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Training. Working with abusers requires some special skills that are not ordinarily acquired in the training of social service or mental health workers. Service providers for example must be able to deal with risks of homicide or suicide and risks to their own personal safety. They must confront their own values concerning violence and their feelings of anger or empathy toward abusers and victims to determine if their own internal biases may be a barrier to serving their clients effectively.

Three distinct types of training were suggested by the conference participants: initial, ongoing, and maintenance.

Included in the initial or orientation type of training would be basic information on violent behavior and an orientation concerning the justice system and related service agencies that may be involved in the intervention process. Another important part of this initial training should be the exploration of trainee attitudes concerning all aspects of violent behavior. Consciousness raising and values clarification techniques should be used to help trainees examine their own anger towards violent behavior, fear of violence, or dislike and disapproval of abusers.

Ongoing training should include both in-service and university-based training programs. The focus should be on basic counseling skills, family-systems and roles of family members, crisis intervention techniques, and approaches to group, individual and family therapy. University-based programs in victimology or criminology would also be appropriate in ongoing training.

Maintenance training should include clinical consultation on individual cases and also peer support groups which would help overcome worker "burn out." The need for clinical training centers which offer intensive short term courses in working with abusers was strongly emphasized.

Evaluation. The practice of treating batterers is in an experimental stage of development. Different professional groups are using a variety of techniques, some of which are described in this report. Few, if any, of these techniques are being evaluated for their impact on program outcomes; i.e. the elimination of battering among batterers. The conferees urged that an effort be made to evaluate these programs in terms of their process and outcome in order to provide more definitive direction to the field about the most appropriate techniques to use with batterers.

Because of the diversity of the experimentation in the field, it is very difficult to develop a single evaluation design which will serve all needs. Therefore, it is probably the most practical option to tailor the designs to individual projects and to provide for self-report evaluation. Evaluations might also be done by a locally-based person, who has sufficient familiarity with the program, and therefore, would not intrude much on the processes of the project. Evaluation designs, whether self-report or independently generated, should contain the following elements:

- o Inputs: data about funding sources, budget amounts, types of professional staff, uses of volunteers.
- o Processes: documentation of the precise therapeutic and related techniques used by the projects to work with batterers.

- o **Output:** data about the numbers and proportions of batterers who complete the program, data on frequency of episodes of battering and related behaviors during the period in the program.
- o **Outcomes:** simple measures of outcomes such as the length of time after completing the program that the batterer does not engage in battering or related behaviors. Base-line and long-term follow-up data on the severity and frequency of violent behavior can be obtained from the client and his spouse. Measures can also be obtained on the proportion of families that are reunited as well as measures of the quality of family life and individual self-esteem.

Evaluations are most likely to be valid and timely if they are built into the basic case management processes of the project. In other words, the basic elements of the evaluation design should be built into the forms used by the project for collecting information from clients. About 75 per cent of the information needed to do the evaluation can be generated in this manner. Supplementary data can be obtained from such sources as budgets and follow-up telephone interview with former clients.

Conference participants expressed concern that funding in the initial life of the project should not be contingent on the outcome of the evaluation. A minimum of three years was suggested as the time needed by a project to test its methods and format and allow for modifications in the design. Evaluation during this phase should be used as a constructive tool to improve the program, rather than as a decision guide for continued funding.

#### INTAKE

Intake and assessment are difficult, but crucial tasks in the rehabilitation process. Usually, the abuser is not seeking help. He comes into a program involuntarily, through court order. He believes he

did nothing wrong and wants the courts and service agencies to stop interfering in his private life. If the court order does not include strong sanctions governing the abuser's participation in the program, he is unlikely to be seen after the first interview.

Another barrier the practitioner faces is the abuser's attempt to cover the violent side of his personality. During the assessment, the practitioner, particularly if female, will often encounter charm and seductiveness that mask underlying anger and rage. Penetrating this veneer is not easily accomplished, but is an essential first step that will influence the success of intervention. The abuser's sometimes real, sometimes manipulative repentant attitude and behavior can offer misleading potential for rehabilitation. Practitioners may also encounter a fanatic, often overwhelming need of the abuser to re-establish or maintain the marriage. While refusing to be misled by the abuser's attempts to gain favor and sympathy, the practitioner must also convey concern and understanding that will foster the development of trust, essential to the therapeutic process.

Decisions are made based on the assessment information, that determine the specific design of the intervention. The assessment should, therefore, be comprehensive to insure that other problems related to the abuse are also identified. Information should be gathered from as many sources as possible. Because of abuser's tendency to minimize and deny the seriousness of his actions, it is important to obtain data from

other family members, individuals, or agencies that can help to provide a more accurate and complete assessment of the abuser and the problem(s).

Whether the abuser and the spouse should be seen together or separately at the initial session was debated among the conference participants. Those favoring family-centered or couples counselling believed that problems in the relationship would appear more rapidly if the family is seen together from the beginning. Others doubted the efficacy of joint assessment believing that the battered spouse would be unlikely to say anything negative in front of her spouse that would possibly lead to further battering.

In addition to factors directly related to the abuse, such as intensity and frequency of battering, an assessment of contributing or related factors such as the following is necessary:

1. Alcoholism
2. Drug abuse
3. Organic disfunctions
4. External life-stress factors (housing, job, etc.)
5. Victimization of other family members

Although organic disfunctions and substance abuse are present in some abusers, it was pointed out that treating these problems does not necessarily reduce the violence. Abusive behavior must be handled separately. Problems such as alcoholism can contribute to or foster violent behavior and, therefore, should be assessed. Referrals for these types of problems should then be made to the appropriate service agencies.

The potential for lethality (homicide or suicide probability) is high among abusers and therefore, should be assessed early in the intervention process to protect the spouse and the worker as well. Some of the risk factors that might be considered in screening for lethality include: history of assaults, involvement with weapons, presence of alcohol abuse or psychiatric disorders, history of blackouts or amnesia, and the potential for crisis at the point of separation from the spouse.

Other factors to be assessed that impact on intervention approaches include: the nature of the abuse (hand swinging vs. burning), chronicity and severity of the violence, response of the victim to the violence, number of different types of abuse (physical, emotional, sexual), availability of other community resources, presence or absence of spouse, the abuser's attitude toward violence (normative v. unacceptable), and the point of intervention (early vs. later stages of battering).

Conferees pointed out that there are no definitive answers in how to link assessment data to specific intervention methods. Until further research can offer some guidelines, practitioners must depend on their own experience, intuition, and trial and error efforts to make such judgments.

#### SOME INTERVENTION TECHNIQUES

The state of practice in the prevention of further battering is characterized by trial and error. There are few solid guides to effective practice. Practitioners are experimenting with a variety of techniques.

In an effort to determine what will eliminate the violent behavior.

Recognizing that the accumulation of stress or anger is often a precursor of battering, many of the intervention techniques being used are designed to help batterers recognize the mounting stress and to react to it differently than they have in the past. This basic approach is reflected in many of the practices that are described in this section. It must be remembered, however, that evidence to support the effectiveness of these techniques is at best, limited and, in many instances, nonexistent. A bibliography is attached to this report to enable the reader to obtain more detailed information on some of the techniques highlighted below.

Behavior Modification. Behavior modification techniques are being used as emergency interventions to prevent immediate crises and then to develop long term skills in how to resolve problems that could lead to battering.

An example of a specific technique is the "time out". Its purpose is to terminate reinforcement of behavior which leads to abuse. The time out is a warning to stop everything immediately and retreat to neutral corners. The abuser is taught to use a verbal cue or to flash a hand signal to communicate to his spouse that a "time out" is needed. When the signal is given the couple immediately separates. After a specified length of time, usually thirty minutes to an hour, the couple comes back together to resolve the situation. If one partner needs additional time to relieve tension further, this is negotiated.

Couples can also contract to change the usual consequences of abusive behavior. For example, the abuser may agree to pay a fine or leave for a couple of nights as punishers.

Cognitive Restructuring. Often it is not the situation, but rather what an abuser tells himself about it, that gets him angry. An example offered by one of the conference participants involved a situation in which the wife came home with a new hair cut. The situational definitions made by the husband increased his anger: "Since she cut her hair, she's going to have an affair" or "She should have asked me first."

Cognitive restructuring involves changing the way an abuser talks to himself about the world around him. Even in situations in which anger is justified the abuser must learn to talk to himself in ways which will not escalate the anger to the point of violence.

Biofeedback Techniques. Biofeedback techniques can be useful in teaching abusers awareness of physical arousal cues that signal increasing tension. Abusers often do not recognize or feel small cues. Tension continues to build to the breaking point resulting in an act of violence. Using biofeedback instruments the men see a visual reflection of their tension levels. They then have a better understanding of what it feels like to be physically tense. After their awareness of their tension increases the men can then be instructed in methods of reducing tensions.

Stress Reduction Techniques. Stress reduction techniques are used to reduce the tension level which leads to violent behavior. Once abusers have been taught to be aware of mounting stress, they can then communicate to their partners that tension is building and use reduction techniques to stop further escalation.

Deep breathing and progressive relaxation training are examples of stress reduction techniques that can be taught as exercises. Routinely repeated, they can become habitual responses whenever tension is building. Relaxation then becomes an automatic response to stress rather than the response of violence. Physical exercises such as jogging were also suggested as methods to reduce tension, but aggressive techniques, such as hitting a punching bag, for example, should be avoided.

Communication Skills Training. Often the abuser has difficulty identifying feelings of sadness, fear and rejection, or may interpret these feelings as anger. Communications skills training helps abusers to identify and express their full range of feelings. The abuser also learns to describe behaviors which they do not like about their spouse and to constructively ask for changes. They are taught to accept and to give criticism in a positive manner, and become more cognizant of the rights of self and others.

Role-playing is one technique used to teach communication skills. This technique gives men an opportunity to offer alternative behaviors to violence, and to rehearse them in a supportive setting. They can practice new ways to communicate and get feedback on what was effective and how the communication could be improved. Some of the key concepts taught to the abuser are: direct communication; feedback; active listening; avoidance of anger producing red flag words/issues, and the art of compromise solutions.

### Aggressive Ventilation Therapy. Aggressive ventilation therapy

encourages a person to release his anger through techniques such as screaming, punching a bag, or hitting a pillow. It was suggested that aggressive ventilation therapy is inappropriate in working with abusers. Encouraging anger arousal can lead to more anger. A strong penchant for physical responses to stress already exists in most abusers and should not be encouraged in intervention programs.

