 School construction      Yes      No      Don't know  
 Hiring and firing janitors/aides      Yes      No      Don't know  
 Evaluation of staff members      Yes      No      Don't know  
 Transfer of teachers      Yes      No      Don't know  
 Preparing budgets for your school      Yes      No      Don't know  
 Student discipline      Yes      No      Don't know  
 Other \_\_\_\_\_      Yes
10. Who do you see as having the greatest influence in the following decisions for your school - your REAA school board, your CSC, the school administration?  
 Use of school buildings/equipment      REAA      CSC      School Administration  
 The school day schedule      REAA      CSC      School Administration  
 Types of courses taught      REAA      CSC      School Administration  
 The school calendar      REAA      CSC      School Administration  
 School construction      REAA      CSC      School Administration  
 Hiring and firing janitors/aides      REAA      CSC      School Administration  
 Evaluation of staff members      REAA      CSC      School Administration  
 Transfer of teachers      REAA      CSC      School Administration  
 Preparing budgets for your school      REAA      CSC      School Administration  
 Student discipline      REAA      CSC      School Administration  
 Other \_\_\_\_\_      REAA      CSC      School Administration
11. Do you feel your CSC has enough opportunity to influence educational decisions made about your local school?      Yes      No      Don't know
12. Is there a need for your CSC?      Yes      No      Don't know  
 Please explain.

Susan M. Horton  
P.O. Box 7721  
Ketchikan, Alaska 99901

March 24, 1977

Dear Community School Committee Members,

I am conducting a survey of the Community School Committee, and hope your Committee as a group can respond to the enclosed questionnaire. If not, perhaps the chairman or a Committee member can fill it out.

You are in a very unique position in the new REAA school districts, but very little is known about how the Community School Committees are functioning throughout rural Alaska. There are many people who are interested in your views, and I hope this survey will help to increase their understanding of your role in Alaska education.

The data collected will not be reported in such a manner that individual Community School Committees can be identified. I hope you will feel free to add comments or suggestions. I plan to share the results with the REAA school boards, the Department of Education, Center for Northern Educational Research and others who are interested in the improvement of the REAA.

It would be a great help if you could fill this survey out as soon as possible and mail it back in the enclosed envelope. Copies of this survey have been sent to your REAA school board and the superintendent of your district so that they are aware of your participation in this project.

I would sincerely like to thank you for your cooperation and time.

Yours truly,

Susan M. Horton

THE PRECEDING PAGES WERE TREATED AS  
A UNIT IN THE ORIGINAL FILE.

Financing the REAAs

Provisions for continued state support of the operating expenses of schools in the Unorganized Borough were specified in Senate Bill 35. REAAs would qualify for basic need funds under the formula used in the Public School Foundation Program. REAAs also would receive from the State specified amounts per pupil in lieu of local tax revenues. The statutory citation:

Sec. 14.08.121 FUNDING. (a) The legislature shall fund the operational costs of the regional educational attendance area schools in the following manner:

- (1) the amount of basic need as defined in AS 14.17.021(b)

and

- (2) an additional amount equal to the average local tax contributions per pupil in average daily membership (ADM) for school operating costs in the city and borough school districts in the prior fiscal year.

(b) Funds for the operation of the regional education attendance area schools shall be appropriated annually to the Department of Education for distribution to the regional school boards in the manner prescribed in AS 14.17.160 - 14.17.180.

There were several advantages in using the PSFP formula to determine the major amount of state aid to be provided to REAAs. Local and state education administrators were familiar with the formula and how it worked. It was possible, with a fair degree of accuracy, to estimate the amount of PSFP revenues that a REAA would receive in a future year, and from state summary figures, to estimate the amount of the state appropriation necessary to fully fund basic need in each REAA. Use of the existing PSFP eliminated the need to devise a new method of distributing state funds. For those who wanted "basic need" to continue to be a sum of money, rather than be defined as the basic educational need of a local education agency, it offered the advantage of once again deferring the development of a clarified definition of basic need.

The disadvantages included the assumption that REAA financial requirements were more like those of the city and borough districts than not. Specialized local needs of the new REAAs would not be a factor used to determine the basic need amount; rather, the statutory specifications of the PSFP formula would determine how much state aid would be provided. REAAs would suffer from any inadequacies of the PSFP; the two elements most likely to impact upon them were (1) outdated instructional unit allotments, and (2) underfunding of very small attendance centers.

