

ALASKA LEGISLATURE COMMITTEE FILES 1981-1982 86/2

1566 SHESS SCR 55 - HB 17

As noted by Judith Kleinfield, Institute of Social & Economic Research, UAF, the success rate of MEHS graduates in higher education is 50%, compared to 31% for local schools. This may, however, indicate that students with academic aspirations are more likely to apply to MEHS.

Budget: The Mt. Edgecumbe budget for 1982 is \$6,315,751 (\$2,795,451 for education and \$3,520,300 for facility management) for a cost of \$19,503 for each of the 323 students. Included in this budget is cost of travel from home to school and back, and for emergency trips. The requested budget for 82/83 is \$3,565,400, reflecting close-out year operational costs and reduced enrollment through the elimination of the freshman class.

Considerations: According to federal policy, the Department of the Interior must insure that Alaska Native entities exercise self-control in all aspects of the education process. Alaska natives have the right to elect to close Mt. Edgecumbe or contract for B.I.A. services.

25 CFR Part 31a.4, "the Assistant Secretary for Indian Affairs through the Director shall... (3) ensure that Indian Tribes and Alaska Native entities fully exercise self determination and control in planning, priority setting, development, management, operation, staffing and evaluation in all aspects of the education process".

However, the decision to close Mt. Edgecumbe was made in the absence of Native participation and has been interpreted by some as indicating a termination of the federal-Native relationship. Some entities have already agreed to this termination through notification of the turnover of local schools to the state.

Senator Stevens had scheduled a hearing before the Senate Appropriations Committee on March 19 "...to determine what the plans are for an orderly transition and for upgrading and repair of the facilities." Due to the Senator's illness, this meeting was cancelled. It has been rescheduled for April 29, 1982.

Naturally, more attention is centered on the future of the day schools since the two options offered the state will close most, if not all of the schools, following the 1981/82 school year. (Note: 10 of the day schools have already notified the Department of Education of their intention to transfer to the state school system).

A March 25th letter from Governor Hammond to the Dept. of the Interior rejected both options offered the state concerning the 37 day schools because they do not address the policy issue of Native involvement in the transfer, and because the proposals do not allow sufficient transition time or provide reasonable resources.

If Mt. Edgecumbe were closed the small increase of students to the various village schools would not generate sufficient revenue to provide variation and curriculum expansion in local schools in any way equal to MEHS.

The B.I.A. has indicated that the Off-Reservation Boarding School study suggested negotiating, through the state and appropriate native groups, the absorption of students by other alternatives. B.I.A. documents show the state boarding school program, as the only option for Mt. Edgecumbe students, while acknowledging that some enrollees are drop outs from the state program, and that the Alaska Native Education Association study showed a 66% drop out rate for native students in public schools. In addition, evidence has shown that native students who transfer from Anchorage schools do not graduate from any other school in the state. Students indicating an inability to cope with the public school system and having social reasons for attendance at Mt. Edgecumbe also have the state boarding school option.

Significant planning time would be required to accomplish the transition and allow placement for the students in the state boarding school program.

The local economy in Sitka is clearly dependent on the federal installation at Mt. Edgecumbe. Through all sources, the school furnishes at least \$5 million to the local economy, while employing many of its citizens whose children have a significant impact on the school system. The Sitka city-borough owns the utilities, which are operated on contract by Mt. Edgecumbe High School. This situation in utilities allows Sitka to hold down costs to all citizens with rate structures based on continued consumption of the school. Closure of the boarding school will ultimately affect Sitkans in innumerable ways not immediately evident.

What will become of Mt. Edgecumbe property should the school find no other resources is uncertain. Ownership is with the Indian Health Service, but disposal would occur through the Bureau of Land Management, presumably following a method giving federal agencies first priority and then Native organizations.

Although considerable negotiation for turning the 37 B.I.A. day schools over to the Department of Education has occurred in the past year, little discussion over the future of Mt. Edgecumbe has been included. Uncertainty over the school's continuance has been blamed for decreasing enrollments. At this time, no freshmen will be admitted this fall, with closure certain to follow the termination of the 1982/83 school year.

Legal opinion offered this Committee by Legislative counsel suggests that the school could be limited to rural students although non-native exclusion would clearly violate the state constitution.

Options:

1. Closure.
2. State operation as
  - a. boarding high school for students from rural areas (e.g., places with less than 500/1,000 people), or
  - b. boarding high school for students from areas where there is no school through 12th grade, or when the Department of Education has certified that the local high school is inadequate, or
  - c. boarding prep school for inadequately prepared college-bound high school graduates, or
  - d. leadership academy for outstanding high school seniors.
  - e. boarding home, with students attending Sitka schools.
3. State contract with one or more Alaska Native organizations to operate the school as in 2 a-d.
4. Convert to vocational education facility, along lines of Seward Skill Center.
5. Convert to minimum security prison.
6. Transfer ownership to Sitka City-Borough.

The Committee recommends that these, and other options, be considered by the Legislature giving special attention to the impact of each on the community of Sitka. It is further recommended that the Legislative Council prepare legislation for the pre-filing in the 1983 session in order that expeditious action can be taken well in advance of Federal termination of the facility.

cc: To all State Legislators

Enclosures to:

Senate President  
HESS Committee Members  
Senator Eliason  
Governor's Office  
Representative Grussendorf

Enclosures:

1. Committee letter to Mt. Edgecumbe Superintendent.
2. Legal opinion.
3. Mt. Edgecumbe program, budget & student information.
4. UAF, Institute of Social and Economic Research higher education for rural students.
5. Position statement from City of Sitka.
6. Newsletter article from Senator Stevens.
7. Letter to Gov. Hammond from Dept. of the interior.
8. News release from Gov. Hammond.
9. B.I.A. Comprehensive Consolidation Plan.

UNITED STATES GOVERNMENT

# Memorandum

TO : Rep Albert P. Adams  
Alaska State Legislature

FROM : Education Program Administrator  
Mt. Edgecumbe High School

SUBJECT: Estimated Budget - FY 83

DATE: March 30, 1983

The attached is forwarded per your request.

The projected budget for Maintenance and Operations will be called to your office, March 31.

Thank you for you continued support



5010-108

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

UNITED STATES GOVERNMENT

# Memorandum

TO : Representative Albert Adams  
Alaska State Legislature

FROM : Education Program Administrator  
Mt. Edgecumbe High School

SUBJECT: Estimated Budget - FY 83

DATE: March 30, 1982

Attached is an estimated budget for the state funds requested through HB 812. These estimates include education and facility maintenance and operation costs, based on three hundred fifty students. We believe if we are permitted to enroll a freshman class for school year 1982-83, it will affect the enrollment of other 10th, 11th, and 12th grade students in a positive way.

The Bureau has informed us our FY 83 allotment will be:

Education	\$ 1,893,000.00
Maintenance/Operations	<u>2,600,000.00</u>
	4,493,000.00

Our fiscal year begins October 1.

FY 82 funding level is:

Education	\$ 2,795,451.00
Maintenance/Operations	<u>3,520,300.00</u>
	\$ 6,315,751.00

A decrease for FY 83 of \$ 1,822,751.00.

I do wish to point out, our FY 82 level of funding for education is not sufficient. The only method we have to not overspend before the end of FY 82 is to place all of our education employees, approximately 75, on extended non-pay status during the summer months. We have had to furlough employees for the past two summers in order to meet budget cuts. This has resulted in an even greater salary disparity for federal education employees when compared to the public school systems.

I also want to emphasize the Mt. Edgecumbe budget for FY 1983 is based upon a school closure at the end of school year 1982-83. The \$1,893,000 does not include money for closing or RIF (reduction-in-force) costs, or the start up of a new school year in August and September 1983-84.

The estimated budget projections for the allotment from HB 812 are estimates only covering the school year 1982-83 to June 5, 1983.



*Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan*

Also, when we received the information from our D. C. office that we would not be allowed to enroll a freshman class, and that our budget would be reduced, we had to initiate a substantial reduction in our work force. The personnel listing you see on the HB 812 FY 83 budget projection is a listing of teachers and positions we would retain. Without the additional funds and a freshman class, we would have to release those teaching and support positions. Needless to say, the overall effect on the curricular offerings and delivery system would be disastrous. With funding from the State, we would be able to support a freshman class, and keep our scope and depth of curricular offerings to a quality level.

At Mt. Edgecumbe, we require four years of English, two years of math, three and one-half years of social studies, two years of home economics and shop, two years of science, and one-half year of health and personal finance, as well as, a good choice of electives. It takes an adequate number of teachers to offer the courses so each student can meet the graduation requirements. We have a high education standard and we believe time spent in learning for each individual is the key to achievement. This also takes an adequate staff to ensure each individual has a share of the teacher's time to enable adequate progress.

We also believe, it is essential for us to have the ability to serve the speciality areas of special education and remedial education so that we can fully meet the education needs of all our students. Without State funds for FY 83, our capability to fully meet the needs of students would be seriously diminished.

Since we are the home and school away from home, we must provide the education support and opportunities normally provided by the home. Thus we provide tutoring in the dorms in the evening, library hours in the evening, and recreation programs in the evening, as well as, the basic care given by the dorm staff. Without these State funds, we would have to cancel 85% of the support we give our students. With all these services, we are indirectly telling the kids, education is important.

Music and art are two very important areas of our student's lives, and an important part of their individual growth and development. Without State funds, we would have to consolidate the teaching of those areas, with some other teacher. This action always causes each program to lose much of its effectiveness and success. With State funds, we would be able to keep these two important teachers at the school.

I hope this is somewhat understandable. Feel free to categorize the budget projections, if you believe you should.



LeRoy Demmert

FY 83

STAFF

English Teacher	24,000
Art Teacher	25,000
Music Teacher	20,557
Math Teacher	23,000
Science Teacher	18,800
Shop Teacher/part time	11,500
Special Education	27,000
Personnel Office	20,000
Clerk	12,500
Dormitory Attendants (5)	75,000
Tutoring - Library - Arts & Crafts Freshman Athletics	15,000

TESTING/COUNSELING

Student Testing	500
Exceptional Child Testing/Evaluation	2,000
Intensive Counseling-Social Services	2,000

STUDENT TRANSPORT

Freshman/Other student transport	88,400 (3 one-way trips+ emergency trvl) (to school and home)
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SUPPLIES/SERVICES

Food Services/Freight/Food	70,000
Home Economics Supplies	1,000
Shop Supplies	800
Dorm Supplies	1,500
Dorm Linen-sheets/towels	1,000
Student/Dorm Laundry Services	125,000
Office Supplies	1,000
GSA Vehicle	3,900

SPORTS/ACTIVITIES

Recreation	500
Restore track and field meet	2,000
Restore cross country meet	3,000
Freshman basketball (boys/girls)	2,000
Sports - basketball official fees	1,500

GRAND TOTAL 589,457

STAFF-SERVICES

Staff Training	3,000
HHG Relocation (employee)	8,000

# Alaska State Legislature

## House of Representatives

Albert P. Adams

Chairman

Committee on Finance

April , 1982



Official Business

The Honorable Charlie Parr  
Alaska State Senate

Dear Senator Parr:

I recently received a copy of the Senate Health, Education and Social Services Committee's report on Mt. Edgecumbe High School. The report is generally good, but I would like to suggest one correction at this time. The Report gives an average operating cost per student of \$19,503 for this school year. This figure is based on a budget of \$6,315,751, and a current student population of 323. Since some attrition occurs during the school year, it would be more accurate to use an average student population for the whole year. According to Leroy Demmert, Superintendent of Mt. Edgecumbe, 360 is a good average for the current school year. Using this figure, the cost per student would be \$17,500.

I would also like to point out that Mt. Edgecumbe's consolidation/renovation plan would reduce operating costs considerably. The energy efficiency of the buildings would be improved, and the number of buildings would be reduced by combining more functions in the renovated buildings. Following implementation of the plan, Mt. Edgecumbe would be able to accommodate 500 students at an average annual cost of \$10,400 per student (1982 dollars). Approximately 85% of Mt. Edgecumbe's students come from areas served by REAA's, which had an average annual cost per student of \$9,261 in FY 81. Hence, Mt. Edgecumbe's cost of providing a quality education to rural students would be close to the mean. Considering that Mt. Edgecumbe is a boarding school which must provide travel, housing and supervision 7 days a week, its cost per student would compare very favorably with the costs of other high schools serving rural students.

If Mt. Edgecumbe were to be acquired by the State of Alaska, the state should negotiate with the federal government to receive the surplus land and buildings associated with the school. The proceeds from their sale could then be used to defray the capital costs involved in the consolidation/renovation plan.

Although the federal government established Mt. Edgecumbe to provide education for Alaskan Natives, if the state were to acquire Mt. Edgecumbe, this racial criterion could not be used in determining student eligibility. The question then becomes, should the state continue to make this unique educational environment available to Alaska's students.

WHILE IN SESSION

Pouch V

State Capitol

Juneau, Alaska 99811

(907) 465-3706

ANCHORAGE OFFICE

1024 W. 6th Avenue

Anchorage, Alaska 99501

(907) 274-0615

HOME - DISTRICT 21

P.O. Box 271

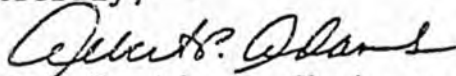
Kotzebue, Alaska 99752

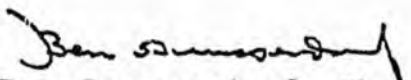
(907) 442-3320

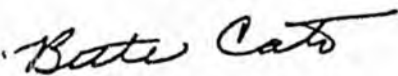
Senator Parr  
April 8, 1982  
Page 2


I urge you to schedule Senate Bill 844, which would create the Mt. Edgecumbe Regional Education Attendance Area, for a hearing in your committee as soon as possible. At this point, Mt. Edgecumbe is expected to operate for one more school year, but without a freshman class. It behooves the Alaska Legislature to make a decision on this issue this year, so that if the state decides to operate Mt. Edgecumbe, the school can avoid planning for shut down, and begin planning their future instead.

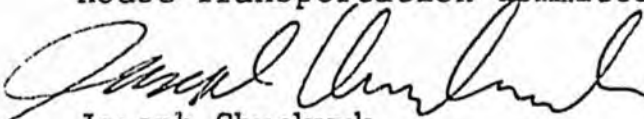
Sincerely,

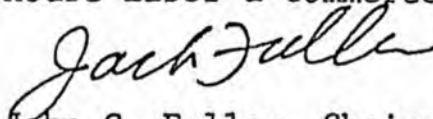
  
Albert P. Adams, Chairman  
House Finance Committee


  
Ben Grussendorf, Chairman  
Mt. Edgecumbe Task Force

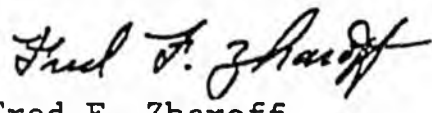
  
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Joseph Chuckwuk  
House of Representatives

  
John G. Fuller, Chairman  
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Vernon L. Hurlbert  
House of Representatives

  
Fred F. Zharoff  
House of Representatives

cc: Senator Terry Stimson  
Senator Mike Colletta  
Senator Vic Fischer  
Senator Tim Kelly

APA/wlr

# STATE OF ALASKA

**DEPT. OF HEALTH AND SOCIAL SERVICES**  
**OFFICE OF THE COMMISSIONER**

JAY S. HAMMOND, GOVERNOR

POUCH H 01  
JUNEAU, ALASKA 99811  
PHONE:

April 19, 1982

465-3030  
(FW-1)

DOCUMENT NO. 144-82

The Honorable Charles H. Parr  
The Legislature  
State Capitol, Pouch V  
Juneau, Alaska 99811

Dear Senator Parr:

I have been asked to comment on the proposed use of the Mount Edgecumbe School as a minimum security jail. The issues concerned with selecting a site and structure for such a use are many.

The location should be one that provides opportunities for inmates to live in an unconfined atmosphere. Such things as perimeter security are non-existent. The inmate could walk away from a minimum security prison if he so desired. Of course, the population of minimum security prisons is carefully selected and consists of prisoners who are adjusting to pre-release conditions. Also, prisoners whose remaining sentences are of short duration. Most minimum facility locations are in populated areas and the desirability of such close interaction between prisoners and the general population is questioned by many. Ultimately, the surrounding community will have much to say about such a location.

Ordinarily, the acreage associated with a minimum security prison would be sufficient to allow outdoor activities. Often this would include farming. Another locational factor has to do with proximity of inmates to their communities and families. Their re-entry to normal life will be benefited by their ability to have close communications. This factor generally means that such prisons should be near populous areas. Most inmates who would qualify for this type of placement would not be from Sitka or Southeast Alaska. Transportation alone can become a cost and logistical concern.

The structural uses needed for minimum security facilities can be categorized as housing, program, and administrative. These requirements are usually met by a number of structures which may be tied together by a service core. The structures involve different space requirements with plumbing, wiring, and mechanical systems designed for each. These requirements can be more easily met, and usually at a lesser cost in new buildings rather than through renovation. Our estimates for the renovation of existing buildings to prison configurations are generally high compared to new construction costs. Also, efficient space utilization is often difficult to achieve in building renovation.

The great need for bed space at this time is not in minimum custody space, but for close and maximum security classifications. It is most unlikely that the school could be effectively utilized for a close or maximum security prison.

At this time it is not possible for me to evaluate the suitability of the Edgcombe School as a minimum security prison. However, before the end of April members of my staff and Department of Transportation and Public Facilities personnel will visit the site to gether specific information concerning the site, building floor plans, and structural and mechanical conditions. However, many of the issues that would be addressed have been identified in this letter.

The initial reaction of my staff to the idea that the school could be renovated is one of doubt.

Please let me know if I can be of any further help. My staff and I are prepared to work with you to provide a sound prison system for the State of Alaska at the least cost possible.

Sincerely,



Helen D. Beirne  
Commissioner

STATE OF ALASKA  
THE LEGISLATURE

POUCH Y - STATE CAPITOL  
JUNEAU, ALASKA 99811  
907-465-3800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

April 15, 1982

SUBJECT: Freshman class at Mt. Edgecumbe High  
School (CSHB 812 (Finance))

TO: Senator Charles H. Parr  
Chairman, Senate Health, Education  
and Social Services Committee

FROM: Richard A. Bradley *B*  
Legislative Counsel

Nancy Dietrick has asked that I comment on the policy implications involved in the implementation of CSHB 812 (Finance) as well as the constitutional problems involved in the grant of funds to a program in which racial qualifications for participation appear to exist.

While the Alaska Constitution frowns on the addition of substantive language to an appropriation act (see Article II, Sec. 13), the directions to the executive in Sec. 1 of the bill are rather thin. "The sum of \$1,000,000 is appropriated from the general fund to the Department of Education to be used to enable freshmen to attend Mount Edgecumbe High School during the school year beginning in 1982". The legislature has provided no direction to the commissioner of education or the Board of Education for their use in the expenditure of the funds. Presumably, there is an implicit condition that the funds are not to be spent if freshmen are not admitted. Other aspects of the question are not treated. I assume the Department of Education would be prudent to offer the funds to the Department of the Interior only on the execution of an agreement between the department and Interior that achieved the general goals of the legislation.