Other Techniques. Additional ideas, suggestions, and techniques for working with abusers were described during the conference which do not fit into discreet categories. The Buddy System, for example, is often used in group therapy with abusers. Buddies check up on each other during the week or call each other if they need help in a problem situation that may lead to violence. Challenging another man who is about to batter can help the abuser to solidify his own position and integrate his new beliefs about battering.

An anger diary is used to help the abuser become more aware of situations which lead to violence. The abuser keeps a record of those situations that bring on anger and abusive behavior. Different options for handling these situations can then be suggested.

Teaching abusers methods of self-reward can reinforce the positive effects of the various intervention methods. When a situation occurs which might have resulted in violence but instead was controlled, the abuser rewards himself. The reward might be a verbal statement to himself or an activity like going to the movies.

### INTERVENTION FORMATS

The type of format that is used in assisting abusers and their families can vary depending upon the severity of the situation, the specific

needs of the individuals, and the theoretical preferences of the practitioner. The specific methods and techniques described earlier can be used in an individual, group, or family centered format and in settings which are residential or non-residential. Ideally, all of these options should be available and a joint decision made by the client and the practitioner should determine which is most appropriate.

Individual vs Family/Couples Intervention. One of the areas of greatest debate at the conference was whether the initial phase of intervention should focus on the family or the individual. There was agreement that the objective of this initial intervention is to stop the violence, but different views emerged on how this is best accomplished. The family-centered approach takes the position that the more effective way to stop violence is to see the family together. By seeing family members interact, it is easier to assess the interaction patterns which can add to and maintain the violent behavior. It was emphasized that the purpose of seeing the family together is not necessarily to keep them together, but can help them work through a decision either to separate or continue the relationship without further violence. Individual or group treatment for one or both members of the couple may also be included as part of the total rehabilitation program.

The opposite view, stressing an individual approach, emphasizes that violence is individually learned behavior which can be changed. Therefore, in order to stop the violence, the intervention is focused directly on the abuser. The underlying assumption is that the victim is not responsible for violence, regardless of any provocative behavior on her part. It is the abuser who is responding inappropriately to stress and, therefore, must learn to take responsibility for his actions. There was also some concern that the stresses of family therapy may lead directly to abusive

behavior. Family therapy can be used as a follow-up if the couple decides to stay together.

Several issues emerged from the discussions of individual vs. family/couples intervention approaches that remain unresolved but point to the need for further study and sharing of ideas and experiences. The first issue concerns the relationship between the intervention format and the decision to separate or maintain the relationship. Does a couple or family approach force the abused wife to accept the notion of staying together as the only option? On the other hand, does separation of treatment for the spouse and abuser reinforce the feelings that only through divorce or separation can the abuse be ended? Another issue involves the relative success of the two approaches in stopping the abuse. A need for hard data on the effectiveness of each method was clearly recognized. It was suggested that values regarding the importance of the family vs. that of the individual also play a role in the selection of the intervention format. An issue was raised concerning how the values and theoretical biases of the practitioner may influence the clients' choice of an intervention format.

Group Methods. Although the individual vs. family debate was unresolved, there was a consensus on the value of using group methods with abusers. The group method often breaks down the social isolation that is characteristic of abusers and permits the development of an emotional support system. Greater self-esteem develops from the mutual support and caring that is shared among the members of the group. The abuser learns that he can help others and receive help when he needs it. Seeing the progress that is made by other men encourages the abuser's belief that he too can change. The group provides a setting in which the men can practice new behaviors and new ways to communicate with others. By watching others rehearsing new

roles, providing feedback to other members, and listening to comments and suggestions of other men, the abuser discovers a range of new options for dealing with stressful situations.

In addition to the therapy group, a self-help group may have benefits for the spouse abuser. Typically, this model involves people with a common problem coming together to provide mutual understanding, help, and support. Alcoholics Anonymous and Parents Anonymous are perhaps the most well-known self-help groups.

Another type of self-help group discussed at the conference was Parents United, whose members have dealt with the problem of incest in their families. A unique focus of this group is their express concern to look outward and become involved in social change activities. Parents United members meet with police, psychiatrists, and social workers, to help sensitize them to a range of family problems with which their work may bring them into contact.

The self-help concept with a social action component may have potential for working with spouse abusers. A self-help group composed of abusers and perhaps victims of spouse abuse could raise public awareness of the problem, advocate for needed services, and work with community agencies in areas such as service planning and staff training.

Practitioners have also been using the format of consciousness-raising groups in working with abusers. Objectives of this type of group may include: raising men's awareness of their cultural conditioning in aggression; deflecting anger away from women, particularly their spouses, and towards their cultural conditioning; and building a group support system. A technique used by one of the participants who leads such a group is to ask the men to list gains and losses resulting from the women's movement. Handouts provide a stimulus for discussion on various topics such

• as the benefits for men in liberating sex roles.

Educational Workshops. Assisting abusers through an educational workshop format is being tested by some of the conference participants. Sessions are run once a week for a period of three to four weeks. The content of the sessions may include a variety of intervention techniques. Initial sessions confront the abuser with the seriousness and the illegality of his actions. The message is clearly conveyed that the abuse must stop. Continuing sessions are concerned with cultural values that accept family violence, societal messages that encourage male aggressive behavior, and family experiences that may have condoned physical abuse. Intervention methods such as assertiveness training or communications skills training are then used to help the abuser learn new ways of behaving without using violence.

One of the problems cited by the conference participants in working with abusers is the difficulty in maintaining their participation in treatment. An upwardly mobile middle class abuser, whose job may be threatened because of his actions, is motivated to enter a diversion program rather than face a jail sentence. Even if the marriage is dissolving, he is likely to continue treatment rather than face a potential loss of his job and status. Abusers who are unemployed, working with blue collar jobs, or even professionals, such as doctors or lawyers, are more likely to drop out of treatment, if the marriage is ending. Therefore, a short-term educational program that conveys the message that spouse abuse is unacceptable may be more effective with these people than a more in-depth rehabilitation program.

Residential Programs. Although existing programs specifically designed to help the spouse abuser are primarily non-residential, the

conference participants, who had developed a residential program for spouse abusers within a veterans' hospital, provided insight on the benefits of this design.

The intensity of treatment that can be provided in this setting was cited as one of the major advantages. Residents have the opportunity to work with staff on a daily basis in a range of treatment approaches. Separation from the spouse is also seen as beneficial in breaking the negative symbiotic bond that often exists in these relationships. Developing support systems outside of their marital relationship helps abusers to reduce their sense of isolation and emotional dependency on their spouses. Upon completion of the residential program, follow-up services such as marital counseling, parenting education classes, or a self-help group can be offered.

Community Organization. One of the conference participants described a community organization approach to family violence that was used in a large county with two and a half million people. The underlying assumption was that in a community of this size a wide power base was needed to bring greater attention to the problem. The main objective was to build a county-wide structure that would take responsibility for studying the dimensions of the problem, enlisting the support of police and other community agencies, and influencing legislators to act on their recommendations. An open conference was held in which the general public and representatives from community agencies were invited. The conference provided the momentum for the development of a county-wide coalition which includes women's service organizations, law enforcement agencies, and other public and private community organizations. This kind of structure facilitates planning and program development. It also increases the likelihood of long-term community-based funding for spouse abuser programs.

## RECOMMENDATIONS

### RECOMMENDATIONS TO THE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

The efforts at forming a partnership between the justice and social service systems in order to help spouse abusers are very recent. The support needed to promote the objectives of this partnership suggested by the conference participants are the following:

Develop a technical assistance network for service providers.

Although the effectiveness of various types of intervention approaches has not been validated through research and evaluation, the experience and insights of those working in the field would be extremely valuable for those developing service programs. Technical assistance from the pioneers in this field could be obtained through funding from various federal agencies and offered to new and developing service programs. Additional technical assistance might also be offered in such areas as developing community service networks, formalizing working relationships, evaluating service programs, utilizing the services of volunteers, and developing public media campaigns.

Conduct research on the effectiveness of various intervention strategies. Although many different types of interventions are being tried, there is very little solid evidence to support their effectiveness. Providers operating on limited budgets often cannot afford to hire outside evaluators or do not have the expertise to design internal evaluation methodologies. Providing funding for independent evaluations of service programs, assisting in the design of self-evaluation systems, and conducting longitudinal studies of various intervention approaches were suggested as appropriate and useful activities for federal agencies.

Provide continued funding. To assess the long-term impact of the service intervention for abusers, it is recommended that program funding

be continued for a minimum of three years.

Produce audio-visual materials and training packages. A very tangible type of support that can be provided to service programs are audio-visual materials and training packages. Such materials are usually too expensive for service programs to produce. Such materials can be useful in community education programs targeted on the prevention of abuse, educational programs directed at abusers, and in-service training programs for various levels of staff and volunteers working with abusers.

#### RECOMMENDATIONS TO LOCAL JUSTICE AGENCIES

Local justice agencies can also play a critical role in supporting efforts at the community level to resolve the problem of spouse abuse. Conference participants suggested that local justice agencies could be most helpful in the following ways:

- Conduct public awareness campaigns which make clear that spouse abuse is against the law;
- Insure that laws governing spouse abuse are enforced;
- Support victims who bring charges against the abuser, e.g. develop victim advocates program to help person through the system;
- Designate a specific liaison person in the justice system to work with community service agencies which are addressing spouse abuse;
- Provide training for police in spouse abuse crisis intervention techniques and in effective ways of using service networks;
- Provide prosecuting attorneys with the power to refuse to withdraw complaints against spouse abusers;
- Develop a policy for including recommendations from diversion programs into pre-sentence investigations of abuse cases.

## SUMMARY

In addition to providing services to the victims of spouse abuse, strategies are needed for stopping the abuse at its source. Working with the abuser to end the violence, however, is a difficult task, particularly because of his lack of motivation to change. The criminal justice system can provide the leverage needed to force the abuser to recognize the seriousness of his actions and to motivate him to change through the threat of punishment. Developing a range of alternatives to incarceration then becomes the responsibility of the social service system.

In assessing the problems of abusers, practitioners need to examine a broad range of factors in order to determine the most appropriate types of intervention. The danger of lethality should be a concern in each case. Risk factors which signal a potential for homicide or suicide should be examined in order to determine the need for protection.

Because an abuser may have other problems that relate to the abuse, such as alcoholism or unemployment, a comprehensive network of services is necessary to respond to the total needs of the abuser and other members of the family. Coordination is a key function because of the many different types of agencies that can be involved in the service network.