The manner devised to provide additional local tax revenues, which of course were non-existent in REAAs, was intended to be equitable in terms of the efforts of city and borough school districts, while at the same time to provide what was hoped would be adequate supplementary funds for discretionary use by the REAAs. It was one way to permit REAA revenues beyond basic need to be nearly comparable on a per student basis to the local revenues of city and borough districts.

It is worth noting that decisions by city and borough school boards (and city councils and borough assemblies) regarding the amount of local revenue to be used for school operating expenses determine the amount of state aid per student that REAAs receive beyond basic need payments. Thus, REAA boards have no control over the amount to be obtained from the in-lieu of local tax source, but do control how it is to be spent.

Basic need revenues under the PSFP for REAAs in 1976-77, their first year of operation, totaled \$35,908,570. With a final ADM of 10,519 this amounted to \$3,414 per ADM. In-lieu of local revenue support totaled \$6,427,109, or \$611 per student. State financial support to the REAAs for PSFP basic need and in-lieu of payments totaled \$42,335,679 or \$4,025 per student in ADM. Table \_\_\_\_\_ lists basic need and in-lieu of local support revenues for each REAA for 1976-77.

Table \_\_\_\_\_

Regional Educational Attendance Areas  
Revenues from Basic Need and In-Lieu of Local Support  
Fiscal Year 1976-77

REAA	Basic Need	Equiv of Local Support \$611.00/ADM	Final Computation of Entitlement	Per ADM
Adak	\$1,458,204	\$359,268	\$1,817,472	\$3,091
Alaska Gateway	1,335,024	258,453	1,593,477	3,767
Aleutian	1,027,371	134,420	1,161,791	5,281
Annette Island	892,500	243,178	1,135,678	2,853
Bering Straits	1,391,922	186,966	1,578,888	5,160
Chatham	626,405	95,927	722,332	4,601
Chugach	301,880	39,104	340,984	5,329
Copper River	1,955,000	427,089	2,382,089	3,408
Delta/Greely	1,780,032	480,246	2,260,278	2,876
Iditarod Area	1,404,400	169,247	1,573,647	5,681
Kuspuk	1,579,950	219,960	1,799,910	5,000
Lake & Peninsula	1,756,473	221,182	1,977,655	5,463
Lower Kuskokwim	3,856,125	866,398	4,722,523	3,330
Lower Yukon	2,457,000	430,144	2,887,144	4,101
Northwest Arctic	4,213,200	805,298	5,018,498	3,808
Pribilof	729,102	110,591	839,693	4,639
Southeast Island	1,233,750	242,567	1,476,317	3,719
Southwest	2,187,306	323,830	2,511,136	4,738
Upper Railbelt	1,404,396	217,516	1,621,912	4,556
Yukon Flats	1,299,070	179,023	1,478,093	5,045
Yukon Koyukuk	3,019,460	416,702	3,436,162	5,038
Totals	\$35,908,570	\$6,427,109	\$42,335,679	

Source: Education in Alaska 1976-1977 -- A Report to the People (Juneau: State Department of Education, October, 1977), p. 38.

11/11/77

The requirement of \$42,335,679 exceeded earlier estimates and the State Department of Education sought and obtained a supplemental appropriation for Fiscal Year 1977 totaling \$3,855,470. Of this supplemental, \$2,638,000 was for PSFP basic need payments to REAAs; the balance of \$1,217,470 was for payments in lieu of local taxes.

Federal funds, and other state funds, could be obtained for operating expenses by REAAs which qualify, in the same manner that such funds are available to city and borough districts. Most of these funds are categorical in nature, since they are to be used for specific purposes, and in every case to supplement the regular program. The major sources of these categorical funds and their use are as follows:

State--Pupil transportation  
Bilingual education  
Community schools

Federal--Educationally disadvantaged (ESEA, Title I)  
Handicapped Children (ESEA, Title VI)  
Bilingual education (ESEA, Title VII)  
Child nutrition  
Indian Education Act  
Ethnic Heritage (ESEA, Title IX)  
Johnson O'Malley

Since several of the categorical programs noted above are competitive, the success of a REAA in obtaining such funds depends upon the "grantsmanship" of individual REAAs. Independently the 21 REAAs had to compete with all city and borough districts for the competitive grants; in the prior Fiscal Year of 1975-76, the Alaska Unorganized Borough School District (AUBSD) was the applicant for all schools in the Unorganized Borough. It will be interesting to note how the 21 REAAs compare with the AUBSD in obtaining these categorical funds; this information will not be available until FY'77 audits are compiled.