The second aspect of the question is more troublesome. It has been consistently the advice of this office and, I believe, the advice of the Department of Law that the provisions of the U.S. Constitution and its amendments and

April 15, 1982

the provisions of Article I, Secs. 1, 3, and 7 of the Alaska Constitution established substantial problems for a state program where participation in the program has qualifications based on race.

The provisions of Article I, Sec. 3, for example, provide:

No person is to be denied the enjoyment of any civil or political right because of race, . . .

I consider it unarguable that admission to an education is a civil right. Hootch v. Alaska State Operated School System, 536 P.2d 793 (1975). And while Hootch conceded that the methods chosen by the state to provide the education did not need to be identical for all students, 536 P.2d at 803, no part of the opinion suggests that the basis for the differential treatment could be racial.

I understand that there are no students in Mt. Edgecumbe High School who are not Native. I assume that this result occurs because the Bureau of Indian Affairs as the administrator of the school has adopted status as an Alaska Native as a qualification for admission.

I make this point only because I have understood that the other Bureau schools in Alaska, while unarguably established because of the need to educate Native members of the particular community, have typically educated any person resident in that community, regardless of the ethnic definition of that person. To that extent, the BIA village schools are a species of the neighborhood school and admission is not racially defined.

It is clear that a withdrawal by the Interior Department from education of Natives in Alaska will force the state and its school districts or regional educational attendance areas to assume the education of the individuals no longer attending BIA schools.

To that extent, the expenditure of the funds by the state to facilitate the admission of the freshman class to Mt. Edgecumbe is an expenditure for a state purpose. That is, if the legislature does not assist in the Mt. Edgecumbe program, it will need to address other solutions to the unarguable need to educate the students in question.

Senator Charles H. Parr  
Page 3  
April 15, 1982

But I am troubled by the disparate treatment that seems to result from this expenditure. If the legislature makes an appropriation for the aid of high school students from the rural areas of Alaska who do not have day schools available to them, no constitutional violation occurs even if all of the beneficiaries of the appropriation happen to be Native Alaskans, simply because it is the members of the Native community who live in the more rural areas of the state where day schools are not available. In such a situation, there has been no structured approach to a solution which treats the Native and the non-Native separately as members of discrete groups.

But as I understand the situation at Mt. Edgecumbe High School, the selection process focuses on students who qualify as Alaska Natives and it may be that a measurable portion of the existing student body at Mt. Edgecumbe is not from rural Alaska communities where there are no secondary schools.

I assume that it is fair to conclude that attendance at a boarding school is to some measurable extent more beneficial to the student than education by means of correspondence for those students who have no high school available to them. Therefore, a certain number of the members of the community eligible for admission to Mt. Edgecumbe are preferred over high school students whose only option is education by means of correspondence.

I believe that this separate treatment is the essence of the constitutional problem with the appropriation for the incoming freshman class at Mt. Edgecumbe High School. The assumption that there is a problem relies on the assumptions suggested in this memorandum. Given these premises, I do not know what conditions the Department of Education might establish for the grant of funding to the operation of the Mt. Edgecumbe freshman class. I believe that it might be possible for the department to deal with the problem and perhaps avoid the problems suggested in this memorandum.

If I may assist further, please advise.

RAB:ljb

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPARTMENT OF EDUCATION

STATE BOARD OF EDUCATION

April 12, 1982

The Honorable Jalmar Kerttula  
President, Alaska State Senate  
Pouch V  
Juneau, Alaska 99811

Dear Senator Kerttula:

As you are probably aware, the Bureau of Indian Affairs had previously scheduled closing Mt. Edgecumbe Boarding High School at the completion of the 1981-82 school year. The Reagan Administration, after receiving much political pressure, has decided to extend the closing date to the end of the 1982-83 school year. As a first step in that planned closure, the BIA has determined that Mt. Edgecumbe will accept no freshmen students for the 1982-83 school year. As the President of the State Board of Education, I view these actions by the federal government to be in harmony with the State Board's long-held position favoring the planned, orderly withdrawal of the Bureau of Indian Affairs from Alaska Public Education and final resolution of this divisive issue in our educational structure.

A recent action by the Alaska State House of Representatives, however, threatens to strike at the very heart of our policy supporting a single public education delivery system in Alaska. On April 8, 1982, the House passed CS/HB 87 (Finance) which, if enacted, would appropriate \$1,000,000 for a 1982-83 freshman class at Mt. Edgecumbe. The funds (\$6,000,000) to extend the school for one year, were taken from monies budgeted for transition of those students into local schools. The political ramifications of providing state aid for a federal responsibility notwithstanding such an act gives rise to several educational concerns. Further, I have serious doubts with respect to the appropriateness of using state funds to support a nonpublic facility, which may or may not continue in existence, at the same time, previously committed state aid to public education is being cut below full entitlements.

Lastly, local school districts have, over the past few years, developed programs and constructed facilities with a long-range view toward absorbing existing BIA students. The action by the House is counter productive to those plans and again raises the question of whether that issue will ever be settled in a dispositive fashion.

I respectfully urge the Senate to endorse the State Board's policy of a single public educational delivery system in Alaska by opposing enactment of any legislation which would prolong the existence of Mt. Edgecumbe as currently operated.

Sincerely,



Vincent H. Casey  
President

cc: Governor Jay S. Hammond  
Members, Alaska State Senate  
Members, State Board of Education  
Commissioner Marshall L. Lind  
DOE/MLF

ISER OCCASIONAL PAPERS

No. 15, January 1982

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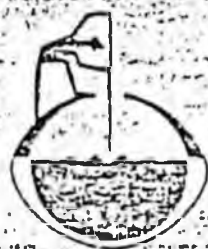
Native College Success in the Seventies:  
Trends at the University of Alaska  
at Fairbanks

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Judith Kleinfeld

Robert Travis

Velma Hubbard



INSTITUTE OF SOCIAL AND ECONOMIC RESEARCH

UNIVERSITY OF ALASKA  
Anchorage, Alaska

NATIVE COLLEGE SUCCESS IN THE SEVENTIES:  
TRENDS AT THE UNIVERSITY OF ALASKA AT FAIRBANKS

by

Judith Kleinfeld  
Robert Travis  
Velma Hubbard

*ISER Occasional Papers* are published periodically by the Institute of Social and Economic Research, University of Alaska. Authors are free to develop their own ideas on their own topics.

Judith Kleinfeld is a professor of educational psychology at the Institute of Social and Economic Research. She holds an Ed.D. in educational psychology from the Harvard Graduate School of Education. Before joining the institute, she taught Indian and Eskimo students at the Alaska Native Medical Center in Anchorage.

Price: \$2.00

E. Lee Gorsuch, Director of the Institute  
Ronald Crowe, Editor

## ACKNOWLEDGMENTS

We very much appreciate the assistance of many University of Alaska staffmembers who helped with this study. We are particularly grateful to Andy Angaiak, head of Student Orientation Services, and his staff. Pat Dubbs, coordinator of the Cross-Cultural Educational Development Program, was very helpful in correcting our list of X-CED graduates. Ken Martin, head of Institutional Studies and Testing on the Fairbanks campus provided valuable current information. We also want to express our appreciation to those who critically reviewed earlier versions of the paper, particularly Andy Angaiak and his staff; Pat Dubbs; Jerry McBeath, head of the Political Science Department; Ray Barnhardt, director of the Center for Cross Cultural Studies; Charles Ray, dean of the School of Education; and Tom Jennings, director of the Cross-Cultural Educational Development Program.

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Institute of Social and Economic Research  
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707 A St., Suite 206  
Anchorage, Alaska 99501  
1982

## PURPOSE

This study examines academic success, dropout, and graduation rates of Alaska Natives at the University of Alaska at Fairbanks (UAF) through the late 1970s. It explores:

- Rates of academic success and dropout among Native students who enrolled as new college freshmen from 1963 through 1979.
- Relationships between standardized test scores, high school grades, and other factors, to the college success of Native students.
- College success rates of Native freshmen from the new small village high schools.
- Numbers of Native students graduating with associate, baccalaureate, and graduate degrees in different fields of study.

The purpose of this study is to provide basic statistical information on Native college success at UAF which can be used in identifying problem areas and program needs. While we draw attention to program changes at UAF during the 1970s, this research was not designed to explain changes in success rates. Rather, it is intended to bring them to the attention of educators and the Native community.

## METHODS

Our statistics on academic success and drop-out rates are based on University of Alaska student records. However, since many students in registering choose not to identify themselves by ethnic origin, this source of information is incomplete. Therefore, we supplemented university records with information from the Student Orientation Services Program (SOS) which works closely with Native students.<sup>1</sup>

Pre-1975 information on the success rates of first-time Native

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<sup>1</sup>Because of time and budget limitations, we used university records alone (without SOS supplementation) to obtain additional data on the success of Native students from different types of high schools who entered UAF in 1978 and 1979. Adding data from these years enabled us to increase the size of our population group of Native students who graduated from small village high schools.

freshmen comes from two earlier publications.<sup>2</sup> Statistics from the 1975-1979 years were collected by the third author of this study, Velma Hubbard, with the cooperation of the SOS program. Lists of Native college graduates were compiled from commencement programs; SOS program records; and records of the Cross-Cultural Education Development Program (X-CED), a field-based teacher training program.<sup>3</sup>

#### Definition of "Academic Success"

"Success" is a value-laden term which can be defined in many different ways. Since the primary purpose of this study was to monitor change in Native students' college performance over time, we used the definition of college success that we had used in earlier publications. Thus, we could compare success rates in the 1960s, early 1970s, and late 1970s.

A student was placed in the "college success" category if he or she earned at least a 2.0 (minimum passing) average grade and received at least 7.5 or more credits per semester (half the number of credits needed to advance in class standing) during the first enrollment in college. We based success on credits completed as well as grade-point average because, in some cases, students failing classes chose to drop most of their course load during the semester. Thus, a student could conceivably end up with a 4.0 grade-point average by dropping all but one course.

Some educators prefer a more rigorous definition of college success—earning at least a 2.0 average grade and at least 12 credits per semester during the first enrollment in college. Twelve credits is the minimum number of credits a student can earn per semester and maintain full-time student standing. We provide information in supplementary footnotes on the success rates of first-time Native freshmen from 1975-1979 when the 2.0 GPA/12 credits-per-semester definition of success is used. However, we prefer the less stringent

<sup>2</sup>These are: Karen Kohout and Judith Kleinfeld, *Alaska Natives in Higher Education* (Fairbanks: University of Alaska, Institute of Social, Economic, and Government Research, ISEGR Report No. 40, 1974); Judith Kleinfeld, *Alaska Native Students and College Success* (Fairbanks: University of Alaska, Institute of Social and Economic Research, Occasional Paper No. 14, 1978). See these publications for additional information on the definitions of "Native" student (self-identification or 1/4 or more Native on college or Bureau of Indian Affairs records) and "first-time freshmen" (a student who had not previously enrolled in a program of higher education).

<sup>3</sup>We have not included X-CED students, however, in statistics on academic success and drop-out rates. With the exception of statistics on UAF graduates, this study concerns Native freshmen on the UAF campus.

difficulties during the first semester or two.

In sum, this study uses a combination of grade-point average and credits attained as the measure for academic success. The most commonly used index of college success, in contrast, is drop-out-rate. Drop-out statistics, however, can be quite misleading. As this study shows, many Native (and non-Native) students leave for a semester or two and later return to college. Thus, drop-out rates at any single point in time do not indicate what proportion of Native students have permanently left college and what proportion are taking a semester off. One approach to this problem is to examine drop-out rates only among those who have had at least 4 years to re-enroll in college. While we have done such analyses, serious problems still remain. First, students may enroll at another institution, such as a community college, and we will have inaccurately listed them as dropouts. Second, using dropout as an index of "failure" incorrectly implies that students have received little benefit from time spent successfully completing college courses. Our experience has been that Native students with some college experience have an advantage in the job market.

In short, we present drop-out statistics because this information is commonly requested by legislators and university administrators interested in an institution's "holding power." However, in our view, a far more informative measure of Native college success is the number of Native students successfully completing a particular number of credit hours.

#### Limitations of Study

This study is limited to an analysis of Native college success at a single institution, the University of Alaska at Fairbanks. Rates of success at this institution are important because UAF accounts for the largest number of Alaska Natives who obtain baccalaureate and graduate degrees.<sup>4</sup> However, large numbers of Native students also attend college at the University of Alaska at Anchorage, Alaska community colleges, and institutions outside of Alaska. We do not know the extent to which changes in Native college success at UAF represent more general trends.

A second limitation of this study is that in examining changes in success, we used university records, which contain only such infor-

<sup>4</sup>*U of A Today: Degrees and Other Formal Awards Conferred by the University of Alaska, 1978-79* (University of Alaska: Office of Institutional Planning, Research Report 80-1).

nation as age, sex, and standardized test scores. With this data base, we can do no more than provide clues for later investigation into the causes of Native college success and dropout. For example, we have found a moderately strong relationship between declaring a major and academic success. Yet, declaring a major may be only an indication of another factor, a sense of purpose in college, which we have not measured directly.

#### Academic Success Rates of Native Freshmen at UAF

Between 1963 and 1978, academic success among full-time Native freshmen increased, despite the fact that during this period the University enrolled an increasingly large number of rural students with low levels of academic preparation.

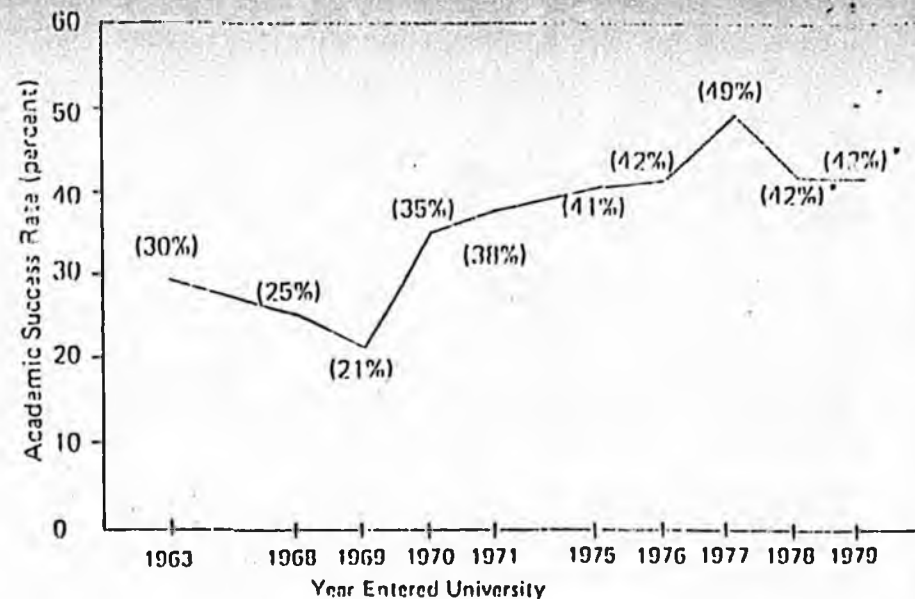
In the 1960s, less than a third of Native freshmen succeeded in college (Figure 1). In the early 1970s, rates of academic success greatly increased, with over 40 percent of Native freshmen succeeding in college by 1975.<sup>5</sup> During the later 1970s, however, success rates fundamentally reached a plateau. The major improvement, in short, occurred in the early 1970s.

The increase in Native academic success in the first half of the 1970s is more impressive than these figures indicate because of the decrease in the academic preparation of the Native freshmen who are attending UAF, as measured by standardized tests.<sup>6</sup> Most freshmen at UAF have taken the American College Test (ACT), in which scores range from 36 (99th percentile) to 0. Nationally, the average ACT score for college freshmen is 18.7. In 1963, only 12 percent of Native freshmen came to college with very low ACT scores of 10 or below (Table 1). By 1971, 30 percent of the Native freshmen had ACT scores in this range. In the late 1970s the proportion increased to 55 percent.<sup>7</sup>

<sup>5</sup>Using the more stringent academic success criterion of at least a 2.0 grade-point average and 12 or more credits completed per semester, success rates for full-time Native freshmen are: 1975, 30 percent (N=63); 1976, 31 percent (N=72); 1977, 32 percent (N=74); 1978, 32 percent (N=72), (incomplete information); 1979, 33 percent (N=74), (incomplete information).

<sup>6</sup>Whether such standardized tests are appropriate measures of academic ability for minority students, such as Alaska Natives, is a continuing educational controversy. However, as we will later discuss, ACT scores are moderately strong predictors of academic success for Native students as they are for non-Native students. Such tests are useful indicators of how well students are likely to do in a college setting, even though they may be poor measures of "intellectual ability."

<sup>7</sup>A score in this range indicates that the student is at the 7th percentile or below, compared to students nationally who took the ACT test.



Number of New Freshmen: (37) (61) (73) (89) (105) (63) (72) (74) (115)\* (-)\*

\* Incomplete information.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff

Figure 1. Academic Success Rates of Native Freshmen Who Entered UAF Between 1963 and 1979

In sum, Native freshmen's college success at UAF rose in the early 1970s despite an increasing number of Native students with limited academic preparation. Success rates remained stable in the late 1970s despite another substantial increase in freshmen with low ACT scores. While the success rate of Native freshmen who entered with ACT scores in the lowest range (10 or below) did not increase much during the late 1970s, gains in the success rates did occur for Native freshmen who entered with medium to high ACT scores (Figure 2); this was especially true for those with the high ACT scores.