Although the state of the art of working with abusers is not very advanced, the intervention methods and formats outlined in this report show promise of being effective. In the absence of outcome data, a healthy debate continues over which methods work best and for whom. Additionally, it is important to determine the long-range effectiveness of the various methods. New approaches to the problem, such as educational and community organization strategies are beginning to be tested. A greater sharing of informa-

tion is needed about these and other intervention models among those working with abusers.

Building a diversion strategy for abusers as an alternative to incarceration requires strong linkages between the justice and social service systems. Monitoring the abuser's progress and feeding back information to the appropriate justice authority is an essential process requiring a formal mechanism. Lines of communication must be very clear to prevent the abuser from becoming lost between the two systems.

## FOOTNOTES

<sup>1</sup>Susan Jackson, "In Search of Equal Protection for Battered Wives," unpublished (1975) in "Fact Sheet/Wife Abuse," National Commission on the Observance of International Women's Year, U.S. Department of State, Washington.

<sup>2</sup>Uniform Crime Reports, U.S. Department of Justice (1975): 18.

<sup>3</sup>Murray A. Straus, "Wife Beating: How Common and Why," Victimology, Vol. 2, Nos. 3-4 (1977-78): 445.

<sup>4</sup>Ibid., 447.

<sup>5</sup>"Documenting a Problem: Are There Battered Women?" RESPONSE to Intrafamily Violence and Sexual Assault, Vol. 1, Issue 1 (October 1976): 2.

<sup>6</sup>Heart House Newsletter (October 1978), Wilbraham, MA.

<sup>7</sup>J.J. Gayford, "Wife Beating: A Preliminary Survey of 100 Cases," British Medical Journal, Vol. 1, No. 595 (1975): 194-197.

<sup>8</sup>John D. Flynn, "Recent Findings Related to Wife Abuse," Social Case Work, Vol. 58, No. 1 (January 1977): 17-18.

<sup>9</sup>Barbara Star, "Comparing Battered and Nonbattered Women," Victimology, Vol. 3, No. 2 (Spring-Summer 1978).

<sup>10</sup>Lenore Walker, "Battered Women and Learned Helplessness," Victimology, Vol. 2, Nos. 3-4 (1977-78): 532.

<sup>11</sup>Barbara Star, "The Psychological Dynamics of Battered Wives," unpublished paper presented at the California Attorney General's Conference on Domestic Violence (Los Angeles, 1978).

<sup>12</sup>J.J. Gayford, op.cit.

<sup>13</sup>Richard Gelles, The Violent Home (Beverly Hills: Sage Publications, 1972): 117.

<sup>14</sup>Margaret Elbow, "Theoretical Considerations of Violent Marriages," Social Casework, (November 1977): 515-526.

## A READING LIST ON THEORIES OF AGGRESSION

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\*This reading list was prepared by Phil Oxman and Dan Saunders.

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PROFILE OF ASSAILANTS

(by Casella S. Serum, Ph.D)

Information on assailants in domestic violence cases is difficult to obtain. These individuals are less visible than victims because they are less likely to seek help. The following observations are based on clinical case data gathered in individual and marital therapy contacts with a small sample of ten men who have assaulted women in conjugal relationships.

A major characteristic of assailants in domestic violence cases is their capacity for self-deception and deception of others. They are masters in the art of finding ways to blame other people and external events for their inappropriate behavior. A life-long pattern of avoiding consequences for their own behavior effectively limits their sense of personal responsibility for their actions and limits their motivation for change. While some assailants have a number of ostensibly positive social relationships in which they "relate" politely and charmingly, these relationships are maintained with distance and control.

Some assailants are assaultive outside their homes; others assault only their conjugal partners and appear well adjusted to the casual observer. Their primary, if not exclusive, emotional investment is with a conjugal partner, and the assailant experiences an intense desire to control this partner. The partner plays an important role in the assailant's ability to externalize conflict and avoid internal distress. When the partner is unavailable, the assailant is likely to experience agitation, guilt, and depression. The partner represents a powerful source of gratification for avoiding this emotional pain and for maintaining self-deception. The assailant is likely to become most violent if the partner threatens or attempts to leave.

It is useful to examine how the personality style of the assailant

Profile of Assailants - continued

interacts with characteristics the conjugal partner develops as a result of victimization. It is particularly instructive to understand how the victim's efforts to adapt to or minimize the violence and conflict, and maintain the relationship, may paradoxically and inadvertently also maintain the violence. While the assailant wishes to project blame on the partner in order to avoid the pain accompanying personal responsibility for assaultive behavior, the victim may accept this blame for reasons related to her own survival. The most powerful enticement for the victims to blame themselves is the fantasy that, if they provoked or elicited the beating, they can consequently control or eliminate the assault simply by being "good". Ironically, though the shift of responsibility may meet some immediate desires for reassurance of both assailant and victim, this shift enhances the likelihood of further assaults. As long as the assailant blames the victim for his own problems, he is likely to continue beating her. In actual fact, the assaults are a product of the assailant's personality structure, and have little relationship to external events such as victim behavior. Once this shift of responsibility occurs, the problem of violent interactions is irresolvable; unless the assailant takes responsibility for his own behavior, the violence will continue unchecked.

Another area in which the effects of victimization of the conjugal partner interact with the personality of the assailant lies in the responses to separation from the relationship. When severe beatings and threats of murdering the partner and/or children or other loved ones have failed to prevent the conjugal partner from leaving, the assailant may become severely depressed. His feelings of guilt, loss, and anxiety may interfere with his ability to function effectively in any area of his life. This is frequently perceived by assailants, victims, and others as indicative of his deep "love"

Profile of Assailants - continued

for the victim and his remorse over his violent actions. The attachment of the assailant to the victim is a powerful bond; far from love, however, it represents a pathological dependency upon the partner. In a very real sense, he needs her—he needs her in a sense that would be emotionally destructive for both of them even if the violence were not occurring. He needs her, and their conflictual interactions, to help him avoid experiencing the intense internal distress which would accompany his recognition of his own responsibility for himself, his behavior, and his predicament. In response, the victim, whose self-esteem has been severely shaken by the assaults, is poignantly vulnerable to the pleadings of the assailant that he desperately needs her; it bolsters her shattered sense of worth. While one of my victim-clients, who understood all the implications of this need, was once moved to remark that she wished he would go need someone else for a change, many victims are repeatedly persuaded to return to a relationship by an assailant who is severely depressed, guilty, and/or suicidal. Far from being masochistic, the victim's motivations include: compassion for the assailant's distress, a need to be needed, and the belief that his extreme distress reduces or eliminates the likelihood of further violence. Unfortunately, the last assumption is opposite of what is most likely true: While there may be a "honeymoon" or "euphoria" phase immediately after an assault, the greater his distress, the greater is his pathological dependency; hence, the higher is the risk of repeated assaults. The assailant's pain is real; however, he uses it to manipulate and control the victim, rather than as a motivation for change. When this manipulation fails, he rapidly reverts to further attempts at intimidation or assaults, or re-establishes this same pathological relationship with another conjugal partner.

Assaultive behavior has enormous pay-offs for the assailant. An

## Profile of Assailants - continued

aggressive person generally receives less negative (and, I might add, less realistic) feedback about his or her actions—one simply does not tell the truth to someone who is literally or figuratively holding a gun. The immediate consequences of aggressive behavior are gratifying for the assailant. His partner becomes submissive, attempting in any way to minimize frustration for him in order to avoid being beaten by him. While the victim's accommodating behavior is motivated by a desire to reduce the frequency of assaultive behavior, it instead serves as a powerful pay-off for maintaining it. Victim defiance, on the other hand, does result in a beating. Therein lies the dilemma for the victim—accommodation of the assailant maintains the violence and the relationship, but at a lower level than efforts on her part to defy his wishes or separate from the relationship.

Within the assailant's environment, there is little possibility for external controls which could provide the motivation needed to alter behavior other than action by society. In order to re-establish the relationship on a healthy basis, the victim must stop accommodating the assailant. However, doing so without effective and efficient support from society is self-destructive. Her only option is to attempt to terminate the relationship, which is also risky for her. If she is successful, the assailant re-establishes the same pathological relationship with another woman. Society could provide a basis for forcing the assailant to change by implementing punitive consequences which would make his assaultive behavior less rewarding.

One of the key pathological aspects of assaultive relationships is the shift in responsibility for assault from the assailant to the victim.

Our society fosters this sickness by blaming the victim and by failing to hold the assailant responsible for criminal behavior. We call the victim masochistic

Profile of Assailants - continued

or provocative and ignore the assailant. These attitudes, and institutional practices which are representative of these attitudes, contribute to the violence. Effective intervention by society must impact on the assailant if this assailant is ever to be forced into a position where he or she will change. Societal interventions must deliver the clear and unambiguous message that the assailant is personally responsible for assaultive behavior. There is only one legal justification for hitting another person: self-defense. There can be no other excuse in domestic violence cases. If we are to effect change we must say clearly that a person who is dissatisfied with a partner has every right to leave, but no right ever to brutalize that partner.

Camella S. Serum, Ph.D.,  
Clinical Psychologist  
Midland Mental Health Center,  
Mich

CSS:mdz

# Drunken argument leaves four dead in Elim

An alcohol related family argument has resulted in the shooting deaths of four Elim residents.

According to Alaska State Trooper Dennis Casanovas of the Nome station, Wilfred C. Murray Sr., 43, "became engaged in a family argument," went for his .303 bolt action English rifle and shot his wife, Martha R. Murray in the chest, killing the 31-year-old woman.

He then murdered his 11-year-old daughter April, shooting her in the chest and leg.

Mr. Murray took up a 12 gauge shotgun and fired at his year-old daughter Tasha, hitting her in the head, and killing her.

He also shot at his 7-year-old son Clifford, wounding him in the right shoulder. The boy is now in Anchorage's Alaska Native Medical Center.

Mr. Murray then committed suicide by firing the shotgun into his own chest.

Two other Murray children present at the time-Wilfred Jr. 11, and Julia, aged 4, escaped without injury.

All four bodies have been shipped to Anchorage for autopsies, continuing the investigation by the Nome Trooper station.