11/11/77

Federal impact funds provided to Alaska under authority of Public Law 81-874 require a more extended explanation, partly because of the substantial amount involved, and partly because of the circumstances under which they have been applied for and disbursed within Alaska. These funds are intended to replace tax monies for school purposes which cannot be collected locally because of tax exempt federal lands within districts.

Until 1977-78 Alaska qualified for a preferential rate of P.L. 874 funds--100% above normal rates. This preferential rate is being discontinued over a 5 year period following a new determination by the U.S. Commissioner of Education on Alaska's need for the special rate. Also, until the 1977-78 school year, the State of Alaska, represented by the Department of Education, was the P.L. 874 applicant, and in turn received the P.L. 874 funds which then became a part of the "state" resources. The P.L. 874 funds became a part of the general fund appropriation to support the Alaska State Operated School System, and later the Alaska Unorganized Borough School District, and in 1976-77, a part of the basic need and in-lieu of local tax payment made by the state to support the REAAs. Beginning in 1977-78, the individual REAAs will become applicants for their own P.L. 874 funds, although the state will remain as the applicant for the military on-base schools.

During 1975-76 the Department of Education received \$25,960,000 of P.L. 874 funds for schools in the Unorganized Borough and estimated a like amount for 1976-77 for REAAs (Free Conference Committee Report, Fiscal Year 1978, Operating and Capital Budget, State of Alaska, The Legislature. p. 39).

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The change in P.L. 874 applicant from the Department of Education to individual REAAs required a change in the statute regarding funding. Without a change the REAAs would have been in a position to receive P.L. 874 funds in addition to state funding for basic need and in-lieu of local revenue payments. The amended statute (with 1977 additions underlined):

Sec. 14.03.121. Funding. (a) The legislature shall fund the operational costs of the regional educational attendance area schools in the following manner:

(1) the amount of basic need as defined in AS 14.17.021(b), reduced by deducting, to the maximum extent permitted under Sec. 5(d) (2) of P.L. 81-874, as amended, (20 U.S.C. 240(d) and the regulations adopted under it (45 C.F.R. 115.60-115.66), the amount of the regional educational attendance area's entitlement to federal financial assistance under P.L. 81-874, as amended, (20 U.S.C. 236-244) for the prior fiscal year; . . . .

With P.L. 874 income "deducted" from state aid payments, some REAAs may experience cash flow problems in 1977-78, and in future years. For federal entitlements for a particular year do not always equal federal payments; thus, income budgeted from P.L. 874 may not be received by the REAA when needed. The state may have to advance funds to REAAs to cover such temporary deficits, or the REAAs may have to borrow operating funds from time to time.

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Senate Bill 35 provided that the ownership of the land and buildings used by REAAs would be retained by the state, and that construction, repair, and improvement of schools would be the responsibility of the state. REAAs which wish to construct, repair or improve school buildings must apply to the state for funds to do so. The REAA requests are prioritized by the Department of Education which then seeks funding for the selected projects through state bond issues (for construction) and through legislative appropriation (for repair and improvement). As many as three years could pass from the time an REAA requested funds for construction until the funds became available. In this respect, the fiscally dependent REAAs need for buildings is treated in the same manner as a state agency.

In Fiscal Year 1976-77, voters at a statewide election approved a bond issue which provided more than \$30,000,000 for construction of secondary schools in various REAAs. This bond issue was a part of the settlement of the Hootch vs. the Alaska State Operated School System case. Another bond issue for similar purposes is being developed now and will be submitted to voters at the Fall 1978 general election.

The balance of this chapter will cover:

First-year Events and Concerns

- Fiscal '76 balances
- Concerns expressed at Fall workshops (general)
- Adequacy of funding (Bering Strait and Northwest Arctic)
- Interregional cost differentials; legislative changes in PSFP
- Small schools; legislative changes in PSFP
- Alaska Village Electric Cooperative (AVEC)
- BIA transition support considerations
- OCR threats of withholding funds
- JOM/Indian Education Act programs
- School construction (planning grants, etc.)