In addition to this increase in success, the number of new Native freshmen entering the University of Alaska increased substantially during the 1970s (Figure 1). Again, the major increase occurred in the early 1970s, with what appears to be a leveling off in the late

Table 1

### Act Scores of Native Freshmen Who Entered UAF Between 1963 and 1978

Composite ACT Scores	ACT Distributions over Time			
	1963	1968	1971	1975-1978
Low (0-10)	12%	12%	30%	55%
Medium (11-20)	67	71	57	41
High (21+)	21	17	13	4
Total	100%	100%	100%	100%
Average ACT Score	16.7	16.0	13.9	9.7
Number of Students*	(33)	(50)	(97)	(308)

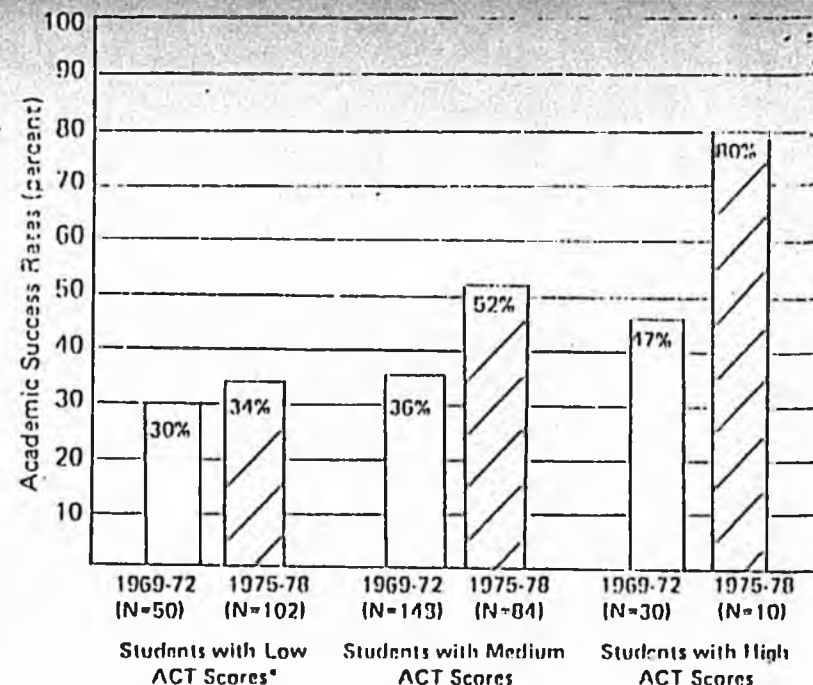
\*Based on students for whom ACT scores were available.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

1970s. Enrollment figures, however, are erratic. They reflect various social changes—for example, the availability of high-paying jobs during the construction of the trans-Alaska pipeline. Moreover, we may have omitted some Native students, particularly those who did not use SOS services. It is clear, however, that the enrollment of non-Native freshmen at UAF increased markedly from the 1960s to the 1970s. More students enrolled, and more of these succeeded academically.

#### Reasons for Increase in Success

The reasons for the increase in the college success of Native students in the 1970s are complex and involve numerous political and economic developments. For example, the settlement of the Alaska Native Land Claims in 1971 focused attention on the need for educated Natives to staff the regional and village corporations established under the Land Claims Act. During the late 1960s as well, the success of minority groups in college became a national issue. UAF administrators and faculty became more aware of the problems of Native students and more willing to ease university requirements. In



\*An ACT score below 10 is defined as low; from 11-20, medium; and 21+, high.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

Figure 2. Academic Success Rates of Native Freshmen with Different ACT Scores Who Entered UAF Between 1969 and 1978

addition, a special new program, Student Orientation Services, was developed at UAF in 1969. The program provides academic advising and tutoring services, sponsors seminars, and serves as a gathering place for students. In addition, students may enroll in such special courses as cross-cultural communication, which are combined with regular freshmen courses, such as anthropology. SOS instructors attend these freshmen courses with students to teach such skills as notetaking and writing research papers. The basic SOS program approach was developed during the early 1970s and the program gained additional experience in the late 1970s.

The development of these programs in the early 1970s appears to have had the greatest benefit for Native students with low levels of

academic preparation who were more likely to need the services SOS could provide. In 1969, for example, the academic success rate of Native freshmen with very low ACT scores was 0 percent; in 1972, it was 38 percent.<sup>8</sup> However, in the late 1970s only minimal gains in academic success occurred for Native students in this low-ACT range. At least for these students, a limit may have been reached in what the university can accomplish with this approach. Further gains in college success may require more attention to academic skills at the high school level.

#### Drop out Rates of Native Freshmen at UAF

The drop-out rate of Native students at UAF has declined since 1963 but is still extremely high. Due to the problem of calculating dropout when students leave for awhile and later re-enroll, we first examined drop-out rates for freshmen entering UAF in 1963, 1968, and 1975. For each of those years, students would have had 4 years or more to re-enroll at UAF.

The attrition rate among Native students enrolled in these years declined from 87 percent in 1963 to 75 percent in 1975 (Table 2).<sup>9</sup> The greatest decline occurred in the proportion of academic dismissals. In 1963, over half the Native freshmen were dismissed for academic reasons. By 1975, only 19 percent were dismissed because of poor grades. This change may have occurred in part because of the academic assistance provided by the SOS program. In addition, according to some UAF faculty, university policies on academic disqualification were interpreted more leniently during this later period.

Drop-out rates after 1975 continued to decline slightly (Table 3). In 1975, for example, 46 percent of Native freshmen dropped out during the first semester and did not re-enroll at UAF. In 1977, 38 percent of Native freshmen dropped out during the first semester without returning. Similarly, in 1975, 29 percent of Native students

<sup>8</sup>Kohout and Kleinfeld, *Alaska Natives in Higher Education*.

<sup>9</sup>These figures should not be interpreted to mean that 25 percent of Native students graduated with associate or baccalaureate degrees. Some of the group were still enrolled in college when these figures were calculated. We do have comparative information on graduation rates for all full-time freshmen who enrolled in degree programs in 1973, compared to a random sample of non-Native freshmen. Six years later, only 13 percent of the Native group had graduated with a higher degree (7/52) from UAF. However, the UAF graduation rates among the non-Native sample was only 25 percent (11/44). Of course, both Native and non-Native students may have transferred and graduated from another higher-education program.

Table 2

#### Drop-Out Rates of Native Freshmen Who Enrolled in UAF in 1963, 1968, and 1975

	Drop-out Rates (percent)		
	1963	1968	1975
Voluntary Withdrawal	30%	48%	66%
Academic Dismissal	57	38	19
<b>Total Dropout</b>	<b>87%</b>	<b>86%</b>	<b>75%</b>
Number of Freshmen Enrolled each Year	(37)	(61)	(63)

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

enrolled in the last three semesters of college left without returning. In 1976, none did so. However, the changes in drop-out rates in these years are quite modest. While small improvements in dropout rates have occurred, substantially over half the Native freshmen enrolled at UAF in 1977 dropped out during their first two semesters and did not re-enroll.

In sum, the academic success of Native freshmen improved during the 1970s and drop-out rates declined slightly. However, Native freshmen continued to have a much lower academic success rate than non-Native freshmen (Figure 3). Sixty-eight percent of non-Native students were academically successful during their first enrollment, as opposed to only 40 percent of Native students.<sup>10</sup> This gap in college success between Native and non-Native students narrowed between 1971 and 1977, but only slightly.

The issue of how to decrease drop-out rates among Native students remains important. However, not all students who enter the university are or should be committed to finishing with an advanced degree.<sup>11</sup> To the contrary, many Native freshmen (about a third in a

<sup>10</sup>Using the more stringent criterion of at least a 2.00 GPA and 12 or more credits completed per semester, success rates for full-time Native and non-Native freshmen during 1978-79 are: Native freshmen, 33 percent; non-Native freshmen, 62 percent.

<sup>11</sup>For a discussion of the error in labeling "dropping out" as a policy problem, see Ron Scollon, "Gate-Keeping: Access or Retention," working paper, Center for Cross-Cultural Studies, University of Alaska, 1981.

Table 3

Drop-out Rates by Semester for Native Freshmen Who Enrolled in UAF in 1975, 1976, and 1977

Semester	1975 Freshmen		1976 Freshmen		1977 Freshmen	
	Drop-outs <sup>a</sup>	Stop-Outs <sup>b</sup>	Drop-outs	Stop-Outs	Drop-outs	Stop-Outs
1st	46%	6%	42%	8%	38%	11%
2nd <sup>c</sup>	27	10	39	14	38	16
3rd	16	11	24	6	38	9
4th	21	0	17	8	6	0
5th	18	18	0	12	—	—
6th and beyond	29	0	0	0	—	—
Number of Freshmen	(63)		(72)		(74)	

<sup>a</sup>Proportion of freshmen who dropped out during this semester and never returned.

<sup>b</sup>Proportion of freshmen who dropped out during this semester and later returned. Between 20 percent and 45 percent of "stop-outs" return, but drop out again later and never return.

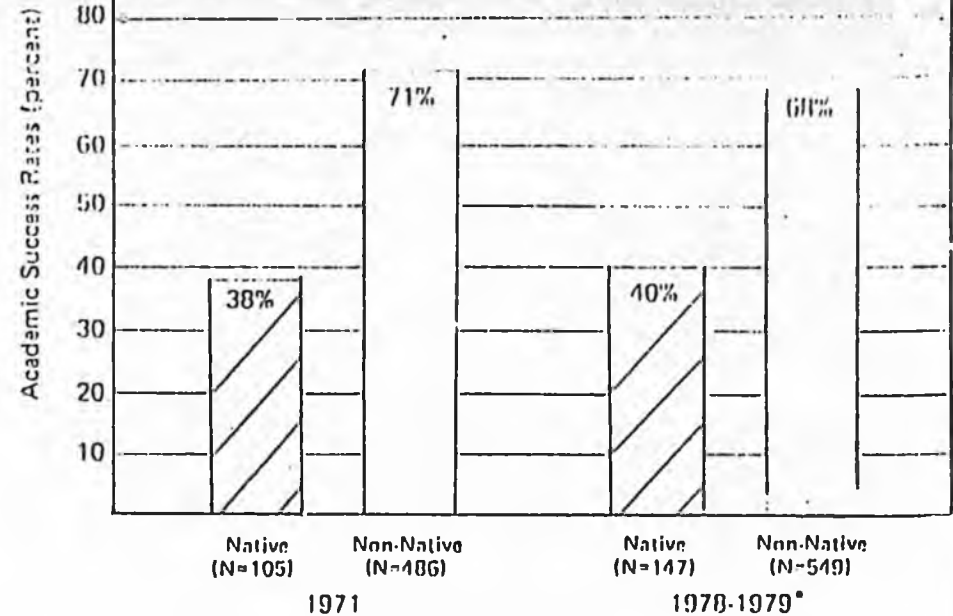
<sup>c</sup>These percentages refer not to the original total but to the proportion of remaining freshmen who then dropped out during the second semester, etc.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

1977 survey), said that they came to the university to "see what it is like."<sup>12</sup> Before concluding that current success and drop-out rates are the central "problem," we must learn more about *why* Native freshmen are coming to college, what they are seeking from the experience, why they drop out or stay, and where they go later.

Another significant policy issue is, why are Native freshmen at UAF arriving with lower and lower levels of academic preparation? One possible explanation could be that ACT scores are generally declining. However, this does not appear to be occurring. While nationally and within Alaska, ACT scores have gone down since 1970, the drop is very slight compared to the drop among entering Native freshmen (Figure 4). Another possible explanation is that the new

<sup>12</sup>Kleinfeld, *Alaska Native Students and College Success*.

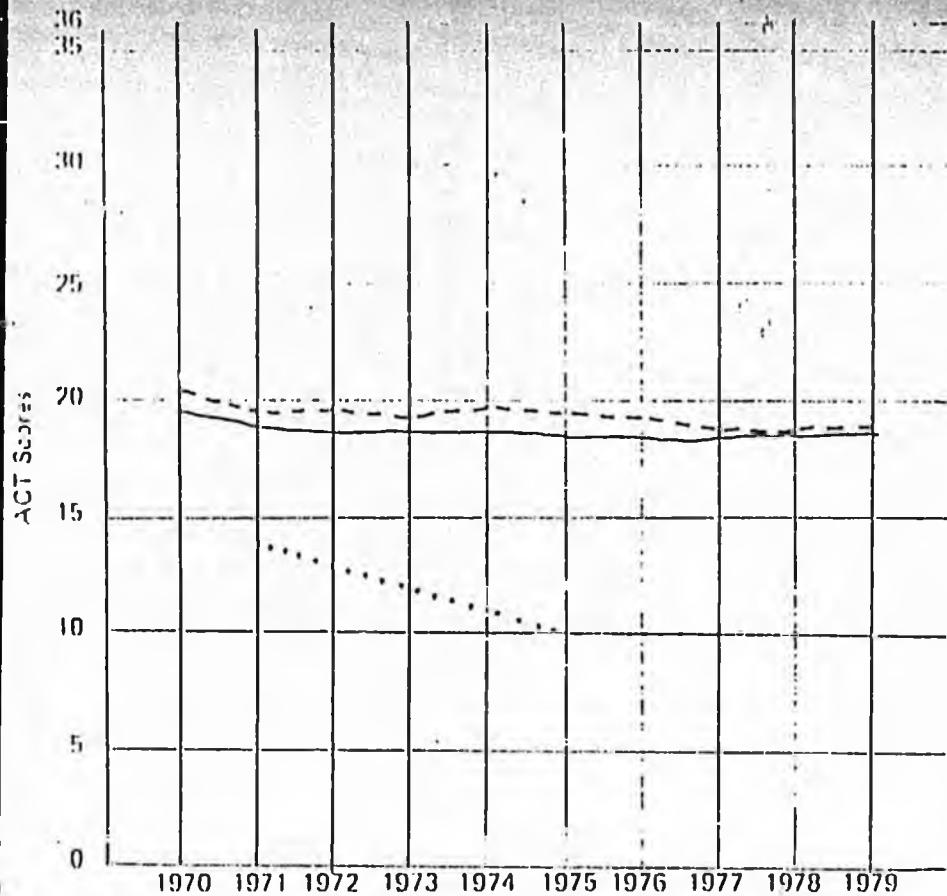


\*This information came from university records which may be incomplete, particularly for Native students.

Source: University of Alaska, Office of Admissions and Records, supplemented by SOS staff; Karen Kohout and Judith Kleinfeld, *Alaska Natives in Higher Education* (Fairbanks: University of Alaska, ISER Report No. 40, 1974).

Figure 3. Academic Success Rates of Native and Non-Native Freshmen in 1971 and 1978-1979

small village high schools offer less adequate academic preparation than the former boarding schools most village students attended. A third possibility is that in the 1970s, more Native high school students became interested in college, and this larger group included students with lower academic preparation. A fourth possibility is that enrollment patterns have changed, and more academically talented Native students attended colleges outside Alaska in the 1970s than before. We do not know which, if any, of these explanations are correct. However, informal discussions with Native college students



Key: — National Average ACT Scores  
 - - - Alaska Average ACT Scores\*  
 ..... Native UAF Freshmen Average ACT Scores

\*Scores of UAF freshmen in general are within a point of scores of Alaska students generally.

Source: Institutional Studies and Testing, University of Alaska, 1980.

Figure 4. Average ACT Scores (Composite) of National and Alaska College-Bound Freshmen from 1970-1979

do suggest that many of the most academically capable village students are indeed leaving Alaska to attend college. It is important to find out whether this pattern is occurring and whether or not Native students who leave Alaska do better or worse than those who attend universities within the state.

#### Relationships of Test Scores and Success to Native Freshmen's College Success

A continuing controversy in the educational research literature is whether or not standardized tests, such as ACT scores, are useful in predicting college success for minority group students. Previous studies in the 1960s and early 1970s indicate moderately strong relationships between composite ACT scores and academic success among Native freshmen.<sup>13</sup> In the late 1970s, composite ACT scores also predicted college grades and credits attained, but not drop-out rates (Table 4). The ACT English subtest was the strongest predictor of academic success; indeed, it was a somewhat better predictor than the composite ACT score. The English ACT score also had a modest relationship to drop-out rates.

However, standardized test scores were no better than high-school grade-point average in predicting college success (Table 4). If ACT English test scores are controlled, high school grade-point average is a modest predictor of college success ( $r=.25$ ). Similarly, if high school grades are controlled, ACT English scores continue to be a predictor of college success ( $r=.25$ ). These two predictors—ACT English scores and high school grades—both explain some of the variation in the rate of Native freshmen's college success. Together, ACT English scores and high school grades account for 17 percent of the variation. Thus, academic background contributes to college success, but it is not the overwhelming factor.

In addition to academic background, declaring a major while in college is consistently related to success. Of those Native freshmen who entered UAF between 1975 and 1979, those who declared a major course of study were much less likely to drop out of school (Figure 5). Among Native freshmen, for example, 72 percent with undeclared majors dropped out compared to 40 percent of those who had declared majors. Among Native sophomores and juniors, drop-out rates for those with no declared majors were well over twice as high as for those with majors. This relationship between declaring a major and drop-out rates or college success does not occur simply because students who have declared a major are more academically competent. We found virtually no difference in high school grades between Native students who had declared or had not declared a major. The relationship between declaring a major and staying in college could have several different explanations. Possibly these students develop a better system of support within the university. Possibly they have experienced more thorough counseling and career

<sup>13</sup>Kleinfeld, *Alaska Native Students and College Success*.

Table  
 Relationships Between the Academic Progress of UAF  
 Native Freshmen and Other Characteristics  
 1975-1979

	Academic Progress <sup>a</sup>			
	College Success <sup>b</sup>	College GPA	College Credits	Dropout
<b>Academic Background</b>				
High School GPA	.36	.37	.37	-.29
ACT English	.35	.44	.30	-.18
ACT Math	.20	.25	.21	-.04
ACT Natural Science	.21	.29	.17	-.05
ACT Social Science	.16	.26	.19	-.08
ACT Composite	.30	.38	.27	-.09
<b>Personal Characteristics</b>				
Eskimo	.08	-.02	.09	-.08
Indian	-.06	-.02	-.10	.05
Sex	.04	.05	.08	-.05
Age	-.17	-.20	-.25	.10
<b>College Program</b>				
Attended TVCC <sup>c</sup>	.04	.01	.03	.01
Declared a Major	.20	.28	.24	-.26
GPA/First Enrollment	---	---	---	-.50
Number of Students	(249)	(249)	(249)	(249)

<sup>a</sup>Spearman rank correlation coefficients. Tests of statistical significance have not been carried out because the data concerns an entire population, not a sample.

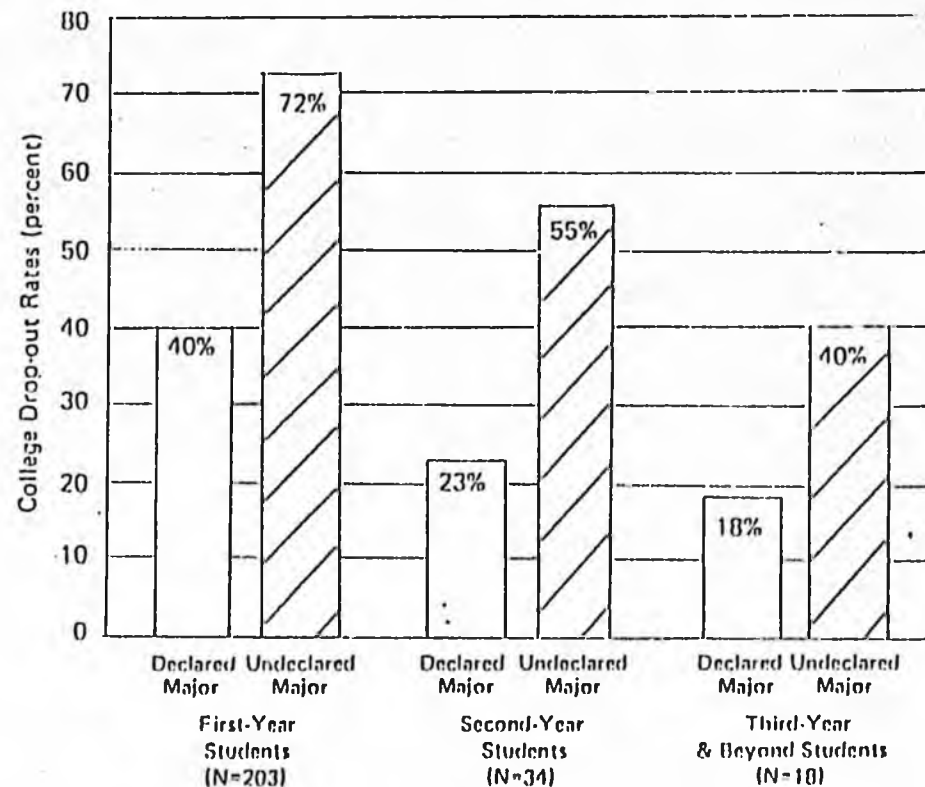
<sup>b</sup>College success is defined as maintaining a 2.0 GPA while completing at least 7.5 credits per semester during the first enrollment. GPA refers to cumulative GPA while attending UAF. Credits refer to the average number of credits earned per semester, also while attending UAF.