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# MEMORANDUM

# State of Alaska

TO: Senator Charlie Parr  
Alaska State Legislature  
Behrends, Room 210

DATE: February 23, 1981

FILE NO:

TELEPHONE NO: 465-2910

SUBJECT: STATE LIBRARY LEGISLATION

~~XXXXX~~  
THROUGH: Bill Thomson  
Deputy Commissioner  
Department of Education

FROM: Richard B. Engen *RBE*  
Director  
Alaska State Library

As per your request I am sending you the information on library related legislation. I have attached a copy of House Bill 92, which provides for library assistance grants and interlibrary cooperation network grants, the Governor's transmittal letter and the Fiscal Note which give greater detail. We are very excited about this legislation as it establishes a basic level of support for Alaska Library Network activities which Alaskan libraries have so long been cooperating on. It also meets a number of the goals of the Alaska Library Association legislative program. I have also included a copy of the ALIA legislative program. The Sourdough you recently received also covers the 1981 legislative program.

The Data Access Center has continued to be a frustration for us. The need for it has only grown since its passage in 1979 but up to now no funds have been appropriated to implement it.

The Data Access Center, AS 14.56.07-180, is related to the distribution of state publications to depository libraries that make the publications available to the public and other interested persons. Data access is an add on to the older function. In brief it is what libraries call an information and referral system. State agencies and many others conduct research projects and gather information in Alaska ranging all the way from archeological digs to counting trees to career opportunities. There are associated problems. Results may never be published and others needing information will repeat the project or in some instances because there is no reporting mechanisms 2 projects may try to run at the same time. The aim is not to control projects or research but to avoid unnecessary duplication and, primarily, to make sure the results of publicly funded research areas are easily accessible to the public. There are also information systems which are pertinent and the method of access needs to be available through other than word of mouth.

As you probably remember, the concept of the Data Access Center was not to bring all the material into one location but to provide for access to it. The library's role should remain that of providing user access to information, organized for retrieval. Information already accessible through commercial or other public sources would not be duplicated but could be referenced as a component or as a further source. Perhaps the strongest example would be the Washington Library Network. Six Alaska libraries, the State Library, the University of Alaska, Fairbanks and Anchorage, Anchorage Municipal Libraries, Fairbanks North Star Borough Library, and the State Law Library are all participants in WLN and input their holdings to it. By late March we will have a new addition of the Comfiche

February 23, 1981

MEMO: Senator Charlie Parr  
Alaska State Legislature

Catalog of all of the Alaska holdings in this Data Base. We now anticipate that this will be approximately 150,000 titles. This microfiche listing of these holdings will be available to communities throughout Alaska.

The organizational interrelationship of agencies and the State Library should remain essential what they are for documents distribution. Once the basic organizational efforts on the Data Access Center have been completed the liaison persons with each agency would assist in following up and evaluating the system. The liaison persons designated according to the Statute also provide a forum to evaluate the beneficial coordination of forming, information equipment, and programming. Both planning and development must be flexible to enable the Center to be effectively managed by the library and effectively used by the agencies.

Our request to initiate development of the Data Access Center, was not allowed by the Governor's Budget Review Committee, would provide for 1 professional librarian and 1 clerical assistant, travel to coordinate information access points in various communities, supplies, contractual services and basic equipment.

Most of the major national databanks such as Lockheed, SDC or BRS, are now providing what they call "private file service". This allows a highly sophisticated searching program to be used for material that is input by individual users. This may be a viable way for us to proceed but may be better to adapt WIN to serve our needs or use another method.

The estimated budget for \$120,000 broken down as follows:

PERSONAL SERVICES	\$60,100
(This provides a Librarian II and a Clerk Typist III.)	
TRAVEL	4,900
CONTRACTUAL SERVICES	50,000
COMMODITIES	2,500
EQUIPMENT	<u>2,500</u>
	\$120,000

We appreciate your continuing interest in the library and information programs of the state. The cooperation between the various types of libraries in Alaska is unique in the country.

Attachments

# MEMORANDUM

State of Alaska

TO: Representative Don Clocksin  
House of Representatives  
Capitol, Room 505

DATE: February 20, 1981

FILE NO:

TELEPHONE NO: 465-2910

SUBJECT: HOUSE BILL 92

~~XXXXX~~

THROUGH: Bill Thomsen  
Deputy Commissioner  
Department of Education

FROM: Richard B. Engen  
Director  
Alaska State Library *Dick*

Attached is the information we discussed on the Library Assistance Grants program, House Bill 92. Included is:

- Copy of the Bill with Governor's Transmittal Letter and Fiscal Note attached
- List of present recipients of \$1,000 annual grant for Library Materials
- Copy of the Long Range Library Development Plan - Library Services for All Alaskans (summary) which outlines the cooperative network.

I'll be happy to provide any additional information. Thank you for your interest.

PRESENT RECIPIENTS OF \$1,000 ANNUAL GRANT FOR LIBRARY MATERIALS

SOUTHEAST REGION

Craig  
Douglas  
Haines  
Hyder  
Juneau  
Ketchikan  
Pelican  
Petersburg  
Sitka  
Wrangell

SOUTHCENTRAL REGION

Anchor Point  
Bethel  
Cordova  
Dillingham  
Glennallen  
Homer  
Kasilof  
Kenai  
Kenny Lake  
Kodiak  
McGrath  
Naknek  
Whittier  
Ninilchik  
Palmer  
Pilot Station  
Port Lions  
Seldovia  
Seward  
Soldotna  
Sutton  
Talkeetna  
Willow  
Wasilla  
Anchorage  
Unalaska

NORTHERN REGION

Anderson  
Cantwell  
Delta  
Eagle  
Elim  
Fairbanks  
Fort Yukon  
Kotzebue  
Nome  
Nenana  
Savoonga  
Shishmaref  
Tanana  
Teller  
Tri Valley  
Tok  
Una'akleet  
North Pole  
Galena

A Summary Report  
**LIBRARY SERVICES  
FOR ALL ALASKANS**  
A Statewide Library Development Plan



## PLAN OBJECTIVE

To improve library service to the citizens of Alaska; and for some areas and citizen groups, to provide library service for the first time.

### Through a TOTAL LIBRARY SERVICE

- To meet the educational, informational, and cultural needs of all the people – the public generally, as well as such special clientele groups as the business community, public officials, children, students, native Alaskans, teachers, researchers, scholars. . .

- To reach into the community with programs and services that are relevant to community needs.

- To provide the full sweep of informational materials and resources – books, magazines, newspapers, government publications, historical documents, sound recording and audio tapes, films, filmstrips, slides, photographs, maps. . .

### Achieved by

- Maximum cooperation between all types of libraries: community, school, college, university, special, and research.

- A REGIONAL SYSTEM of library service.

- Statewide coordination and an equitable basis of state-local sharing of responsibility and support.

*This is a summary of a comprehensive report which details the findings of the study leading to the preparation of this library development plan. A copy of the complete report can be obtained from your community library or from the Alaska State Library.*

*The study was conducted by Public Administration Service under contract with the State and was financed with federal funds provided under Title III of the Library Services and Construction Act.*

### Alaska as a Library Service Area

A unique combination of physical and population characteristics make Alaska an unusual library service area, differing markedly from any of the "lower forty-eight" states. Furthermore, geographic barriers as well as climatic, population, and other features divide Alaska into several distinct regions, each with its own special service requirements.

**Size:** 586,000 square miles; two and one-half times the size of Texas.

**Topography:** High mountain ranges, great expanses of tundra and muskeg, and bodies of water divide the State and separate its populated areas.

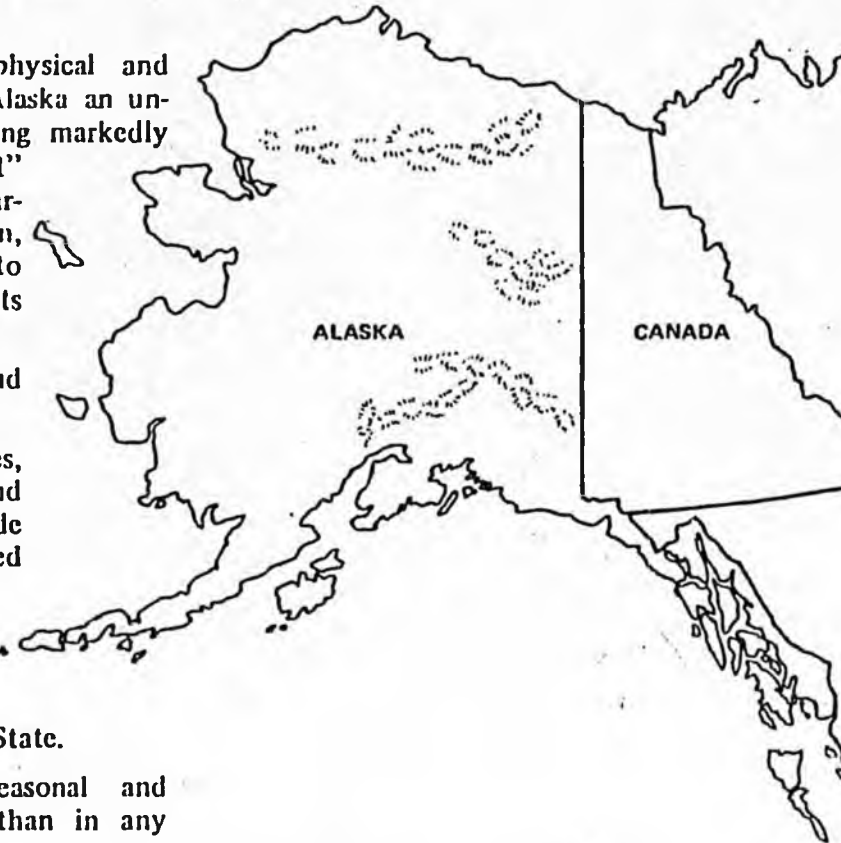
**Distances:** Distances of 500 miles between cities are common; it is nearly 2,500 air miles across the State.

**Climate:** Substantially greater seasonal and regional temperature variations than in any other state.

**Population:** Approximately 280,000 people or one person per two square miles, compared with 60 persons per square mile in the United States as a whole. Steady growth to perhaps 400,000 by 1980 is anticipated.

**Population Concentrations:** There are but two urban centers of more than 25,000 population, two of approximately 10,000 and not more than 15 of from 1,000 to 5,000. There are scores of towns and villages of less than 500 population in remote, difficult-to-reach locations.

**Transportation:** Unusual combinations of air, water, and overland transportation facilities are



required to move people and things.

**Native Alaskan Population:** Some 50,000 Native Alaskans (Eskimos and Indians) represent a special library service need and opportunity.

**Communications:** Rapid communication between populated places is often difficult, sometimes impossible, and costs are high.

**Economy:** Natural resource development and tourism are reducing the former heavy dependence on government activity and fishing.