Prospects for the Future

- State funding plans
- The property tax (H.B. 202)
- BIA transition problems
- Summary

1974 - 1976 CHRONOLOGY OF EVENTS:  
DECENTRALIZATION OF  
THE ALASKA STATE-OPERATED SCHOOL SYSTEM<sup>1</sup>

- January 1974 Center for Northern Educational Research (CNER) releases its report, Prehigher Education in the Unorganized Borough: Analysis and Recommendations, produced at the request of the Eighth Alaska State Legislature's Interim Committee on Pre-Higher Education and of Native leaders.
- January-May 1974 Eighth Alaska State Legislature meets and reviews CNER report in committee, but does not act on the recommendations of the report concerning rural education.
- July 14-16, 1974 The Alaska Federation of Natives (AFN), having assessed the Legislature's inactivity, calls an Education Strategies Conference in Fairbanks to review CNER recommendations, to prioritize issues addressed in the report and to determine whether and how to bring CNER recommendations not only to the attention but to the action of the new State Legislature.
- August 15, 1974 Gordon Jackson, Executive Vice-President for Human Resources at the AFN, presents the recommendations and strategies from the July conference to the State Board of Education and receives their unanimous support of these items.
- October 15-16, 1974 AFN convenes an Education Proposal Drafting Session, attended by education and local government agency representatives, to refine further both the CNER recommendations and the July conference strategies and to develop plans for presenting these items to the Legislature.
- October 24-26, 1974 The AFN Annual Convention endorses through resolutions the prehigher education recommendations and strategies. The Human Resource Committee of AFN, meeting during the convention, endorses these principles and directs staff to include those concerns into the formal AFN Education Position Paper to be presented to the newly elected State Legislature.
- December 13-14, 1974 AFN, Rural-CAP, and the State Office of Economic Opportunity Department of Community and Regional Affairs (DCRA) organize a Legislative Briefing Conference in Wasilla at which time the AFN Education Position Paper is used as the working document for the education workshop.

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<sup>1</sup>This chronology is a synthesis of reports prepared by the Department of Community and Regional Affairs, Anne Just, AFN, and Eric Eckholm, CNER Research Affiliate.

- January 1975 The Ninth Alaska State Legislature convenes with several bills related to the CNER/AFN recommendations prefiled. These bills included Senate Bill (SB) 35, House Bill (HB) 24, SB 94 and SB 136.
- January 20, 1975 Introduction of SB 35 by Genie Chance (D-Anchorage) and HB 24 by Representative Red Swanson (D-Nenana).
- January 29, 1975 Introduction of SB 95 by George Hohman (D-Bethel) committee.
- February-March 1975 Senate Health, Education and Social Services (HESS) Committee conducts hearings in SB 35 in Bethel, Nome, Kotzebue, Fairbanks, and Anchorage.
- February 21, 1975 HB 188 dealing with military reservation schools is introduced. This bill separated the military on-base schools as was recommended in both the CNER report and the AFN Education Position Paper.
- March 4, 1975 Committee Substitute for House Bill (CSHB) 188 is endorsed by the State Board of Education.
- March 5, 1975 Sponsor substitute for HB 24 is introduced by Swanson.
- March 11, 1975 Senate Substitute for House Bill (SSHB) 188 passes Senate (amended).
- March 14, 1975 Governor Jay Hammond replaces seven of nine members on the Board of Directors of the Alaska State-Operated School System (ASOSS).
- March 15, 1975 Governor Hammond signs into law HB 188 which authorizes the Commissioner of Education to require schools on military reservations to come under the control of nearby city or borough school districts.
- March 19, 1975 Resignation of ASOSS Superintendent Stanley Friese, effective April 1.
- March 24-25, 1975 AFN, RurAL-CAP, and the State Office of Economic Opportunity in the DCRA sponsor a Legislative Priorities Conference during which rural and Native participants rank various impending bills in terms of their significance to and impact upon their communities. In education, the group ranks SB 35 and HB 24 among high priority bills recommended for passage by the Legislature.
- March 25, 1975 Senate HESS introduces Committee Substitute for Senate Bill (CSSB) 35 and moves to Senate Finance.
- April 7, 1975 SSHB moves to House Finance. RurAL-CAP hires a legislative advocate, Richard Listowski, to represent rural Alaskan interests and to track legislation which the Legislative Priorities Conference ranked as high priority.