<sup>c</sup>Tanana Valley Community College.

Source: University of Alaska, Office of Admissions and Records, 1980, supplemented by SOS staff.

direction in high school. Also, students who were able to declare a major may have been able to resolve the question of what they are in college for. Previous research suggests that a "sense of direction" may be a critical factor in Native college success.<sup>14</sup> Whatever the explanation, it is interesting that dropping out of college is as strongly related to "declaring a major" as it is to "academic background."

<sup>14</sup>Kleinfeld, *Alaska Native Students and College Success*.



Source: University of Alaska, Office of Admissions and Records; supplemented by SOS staff.

Figure 5. College Drop-out Rates of Native Students Who Entered UAF as Freshmen Between 1975 and 1979 by Whether or Not they Declared a Major

## College Success and Village High Schools

An important educational concern in Alaska is whether the policy of developing small village high schools will affect rural students' chances of succeeding in college. In the late 1960s and early 1970s, most village students who attended high school had to leave home and enter regional boarding programs. In the 1976 Hootch consent decree, the State of Alaska reversed this policy and agreed to establish high schools in any village where an elementary school existed and there were one or more students of high school age. These small high schools were intended to enable Native adolescents to remain with their families in a familiar cultural setting, in order to reduce the social and emotional problems students experienced away from home and to correct the inequity of having high schools in small White, but not small Native, communities.<sup>15</sup> An unintended consequence of these schools, however, could be poorer academic preparation for college. These small schools generally offer a more limited academic program and fewer specialized teachers than larger boarding schools. On the other hand, these schools may provide compensating advantages, such as the increased individual attention and the greater emotional security that can come from going to school in a supportive cultural environment. Thus, village high schools could conceivably be reducing, increasing, or having no effect on college success.

In order to examine this issue, at least at UAF, we compared the college success rates of village Native students who graduated from high school in the boarding school programs during 1968-1973 with students who graduated from small village high schools during 1974-1979.<sup>16</sup> In making this comparison, one must remember that the college success rates of Native students in general increased during this later period due to changes in the college environment and other factors. Thus, the issue is *not* simply whether village high school students are doing better now than those students who attended the former boarding programs. Rather, the issue is the *amount* of improvement in college success rates. For example, if village high schools were having a positive effect on Native college success rates, we would expect to see greater gains in college success for rural Native students who graduated from village high schools

<sup>15</sup>For a discussion of these issues, see: Ray Barnhardt, *Small High School Programs for Rural Alaska* (University of Alaska: Center for Cross-Cultural Studies, 1979); Judith Kleinfeld, *A Long Way from Home* (University of Alaska: Institute of Social, Economic, and Government Research, 1974).

<sup>16</sup>In some cases, students may have attended another type of high school for part of their program.

than for Native students who graduated from other types of high school programs. If village high schools were neither increasing nor reducing rates of Native college success, we would expect to see about the same improvement in college success for rural Native graduates of village high schools as for Native graduates of other types of high schools.

As Figure 6 shows, Native students from the village high schools were more successful than those from the boarding schools of an earlier period. From 1968-1974, Native freshmen entering UAF from the boarding programs had a college success rate of 21 percent. In 1975-1979, Native freshmen entering UAF from the village high schools had a college success rate of 31 percent. Students from village high schools show the same *absolute* increase in success (a 10-percent gain) during this later period as students from other types of high schools. However, the *rate* of increase is higher for the village high school graduates than for rural students who graduated from town high schools or boarding schools.

In sum, this analysis suggests that the development of village high schools has not reduced the college success of rural students who attend UAF. Whether these schools have increased Native college success rates overall depends on whether we are more interested in absolute or proportionate degrees of change. Nonetheless, village school freshmen still have lower chances of succeeding at UAF than those from other types of high schools. Fewer than one in three succeeded during 1975-1979. Improving the quality of education in rural Alaska high schools remains a central issue.

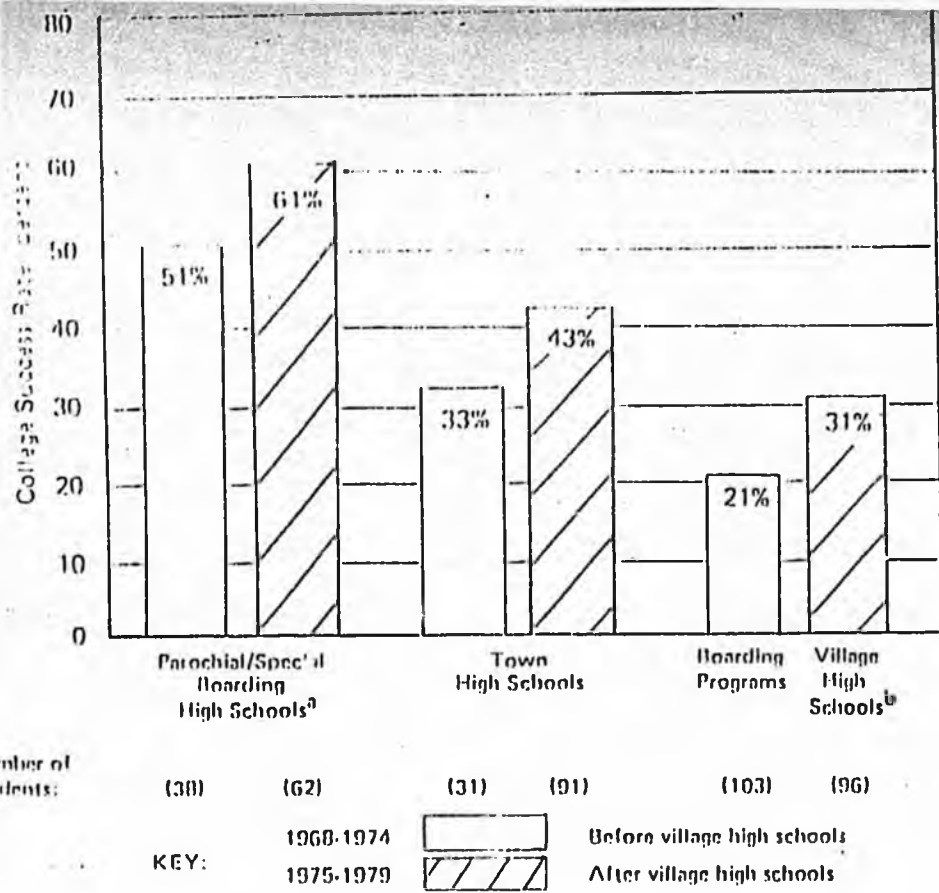
Special boarding school programs,<sup>17</sup> continue to graduate students who tend to be most successful in college. To what extent these higher rates of college success result from the schools enrolling a more academically-oriented student body and to what extent they result from the type of education occurring at the school is not clear. An intensive study of one such school, St. Mary's, suggests that, in at least this situation, student selection explains only part of the high success rate.<sup>18</sup> The higher academic expectations at the school, the informal education that occurs outside the classroom, and the climate of clear values consistent with the values of students' home villages may also contribute to college success.

## Native College Graduates at UAF: 1934-1980

The number of Native college students graduating from UAF

<sup>17</sup>Such as St. Mary's (a Catholic boarding school in southwestern Alaska) and Mt. Edgecumbe (a Bureau of Indian Affairs boarding school in Sitka).

<sup>18</sup>J.S. Kleinfeld, *Eskimo School on the Androfsky* (New York: Praeger, 1979).



KEY: 1968-1974 (solid bar) Before village high schools  
 1975-1979 (hatched bar) After village high schools

<sup>a</sup>Primarily St. Mary's students.

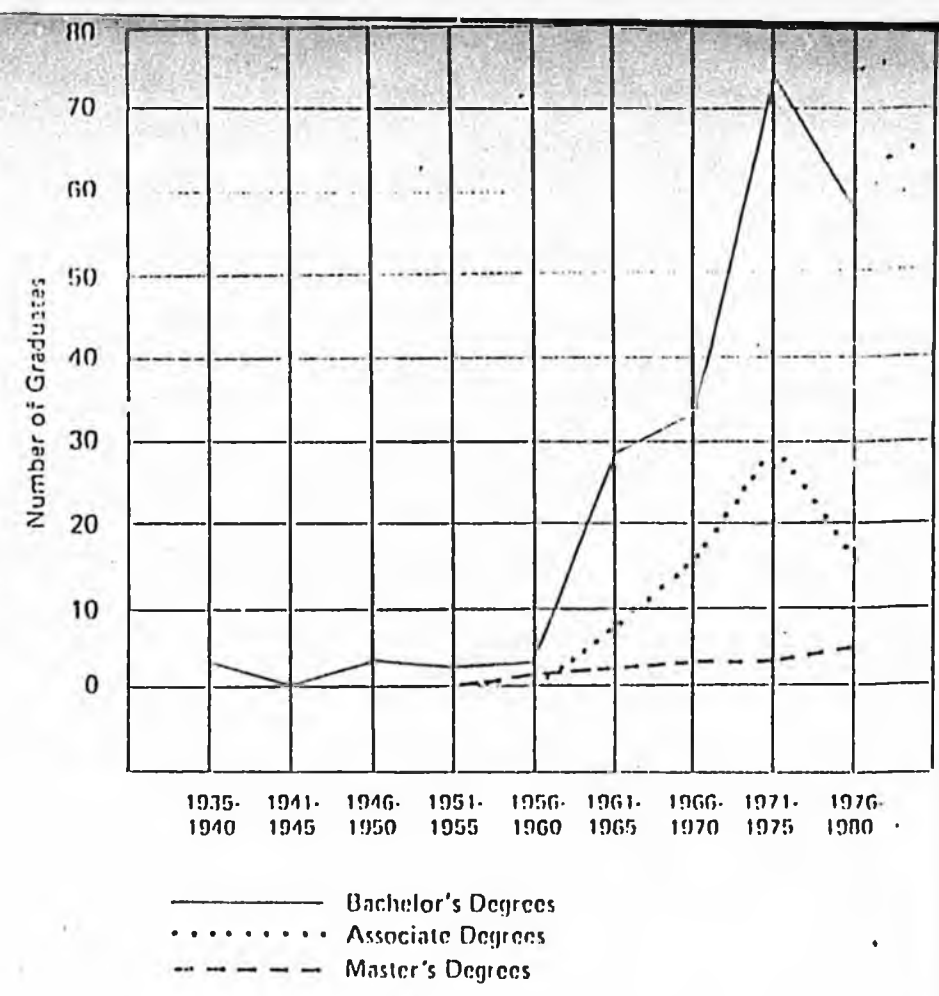
<sup>b</sup>Between 1968-1974, village students attended public boarding schools and urban boarding home program. Between 1975-1979, village students attended primarily village high schools.

Source: University of Alaska, Office of Admissions and Records, supplemented by SOS staff.

Figure 6. College Success Rates of UAF Rural Native Freshmen Graduating from Different Types of High Schools Before and After Development of Village High Schools

with associate and bachelor's degrees increased through the 1960s and peaked in the early 1970s (Figure 7). In recent years, UAF has graduated fewer Native students with associate and baccalaureate degrees.

Between 1935 and 1980, UAF graduated a total of 202 Native students with bachelor's degrees and 61 Native students with asso-



Source: University of Alaska, Office of Admissions and Records, Student Orientation Services Program and X-CED Program.

Figure 7. College Degrees Awarded Alaska Natives at UAF from 1935-1980

ciate degrees. In addition, 14 Native students received master's degrees and 1 student, a doctoral degree. The number of Native students receiving baccalaureate degrees sharply increased after 1960 and continued to increase until the late 1970s. One factor accounting for this increase in Native college graduates was the development of field-based teacher-education programs in the early 1970s. In the current Cross-Cultural Educational Development Program (X-CED),

formerly ARTTC), students complete coursework primarily at home, assisted by education faculty who live in rural areas and travel to students' villages. Between 1972 and 1980, field-based programs produced 44 Native graduates. During this period, about one-third of all UAF Native baccalaureate degrees and two-thirds of the degrees awarded Native students in the field of education went to X-CED graduates. Field-based programs during this period also accounted for half of the master's degrees awarded Natives, and two-thirds of those master's degrees awarded in education. The decline in Native college graduates during the late 1970s resulted from a decrease in the number of graduates from the X-CED program. The number of graduates from the campus programs remained virtually identical between 1971-1975 and 1976-1980, while the number of graduates from field-based programs dropped slightly over 50 percent. According to X-CED staff, this drop resulted in part from a major change in the delivery structure and a discontinuation of the stipend for participating students.

In the 1970s, education was the major degree field of most Native students who received bachelor's degrees (Figure 8).<sup>19</sup> Only 10 students received degrees in business management. Only 5 Native students graduated with degrees in the natural sciences.

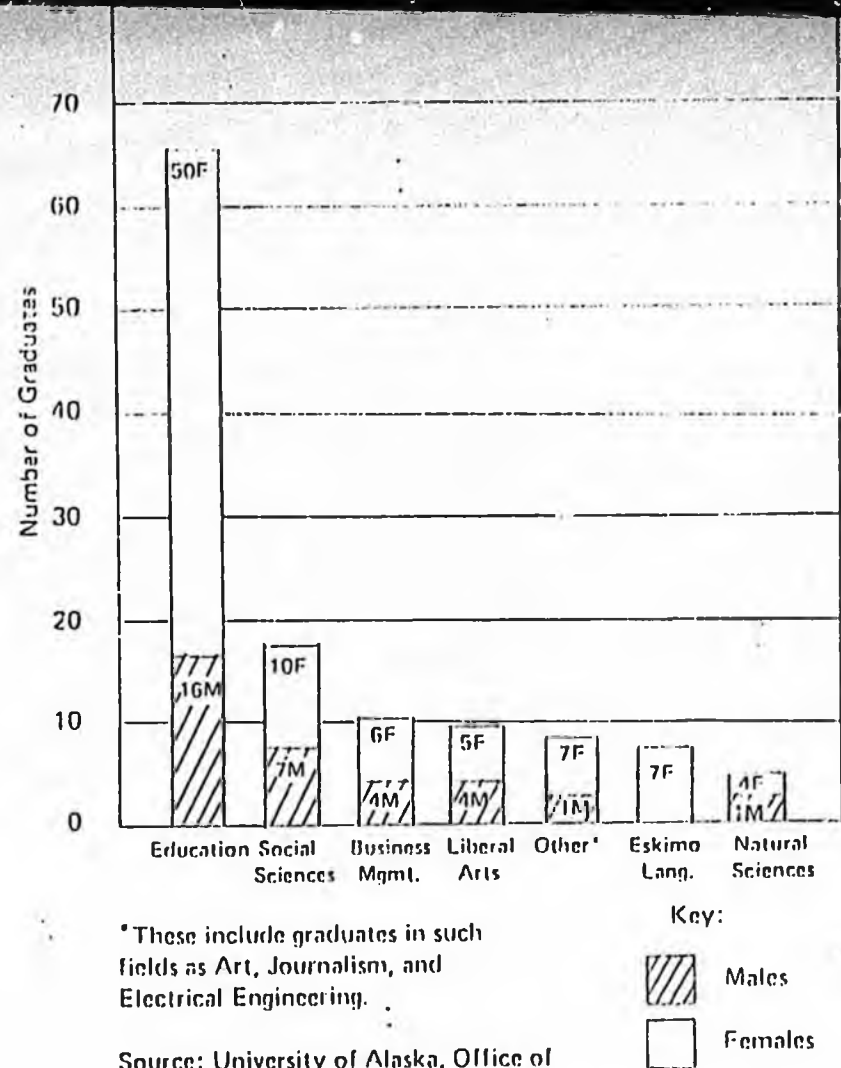
In short, large groups of Native graduates from UAF are being prepared for careers in schools and perhaps social service organizations. Comparatively few are being trained for work in the Native profit corporations or in other business fields.

Another trend is the fewer number of Native men, compared to women, who are receiving baccalaureate degrees.<sup>20</sup> Between 1972 and 1980, about two and a half times more Native women than men received bachelor's degrees. From 1976 to 1980, over three times as many Native women received degrees than men. In the spring of 1981, this trend continued with almost a 4:1 ratio of female-to-male graduates. Moreover, Native women outnumber men in every degree area, even in such traditional "male" fields as business management.

This trend in favor of Native women is of recent origin. Prior to 1970, Native male college graduates (N=39) slightly outnumbered women graduates (N=33). While the numbers of all Native UAF college graduates generally decreased in the late 1970s, the decline was much steeper for men (Figure 9).

<sup>19</sup>Our records prior to 1972 contain incomplete information on major programs of study.

<sup>20</sup>In the University of Alaska system, women tend to receive more baccalaureate degrees (55 percent between July 1977 and June 1978), but the difference between men and women is slight. Alaska Department of Labor, *Women in Alaska's Labor Force*, May 1980, p. 17.



\*These include graduates in such fields as Art, Journalism, and Electrical Engineering.