**Government Structure:** Alaska's modern Constitution and unique borough-city government structure permit sensible service arrangements.

## PRESENT LIBRARY SERVICES

### Public or Community Libraries

Public library services are now provided through 75-80 community libraries supported and operated by 9 city and borough governments, 36 incorporated library associations, and more than 30 unincorporated private groups. With few exceptions, these are very small libraries, poorly housed, without trained staff, having inadequate book collections which for the most part were donated, holding little or no non-book (audio/visual) material, open very few hours per week, and meagerly supported. Considering their extremely limited resources, the libraries are well used, for Alaskans read a great deal.

*Kettleton Memorial Library, Sitka, Alaska. An exception.*



Except for the few libraries financed by local governments, the public libraries are largely supported through private donations and fund raising. Many private persons freely contribute their time and energies to this public service. The State grants \$250 per year to each incorporated library association and loans small book collections to the unincorporated associations. Federal funds are available through the State Library for a limited number of special services and demonstration or construction projects. Local support for public libraries in Alaska is less than \$1.50 per year per capita, compared with \$4.00-\$6.00 elsewhere.

Present public library services in Alaska fall so far short of generally accepted standards of minimum service there is no point in making comparisons. Further, many of these standards — staffing, service areas, financing, etc. — simply are not relevant to the Alaska environment.

### School Library Services

Most elementary and all secondary schools have a school library service, ranging from shelves of curriculum-related books in classrooms to central facilities with full-time staffs and materials in all media. Few, however, approach the published minimum standards for school libraries either as to staff or collections. Those in the smaller communities and schools are particularly deficient. Even where reasonably satisfactory school libraries exist, they are often used as study halls and are not kept open other than during regular school hours.

School library services are financed through a combination of local, state, and federal funds.

### University and College Libraries

The libraries of the University of Alaska and Alaska Methodist University, serving their student bodies and faculties, are building strong collections and service programs. The University of Alaska Library, with a book collection of more

than 180,000 volumes, will move into a new building this year. The Alaska Methodist University Library, with a present collection of 50,000 volumes, is also to have new quarters — with a 300,000 volume capacity.

The libraries of the eight community and junior colleges are less well developed. Only one or two now approach adequacy, but campus construction plans call for replacement of present makeshift quarters and will permit service improvements.

### Special Libraries

Special libraries are operated by several federal agencies — the Bureau of Commercial Fisheries, U.S. Forest Service, Federal Aviation Agency, and U.S. Public Health Service. These exist primarily to serve the needs of agency personnel but other persons are permitted access and inter-library loans of materials are made.

There are also several specialized libraries operated by state agencies: the State Law Library, with headquarters in Anchorage and ten branches across the State, serves the courts and the legal profession; the Legislative Reference Library provides a service to the Legislature and its staff; and the Department of Fish and Game supports a library primarily, but not exclusively, for staff use.

### Alaska State Library

The State Library is by statute assigned a broad range of functions, including statewide coordination of library services, reference services to state agencies and officials, consultant services to community and school libraries, administration of state and federal grant programs, provision of direct service by mail to people without reasonable access to a public library, and maintenance of an Alaska historical collection. These services are now available to varying degrees, but in no instance at a level of minimum acceptability. The principal problem has been, and continues to be, insufficient state support — a major portion of the State Library's budget is met from federal grant funds.

In Other Words, Present Library Services are

- Uncoordinated
- Uneven in quality
- Poorly financed
- Generally inadequate for Alaska's present and future needs.

*A More Typical Community Library.*



## RECOMMENDED PLAN OF SERVICE

An improved library service can be best and most economically achieved by building, on what now exists, a single broad cooperation system; a system or network in which each type of library - public, school, college, university, and special - continues to serve the needs of its particular clientele, but in cooperation rather than in isolation from the others. The collections and services of each library and type of library should be so developed as to complement the others with fair arrangements for sharing resources. No library can expect to include in its collection all the materials that may be required of it, thus comprehensive coverage at any level can be achieved in Alaska only through the combined efforts of all the libraries in the State. Cooperation must reach across all jurisdictional lines, not only the legal or political boundaries of cities, boroughs,

and the State, but also those of functional and institutional entities.

The plan now presented has been developed with the library user in mind. What are his needs and how can they best be served? The organizational and other arrangements proposed have, as a consequence, been tailored to satisfy this criterion. Too often the public is asked to conform to what is simply administrative convenience.

### Three Regional Systems

The State should be divided into three regions, each constituting a regional library system. (See Map). The regional centers would be Anchorage, Fairbanks, and Juneau. Each regional system would offer three levels of library service:

#### FIRST LEVEL

##### Community Library.

The community library is the first line of service, the place or facility to which a person usually goes for library service and which is equipped in so far as is reasonably possible to meet his ordinary needs. When it cannot provide the information or material needed, it is prepared to obtain it or refer the person to the nearest and best source. For the school population, the school library shares this role.

#### SECOND LEVEL

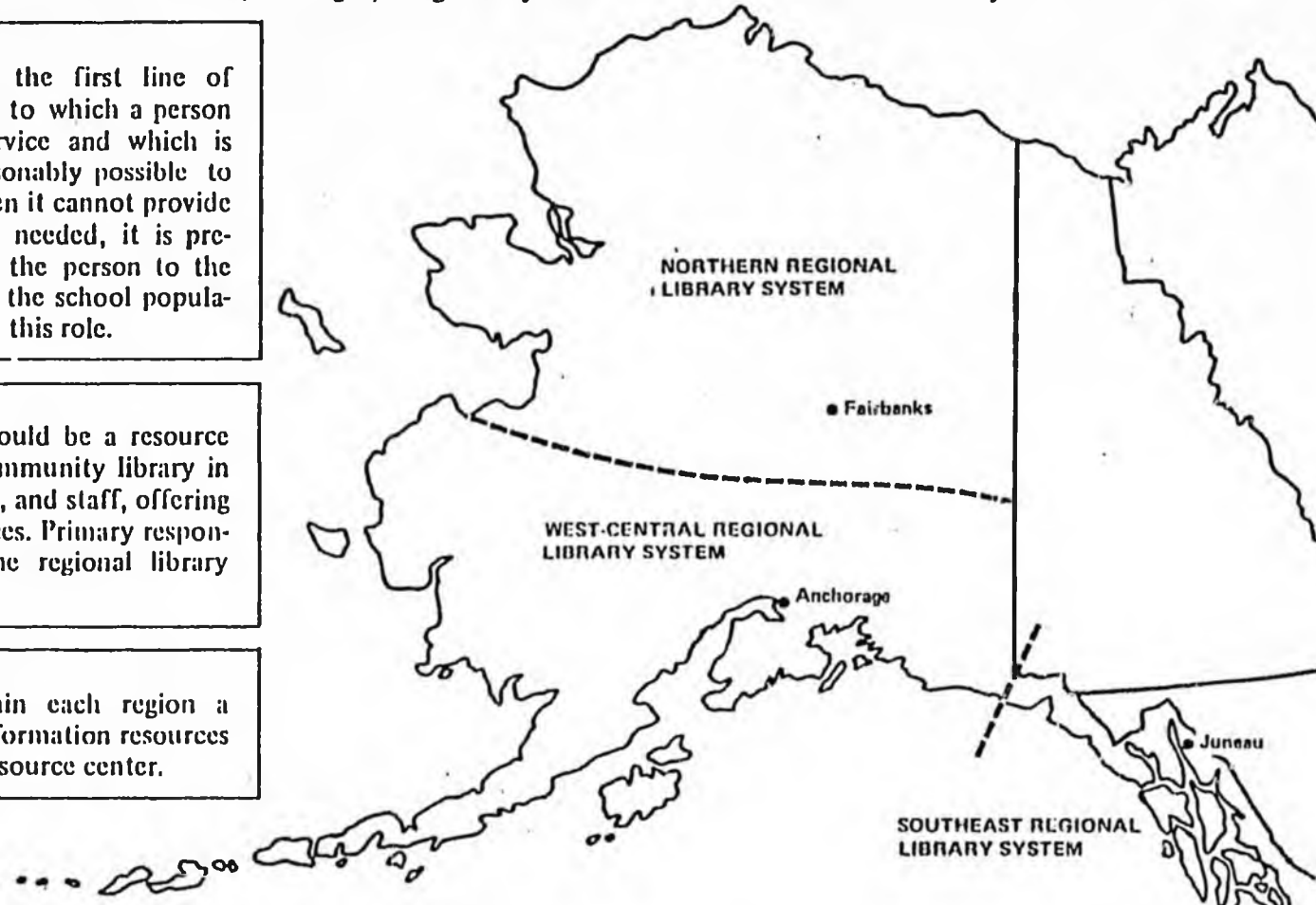
##### Resource Center Library.

Within each region there would be a resource center to supplement the community library in respect to resources, facilities, and staff, offering a full range of back-up services. Primary responsibility for administering the regional library system would rest here.

#### THIRD LEVEL

##### Research Library.

There would also be within each region a research library to provide information resources beyond the capacity of the resource center.



**FIRST LEVEL** The Community Library is the library available to all the citizens of the State because of its location and because the services it provides and the materials it holds are specifically related to the needs of the community. It offers general reading, visual, and audio materials and information services. There should be a library in each identifiable community, whether a remote village or a major urban center. Each library should reach the maximum service area consistent with reasonable access. It may be a facility in a city serving all the residents of the city and those in the surrounding area; alternatively, it may be a neighborhood or suburban branch of a larger system, a bookmobile, or service by mail. The essential characteristic is that it is the first level of library service. Certain community libraries should be designated as "library centers" for the limited purpose of materials distribution and, in some instances, as a communications center for community libraries in the surrounding area.

**SECOND LEVEL** The Resource Center Library is the heart of the regional plan of service, providing all manner of supplemental and back-up service to the community libraries and coordinating their activities with those of all other types of libraries in the region and with the State Library. It is the administering library of the regional system.

The resource center would have the materials, staff, and facilities to satisfy all but the most specialized patron needs. These would be available to all libraries in the region and to the public in whatever manner best serves, but primarily through the community libraries. Included among its services should be:

1. Coordinating activities and programs treating with major groups of library users and providing back-up collections, professional consultation and other assistance.
2. Directing a program of cooperative circulation control.
3. Providing a regionwide audio-visual service.
4. Administering at the regional level cooperative programs between community, school, college, and other libraries.
5. Developing a program for the preservation of local history, with strong emphasis on oral history.
6. Physical processing of materials acquired by all libraries in the region, should such a regionalized plan be adopted.
7. Coordinating a regional program for the retention of back issues of periodicals and newspapers.
8. Developing regional lists of holdings and direction of a program of interlibrary loans.
9. Technical supervision of demonstration projects.
10. Community library service within its own service area.