- April 23, 1975 Newly appointed Board of Directors for ASOSS issues a position paper supporting local control of schools in the Unorganized Borough while expressing reservations about pending legislation.
- May 5, 1975 CSSB 35 passes Senate with amendments.
- May 17, 1975 House Finance passes SB 35 with committee and financial support.
- May 21, 1975 House passes HB 24, counterpart to SB 35, to dissolve ASOSS.
- May 30, 1975 Free Conference Committee (FCC) substitute for HCSCSB 35 with report passes Senate.
- May 31, 1975 FCCHCSCSB 35 ratified by the House.
- June 4, 1975 Governor Hammond signs into law the Free Conference version of SB 35 and HB 24 to dissolve ASOSS by July 1, 1976, and to replace the system with Regional Education Attendance Areas (REAs), each with its own duly elected school board. The Bill becomes Chapter 124, State Laws of Alaska.
- June 30, 1975 DCRA Commissioner Lee McAnerney sends letters to local municipal officials, other community people, legislators, non-profit organizations, Alaska Unorganized Borough School District (AUBSD) and BIA regarding SB 35 and public hearings.
- July 1, 1975 Effective date, creation of AUBSD.
- July-September 1975 Representatives from the Department of Education and Community and Regional Affairs begin visiting rural areas to explain SB 35; public information meetings were held in 124 communities in unorganized borough; 2,369 people attending.
- September 15 - October 1, 1975 Departments of Education and Community and Regional Affairs hold formal hearings regarding proposed boundaries for Regional Education Attendance Areas (REAs); public hearings are held in 21 communities in unorganized borough; 796 people attend representing 83 communities.
- October 15, 1975 Public record closes for comments regarding regional boundaries.
- November 1, 1975 Recommendations for regional boundaries are submitted to Governor Hammond.
- January-February 1976 Elections held for regional school boards.
- July 1, 1976 Regional school boards take responsibility for education in their regions.

Draft Outline

NEW SCHOOL DISTRICTS IN RURAL ALASKA:  
A REPORT ON THE REAAs AFTER ONE YEAR

I. Introduction and Background

Highlights from the Report

Overview of the Study - Kathryn Hecht

Historical Perspective - Frank Darnell

Time Line - Ron Inouye

"Perspectives on Progress" - Kathryn Hecht

II Study-collected Data and Analysis

Survey of REAA Boards and Superintendents - Kathryn Hecht and Ron Inouye

Analysis of REAA and State Board Minutes - Kathryn Hecht and Ron Inouye

Case Study of an REAA - Paul Goodwin

III Contributed Chapters \*

Municipal Development - Pat Poland

Community School Committees - Sue Horton

New Secondary Education Programs in One REAA - Margo Zuelow

School Finance in the REAA's - E. Dean Coon

BIA/REAA Relations - Don Dafoe

Teachers' Views - Jim Alter

Bilingual Controversy - Sylvia Carlsson

\* Note: These are listed by subject rather than the title which will be used

IV Summary and Forecast

Related Studies and Issues

Seminar of Contributors: Edited Comments

Appendix

Selected News Clippings

Kathryn Hecht  
Center for Northern  
Educational Research  
September 14, 1977

## PROGRESS REPORT ON "SB 35 FOLLOWUP STUDY"

The Center for Northern Educational Research (CNER) plans to publish a followup study to Senate Bill 35<sup>1</sup> in December 1977. The study is now tentatively titled New School Districts in Rural Alaska: A Report on the REAAs After One Year. It is intended to serve two purposes. The first is to fulfill CNER's obligation to follow up the results of CNER's 1973-1974 study on the delivery of pre-higher education in the Unorganized Borough<sup>2</sup> (including any legislation and its implementation which the report may have helped to generate). Secondly, a followup to SB 35 can also be looked at as beginning an analysis process starting with the first year of the recently created school districts and elected school boards in rural Alaska. The movement for local control of education in the rural areas of Alaska with mostly Native populations, which grew in strength during the early '70's, spoke to obtaining that control as a means--the means to improve the quality of education. Therefore, SB 35 can be thought of as a beginning--the beginning of bringing local control to parents of rural Alaska. The achievement of a means, as SB 35 signifies, does not necessarily assure the end and it is to this point that the Center hopes this study will serve a useful purpose.

The first year of the Regional Educational Attendance Areas serving as school districts in rural Alaska marked an historic happening, one which should not be overlooked nor neglected in the annals of state education. It is both history and current events. We report it to keep a factual record,

<sup>1</sup>State Laws of Alaska, Chapter No. 124 as amended by FCCS HCS CSSB 35, 1975.