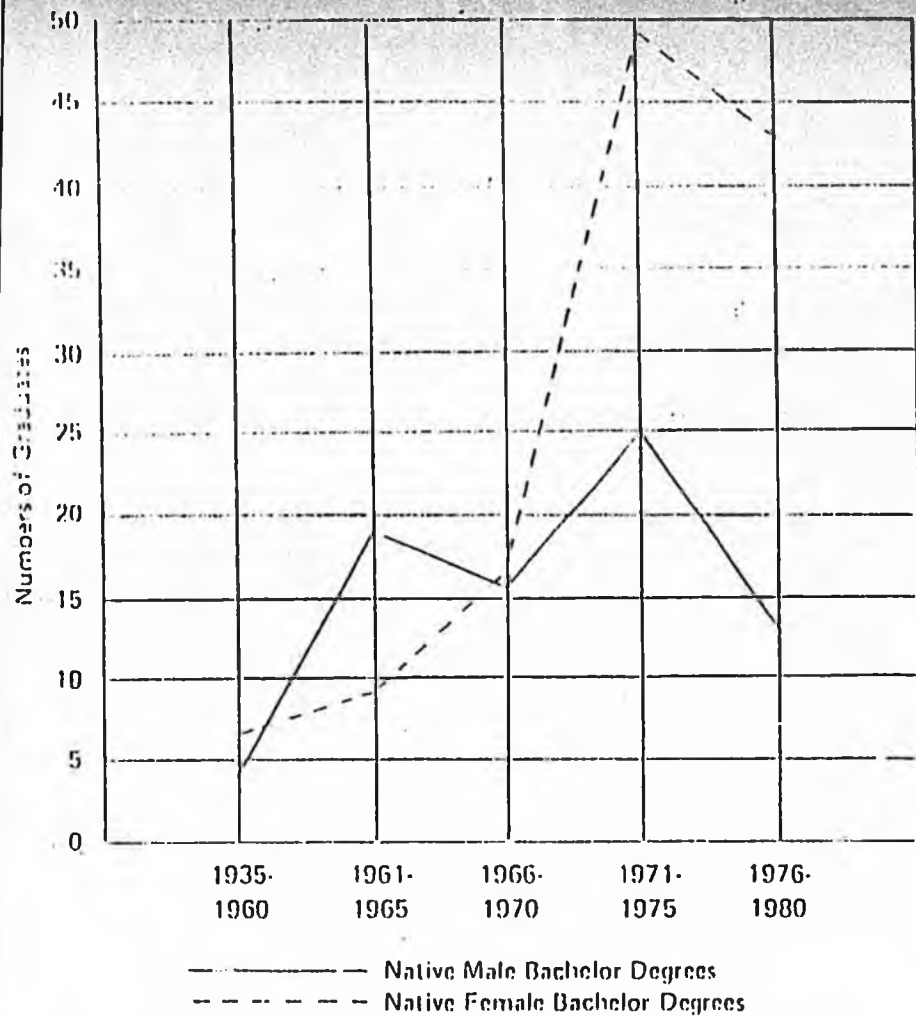
Key:

▨ Males  
□ Females

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS and X-CED staff.

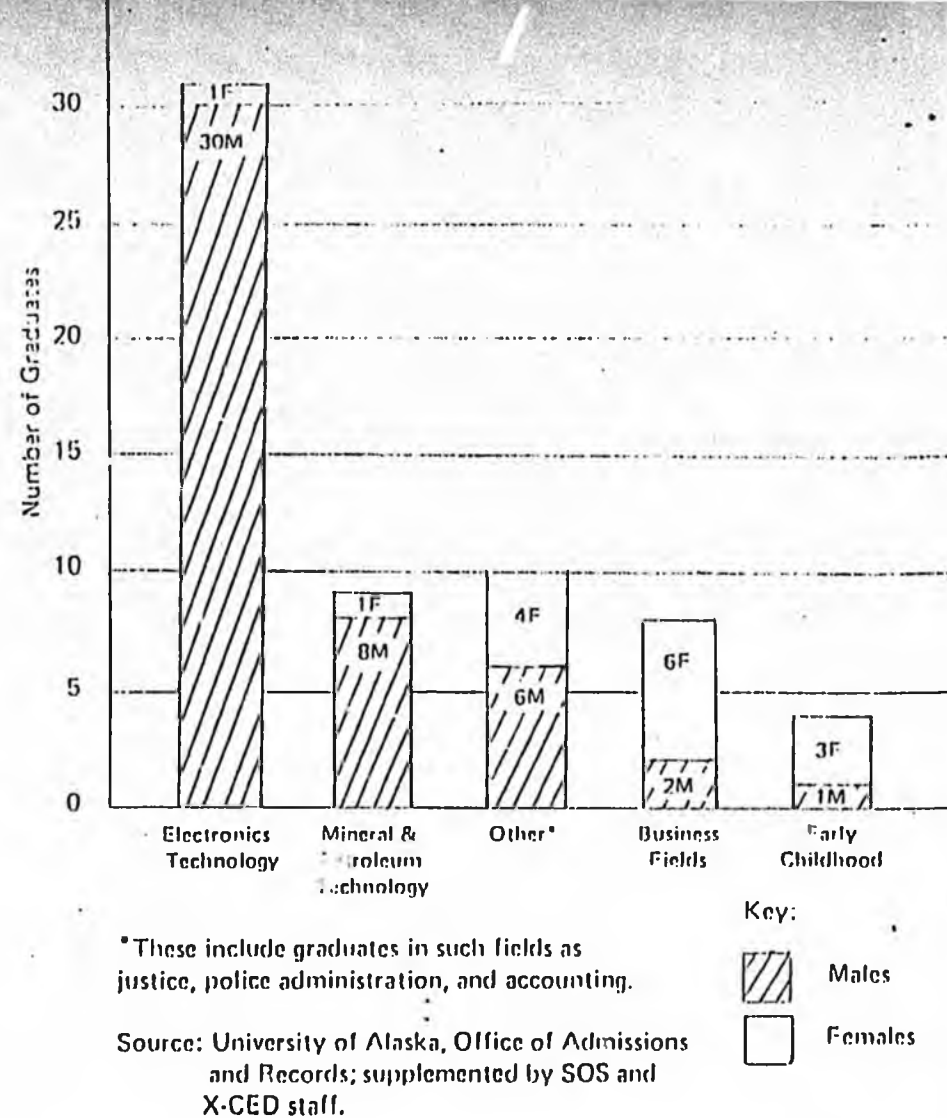
Figure 8. Bachelor's Degrees Received by Alaska Natives at UAF by Sex and Major Field of Study: 1972-1980

The greater number of women college graduates may in part result from the development of field-based teacher education programs, which account for large numbers of Native college graduates and which primarily enroll female students. It may also result from growing Native sex differentiation in career paths, with females choosing white-collar work—where higher education is a career



Source: University of Alaska, Office of Admissions and Records; supplemented by SOS and X-CED staff.

Figure 9. Native Bachelor Degrees by Sex at UAF from 1935-1980



\*These include graduates in such fields as justice, police administration, and accounting.

Source: University of Alaska, Office of Admissions and Records; supplemented by SOS and X-CED staff.

Figure 10. Associate Degrees Received by Alaska Natives at UAF by Sex and Major Field of Study from 1966-1980

advantage—and males choosing blue-collar occupations.<sup>21</sup> In associate degree fields, particularly those leading to work in electronics technology and mineral and petroleum technology, Native male

graduates strongly outnumber females (Figure 10). Whether or not this trend continues at UAF in the 1980s and whether it is typical of colleges other than UAF should be examined.

<sup>21</sup>For an example of this pattern among North Slope Inupiat, see Judith Kleinfeld, Jack Kruse, and Robert Travis, *Different Paths of Inupiat Men and Women in the Wage Economy, the North Slope Experience* (Fairbanks: Institute of Social and Economic Research Report No. 50, 1980), 53 pp.

The proportion of Native freshmen who succeeded at the University of Alaska at Fairbanks peaked in the early 1970s and leveled off during the late 1970s. Similarly, the number of Native students graduating with baccalaureate degrees reached a high in the early 1970s and thereafter declined. While political and social changes may also have been important, the rise in Native college success in the late 1960s and early 1970s coincided with a general change in university policy toward Native students. During this time, for example, the university established special programs to assist Alaska Natives, particularly the Student Orientation Services, on the main campus and the field-based X-CEP program.

The leveling off of success rates in the late 1970s is partially related to a large increase in the proportion of entering Native freshmen with limited academic preparation. Despite the assistance of special programs such as SOS, Native freshmen with low ACT scores still have only about a one-in-three chance of succeeding academically. The reasons for this increase in Native students without sufficient preparation for college warrants attention. Possibly, this trend simply indicates a change in enrollment patterns. As Native youth become more knowledgeable about college options, more academically competent Native students may be choosing to attend college elsewhere. If this change is occurring, it is important to know if Native students do as well or better at other colleges which may not offer special orientation or Native Studies programs.

The decline in numbers of Native male college graduates at UAF may also be a matter for concern. First, it is important to determine if the graduation pattern at UAF is representative of other colleges. If this trend does occur elsewhere, its basis should be examined. Since the trend is recent, its cause may lie more with the impact of the social and economic changes in Alaska in the late 1970s than with traditional cultural patterns.

Fundamentally, Native college success at UAF reached a plateau in the late 1970s. The gains of the early 1970s were maintained, at least for the campus-based program. However, no substantial improvements occurred in freshmen success, drop-out rates, or numbers of Native graduates.

Health, Education and  
Social Services Committee



Official Business

Charlie Parr, Chairman  
Terry Stimson, Vice-Chairman  
Vic Fischer  
Tim Kelly  
Mike Colletta

# Alaska State Legislature

Senate

Pouch V  
State Capitol  
Juneau, Alaska 99811  
465-4907  
465-4908

April 28, 1982

LETTER OF INTENT  
ON

COMMITTEE SUBSTITUTE (HESS) For HB 812

The Senate Health, Education and Social Services Committee, in forwarding HB 812, is not taking any position on the issue of state operation of the Mount Edgecumbe High School. This decision should be made by the Legislature after receipt of the recommendations of the Blue Ribbon Commission on the status of Mount Edgecumbe High School.

It is the intent of the Senate HESS Committee that the Department of Education shall, in administering the appropriation for the freshman class, allow school districts to select students to the maximum extent possible.

Senator Charles H. Parr  
Chairman

CS for Senate Concurrent Resolution 55

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

WHEREAS the Mount Edgecumbe High School has provided a source of secondary education for many Alaskans since 1947; and

WHEREAS the Mount Edgecumbe High School has provided a quality education for its students; and

WHEREAS the federal government will close the Mount Edgecumbe High School at the termination of the 1982-83 school year;

BE IT RESOLVED by the Alaska State Legislature that the Blue Ribbon Commission on the Status of Mount Edgecumbe High School is created to study the conditions under which the Mount Edgecumbe High School could be operated by the state, and other options, including but not limited to: a prep school for college bound students, a leadership academy for outstanding students and a vocational skills center. All options studied shall include cost estimates for facility upgrade and operations; and be it

FURTHER RESOLVED that the Blue Ribbon Commission on the Status of Mount Edgecumbe High School shall consist of two members to be appointed by the President of the Senate, one of whom shall be a member of the Legislature and one of whom shall be a public member representing the Regional Education Attendance Areas; two members shall be appointed by the Speaker of the House of Representatives, one of whom shall be a member of the Legislature and one of whom shall be a public member representing the Regional Education Attendance Areas; two members to be appointed by the Governor, one of whom shall be the mayor of the city and borough of Sitka or his designee; and one member to be appointed by the State Board of Education; and be it

FURTHER RESOLVED that the Blue Ribbon Commission on the Status of Mount Edgecumbe High School shall report its recommendations to the Legislature by the 45th day of the First Session of the Thirteenth Legislature.

H

B

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7

COMMITTEE REPORT

SENATE

3/18/81

FURTHER: Finance

Date: \_\_\_\_\_

Mr. President:

The Committee on HEALTH, EDUCATION AND SOCIAL SERVICES has had CSSSHB 17 (HESS) (efd am) establishing an Older Alaskans Commission

under consideration and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass  do not pass
- do pass with attached amendments(s)  same title
- replace with CS for \_\_\_\_\_  new title
- and recommends \_\_\_\_\_
- AND attaches a "Letter of Intent"  New Fiscal Note
- reports it back without recommendation
- referred to the \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

MEMBERS HAVING  
OTHER RECOMMENDATIONS:

*[Handwritten signatures]*

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*[Handwritten signature]*

\_\_\_\_\_

CHAIRMAN



# Alaska State Legislature

## House of Representatives

March 23, 1981

Pouch V  
State Capitol  
Juneau, Alaska 99811

Official Business

TO: All members, Senate HESS Committee

FROM: Representative Mike Belrne

REGARDING: HB 17, Older Alaskans Commissions

Due to a House HESS meeting I am unable to testify today. Therefore, I would like to submit in writing, a request that you take a look at the section of the bill which prohibits the Older Alaskans Commission from investigating, reviewing or undertaking any responsibility for the longevity bonus program or the Pioneers' Homes. (Page 6, Lines 35) I am interested in seeing this portion of the bill deleted.

If we are going to create a commission for the benefit of senior citizens why not allow them to look at all aspects of the state's senior citizen programs? Are the Pioneer Homes and longevity bonus so sacred that they cannot withstand scrutiny from the commission? Particularly when over 50% of all the state's senior citizen budget appropriations goes to just these 2 programs. Your consideration of this would be most appreciated. Thank you for your time.

Amendment # 1:

Amend title to read: "An Act establishing an Older Alaskans Commission; relating to Older Alaskans Service Programs; and providing for an effective date."

Amendment # 2:

Add to Section 1, a new subsection (c) on line 19, page 2 to read: (c) It is the intent of this Act to exclude the Alaska Pioneers' Homes and the longevity bonus program from the provisions of this act, and to exempt the Alaska Pioneers' Homes and the longevity bonus program from the scope of the authority and responsibility of the Older Alaskans Commission.

Amendment # 3:

Amend lines 14-15, page 6 to read: (l) the programs conducted under the Older Americans Act [OF 1965 (42 U.S.C. 3001 - 3056 (f))] , P.L. 89 -93, as amended and the persons who administer those programs in...

Amendment # 4:

Add to line 1, page 7 to read: meeting of the Older Alaskans Commission [.], but no later than 60 days after this Act takes effect.

Amendment # 5:

Amend Sec. 7, line 6, page 7 to read: Section 4 of this Act takes effect [JULY 1] January 1, 1982.

Amendment # 6:

Add a new section to read: AS 47.65.040 is repealed.

Amendment # 7:

Add a new section to read: AS 39.25.120 is amended by adding a new paragraph to read: (19) the executive director, but not other staff, of the Older Alaskans Commission located in the Department of Administration.

Amendment # 8:

Add a new section to read: AS 47.65.060 (4) is amended by adding a new subsection to read (C) an educational institution.

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. SCS CS SS HB 17 (HESS)  
 Title An Act establishing an Older Alaskans Commission  
 Requested by Senator Parr Date \_\_\_\_\_

II. FISCAL DETAIL

Agency Affected Administration  
 Program Category Affected Social and Economic Assistance for the Aged  
 BRU, Program, or Subprogram(s) Affected Older Alaskans Commission/Administrative Services  
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		108.8	118.1	128.1	139.0	150.8
200 TRAVEL		41.7	46.7	52.3	58.6	65.6
300 CONTRACTUAL		177.1	79.3	81.6	84.1	86.9
400 COMMODITIES		2.1	2.3	2.5	2.7	2.9
500 EQUIPMENT		5.4				
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
<b>TOTAL</b>		<b>335.1</b>	<b>246.4</b>	<b>264.5</b>	<b>284.4</b>	<b>306.2</b>

FUNDING (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
GENERAL FUND		335.1	246.4	264.5	284.4	306.2
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
FULL TIME		3	3	3	3	3
PART TIME						
TEMPORARY						

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

This fiscal note supersedes and modifies previous fiscal notes dated March 10, 1981 and March 23, 1981. The major change in the latest committee substitute is to delete responsibility and authority of the Commission for programs conducted under the Older Americans Act (administered by the Office on Aging in the Department of Health and Social Services) and the Governor's Advisory Committee on Aging. This means that the Commission will not be applying for and administering federal and/or state funds for the operation of these programs.

Staffing needs will be the same, i.e. an Executive Director (R24A), Accounting Clerk III (R10B), and a Clerk Typist III (R8B) for FY 82 through FY 86. These positions are the minimum needed to perform the administrative functions of the program, considering the complexities of coordination of

IV. DATE April 7, 1981 PREPARED BY George T. Michael  
 AGENCY Administration  
 PHONE 465-4401

Original: Legislative Finance  
 cc: Budget and Management  
 Prime Sponsor (First Legislator Named) Rep. Miller  
 Office of the Governor Keith Specking

the elderly programs within the State of Alaska. Rationale for each new position shown above, and description of duties, is included on the attached Forms 13.

Travel and per diem expense is included for the eleven members of the Commission, the Executive Director and the Clerk Typist to attend six meetings of the Commission per year, and meetings of the Executive Director for research and public hearings.

Since no Planner position is included, the amount needed for special studies has been increased from the original fiscal note to \$150,000 for FY 82, and \$50,000 per year for subsequent years. Inflation at the rate of 8% per year has been included for years beyond FY 82, except for personal services which is estimated to be 8½% per year, and travel which is estimated at 12% per year.

1	POSITION TITLE <b>Executive Director</b>				RANGE/STEP 24A	BARG. UNIT. PX	LOCATION Juneau	GOV	APPROV.	DISAPP.					
2	TYPE OF POSITION PFT	STAFF MONTHS 12	RP No.	PCN No.	PRIORITY 1	FORM 12	PAGE/LINE	LEG.							
3	TYPE OF EXPENDITURE			AMOUNT		<b>JUSTIFICATION:</b> H.B. 17 calls for an Executive Director to be employed by the Older Alaskans Commission, serving at the pleasure of the Commission. The Executive Director will head the agency which has overall responsibility for coordination of all services to the elderly of Alaska, including but not limited to the following: 1) Review, evaluate and comment upon state programs; 2) Collect facts and statistics, and make studies of conditions and problems pertaining to the employment, health, financial security, social welfare and other concerns which bear upon the well-being of older Alaskans; 3) Provide information about public programs which are of interest or benefit to older Alaskans; 4) Appoint special committees, including persons who are not members of the Commission, to complete necessary studies; 5) Promote community education efforts; 6) Contract for necessary services; 7) Consult and cooperate with persons, organizations and groups interested in or concerned with programs of assistance to older Alaskans; 8) Advocate improved programs of benefit to older Alaskans; 9) Set standards for levels of services for older Alaskans for programs administered by the Commission; 10) Formulate a comprehensive statewide plan which identifies the concerns and needs of older Alaskans, and with reference to the plan, prepare and submit to the Governor and legislature an annual analysis and evaluation of the services which are provided to older Alaskans; 11) Make recommendations to the Governor and the legislature with respect to legislation, regulations and appropriations for programs or services which benefit older Alaskans; 12) Encourage									
	1	2	3												
4	PERSONAL SERVICES:														
	SALARY	4022/mo	48,264												
5	BENEFITS		7,621												
6	FICA		2,959												
7	HEALTH INS.		1,800												
8	TOTAL PERSONAL SERVICES		60.6												
9	TRAVEL		38.8												
10	CONTRACTUAL		161.3												
11	COMMODITIES		.7												
12	EQUIPMENT		1.8												
13	OTHER														
14	TOTAL COST		263.2												
	CODE	FUNDING SOURCE													
15		FED RCPTS. 1902													
16		GF MATCH. 1203													
17	100	GEN. FUND 1704		263.2											
18		I-A RCPTS. 1707													
19		PGM RCPTS 1708													
20		OTHER 1709													
21	CONTINUATION														
22	ADDITION														
				<b>FOR B&amp;M USE ONLY</b>											
4A KEY NUMBER				COLUMN NO.											