**THIRD LEVEL** The Research Library provides the information resources required beyond the capacity of the resource center library, including specialized materials and services in all fields of knowledge sufficient to support the research activities likely to occur in the State. In accord with an agreed statewide and regional service plan, the research library would provide public access to its facilities and collection, respond to research inquiries, loan its circulating materials, provide photo or other copies of materials, and offer bibliographic access to holdings on a regional, state, national and international basis. The three research libraries would be the libraries of the University of Alaska and Alaska Methodist University and the State Library.

#### Alaska State Library

In addition to serving as one of the three research libraries, the Alaska State Library would coordinate the entire library service plan. In so doing, it would, among other functions:

1. Administer the state aid and federal assistance programs.
2. Provide consultation services on a regional and statewide basis.
3. Carry out a central cataloging service available to all libraries of the State, including as a part of this service the preparation of union catalogs.
4. Operate a centralized materials processing service for all libraries, or, if this activity is regionalized, provide necessary coordination.
5. Administer or coordinate all library services to all agencies of Alaska State Government, including the legislative and judicial branches.
6. Coordinate the school library and public library programs and provide consultative and facilitative services for the Department of Education.
7. Serve as a regional depository for federal publications and administer the proposed state depository law.

#### Special Libraries

The several special libraries supported by agencies of the federal government should be tied to the statewide system at the research library level.

The Legislative Reference Library and the State Law Library should be placed organizationally in the Division of State Libraries so that their services could be coordinated and strengthened.

## MEETING ALASKA'S SPECIAL LIBRARY SERVICE NEEDS

The foregoing recommendations set forth the basic plan of system organization, program responsibility, and service levels. Certain specialized needs were highlighted, but others were merely identified and the recommended course of action perhaps only implied; several require emphasis.

### **Staffing the Libraries of Alaska**

In light of the nationwide shortage of trained librarians and the difficulty of attracting such persons to Alaska, the staffing plan initially should emphasize:

1. Recruiting a small number of persons with exceptional qualifications and assigning them to the State Library and the Resource Center to direct the implementation of this plan. Salaries adequate to attract first-rate persons must be offered.
2. Developing a community college program for training Alaskans – including native Alaskans – as Library Technicians.
3. Offering scholarships and internships to qualified and interested Alaskans.
4. Training community aides and other library personnel on-the-job and through special workshops and seminars.

*Improved staffing of all types of libraries in Alaska is of critical importance.*

### **Bibliographic Tools and Services**

Much of the working time of library personnel throughout the State is now spent in the processing of materials – cataloging and physically preparing materials for use. This is time lost from patron and community service. There is urgent need for a processing center to provide to all libraries a cataloging, physical processing, and card or book catalog service.

### **Communications**

Important to any plan of interlibrary cooperation is reasonably rapid and reliable communications among participating libraries. As a minimum, the three resource centers and research libraries should be tied together as soon as possible with a rapid, economical system of communication. This can be achieved on at least an interim basis by joining the State's present "communications network" operated by the Department of Public Works.

### **A State Depository Law**

A state depository law should be enacted for state and local publications which would prescribe that the State Library receive copies of each such publication for its own use and for exchange with other states. The law should also provide for the establishment

of complete and selective depositories in all types of libraries throughout the State.

### **Alaskan Historical Materials**

Because of Alaska's unusual and rich history, special attention should be given to collecting and preserving historical documents and materials and making these easily available through community and school libraries. The University of Alaska and the State Library should develop a joint or cooperative program to do this.

### **Physical Facilities**

Although building programs are underway in some areas, most libraries in Alaska are inadequately housed; the great majority are in buildings or space never intended for this use. A statewide building program should be developed that is geared to the installation of the regional system. The success of this service plan will be markedly influenced by the rate at which satisfactory facilities can be provided. This applies to school libraries, public libraries, and to the State Library itself.

### **Hours of Service**

There must be a substantial increase in the "open hours" of libraries. Hours should be scheduled to best serve the convenience of the user and include evening and weekend periods. Where feasible, school libraries should be open beyond the usual school day and the service hours of public libraries should be set to meet student needs as well as those of other user groups.

### **Interstate Cooperation**

The State Library now cooperates with several other states as a participant in the Pacific Northwest Bibliographic Center and in an on-going survey of training needs and resources. Such interstate cooperation should be continued, and where possible expanded, for Alaska cannot "go it alone". Conferences should be convened across state and national borders to determine areas of profitable cooperation.

### **Alaska Library Association**

The Alaska Library Association should be strengthened in membership and in organization to be of assistance in implementing this plan.

### **Advisory Council**

The Interlibrary Cooperation Advisory Council should continue as a statewide advisory body to review the plan as proposed, seek public understanding and support for the plan, and guide its implementation.

## LIBRARY SERVICE DEMONSTRATIONS

Because many of the recommendations in this plan propose new types of library services or new service approaches, it would be desirable to test or demonstrate their value. Several such demonstrations are suggested below.

### **Extending Library Service to a Remote Community**

This project would demonstrate a total library service for a remote community in which the library would serve as the cultural community center. It would meet the total library needs of the students and through use of various media serve people who cannot or normally will not use printed library materials. The library facility should contain ample room for group activities of an educational or cultural nature and equipment for the in-library use of audio and visual materials. The collection would include materials relevant to all community activities, local history and culture, and the economy of the area. Unalaska is a possible site for such a demonstration. A larger community in which this approach could usefully be demonstrated is Kotzebue.

### **Extending Library Service in an Urban Setting**

This would be a demonstration of the provision of a special type of library service to a district, within a larger urban area, containing a high percentage of low income families, unemployed persons, or persons with special educational and informational needs. The library collection would be especially selected to suit the interests and reading levels of the public served and include materials in all media for study, practical information, and recreational reading. Emphasis would be placed on such subjects as home and family management, job training, and employment opportunities. The staff would include community aides to work with neighborhood organizations and the library would be utilized for such information-related

activities as "head start", adult literacy, and neighborhood discussion groups.

### **A Combined Community and School Library Service**

A demonstration of total library service to an area characterized by a trading center with a number of outlying villages; for example, Bethel and its surrounding area. The library would be neither a school nor a community library, but would meet total public needs. It would serve all ages with materials in all media. The staff would know the needs of the students and relate the library to the curriculum; they would also develop programs of outreach to the community, provide specialized service to business and industry, including vocational training materials, and work with community groups.

### **A Total Borough Library Service**

A demonstration is needed of a comprehensive borough-wide service with a library center and service extended outward through branches, stations, mobile units, and community "out-reach" programs. Joint services would be offered where feasible by school, community, and college libraries. Kodiak Island Borough is a likely demonstration site.

### **Oral History**

Many native Alaskans cannot use printed library materials or fully appreciate most audio materials because of language barriers or the irrelevance of the subject matter to their lives. Also, there is a rich oral literature and history of native Alaska that should be recorded for current enjoyment and permanent preservation. A demonstration project should be developed to record on tape the oral literature and history of one or more native Alaskan groups. The tapes so produced would be made conveniently available for current use in libraries throughout Alaska, and copies offered for sale outside the State.



*Remote village of Nulato, Alaska.*

### **Universal Library Privileges**

Because Alaska's population is highly mobile, with many people frequently traveling great distances for commercial, governmental, educational, and recreational purposes, a universal library privilege demonstration would be desirable. Each library user would register with the library serving his place of residence and would then be permitted to borrow circulating materials from any library in the State without payment of any kind of nonresident fee.

### **Library Service by Air**

Because the airplane is more important in Alaskan transportation than any other vehicle, its use in a plan of improved library services should be tested. The airplane will of course be the principal means of moving library materials and staff under the regional system, but other uses are conceivable. One would be the equivalent of an airborne bookmobile of sufficient size to contain a collection of at least 1,500 books and other items, and space for patrons to enter and make their selections from the shelves. An alternative would be a collection packaged in a way to permit easy handling and transfer from an airplane to facilities in the community or at airports—for example, trailers or other portable structures. Such a demonstration could be staged in an area such as Nome and its surrounding villages.

## FINANCING THE PLAN

Because of Alaska's unusual geographic and population characteristics, it is very clear that maximum coordination and effective joint service arrangements between all public libraries and between public libraries and other types of libraries is essential. It is equally clear that Alaska must ignore those traditional practices and organizational patterns that increase costs without improving services. Each dollar must be stretched to the limit. The present plan for library services assumes this will be the case. Even so, additional funds in significant amounts will be needed.

The support of public library service must be a joint local and state government responsibility. A minimum level of support must be fixed and, where feasible, met from local resources. Where this is not possible, the difference between local ability and the minimum need must be met by the State, as is now done in public education. The proposed regional library system should be fully state-financed for it serves the entire State through all types of library programs and the benefits are statewide.

### Minimum Support for Community Library Service

The minimum required local support for community library service should be the equivalent of 0.5 mill on the assessed valuation of taxable property in the service area. If this does not equal at least \$3.00 per capita, the State should make up the difference as an equalization grant.

As an incentive to communities to provide more than the minimum of support, the State should match one-third of local expenditures above \$3.00 per capita up to a maximum per capita expenditure of \$6.00.

### Regional System

The regional system should be supported by the State as follows:

1. A \$1.00 per capita grant to each region for support of the basic program of services offered by the resource center libraries.
2. An additional allotment to the regional systems of \$0.30 per capita in service areas where the library center is more than 200 miles from the regional center.
3. An establishment grant to the system for each library joining and meeting the minimum support criteria. This would be paid for the first two years in the amount of \$3.00 per capita to a maximum of \$5,000 for a city library service and \$10,000 for a boroughwide service.
4. An annual grant of \$150,000 to each research library for its contribution to the total service plan.

### The State Library

It has been seen that the State Library now only partially fulfills its statutory responsibilities and does this largely with federal funds. Additional support will be needed if the State Library is to do its basic job satisfactorily and at the same time coordinate the execution of this statewide plan. It will mean building over the next few years to a level of state support of at least \$500,000 per annum.

### Costs Summarized

Full implementation of this plan will require a number of years. Funding requirements will accelerate from a modest outlay during the first few years to the full amount on completion of plan implementation, which on an annual basis would then approximate:

Equalization and incentive grants	\$350,000
Regional system support	300,000
Research libraries	450,000
State Library increased support	300,000
	\$1,400,000

The estimate for equalization and incentive grants is subject to considerable variation, depending on local decisions as to service areas and support.