<sup>2</sup>Darnell, Frank; Hecht, Kathryn, and Orvik, James. PRE-HIGHER EDUCATION IN THE UNORGANIZED BOROUGH: Analysis and Recommendations. Fairbanks, Alaska: University of Alaska, Center for Northern Educational Research, 1974.

to provide such information to identify successes and problems and to help seek solutions to assure the availability of quality education for all students in the state.

The report is divided into four parts: introductory and background material, analysis of data collected directly for the study, contributed articles by others doing work related to the new districts, and a summary of the study including comments on material in the report, the legislation and possible revisions to it, and a forecast of future needs for research and technical assistance projects.

The introductory and background section will be introduced by one or two pages of highlights from the report, providing short quotes from each section. Hopefully it should promote interest as well as help the reader identify sections of the report of most immediate interest. The overview of the study will present the rationale for the study, its limitations, and the procedures used. It is important to stress that this study could not do all we would have liked and will not answer all questions, but we hope it will serve as a data base for future studies and a means of coordinating and disseminating information being currently collected by others. Next, an historical perspective will give readers a contextual setting in which to view the materials to come--how the year under study fits in with the larger picture of educational change in Alaska, both that which has been in the past and that to come. The time-line will present an ordering of events since CNER's last publication. The chronology begins in January 1974, at the time CNER's Unorganized Borough

report was presented to the legislature and will take the reader through the passage of SB 35 and up to the official start of the new REAAs in June 1976. To complete the introductory section, approximately 20 people who have been involved in the local control movement over the last five years were invited to write their perspective on progress since 1974. We felt the incredible amount of change that has occurred in such a short time needed to be emphasized. It is important to recognize how much has been accomplished and to highlight the successes, as well as begin to discuss emerging issues. The responses to these letters will be presented in a "collage" form to give the reader a feeling for all that has happened from various perspectives in the state.

The second section of the report will include that information directly collected for the study and analyzed by the CNER staff. This will include the information obtained from the survey questionnaires sent to REAA board members and superintendents. Unfortunately, the practical limitations of the study forced us to use a mail questionnaire which is not the most efficient way to collect data. Since 100% return is not likely, REAA Board Minutes and Minutes of the State Board of Education will be used as a secondary data source for reviewing attitudes and issues. Their analysis will be presented in this section. The questionnaire survey and analysis of the minutes gives broad coverage but not the indepth look we would like. Therefore, to balance this data, two CNER staff members will develop a case study on at least one REAA. For this, we plan to talk with parents and teachers as well as school administrators and board members, to get at what we call the "perceived quality of education" and how it may or may not have been affected by the creation of the REAAs and their first working year.

The next section called contributed chapters contains input provided by others in CNER and statewide who have been working on related issues. This allows the study to go into many more areas than its limited resources would permit and also gives visibility to those doing work in the state who would not normally have a vehicle to disseminate their information. Currently we have a commitment for five contributed chapters. The first will deal with the creation of REAAs as it affects and is affected by municipal development in the unorganized borough. This was in an area emphasized in the earlier CNER study. It will be written by a staff member of the Department of Community and Regional Affairs. A student from the University of Alaska-Southeast has conducted her own survey of the community school committees and her analysis will be presented. An in-depth study of one REAA's new secondary education program was done as a dissertation and an article based upon it will provide coverage of this very important issue. From within CNER a brief survey of the financing of REAA schools will be presented by the principal investigator of the school finance study. Findings to date will be summarized and issues will be raised. Two adjunct CNER staff will discuss the REAAs as related to BIA schools and current issues. Two other contributing chapters are contemplated but not committed. Hopefully, one will discuss teachers in the REAAs and the other will analyze data previously collected during the transition period.

The final chapter, which is to be both a summary and a forecast, is currently planned to be presented in two parts. The first part will highlight issues that are important but were not covered by the report and also describe

other studies which may be identified going on elsewhere in the state on the REAAs and related issues. It should serve to bring out some of the things which this brief study could not include.

The larger part of this final chapter will be based on a unique approach. It is currently planned to invite those contributing to the report plus a few selected persons to a seminar at CNER at the time the draft materials of the report are ready. This group will be asked to review the materials as a whole, to discuss their mutual contributions and the information provided the Center. They will also be asked to speak specifically to suggested revisions to SB 35 and to discuss new and continuing issues. The transcript of this seminar in edited form will be the summary chapter.

Current plans are also to include an appendix with selected news clippings from 1974 to 1977 on the REAAs and related issues.

Hopefully, those reading this progress report will express their ideas, as the outline is tentative, subject to change and open to suggestions.

Invited Guests

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