AGENCY Administration PROGRAM Social and Economic Assistance for the Aged

BRU Older Alaskans Commission

**13 REQUEST FOR NEW POSITION.**

COMPONENT \_\_\_\_\_

Page 1 of 4

REVISED DATE \_\_\_\_\_

**FY 82**

and aid the development of municipal commissions and community-oriented programs serving Older Alaskans; 13) Request and receive reports and audits from state agencies and local institutions concerned with the conditions and needs of older Alaskans.

Costs are calculated as follows:

Travel		<u>38.8</u>
13 trips @ 325 =	\$4,225	
Per diem: 27 days @ \$70 =	\$1,890	
Commission Travel:		
11 members x 6 meetings x \$325 =	\$21,450	
Per diem: 11 x 6 x 2 x \$77.50 =	\$10,230	
Miscellaneous (cabs, limo, etc.)	\$ 1,000	
Contractual		<u>161.3</u>
Space	2.7	
Phones	1.1	
Postage	4.5	
Printing	3.0	
Study	150.0	
Commodities		<u>.7</u>
Office Supplies, etc.	\$700	
Equipment		<u>1.8</u>
Office Furnishings	\$1,800	

AGENCY Administration

PROGRAM Social and Economic Assistance for the Aged

BRU Older Alaskans Commission

**23** / 13 **CONTINUED**

COMPONENT \_\_\_\_\_  
Page 2 of 4

REVISED \_\_\_\_\_  
DATE \_\_\_\_\_

**FY82**

1	POSITION TITLE Accounting Clerk III				RANGE/STEP 10B	BARG. UNIT. G	LOCATION Juneau	GOV	APPROV.	DISAPP.
2	TYPE OF POSITION PFT	STAFF MONTHS 12	RP No.	PCN No.	PRIORITY 2	FORM 12	PAGE/LINE	LEG		
3	TYPE OF EXPENDITURE				AMOUNT					
	1		2		3					
4	PERSONAL SERVICES: SALARY 1613/mo		19,356							
5	BENEFITS		3,056							
6	FICA		1,187							
7	HEALTH INS.		1,800							
8	TOTAL PERSONAL SERVICES		25.4							
9	TRAVEL									
10	CONTRACTUAL		3.8							
11	COMMODITIES		.7							
12	EQUIPMENT		1.8							
13	OTHER									
14	TOTAL COST		31.7							
15	CODE	FUNDING SOURCE								
16		FED RCPTS. 1002								
17	100	GF MATCH. 1003								
18		GEN. FUND 1001		31.7						
19		I-A RCPTS. 1005								
20		PGM RCPTS 1009								
21	CONTINUATION									
22	ADDITION	X	FOR B&M USE ONLY							
4A KEY NUMBER		COLUMN NO.								

JUSTIFICATION:

This position is needed due to the additional administrative workload which will be brought on the Department of Administration in its role of coordinating services to the elderly. A partial list of duties includes processing of travel authorizations and vouchers for the Commission for at least six scheduled meetings per year, plus several trips by the Executive Director for fact finding and public meetings; accounting and payment for expenses of operating the Commission; formulating and administering the Commission's budget; maintain fiscal control over contracts established by the Commission; and other fiscal or administrative duties assigned by the Executive Director.

The Department of Administration does not presently have sufficient staff to handle these additional duties.

Contractual costs include 2.7 for leased space and 1.1 for phones.

AGENCY Administration PROGRAM Centralized Administrative Services

BRU Administrative Services

COMPONENT Fiscal/Personnel

**13** REQUEST FOR NEW POSITION.

Page 3 of 4

REVISED DATE \_\_\_\_\_

**FY 82**

1	POSITION TITLE Clerk Typist III				RANGE/STEP 8B	BARG. UNIT. G	LOCATION Juneau	GOV	APPROV	DISAPP.						
2	TYPE OF POSITION PFT	STAFF MONTHS 12	RP No.	PCN No.	PRIORITY 3	FORM 12	PAGE/LINE	LEG.								
3	TYPE OF EXPENDITURE				JUSTIFICATION:											
	1	2	3													
4	PERSONAL SERVICES:				<p>This position will serve as support to the Executive Director and the eleven member Commission. Duties include acting as secretary receptionist, typing, filing, copying processing travel and per diem claims, recording of Commission meetings, making travel and meeting arrangements, etc.</p> <p>Costs are calculated as follows:</p> <p>Travel (to record meetings): <span style="float: right;">2.9</span>  6 trips @ \$325 = \$1,950  Per diem (12 x \$80) = \$960</p> <p>Contractual <span style="float: right;">12.0</span>  Space 150 s.f. @ 1.50/mo = \$2,700  Phone \$1,100  Typewriter &amp; recorder rental \$8,200</p> <p>Commodities  Office Supplies, etc. \$ 700</p> <p>Equipment  Office Furnishings \$1,800</p>											
5	SALARY	1433/mo	17,196													
6	BENEFITS		2,715													
7	FICA		1,054													
8	HEALTH INS.		1,800													
9	TOTAL PERSONAL SERVICES		22.8													
10	TRAVEL		2.9													
11	CONTRACTUAL		12.0													
12	COMMODITIES		.7													
13	EQUIPMENT		1.8													
14	OTHER															
14	TOTAL COST		40.2													
	CODE	FUNDING SOURCE														
15		FED RCPTS. 1002														
16		GF MATCH. 1002														
17	100	GEN. FUND 1001		40.2												
18		I-A RCPTS. 1001														
19		PGM RCPTS 1001														
20		OTHER														
21	CONTINUATION															
22	ADDITION		X	FOR B&M USE ONLY												
4A KEY NUMBER				COLUMN NO.												

AGENCY Administration PROGRAM Social and Economic Assistance for the Aged

BRU Older Alaskans Commission

**13** REQUEST FOR NEW POSITION.

COMPONENT \_\_\_\_\_

Page 4 of 4

REVISED DATE \_\_\_\_\_

**FY 82**

The state of Alaska has been generous in the provision of services and benefits to its elderly population.

There is the Pioneers' Homes program for those older Alaskans who have lived in the state for longer than 15 years. It serves about 500 persons.

For those older Alaskans who have lived in the state for longer than 25 years, there is the Alaska Longevity Bonus. This is worth \$200 per month for about 8,000 persons.

There is the Property Tax Exemption for seniors who are homeowners, and a Renters' Rebate for seniors who rent. As of FY '80, the homeowner program served about 3,600 persons with an average benefit of \$556; the renters' program served about 1,050 persons with an average benefit of \$268. This latter program was increased last session.

There is a Senior Housing program which has assisted in the construction of about 300 units of congregate housing with, perhaps, another 150 units soon to come on line. There's a Special Assessments program and a Winterization program.

The Office on Aging channels almost \$6 million in Older Americans' Act monies into about two dozen local communities throughout the state for the benefit of older Alaskans. There is a Senior Community Employment Program which provides employment opportunities for about 91 persons over the age of 55.

There is \$1 million in grants for Older Alaskans Service program.

There is a Homemakers-Home Health Aide program which assists about 500 persons; Medicaid which primarily is spent on about 400 persons in nursing homes; and General Relief Medical, of which seven percent of the budget is spent on the elderly.

For retired state employees and teachers, there is a good pension program. The University of Alaska offers free tuition to older Alaskans. Fish and Game provides free and permanent hunting and fishing licenses. The Marine Highway system offers free travel on the ferries for older Alaskans.

All totalled, in FY '80 the state plans to spend \$57,917,156 for benefits and services for approximately 20,000 older Alaskans, half of whom are over the age of 65.

How is the money administered? Who makes the decisions affecting us older Alaskans? At present, we are in the hands of three or four different departments, half a dozen different divisions and at least 24 different program managers.

Why not a single agency - an Older Alaskans Commission to develop a coordinated, comprehensive plan to enhance all these programs? Why not take a step forward in kindness on behalf of the elderly who are frustrated by the fragmentation in the delivery of these services and the poor planning in the development of these benefits? Finding one's way around is exhausting.

And why not include on this commission informed, aggressive men and women over 60 and over 65 as knowledgeable advocates? Let older Alaskans monitor their own programs, not merely recommend.

Why not focus on quality care, standards and economical administration? All of us over 60 years of age have lived through the Great Depression and have learned how to cope. Who knows better than we, what we need?

Why not structure this Older Alaskans Commission to develop a community-based, home-centered network of services and benefits?

We need a better delivery system, greater employment opportunities and more biomedical research on the aging process.

The state has been a great help to us, but why not let us help ourselves?

In December of 1979, Dr. Arthur Fleming (who is in his 70's) of the U.S. Commission on Civil Rights, decried the image of men and women considered "on the shelf" at age 60. He explained that non-involvement in the community and marketplace leads to physical, mental and spiritual deterioration. He predicted that legislation soon will remove all age barriers to employment.

Take advantage of us. Use us. Allow us to help you.

A majority of the 20,000 older Alaskans request our legislators and our governor to grant us self determination and our civil rights by creating an Older Alaskans Commission.

Thank you.

Dove M. Kull, M.S.W., A.C.S.W.



Official Business

# Alaska State Legislature

Senate

Committee on

*Health, Education & Social Services*

Charlie Parr, Chairman  
Terry Stimson, Vice-Chairman  
Vic Fischer  
Tim Kelly  
Mike Colletta

Pouch V  
State Capitol  
Juneau, Alaska 99811

465-4907  
465-4908

## MEMORANDUM

TO: Senate HESS Committee Members  
FROM: Rocky  
DATE: March 26, 1981  
RE: HB 17 - the Older Alaskans Commission

Liz Lauzen called from Anchorage and wants the Committee to know that the Older Person's Action Group wants the effective date of section 4 as soon as possible, or January 1, 1982, which is a proposed amendment by Senator Rodey.

POSITION PAPER  
of  
Department of Administration, and  
Department of Health & Social Services  
on

COMMITTEE SUBSTITUTE FOR SPONSOR SUBSTITUTE FOR HB 17 (HESS)(efd am)

"An Act establishing an Older Alaskans Commission; and providing for an effective date."

The Departments of Administration, and Health and Social Services endorse the concept of a Commission to advise in planning and coordinating services for the elderly across all state departments to avoid duplication of services and to address gaps in programs and services. The services and programs operated by the State of Alaska cross divisional lines within departments and cross departmental jurisdictions. The establishment of such a commission would provide a focal point for:

1. creating needed linkages between operational programs/services regardless of jurisdiction;
2. serving as a vehicle for comprehensive long term planning;
3. addressing short term management issues such as providing recommendations regarding the allocation of yearly budget resources for programs affecting the elderly; and,
4. recommending policy and administrative improvements with respect to all public services affecting older Alaskans.

Although the establishment of a Commission is supported, the following is recommended:

1. amend Section 2 to delete Section 44.21.230. (a) (5) regarding the administration of federal funds;
2. amend Section 2 to delete Section 44.21.230. (b) (6) regarding application and acceptance of grants for programs;
3. delete Section 4, "Transfer of Program Responsibilities"

*delete sec. 7*

*adopted  
3-30-81*

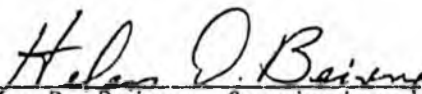
~~We do not support the transfer of the responsibilities for aging programs from the Division of Adult and Aging Services, Department of Health and Social Services, to the Older Alaskans Commission. We believe that removal of the aging programs and the staff responsible for these programs from the Department of Health and Social Services would:~~

1. fragment service delivery;
2. hinder the provision of a continuum of services to older Alaskans; and,
3. dilute the objectivity of the Commission if it were responsible for the daily administration of aging programs.

If an Older Alaskan Commission is established, however, it would be feasible to have a subcommittee of the Commission to serve in an advisory capacity to the aging programs of the Division of Adult and Aging Services. The Governor's Advisory Committee on Aging could continue in its role until the Commission is established and could be phased out following a transition period. This would eliminate duplicative functions.


In conclusion, if the bill is amended to delete the sections cited above, we would support its passage. The establishment of a Commission would enhance efforts to promote the independence of older Alaskans and would augment the efforts of the Department of Health and Social Services in the further development and implementation of a continuum of services to the elderly. In addition, an Older Alaskans Commission would contribute to the ongoing coordination efforts of the Departments of Administration, Community and Regional Affairs, and Health and Social Services.

Approved by:

  
Helen D. Beirne, Commissioner  
Department of Health and  
Social Services

Date: 3/23/81

Approved by:

  
William Hudson, Commissioner  
Department of Administration

Date: 3/23/81



DEPARTMENT OF HEALTH & HUMAN SERVICES  
ADMINISTRATION ON AGING

Office of Human  
Development Services

Region X  
M/S809 Arcade Plaza Building  
1321 Second Avenue  
Seattle WA 98101

March 24, 1981

Documents 79-81

Elizabeth Muktarian, Director  
Division of Adult & Aging Services  
Pouch H, OIC  
Juneau, Alaska 99811

Dear Ms. Muktarian<sup>Liz</sup>:

This is in response to your March 24 telephone call to me, in which you asked whether a State Commission on Aging must have an independent advisory committee.

Administration on Aging policy requires State Agencies on Aging to establish independent advisory bodies. If the proposed Older Alaskans Commission were to have policy making or executive roles, as is the case in Sponsor Substitute for House Bill 17, the Commission itself would not be an independent advisory body. The State Agency on Aging would be required to have a separate advisory committee.

The Administration on Aging established the policy that a State Commission on Aging have a separate advisory committee to ensure that the Commission has the benefit of advice from persons who are not policy makers or responsible for day-to-day administration. This policy, however, does not stipulate the number of members the advisory committee must have. Therefore, in the interests of economy and efficiency, the State Agency could have an advisory committee with a small number of members to advise the Commission.

Sincerely,

Chisato Kawabori  
Regional Program Director

the elderly programs within the State of Alaska. Rationale for each new position shown above, and description of duties, is included on the attached Forms 13.

Travel and per diem expense is included for the eleven members of the Commission, the Executive Director and the Clerk Typist to attend six meetings of the Commission per year, and meetings of the Executive Director for research and public hearings.

Since no Planner position is included, the amount needed for special studies has been increased from the original fiscal note to \$150,000 for FY 82, and \$50,000 per year for subsequent years. Inflation at the rate of 8% per year has been included for years beyond FY 82, except for personal services which is estimated to be 8½% per year, and travel which is estimated at 12% per year.

1	POSITION TITLE <b>Executive Director</b>				RANGE/STEP 24A	BARG. UNIT. PX	LOCATION Juneau	GOV	APPROV:	DISAPP.
2	TYPE OF POSITION PFT	STAFF MONTHS 12	RP No.	PCN No.	PRIORITY 1		FORM 12 PAGE/LINE	IRG		
3	TYPE OF EXPENDITURE			AMOUNT						
	1			2			3			
4	PERSONAL SERVICES:									
	SALARY	4022/mo	48,264							
5	BENEFITS		7,621							
6	FICA		2,959							
7	HEALTH INS.		1,800							
8	TOTAL PERSONAL SERVICES			60.6						
9	TRAVEL			38.8						
10	CONTRACTUAL			161.3						
11	COMMODITIES			.7						
12	EQUIPMENT			1.8						
13	OTHER									
14	TOTAL COST			263.2						
	CODE	FUNDING SOURCE								
15		FED RCPTS								
16		GF MATCH								
17	100	GEN. FUND		263.2						
18		I-A RCPTS								
19		PGM RCPTS								
20		OTHER								
21	CONTINUATION:									
22	ADDITION		FOR B&M USE ONLY							
4A KEY NUMBER				COLUMN NO.						

JUSTIFICATION:

H.B. 17 calls for an Executive Director to be employed by the Older Alaskans Commission, serving at the pleasure of the Commission. The Executive Director will head the agency which has overall responsibility for coordination of all services to the elderly of Alaska, including but not limited to the following: 1) Review, evaluate and comment upon state programs; 2) Collect facts and statistics, and make studies of conditions and problems pertaining to the employment, health, financial security, social welfare and other concerns which bear upon the well-being of older Alaskans; 3) Provide information about public programs which are of interest or benefit to older Alaskans; 4) Appoint special committees, including persons who are not members of the Commission, to complete necessary studies; 5) Promote community education efforts; 6) Contract for necessary services; 7) Consult and cooperate with persons, organizations and groups interested in or concerned with programs of assistance to older Alaskans; 8) Advocate improved programs of benefit to older Alaskans; 9) Set standards for levels of services for older Alaskans for programs administered by the Commission; 10) Formulate a comprehensive statewide plan which identifies the concerns and needs of older Alaskans, and with reference to the plan, prepare and submit to the Governor and legislature an annual analysis and evaluation of the services which are provided to older Alaskans; 11) Make recommendations to the Governor and the legislature with respect to legislation, regulations and appropriations for programs or services which benefit older Alaskans; 12) Encourage

AGENCY Administration PROGRAM Social and Economic Assistance for the Aged

BRU Older Alaskans Commission

COMPONENT \_\_\_\_\_

**13** REQUEST FOR NEW POSITION.

Page 1 of 4

REVISED DATE \_\_\_\_\_

**FY 82**

and aid the development of municipal commissions and community-oriented programs serving Older Alaskans; 13) Request and receive reports and audits from state agencies and local institutions concerned with the conditions and needs of older Alaskans.