This may seem a substantial outlay and, compared with what the State now provides for public and state library services, it is. But it represents less than 2% of present expenditures for elementary and secondary education.

**Local Financial Support of Selected Community Libraries  
Present and at Proposed 0.5 Mill**

Community	Present (1967-1968)	Proposed 0.5 Mill
Anchorage	\$204,000	\$220,000
Cordova	2,500	4,300
Douglas	0	4,500
Homer	1,800	4,300
Juneau	52,300	35,000
Ketchikan	39,700	25,000
Kodiak	14,400	16,500
Nome	0	3,500
Palmer	3,000	4,300
Seward	5,600	4,200
Sitka	14,600	10,500
Unalaska	0	250
Yakutat	0	380

## PHASING OF PLAN IMPLEMENTATION

Making the plan fully effective will take time -- a period of years. The plan is not self-executing; a great deal of work will be required in preparing for the actual implementation of each element of the plan -- recruitment of people, explanations to official bodies, legislation at state and local levels of government, selection of demonstration areas, testing of new approaches and techniques, generation of public interest and

support, planning and construction of facilities -- all requiring time.

There is however an urgency that the program move forward; that it be started at once. This can be done without any binding commitment that the plan is accepted in its entirety or that it will be fully carried into effect within a fixed period.

**PHASE ONE** The first year should be one of gaining understanding of the plan and its objectives, of setting priorities, and of making preparations for new or expanded services. The following specific steps are recommended:

- The recruitment of a minimum of four highly qualified librarians, one for the State Library and one for each of the three resource centers, to devote full time to preparations for plan execution.
- Explaining the proposed service plan and its objectives to state and local officials, citizen groups, and the general public; obtaining official and public reaction and comment; weighing suggestions; and, after gaining concurrence on plan elements, phasing its implementation.
- Drafting proposed legislation to authorize the basic state aid program and regional service plan and preparing relevant explanatory materials.
- Selecting initial demonstration projects and sites, preparing detailed plans and budgets, and gaining advance approval and support.
- Developing a central cataloging and processing service and its phase I implementation.
- Designing a community college course of study for library technicians.
- Securing passage of a depository law.
- Securing the appropriation of funds by the Legislature adequate to carry out these steps.

The immediate need is for action by the Alaska Legislature in its 1969 regular session in providing the minimum funds required to make this start. An estimated \$150,000 is required.

**PHASE TWO** The legislation authorizing the basic state aid program and the regional service plan should be acted upon in the 1970 legislative session and funds appropriated for state aid to community libraries beginning in fiscal year 1970-71. Also, the demonstration projects planned during the initial phase would be funded and their execution initiated. Particular attention would be given to plan recommendations regarding local units of service -- citywide, borough-wide, and multi-borough -- and the acceptance of appropriate financial responsibility by local governments.

The centralized cataloging and processing service would become operative in the second and third years, following the initial period of testing to determine the requirements of participating libraries and the most economical method of physical handling and transportation of materials.

The second phase would thus be a time of testing and further detailing the various elements of the plan, extending over a two to three year period.

**PHASE THREE** Phase three, beginning in the third or fourth year, would be the period of deliberate expansion and extension of services to full execution of the plan. Area and functional priorities and their timing cannot at present be set with any assurance of their being valid two or three years from now. There are too many variables. The willingness of legislative bodies -- state and local -- to appropriate funds to carry the program forward at a particular rate will be conditioned by the results achieved from the earlier phases of execution. The core of the demonstration approach is that support will come once the results of improved library service are clearly seen.

4710 Kershener Avenue  
Anchorage, AK 99503  
March 3, 1981

Ginn

Representative Don Clocksin  
Chairman, Health, Education and Social Services Committee  
Pouch V  
Juneau, AK 99811

Dear Representative Clocksin,

This letter is written on the subject of funding for libraries--both facilities and services-- which you will be asked to consider this session.

First, I believe HB92, currently before H.E.S.S. and Finance is a well conceived bill which will go a long way toward assisting both urban and rural libraries. The bill speaks directly to the recommendation (from lay people) drafted at the Alaska Conference on Library and Information Services two years ago. It also has the support of the Governor's Advisory Council on Libraries.

Second, I hope the recommendation for an expanded headquarters library in a park like setting in Anchorage will get your support. The site selected is ideal for this use, and I sincerely hope the Municipality will aggressively seek the additional appropriation from the legislature.

Finally- I understand the Alaska Library Association sent you a complimentary copy of their January issue of Sourdough. In their journal, they have listed legislative priorities of the association to further the development of the Alaska Library Network, and to provide coordinated quality library/information services to all Alaskans.

I urge your consideration of all these issues facing library development. Our family regards library resources and services among the most critical, rewarding and deserving programs in the state.

Sincerely,

  
Sheila Furer

MSG 81-00008066 PRTY 1 03/12/81 16:15:29 DRIG: LAGG IN= 0022 OUT= 0072  
FROM: MARCIE, ANC INFO TO: POMS, JUNEAU INFO  
TARGET: LJH2 SUBJ: POMS PAGE 0001

TO: REPRESENTATIVE CLOCKSIN

FROM: SHARON WEST, CATALOG DEPT, RASKUSON LIBRARY, UAF, FAIRBANKS 99708  
479-7403

I WOULD LIKE TO ENCOURAGE YOU TO SUPPORT HB 92 WHICH YOU WILL  
BE HOLDING HEARINGS ON MARCH 13. F

4710 Kershener Avenue  
Anchorage, AK 99503  
March 3, 1981

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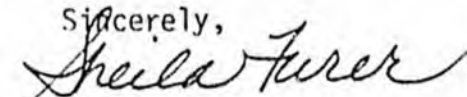
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Sheila Furer

Sheila Furer

TO: REPRESENTATIVE CLOCKSIN

FROM: SHARON WEST, CATALOG DEPT, RASMUSON LIBRARY, UAF, FAIRBANKS 99708  
479-7403

I WOULD LIKE TO ENCOURAGE YOU TO SUPPORT HB 92 WHICH YOU WILL  
BE HOLDING HEARINGS ON MARCH 13. F

PRESENT RECIPIENTS OF \$1,000 ANNUAL GRANT FOR LIBRARY MATERIALS

SOUTHEAST REGION

Craig  
Douglas  
Haines  
Hyder  
Juneau  
Ketchikan  
Pelican  
Petersburg  
Sitka  
Wrangell

SOUTHCENTRAL REGION

Anchor Point  
Bethel  
Cordova  
Dillingham  
Glennallen  
Homer  
Kasilof  
Kenai  
Kenny Lake  
Kodiak  
McGrath  
Naknek  
Whittier

Ninilchik  
Palmer  
Pilot Station  
Port Lions  
Seldovia  
Seward  
Soldotna  
Sutton  
Talkcetna  
Willow  
Wasilla  
Anchorage  
Unalaska

NORTHERN REGION

Anderson  
Cantwell  
Delta  
Eagle  
Elim  
Fairbanks  
Fort Yukon  
Kotzebue  
Nome  
Nenana  
Savoonga  
Shishmaref  
Tanana

Teller  
Tri Valley  
Tok  
Unalakleet  
North Pole  
Galena

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST  
 Bill/Resolution No. HOUSE BILL NO. 92 (Page 1 of 2)  
 Title Library Assistance Grants  
 Requested by Governor Date 1/6/81

II. FISCAL DETAIL  
 Agency Affected Department of Education  
 Program Category Affected State Library  
 BRU, Program, or Subprogram(s) Affected Regular Operations (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						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.		1,080.0	1,188.0	1,306.8	1,437.5	1,581.2
TOTAL	-0-	1,080.0	1,188.0	1,306.8	1,437.5	1,581.2

FUNDING (Thousands of Dollars)

GENERAL FUND		1,080.0	1,188.0	1,306.8	1,437.5	1,581.2
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME	N/A					
PART TIME						
TEMPORARY						

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

See Attached

IV. DATE 1/6/81 PREPARED BY Steve Hole Steve Hole  
 AGENCY Department of Education  
 PHONE 465-2800  
 Original: Legislative Finance  
 cc: Budget and Management  
 Prime Sponsor (First Legislator Named)

Library Assistance Grant Fund

This legislation reflects high priority recommendations of the Alaska Conference on Library and Information Services held in nine communities in 1978-79. It is strongly supported by the Governor's Advisory Council on Libraries. As the education of Alaska's citizens increases, their need for and use of libraries increases.

The legislation provides for limited Public Library Assistance Grants to support and stabilize local public library services and for Interlibrary Cooperation Assistance Grants to libraries providing services to other libraries or communities in accord with the statewide plan. The interlibrary cooperation grants will allow Research, Resource and Area Center libraries to continue services, strengthen collections, and develop publications for the library users in the three regions of the Alaska Library Network. Basic standards of library cooperation and service will benefit all Alaskans. This grant program absorbs the existing \$1,000 grants for purchase of library material for local libraries.

Fiscal Impact

Public Library Assistance Grants - Estimated \$10,000 each to 55 local library outlets.....\$550,000

Interlibrary Cooperative Assistance Grants  
(Based on Network Needs)

Regional Resource Libraries	\$235,000
Research Libraries	\$180,000
Area Center Libraries	\$115,000
	<hr/>
	\$1,080,000

HB 92

January 19, 1981

Speaker of the House  
Alaska State Legislature  
Pouch V  
Juneau, AK 99811

Dear Mr. Speaker:

Under the authority of art. III, sec. 18 of the Alaska Constitution, I am transmitting a bill relating to library assistance grants.

The bill would establish the library assistance grant program, recognizing and providing support for the cooperative network Alaska's libraries have developed to provide library services to all Alaskans. Assistance at the first level of library services, the local public library, aids basic operations and enables participation in the Alaska library network. Assistance for interlibrary cooperation enables libraries to share services and materials without detriment to their primary constituency, while improving the access of all members of the public to information.

Under this bill, two types of grants would be available: (1) public library assistance grants; and (2) interlibrary cooperation assistance grants. The former would be limited to \$10,000, but any amount over \$5,000 must be equally matched by local money. A base-year floor for local participation is established so that libraries would not be using the state money merely to supplant money they would otherwise be spending themselves. This approach will help assure the development of those essential services.

I urge your thoughtful consideration of the library needs of all Alaskans and your prompt enactment of this bill.