Costs are calculated as follows:

Travel		<u>38.8</u>
13 trips @ 325 =	\$4,225	
Per diem: 27 days @ \$70 =	\$1,890	
Commission Travel:		
11 members x 6 meetings x \$325 =	\$21,450	
Per diem: 11 x 6 x 2 x \$77.50 =	\$10,230	
Miscellaneous (cabs, limo, etc.)	\$ 1,000	
Contractual		<u>161.3</u>
Space	2.7	
Phones	1.1	
Postage	4.5	
Printing	3.0	
Study	150.0	
Commodities		<u>.7</u>
Office Supplies, etc.	\$700	
Equipment		<u>1.8</u>
Office Furnishings	\$1,800	

AGENCY Administration

PROGRAM Social and Economic Assistance for the Aged

BRU Older Alaskans Commission

23 / 13 CONTINUED

COMPONENT \_\_\_\_\_  
Page 2 of 4

REVISED \_\_\_\_\_  
DATE \_\_\_\_\_

**FY82**

1	POSITION TITLE <b>Accounting Clerk III</b>				RANGE/STEP <b>10B</b>	BARG. UNIT. <b>G</b>	LOCATION <b>Juneau</b>	GOV.	APPROV.	DISAPP.
2	TYPE OF POSITION <b>PFT</b>	STAFF MONTHS <b>12</b>	RP No.	PCN No.	PRIORITY <b>2</b>	FORM 12	PAGE/LINE	LEG.		
3	TYPE OF EXPENDITURE			AMOUNT		<b>JUSTIFICATION:</b> This position is needed due to the additional administrative workload which will be brought on the Department of Administration in its role of coordinating services to the elderly. A partial list of duties includes processing of travel authorizations and vouchers for the Commission for at least six scheduled meetings per year, plus several trips by the Executive Director for fact finding and public meetings; accounting and payment for expenses of operating the Commission; formulating and administering the Commission's budget; maintain fiscal control over contracts established by the Commission; and other fiscal or administrative duties assigned by the Executive Director.  The Department of Administration does not presently have sufficient staff to handle these additional duties.  Contractual costs include 2.7 for leased space and 1.1 for phones.				
	1	2	3							
4	PERSONAL SERVICES:									
	SALARY	<b>1613/mo</b>	<b>19,356</b>							
5	BENEFITS		<b>3,056</b>							
6	FICA		<b>1,187</b>							
7	HEALTH INS.		<b>1,800</b>							
8	TOTAL PERSONAL SERVICES		<b>25.4</b>							
9	TRAVEL									
10	CONTRACTUAL		<b>3.8</b>							
11	COMMODITIES		<b>.7</b>							
12	EQUIPMENT		<b>1.8</b>							
13	OTHER									
14	TOTAL COST		<b>31.7</b>							
	CODE	FUNDING SOURCE								
15		FED RCPTS.								
16		GR MATCH.								
17	<b>100</b>	GEN FUND		<b>31.7</b>						
18		I-A RCPTS.								
19		PGM RCPTS								
20		OTHER								
21	CONTINUATION									
22	ADDITION	<b>X</b>	<b>FOR B&amp;M USE ONLY</b>							
<b>4A KEY NUMBER</b> _____ <b>COLUMN NO.</b> _____										

AGENCY Administration PROGRAM Centralized Administrative Services

BRU Administrative Services

COMPONENT Fiscal/Personnel

**13 REQUEST FOR NEW POSITION.**

**FY 82**

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REVISED DATE \_\_\_\_\_

1	POSITION TITLE Clerk Typist III				RANGE/STEP 8B	BARG. UNIT. G	LOCATION Juneau	GOV	APPROV	DISAP						
2	TYPE OF POSITION PFT	STAFF MONTHS 12	RP No.	PCN No.	PRIORITY 3	FORM 12	PAGE/LINE	LEG								
3	TYPE OF EXPENDITURE			AMOUNT	JUSTIFICATION:											
	1	2	3													
4	PERSONAL SERVICES:				<p>This position will serve as support to the Executive Director and the eleven member Commission. Duties include acting as secretary receptionist, typing, filing, copying processing travel and per diem claims, recording of Commission meetings, making travel and meeting arrangements, etc.</p> <p>Costs are calculated as follows:</p> <p>Travel (to record meetings): 2.9  6 trips @ \$325 = \$1,950  Per diem (12 x \$80) = \$960</p> <p>Contractual 12.0  Space 150 s.f. @ 1.50/mo = \$2,700  Phone \$1,100  Typewriter &amp; recorder rental \$8,200</p> <p>Commodities  Office Supplies, etc. \$ 700</p> <p>Equipment  Office Furnishings \$1,800</p>											
5	SALARY	1433/mo	17.196													
6	BENEFITS		2.715													
7	FICA		1.054													
8	HEALTH INS.		1.800													
9	TOTAL PERSONAL SERVICES		22.8													
10	TRAVEL		2.9													
11	CONTRACTUAL		12.0													
12	COMMODITIES		.7													
13	EQUIPMENT		1.8													
14	OTHER															
15	TOTAL COST		40.2													
	CODE	FUNDING SOURCE														
15		FED RCPTS.														
16		GF MATCH.														
17	100	GEN. FUND		40.2												
18		I-A RCPTS.														
19		PGM RCPTS														
20		OTHER														
21	CONTINUATION															
22	ADDITION	X			FOR B&M USE ONLY											
4A	KEY NUMBER			COLUMN NO.												

AGENCY Administration PROGRAM Social and Economic Assistance for the Aged

BRU Older Alaskans Commission

**13** REQUEST FOR NEW POSITION.

COMPONENT \_\_\_\_\_

Page 4 of 4

REVISED DATE \_\_\_\_\_

**FY 82**

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

FISCAL NOTE

cc

I. REQUEST

Bill/Resolution No. CS SSHB 17 (HESS)  
Title Act establishing an Older Alaskan Commission  
Requested by House Finance Committee Date 3/12/81

II. FISCAL DETAIL

Agency Affected Administration  
Program Category Affected Social & Econ. Assistance for Aged/Centralized Admin. Svcs.  
BRU, Program, or Subprogram(s) Affected Older Alaskans Commission/Admin. Services  
(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		91.6	100.8	110.9	122.0	134.2
200 TRAVEL		38.8	42.7	47.0	51.7	56.9
300 CONTRACTUAL		55.0	5.5	6.1	6.7	7.4
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		185.4	149.0	164.0	180.4	198.5

FUNDING (Thousands of Dollars)

GENERAL FUND		185.4	149.0	164.0	180.4	198.5
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME		2.0				
PART TIME						
TEMPORARY						

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

- 100 Salary for Executive Director & Accounting Technician II
- 200 Travel for Executive Director & 11 Commission Directors
- 300 Study \$50,000; Other \$5,000 (rent, phones, etc.)  
(Study is one time only)

Inflation figured at 10% for fiscal years 1983-1986

IV. DATE 3/12/81 PREPARED BY Jerry Schilz, Fiscal Analyst  
AGENCY Legislative Finance Division  
PHONE 465-3795  
Original: Legislative Finance  
cc: Budget and Management  
Prime Sponsor (First Legislator Named)

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. CS SS HB 17 (HESS) (efd am)  
 Title An Act establishing an Older Alaskans Commission  
 Requested by Senator Parr Date 3/23/81

II. FISCAL DETAIL

Agency Affected Administration  
 Program Category Affected Social Services  
 BRU, Program, or Subprogram(s) Affected Older Alaskans Commission/Administrative Services  
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		108.8	201.4	221.5	243.7	268.1
200 TRAVEL		41.7	48.1	52.9	58.2	64.0
300 CONTRACTUAL		177.1	38.2	42.0	46.2	50.8
400 COMMODITIES		2.1	3.9	4.2	4.7	5.1
500 EQUIPMENT		5.4	3.6			
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
<b>TOTAL</b>		<b>335.1</b>	<b>291.6</b>	<b>320.6</b>	<b>352.8</b>	<b>388.0</b>

FUNDING (Thousands of Dollars)

GENERAL FUND		335.1	291.6	320.0	362.8	388.0
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME		3.0	5.0	5.0	5.0	5.0
PART TIME						
TEMPORARY						

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

This Fiscal Note modifies the fiscal note for SS HB 17 dated 3/10/81 (attached). FY 82 costs now include an Executive Director, Accounting Clerk, and Clerk Typist and \$150.0 for special planning studies. Since grant funds will remain in the Department of Health and Social Services in FY 82, and no planner position is included, the amount needed for special studies has been increased from the original fiscal note. The three positions are required in FY 82 to provide support to the Commission. Meetings and planning functions remain the same as in SS HB 17 and the positions are required for support functions including processing travel claims, planning and coordination. FY 83 costs include the additional positions requested in the original fiscal note. These will be required when the administrative functions are transferred from H&SS.

IV. DATE 3/23/81 PREPARED BY Judy Condit  
 AGENCY Administration  
 PHONE 465-2277

Original: Legislative Finance  
 cc: Budget and Management  
 Prime Sponsor (First Legislator Named) Representative Miller  
 Governor's Office Keith Specking

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. CSSS HB 17 (HESS)(efd am)  
 Title "An Act establishing an Older Alaskans Commission."  
 Requested by HESS Committee Date 3/6/81

II. FISCAL DETAIL

Agency Affected Department of Health and Social Services  
 Program Category Affected Social Services  
 BRU, Program, or Subprogram(s) Affected Ageing & Adult Services and Ageing Grants  
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES		0	0	0	0	0
200 TRAVEL		0	0	0	0	0
300 CONTRACTUAL		0	0	0	0	0
400 COMMODITIES		0	0	0	0	0
500 EQUIPMENT		0	0	0	0	0
600 LAND & STRUCTURES		0	0	0	0	0
700 GRANTS, CLAIMS, ETC.		0	0	0	0	0
<b>TOTAL</b>		0	0	0	0	0

FUNDING (Thousands of Dollars)

GENERAL FUND		0	0	0	0	0
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME		0	0	0	0	0
PART TIME						
TEMPORARY						

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

There is no fiscal impact on the Governor's Budget on either the effective date July 1, 1981 or July 1, 1982.

IV. DATE March 20, 1981 PREPARED BY Marsha Hubbard  
 AGENCY Department of Health and Social Services  
 PHONE 465-3331  
 Original: Legislative Finance  
 cc: Budget and Management  
 Prime Sponsor (First Legislator Named)

STATE OF ALASKA  
ESTIMATED EXPENDITURES IN BEHALF OF ELDERLY PERSONS

	Program	FY 81 Appropriation	Estimated % Elderly(source)	Estimated \$ for Elderly
LEAST RESTRICTIVE	LONGEVITY BONUS	\$19,947,300	100%(a)	\$19,947,300
	AID TO THE BLIND	\$140,900	0%(b)	0
	AID TO THE DISABLED	\$4,691,700	0%(b)	0
	ENERGY ASSISTANCE*	\$7,367,600	31%(c)	\$2,284,000
	GENERAL RELIEF*	\$800,000	10%(d)	\$80,000
	DISPLACED HOMEMAKERS	\$151,800	2%(e)	\$3,000
	SOCIAL WORK SERVICES*	\$6,388,600	13%(e)	\$830,500
	AGING GRANTS			
	TRANSPORTATION			
	LEGAL SERVICES	**\$3,552,087	100%(a)	**\$3,552,087
	COMMUNITY SERVICES			
	CONGREGATE MEALS			
	SENIOR SERVICE EMPLOYMENT	\$1,545,200	100%(a)	\$1,545,200
	OLD AGE ASSISTANCE	\$4,479,500	100%(a)	\$4,479,500
	SENIOR CITIZENS			
	HOME OWNERS TAX RELIEF	\$2,787,000	100%(a)	\$2,787,000
	RENTERS REBATE	\$316,000	100%(a)	\$316,000
	WATER AND SEWER REBATE	\$46,600	100%(a)	\$46,600
	MOTOR VEHICLE EXEMPTION	\$150,000	100%(a)	\$150,000
	HOUSING	\$1,295,800	100%(a)	\$1,295,800
FREE FERRY SERVICE		Estimated value -	\$60,000	
FREE SPORT FISHING, HUNTING & TRAPPING LICENSE		- (m)	Unknown	
FIELD NURSING*	\$4,420,900	7%(n)	\$309,500	
COMMUNICATIVE DISORDERS*	\$471,300	7%(r)	\$33,000	
HOLISTIC HEALTH*	\$500,000	- (l)	\$86,500	
OTHER PUBLIC HEALTH SERVICES	\$9,079,000	2%(k)	\$181,600	
MODERATELY RESTRICTIVE	HOMEMAKER AND HOME HEALTH AID*	\$2,438,900	70%(e)	\$1,707,200
	AGING GRANTS			
	IN-HOME SERVICES			
	HOME DELIVERED MEALS	**	100%(a)	**
	HOME HEALTH AID	\$100,000	100%(a)	\$100,000
HOME HEALTH SERVICES*	\$420,400	70%(o)	\$294,300	
COMMUNITY MENTAL HEALTH CENTERS*	\$4,281,300	2%(g)	\$85,600	
MORE RESTRICTIVE	DOMESTIC AND FAMILY VIOLENCE*	\$1,805,900	1%(e)	\$18,100
	ADULT FOSTER CARE	\$108,000	Program not in operation.	
	MEDICAID - PHYSICIANS*	\$4,669,900	11%(h)	\$513,700
	GENERAL RELIEF MEDICAL PHYSICIANS*	\$2,610,900	11%(h)	\$287,200
	ALCOHOL ABUSE TREATMENT*	\$13,620,000	4%(i)	\$544,800
MOST RESTRICTIVE	PIONEER HOMES	\$11,816,400	100%(a)	\$11,816,400
	ADULT RESIDENTIAL CARE	\$598,000	5%(c)	\$29,900
	MEDICAID - HOSPITALS*	\$10,132,300	11%(h)	\$1,114,600
	NURSING HOMES*	\$19,419,600	61%(j)	\$11,846,000
	GENERAL RELIEF MEDICAL HOSPITALS*	\$6,455,800	11%(h)	\$710,100
	NURSING HOMES*	\$449,900	61%(j)	\$274,400
	CATASTROPHIC ILLNESS*	\$905,000	-	Unknown
	RESIDENTIAL/HOME CARE	\$166,400	Program not in operation.	
	ALASKA PSYCHIATRIC INSTITUTE*	\$8,574,100	2%(q)	\$171,500
	HARBORVIEW DEVELOPMENT CENTER*	\$5,710,600	0%(g)	0
	\$162,414,687		\$67,501,387	

\* These services are partially directed toward adults and aged.

\*\*Aging Grants are not broken out by particular service.

PLEASE NOTE: THE FOLLOWING PAGES WERE TREATED  
AS A UNIT IN THE ORIGINAL DOCUMENT

STATE OF ALASKA  
SERVICES FOR ELDERLY PERSONS

CONTINUUM  
OF  
CARE

	Program	FY 81 Estimated Dollars*
LEAST RESTRICTIVE	LONGEVITY BONUS	\$19,947,300
	ENERGY ASSISTANCE	\$2,284,000
	GENERAL RELIEF	\$80,000
	DISPLACED HOMEMAKERS	\$3,000
	SOCIAL WORK SERVICES	\$830,500
	AGING GRANTS	
	TRANSPORTATION	
	LEGAL SERVICES	**\$3,552,087
	COMMUNITY SERVICES	
	CONGREGATE MEALS	
	SENIOR SERVICE EMPLOYMENT	\$1,545,200
	OLD AGE ASSISTANCE	\$4,479,500
	SENIOR CITIZENS	
	HOME OWNERS TAX RELIEF	\$2,787,000
	RENTERS REBATE	\$316,000
	WATER AND SEWER REBATE	\$46,600
	MOTOR VEHICLE EXEMPTION	\$150,000
	HOUSING	\$1,295,800
FREE FERRY SERVICE	Estimated value - \$60,000	
FREE SPORT FISHING, HUNTING AND TRAPPING LICENSE	Unknown	
FIELD NURSING	\$309,500	
COMMUNICATIVE DISORDERS	\$33,000	
HOLISTIC HEALTH	\$86,500	
OTHER PUBLIC HEALTH SERVICES	\$181,600	
MODERATELY RESTRICTIVE	HOMEMAKER AND HOME HEALTH AID	\$1,707,200
	AGING GRANTS	
	IN-HOME SERVICES	
	HOME DELIVERED MEALS	**
	HOME HEALTH AID	\$100,000
HOME HEALTH SERVICES	\$294,300	
COMMUNITY MENTAL HEALTH CENTER	\$85,600	
MORE RESTRICTIVE	DOMESTIC AND FAMILY VIOLENCE	\$18,100
	ADULT FOSTER CARE	Program not in operation.
	MEDICAID - PHYSICIANS	\$513,700
	GENERAL RELIEF MEDICAL PHYSICIANS	\$287,200
	ALCOHOL ABUSE TREATMENT	\$544,800
MOST RESTRICTIVE	PIONEER HOMES	\$11,816,400
	ADULT RESIDENTIAL CARE	\$29,900
	MEDICAID - HOSPITALS	\$1,114,600
	NURSING HOMES	\$11,846,000
	GENERAL RELIEF MEDICAL HOSPITALS	\$710,100
	NURSING HOMES	\$274,400
	CATASTROPHIC ILLNESS	Unknown
	RESIDENTIAL/HOME CARE	Program not in operation.
ALASKA PSYCHIATRIC INSTITUTE	\$171,500	

\*Based on FY 81 appropriation and estimated portion of program serving elderly.  
\*\*Aging Grants are not broken out by particular service.

STATE OF ALASKA  
ESTIMATED EXPENDITURES IN BEHALF OF ELDERLY PERSONS

	Program	FY 81 Appropriation	Estimated % Elderly(source)	Estimated \$ for Elderly
LEAST RESTRICTIVE	LONGEVITY BONUS	\$19,947,300	100%(a)	\$19,947,300
	AID TO THE BLIND	\$140,900	0%(b)	0
	AID TO THE DISABLED	\$4,691,700	0%(b)	0
	ENERGY ASSISTANCE*	\$7,367,600	31%(c)	\$2,284,000
	GENERAL RELIEF*	\$800,000	10%(d)	\$80,000
	DISPLACED HOMEMAKERS	\$151,800	2%(e)	\$3,000
	SOCIAL WORK SERVICES*	\$6,388,600	13%(e)	\$830,500
	AGING GRANTS			
	TRANSPORTATION			
	LEGAL SERVICES	**\$3,552,087	100%(a)	**\$3,552,087
	COMMUNITY SERVICES			
	CONGREGATE MEALS			
	SENIOR SERVICE EMPLOYMENT	\$1,545,200	100%(a)	\$1,545,200
	OLD AGE ASSISTANCE	\$4,479,500	100%(a)	\$4,479,500
	SENIOR CITIZENS			
	HOME OWNERS TAX RELIEF	\$2,787,000	100%(a)	\$2,787,000
	RENTERS REBATE	\$316,000	100%(a)	\$316,000
	WATER AND SEWER REBATE	\$46,600	100%(a)	\$46,600
	MOTOR VEHICLE EXEMPTION	\$150,000	100%(a)	\$150,000
	HOUSING	\$1,295,800	100%(a)	\$1,295,800
	FREE FERRY SERVICE		Estimated value -	\$60,000
	FREE SPORT FISHING, HUNTING & TRAPPING LICENSE		- (m)	Unknown
	FIELD NURSING*	\$4,420,900	7%(n)	\$309,500
COMMUNICATIVE DISORDERS*	\$471,300	7%(f)	\$33,000	
HOLISTIC HEALTH*	\$500,000	- (l)	\$86,500	
OTHER PUBLIC HEALTH SERVICES	\$9,079,000	2%(k)	\$181,600	
CONTINUUM OF CARE  MODERATELY RESTRICTIVE	HOMEMAKER AND HOME HEALTH AID*	\$2,438,900	70%(e)	\$1,707,200
	AGING GRANTS			
	IN-HOME SERVICES			
	HOME DELIVERED MEALS	**	100%(a)	**
	HOME HEALTH AID	\$100,000	100%(a)	\$100,000
	HOME HEALTH SERVICES*	\$420,400	70%(o)	\$294,300
COMMUNITY MENTAL HEALTH CENTERS*	\$4,281,300	2%(g)	\$85,600	
MORE RESTRICTIVE	DOMESTIC AND FAMILY VIOLENCE*	\$1,805,900	1%(u)	\$18,100
	ADULT FOSTER CARE	\$108,000	Program not in operation.	
	MEDICAID - PHYSICIANS*	\$4,669,900	11%(h)	\$513,700
	GENERAL RELIEF MEDICAL PHYSICIANS*	\$2,610,900	11%(h)	\$287,200
	ALCOHOL ABUSE TREATMENT*	\$13,620,000	4%(i)	\$544,800
MOST RESTRICTIVE	PIONEER HOMES	\$11,816,400	100%(a)	\$11,816,400
	ADULT RESIDENTIAL CARE	\$598,000	5%(e)	\$29,900
	MEDICAID - HOSPITALS*	\$10,132,300	11%(h)	\$1,114,600
	NURSING HOMES*	\$19,419,600	61%(j)	\$11,846,000
	GENERAL RELIEF MEDICAL HOSPITALS*	\$6,455,800	11%(h)	\$710,100
	NURSING HOMES*	\$449,900	61%(j)	\$274,400
	CATASTROPHIC ILLNESS*	\$905,000	-	Unknown
	RESIDENTIAL/HOME CARE	\$166,400	Program not in operation.	
	ALASKA PSYCHIATRIC INSTITUTE*	\$8,574,100	2%(g)	\$171,500
	HARBORVIEW DEVELOPMENT CENTER*	\$5,710,600	0%(g)	0

\* These services are partially directed toward adults and aged.  
\*\*Aging Grants are not broken out by particular service.

FOOTNOTES

- (a) Program by definition serves only elderly.
- (b) Aid to the Blind, Aid to the Disabled  
Division of Public Assistance, Randy Moore, indicates that recipients are automatically transferred to OAA when they reach age 65. However, the consistency with which this is done is not known. 3/4/81.
- (c) Energy Assistance  
 The estimate of energy assistance is based on the following:
- |           | Number of Households |         |                       |
|-----------|----------------------|---------|-----------------------|
|           | Total                | Elderly |                       |
| 1st month | 969                  | 356     |                       |
| 2nd month | 1,900                | 526     |                       |
| Total     | 2,869                | 882     | percent elderly = 31% |
- Federal allocation is \$9,600,000. Average payment is \$475. Have received 6,000 to 6,200 applications.
- (d) Conversation with Gordon Landis on 3/6/81. Estimates that less than 10% of program is related to elderly.
- (e) Memo from Margaret Levitt to Elizabeth Muktarian dated 3/5/81(attached).
- (f) Memo from Dave Bruce to Deborah Behr dated 3/3/81(attached).
- (g) Memo from Verner Stillner to Deborah Behr dated February 27, 1981. Age 65 and over.
- (h) Medically assistance programs. Based on conversation with Jeff Hubbard on 3/5/81. Data from HCFA 120 report for the period 1-80 to 6-80 indicates that for both hospital and physician services there were expenditures of \$6,381,135 of which \$676,422 were for OAA recipients equals 11%. This is for Medicaid only - there is no data available for GRM. Used Medicaid data for GRM.
- (i) Memo from Robert Cole to Deborah Behr on 2/25/81 and conversation with Loren Jones on 3/5/81.
- (j) Nursing home estimate is based on data from 3 month sample of Nakoya provided by Jeff Hubbard on 3/6/81.
- (k) Based on age distribution of total state population. Includes following BRUs: Nursing(Admin component only), Communicable Disease Control, Child and Family Health(Nutrition & Spec. Ed. Grants only), Labs, Admin, and EMS.
- (l) Holistic Health estimate based on conversation with Nils Amnerud on 3/9/81. Includes \$76,500 for the Fairbanks Pioneers Home and an estimate of \$10,000 for various other grants.
- (m) Licenses are granted for life - data not available on value of licenses in existence.
- (n) Based on PCIS data for four quarters provided by Jana Mowat on 3/10/81.
- (o) Based on estimate provided by Jana Mowat on 3/9/81.

AD HOC COMMITTEE ON SOCIAL AND ECONOMIC  
ASSISTANCE TO THE AGED

JANUARY 19, 1981

- I. Introduction
- II. Review of Existing Major State Programs
  - A. Department of Administration
  - B. Department of Community and Regional Affairs
  - C. Department of Health and Social Services
- III. New and Expanded Program Concepts
  - A. Health Needs of the Elderly
  - B. Catastrophic Health Insurance Program
  - C. Congregate Housing for the Frail Elderly
  - D. Other
    1. Comprehensive Health Care Study by Health and Social Services
- IV. Legislation
- V. Conclusion
  - A. Summation
  - B. Next Meeting

II. REVIEW OF EXISTING MAJOR STATE PROGRAMS

A. Department of Administration

# MEMORANDUM

TO:  Fred Muller  
Deputy Commissioner  
Division of Personnel Management  
Department of Administration

DATE: January 5, 1981

FILE NO:

TELEPHONE NO: 4400

SUBJECT: Aging Services



FROM: Vernon L. Perry *VLP*  
Director  
Division of Pioneers' Benefits  
Department of Administration

The Division of Pioneers' Benefits in the Department of Administration has two programs. They are the Longevity Bonus Program and the Pioneers' Homes.

The Longevity Bonus Program provides a monthly payment of \$200.00 per month to every Alaskan resident over 65 years of age, who has lived in the state a minimum of 25 years and was living in Alaska at the time of statehood, January 3, 1959. The Bonus is not predicated upon need but is provided as a reward for helping to develop the state and to help enable those elderly Alaskans to remain in the state who might not otherwise be able to do so. If a person leaves the state for over 30 days he is not eligible to receive the bonus for that month. If he remains outside Alaska over 180 days he becomes ineligible until he returns to Alaska and establishes residency of 12 months at which time he may again enter the program.

The Pioneers' Home system consists of four operating Homes. There is a 150 bed Home in Sitka, a 96 bed Home in Palmer, a 119 bed Home in Fairbanks, and a 153 bed Home in Anchorage.

A new Pioneers' Home is being built in Ketchikan. It will have 49 beds. A 96 bed nursing wing addition at the Anchorage Home is also in the early stages of construction. The Ketchikan project is scheduled for completion in December 1981, and it is expected that the Anchorage project will be finished in April 1982.

In addition to responsibility for the Longevity Bonus and the Pioneers' Home Programs, the Division also is responsible for the administration of the Kotzebue Senior and Cultural Center.

The objective of the Pioneers' Homes is to provide a sheltered living environment for pioneers of Alaska who can no longer maintain their own daily living requirements without assistance. The average pioneer is 80 years of age when entering a Home. The residents realize they are being provided with the help and care they can no longer provide nor acquire elsewhere for themselves. The Home allows them to retain their dignity by feeling they are not on "welfare" but are being rewarded for what they have done in helping develop the State of Alaska.

Mr. Muller

(2)

January 5, 1981

A number of state programs exist which provide aid to segments of the elderly population. These range from financial aid to housing, nutrition, transportation, and help in the form of a homemaker in the home. The Pioneers' Home is the only program providing all these services including physical, mental, and social opportunities. Each applicant to the Homes is interviewed to determine if alternate services are available and can be utilized. More often, these alternate programs refer applicants to the Pioneers' Homes when they can no longer meet the needs of their elderly clients.

VLP/dm  
C9/Z1

II. REVIEW OF EXISTING MAJOR STATE PROGRAMS

B. Department of Community and Regional Affairs

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPT. OF COMMUNITY & REGIONAL AFFAIRS

DIVISION OF LOCAL GOVERNMENT ASSISTANCE

POUCH B - JUNEAU 99811

January 6, 1980

Local Government Assistance Division  
Senior Citizen Tax Relief  
Benefit Residents Age 65 and Over  
State General Fund

Homeowner's Property Tax Exemption - The original intent of the program, as is standard in over 40 states, was to extend property tax relief in order to avoid confiscatory property action against citizens experiencing disproportionate impact to limited income. The law provides that the permanent place of abode of a resident 65 years of age or older may be eligible for exemption from property tax levied by a municipality. State reimbursement through this program is provided to the municipality for revenue lost in operation of the program.

FY 80: About \$1.9 million paid for 3,393 households, an average payment = \$560. With spouses, about 5,500 seniors served.

Renters' Equivalency Rebate - This program may be viewed as a companion to the Homeowner's Property Tax Exemption. This program grants direct payments to eligible senior citizens who are renters to reimburse them for the amount of property tax which is included as part of the rent.

FY 80: About \$123,000 paid to 738 households, an average payment = \$167. With spouses, approximately 1,000 seniors served.

Special Water and Sewer Assessment - This program provides deferred payment of special assessment levied by municipalities for sewer or water systems installation. Properties owned and occupied by permanent residents of the State, 65 years of age or older, may be eligible. State reimbursement is provided by this program to the municipality for revenue lost in operation of the exemption. At the time of reimbursement, the municipal lien is satisfied and a lien in favor of the State is recorded in the amount of assessment

levied upon the property. The lien becomes due and payable upon sale or transfer of the property except to spouse, widow, widower or minor heir. Qualification criteria must be verified each year by March 15, in order to retain the deferment.

FY 80: About \$134,000 paid for 44 households, an average payment = \$3,055. In four years operation, 39 liens have been paid back and about \$30,000 returned to the general fund.

Motor Vehicle Exemption - This program was enacted by the Tenth Legislature to exempt residents 65 years of age or older from tax for one motor vehicle subject to State registration. This program reimburses boroughs and cities for the amount of registration tax for each senior citizen, regardless of whether an exemption has been granted.

FY 80: About \$50,000 paid to 21 municipalities for approximately 2,700 affidavits. The average affidavit is for just under \$19.

Housing Assistance Division  
Senior Citizen Housing  
Benefit Seniors Age 60 and Over  
State General Fund

It is the objective of this Department to use financial resources from the Senior Citizens Housing Development Program as a lever for extending the already existing federal, local, and private non-profit corporate funding sources to that segment of the elderly population that cannot now gain access to them. The proceeds from the local, and private sector mix in various formulas to provide the housing need by the elderly. Typically, the State participates with a federal agency in the financing of a project.

State CETA Division  
Service for Senior Citizens  
Federal Funding

The State CETA Division operates programs funded through the Federal Comprehensive Employment and Training Act. The programs are designed to train and place in jobs, Alaskans who are unemployed and have low incomes. These programs include classroom training in vocational skills and paid work experience with private and public employers. CETA Division counselors assist each participant in drawing up a career development plan. The State CETA Division operates programs throughout Alaska, except in Anchorage, where the Municipality runs its own programs. In FY 80, the State CETA Division served 83 persons aged 55 and over.

The State Manpower Services Council, an advisory group appointed by Governor Jay S. Hammond, recently identified older workers as people who should be specially targeted for CETA services. As a result, the State CETA Division is giving special weight (2 points) to each older worker when his/her application is processed through the computer.

II. REVIEW OF EXISTING MAJOR STATE PROGRAMS

C. Department of Health and Social Services

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

The Department of Health and Social Services administers a number of programs directed specifically towards meeting the problems created as a result of the aging process. In addition most of the programs operated by the Department for the general population have a high usage rate by the aged population. There are an estimated 20,000 individuals age 60 and over in Alaska.

The programs operated specifically for the aged population are:

Old Age Assistance	Division of Public Assistance
Transportation	Division of Adult & Aging Services
Information and Referral	Division of Adult & Aging Services
Escort Services	Division of Adult & Aging Services
Congregate Meals	Division of Adult & Aging Services
Home Delivered Meals	Division of Adult & Aging Services
Legal Services	Division of Adult & Aging Services
Personal Advocacy & Long-term Care Ombudsman	Division of Adult & Aging Services
Employment Services	Division of Adult & Aging Services
Senior Citizen Centers	Division of Adult & Aging Services
Recreation Activities	Division of Adult & Aging Services
Shopping Assistance	Division of Adult & Aging Services
Telephone Reassurance	Division of Adult & Aging Services
Companionship/Visitation	Division of Adult & Aging Services
Outreach	Division of Adult & Aging Services
Chore Services	Division of Adult & Aging Services

The programs operated for the general population with high usage by the aged population:

Homemaker	Division of Adult & Aging Services
Home Health Aide	Division of Adult & Aging Services
Home Health	Division of Public Health
Residential Care	Division of Public Assistance
Residential Care	Division of Adult & Aging Services
Adult Foster Care	Division of Adult & Aging Services
Individual & Family Counseling	Division of Adult & Aging Services
Protective Services	Division of Adult & Aging Services
Residential Care Licensing	Division of Family & Youth Services
Immunizations	Division of Public Health
Medicaid	Division of Public Assistance
General Relief Medical	Division of Public Assistance
Energy Assistance	Division of Public Assistance

The programs operated for the general population with some usage by the aged population:

Community Mental Health	Division of Mental Health
Alaska Psychiatric Institution	Division of Mental Health
Harborview	Division of Mental Health
Community D.D. Residential Care	Division of Mental Health
Community D.D. Family Support	Division of Mental Health

Alcoholism & Drug Abuse Treatment  
Emergency Medical Services  
General Relief Assistance  
Food Stamps

Office of Alcoholism & Drug Abuse  
Division of Public Health  
Division of Public Assistance  
Division of Public Assistance

CONTINUUM OF CARE

ALASKA DEPARTMENT OF HEALTH AND SOCIAL SERVICES

The Alaska Department of Health and Social Services (DHSS) has a primary goal to improve or maintain the physical, emotional, social and economic well being of Alaskans so that each citizen may be self-sufficient. DHSS is the State agency primarily responsible for the provision of health care, social services and correctional activities to eligible populations. Its programs and activities are designed to complement programs and activities available through other sources.

Health programs and services are viewed as being part of a continuum, ranging from preventive and health promotional programs in hospital care. The Department's emphasis is placed on assisting individuals to function independently in their own homes; when an individual's needs can no longer be met in his own home, placement in the most appropriate residential or medical care setting will occur. In addition to the programs and services listed in the following description, there are a variety of ambulatory programs such as mental health clinics and alcoholism counseling services made available through the Department. An individual may simultaneously receive several services in the continuum, e.g., home health care as well as homemaker support.

The following section includes descriptions of the services and programs which comprise the continuum of care, including a definition of the service and/or program, examples of individuals for whom the service would be appropriate, funding sources and availability.

Although these services and programs are available for all adults, the majority of the recipients of in-home services, i.e., homemaker, home health aide and home health care services are elderly. Sixty-seven percent of the clients receiving homemaker support and 80% of the individuals receiving home health care are 60 and over.

The descriptions which follow primarily address those services and programs which enable an elderly adult to remain in his own home or when out-of-home care is necessary the various options available. There are numerous other supportive services available to the elderly which are not included in the descriptions. Specific services and programs available for the elderly include mental health, nutrition, transportation and employment services.

Although the continuum of services addressed in this paper is comprised of available services and/or programs (or those for which funding is available), it is important to acknowledge the gaps in services to adults including the elderly. These gaps include preventive health services, day care, respite care, attendant care and prosthetics, including dental care.

## ADULT FOSTER HOME AND RESIDENTIAL CARE

## FOSTER CARE

**DEFINITION:** Adult foster care refers to the care of an adult in a family home setting licensed by the Department. Adult foster care is designed to serve Adult Protective Service clients who, because of physical, mental, or emotional limitations, are unable to live in their own home even with supportive services and have no relatives willing and able to care for them. Adult foster care is appropriate for adults who do not need a medical level of care, but who require supervision, personal and social care, and who would benefit from the support and security of family living. This program is currently under development and should be operational in early 1981.

**FUNDING:** Adult Foster care will be purchased on an individual client basis for eligible adult protective service clients. Funds are budgeted for FY 81.

**AVAILABILITY:** Availability of adult foster care is dependent upon the availability of licensed foster homes. This service is not currently available.

## LEVEL I RESIDENTIAL CARE

**DEFINITION:** Level I Residential Care refers to the level of care offered by adult residential care facilities licensed to provide care for adults who have been certified in a physician's report as ambulatory and who are able to perform basic activities of daily living with minimal supervision. Adult residential care provides protective oversight to Adult Protective Service clients who cannot manage to live independently, but who do not need a medical level of care. Adult residential care encourages independent functioning to the extent possible for each resident.

**FUNDING:** Level I residential care is purchased on an individual client basis for eligible Adult Protective Service clients.

**AVAILABILITY:** Currently Level I residential care is only available in Anchorage

## LEVEL II RESIDENTIAL CARE

**DEFINITION:** Level II Residential Care refers to the level of care offered by adult residential care facilities licensed to provide care for adults who are not ambulatory without physical assistance but who are not bedridden and who do not need continuous nursing supervision or skilled nursing care. Level II residential care is for Adult Protective Service clients who require substantial support and protective care. There are currently no Level II facilities operating.

**FUNDING:** Level II residential care will be purchased on an on an individual client basis for eligible Adult Protective Service clients. Funds are budgeted for FY 81.

**AVAILABILITY:** Availability is dependent upon licensure of Level II adult residential. This service is not currently available.

## RESIDENTIAL FACILITIES WITH SKILLED NURSING CARE

**PIONEER HOMES**

**DEFINITION:** The Pioneer Home concept was established in territorial days to provide homes to older Alaskans who had fifteen uninterrupted years of residence in the state. Pioneer Homes have been established in Fairbanks, Palmer, Anchorage and Sitka, and a home is under construction in Ketchikan. Skilled nursing care is available in Pioneer Homes to permit continuous care to the residents.

**FUNDING:** Residents pay only a monthly rate of \$225 for their residence and only \$275 per month for skilled nursing care; the State of Alaska underwrites all other costs. In addition to the monthly rates, residents pay for their own prescriptions and other individual costs, when able. Eligibles who cannot afford the monthly rate can still be accepted.

**AVAILABILITY:** The four Pioneer Homes are shown on Figure 1.

## LONG TERM CARE FACILITIES

## INTERMEDIATE CARE FACILITIES

**DEFINITION:** A facility which provides health related care to individuals whose physical or mental conditions require care and service above the level of room and board but less than skilled nursing care.

**FUNDING:** Payment for skilled nursing facility care is generally covered by insurers such as Blue Cross or Blue Shield, by Medicare or Medicaid, by general relief medical funds or by the individual's personal finances.

**AVAILABILITY:** Intermediate care is often offered in conjunction with skilled nursing care; both may be offered in conjunction with an acute care hospital. Alaska has five facilities which offer only intermediate care and an additional 16 facilities which offer skilled and intermediate care (this does not include any skilled nursing care provided in the four Pioneer Homes which have a total of 175 skilled nursing beds). Figure 1 shows the distribution of long-term care facilities in Alaska.

## SKILLED NURSING FACILITIES

**DEFINITION:** A skilled nursing facility offers medical and nursing services on a 24-hour per day basis to individuals who do not require hospitalization for acute conditions but who, because of illness, disease or physical or mental infirmity, require constant medical and nursing services. Persons disabled by strokes or those who have disabling paralytic conditions could be admitted to skilled nursing facilities, for example.

**FUNDING:** Payment for skilled nursing facility care is generally covered by insurers such as Blue Cross or Blue Shield, by Medicare or Medicaid, by general relief medical funds or by the individual's personal finances.

**AVAILABILITY:** Intermediate care is often offered in conjunction with skilled nursing care; both may be offered in conjunction with an acute care hospital. Alaska has five facilities which offer only intermediate care and an additional 16 facilities which offer skilled and intermediate care (this does not include any skilled nursing care provided in the four Pioneer Homes which have a total of 175 skilled nursing beds). Figure 1 shows the distribution of long term care facilities in Alaska.