Sincerely,  
S/JSH

Jay S. Hammond  
Governor

PRESENT RECIPIENTS OF \$1,000 ANNUAL GRANT FOR LIBRARY MATERIALS

SOUTHEAST REGION

Craig  
Douglas  
Haines  
Hyder  
Juneau  
Ketchikan  
Pelican  
Petersburg  
Sitka  
Wrangell

SOUTHCENTRAL REGION

Anchor Point  
Bethel  
Cordova  
Dillingham  
Glennallen  
Homer  
Kasilof  
Kenai  
Kenny Lake  
Kodiak  
McGrath  
Naknek  
Whittier  
Ninilchik  
Palmer  
Pilot Station  
Port Lions  
Seldovia  
Seward  
Soldotna  
Sutton  
Talkeetna  
Willow  
Wasilla  
Anchorage  
Unalaska

NORTHERN REGION

Anderson  
Cantwell  
Delta  
Eagle  
Elim  
Fairbanks  
Fort Yukon  
Kotzebue  
Nome  
Nenana  
Savoonga  
Shishmaref  
Tanana  
Teller  
Tri Valley  
Tok  
Unalakleet  
North Pole  
Galena

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST  
 Bill/Resolution No. HB 92  
 Title Library Assistance Grants  
 Requested by House HESS Date March 13, 1981

II. FISCAL DETAIL  
 Agency Affected Department of Education  
 Program Category Affected State Library  
 BRU, Program, or Subprogram(s) Affected Regular Operations (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						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
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700 GRANTS, CLAIMS, ETC.		1,080.0	1,188.0	1,306.8	1,437.5	1,581.2
<b>TOTAL</b>	-0-	1,080.0	1,188.0	1,306.8	1,437.5	1,581.2

FUNDING (Thousands of Dollars)

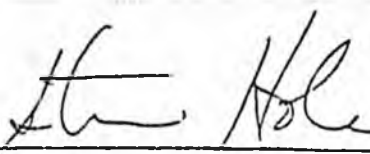
	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
GENERAL FUND		1,080.0	1,188.0	1,306.8	1,437.5	1,581.2
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
FULL TIME	N/A					
PART TIME						
TEMPORARY						

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

See Attached

IV. DATE 3/13/81 PREPARED BY  Steve Hole  
 AGENCY Department of Education  
 Original: Legislative Finance PHONE 465-2800  
 cc: Budget and Management  
 Prime Sponsor (First Legislator Named)

NEW LEGISLATION

Library Assistance Grant Fund

This legislation reflects high priority recommendations of the Alaska Conference on Library and Information Services held in nine communities in 1978-79. It is strongly supported by the Governor's Advisory Council on Libraries. As the education of Alaska's citizens increases, their need for and use of libraries increases.

The legislation provides for limited Public Library Assistance Grants to support and stabilize local public library services and for Interlibrary Cooperation Assistance Grants to libraries providing services to other libraries or communities in accord with the statewide plan. The interlibrary cooperation grants will allow Research, Resource and Area Center libraries to continue services, strengthen collections, and develop publications for the library users in the three regions of the Alaska Library Network. Basic standards of library cooperation and service will benefit all Alaskans. This grant program absorbs the existing \$1,000 grants for purchase of library materials by local libraries.

Fiscal Impact

Public Library Assistance Grants - Estimated \$10,000 each to 55  
local library outlets.....\$550,000

Interlibrary Cooperative Assistance Grants  
(Based on Network Needs)

Regional Resource Libraries	\$235,000
Research Libraries	\$180,000
Area Center Libraries	\$115,000
	<hr/>
	\$1,080,000

AKLA LEGISLATIVE ACTION PLAN 1981

State funding to continue the development of the Alaska Library Network: equipment, systems improvements, telecommunications, and human and materials resources. Among other specific needs is the addition of academic, school, public, and special libraries into the WLN data base on a phased schedule.

Continuing appropriation for the construction of public libraries throughout the State, including the construction of a regional resource library to serve Southeast Alaska.

Funding on a continuing basis to provide access to Alaska materials in all formats, including the purchase, preservation and conservation, and micro-filming of rare Alaska materials; identifying and indexing of Alaska newspapers, oral history, etc.

Establish a basic level of funding for operations, maintenance and equipment for public libraries.

Funding for beginning collections for newly established public libraries.

Establish the position of a southeast regional coordinator within the Alaska State Library to serve as a consultant and resource person to libraries in Southeast Alaska.

Funding to support the statewide services provided by those higher education libraries identified as regional research libraries in the Long-Range Plan.

Increase funding for film and audio-visual services for the State Film Library centers in Southcentral and Southeast Alaska, including materials, delivery methods and telecommunications, and the establishment of a regional film center to serve the Northern Region of the State.

Funding to support area center libraries' services to smaller libraries in the region (e.g., Nome & Bethel)

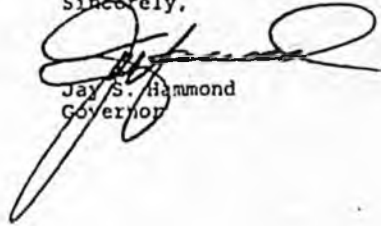
Funding for those local public libraries which provide services to state institutions, such as correction centers, pioneer homes, and juvenile homes.

HB 91 (Continued)

Dear Mr. Speaker:

Under the authority of art. 111, sec. 18, of the Alaska Constitution, I am transmitting a bill relating to domestic violence, sexual assault, and adult crisis intervention programs. Though \$1.8 million dollars were appropriated from the general fund by the legislature last session for these programs, legislation establishing responsibilities in the area has yet to be enacted. This bill authorizes the Department of Health and Social Services to monitor domestic violence, sexual assault, and adult crisis intervention programs, to adopt regulations to protect persons using those services, and to award grants to local community programs.

Sincerely,



Jay S. Hammond  
Governor

HB 92

HOUSE BILL NO. 92 by the Rules Committee by request of the Governor, entitled:

"An Act relating to library assistance grants; and providing for an effective date."

was read the first time and referred to the Health, Education and Social Services and Finance Committees.

Fiscal note on HB 92 appears in House Journal Supplement No. 2.

The Governor's transmittal letter dated January 19, 1981 follows:

HB 92 (Continued)

Dear Mr. Speaker:

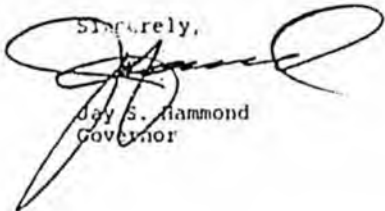
Under the authority of art. III, sec. 18 of the Alaska Constitution, I am transmitting a bill relating to library assistance grants.

The bill would establish the library assistance grant program, recognizing and providing support for the cooperative network Alaska's libraries have developed to provide library services to all Alaskans. Assistance at the first level of library services, the local public library, aids basic operations and enables participation in the Alaska library network. Assistance for interlibrary cooperation enables libraries to share services and materials without detriment to their primary constituency, while improving the access of all members of the public to information.

Under this bill, two types of grants would be available: (1) public library assistance grants; and (2) interlibrary cooperation assistance grants. The former would be limited to \$10,000, but any amount over \$5,000 must be equally matched by local money. A base-year floor for local participation is established so that libraries would not be using the state money merely to supplant money they would otherwise be spending themselves. This approach will help assure the development of those essential services.

I urge your thoughtful consideration of the library needs of all Alaskans and your prompt enactment of this bill.

Sincerely,



Jay S. Hammond  
Governor

HB 93

HOUSE BILL NO. 93 by the Rules Committee by request of the Governor, entitled:

"An Act making technical amendments relating to state taxation; and providing for an effective date."

was read the first time and referred to the State Affairs and Finance Committees.

Fiscal note on HB 93 appears in House Journal Supplement No. 2.

HB  
92

FISCAL NOTE

I. REQUEST  
Bill/Resolution No. HOUSE BILL NO. 92 (Page 1 of 2)  
Title: Library Assistance Grants  
Requested by Governor Date 1/6/81

II. FISCAL DETAIL  
Agency Affected Department of Education  
Program Category Affected State Library  
BRU, Program, or Subprogram(s) Affected Regular Operations (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)

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400 COMMODITIES						
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600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.		1,080.0	1,188.0	1,306.8	1,437.5	1,561.2
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FUNDING (Thousands of Dollars)

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FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME	N/A					
PART TIME						
TEMPORARY						

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

See Attached

IV. DATE 1/6/81 PREPARED BY H. J. [Signature] Steve Rife  
AGENCY Department of Education  
PHONE 465-2800

Original Legislative Finance

Library Assistance Grant Fund

(Page 2 of 2)

HOUSE BILL NO. 92

This legislation reflects high priority recommendations of the Alaska Conference on Library and Information Services held in nine communities in 1978-79. It is strongly supported by the Governor's Advisory Council on Libraries. As the education of Alaska's citizens increases, their need for and use of libraries increases.

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(Based on Network Needs)

Regional Resource Libraries	\$235,000
Research Libraries	\$180,000
Area Center Libraries	\$115,000
	<hr/>
	\$1,066,000

ALASKA EXCHANGE STUDENTS ENROLLED, 1980-81

HOME	STUDENT	FIELD	SCHOOL
Aleknagik	SMITH, Wayne E.	Medicine	Loma Linda University
Anchorage	HORSEMAN, Michael A.	Pharmacy	Washington State University
"	RHODE, Patrice I.	"	Oregon State University
"	LIGUS, Thomas	Medicine	University of Colorado Health Science Center
"	O'MALLEY, James E.	"	University of Nevada
"	SPRINGER, Carol Lynn	"	University of Oregon Health Science Center
"	JOSEPHSON, Karla Zander	Grad. Library	Univ. of Hawaii at Manoa
"	VAN DEN TOP, Jeraldine Jo	"	"
"	MICHELSEN, Peggy A.	"	"
"	DURSI, Rita	"	University of Washington
"	RHODES, Elizabeth C.	"	"
"	PADEN, Anthony K.	Dentistry	University of the Pacific
"	CALDERWOOD, Dean W.	"	"
"	McBRATNEY, John B., Jr.	"	"
"	FELDMAN, Nicholas W.	"	"
"	WILLIAMS, Mark G.	"	"
"	GREGORY, Crystal E. B.	"	University of Oregon Health Science Center
"	KOROPP, Michael L.	"	"
"	BELL, Rebecca H.	"	University of Washington
"	CULBERTSON, James Lee	"	"
"	WOLF, Jeanne	Public Health	University of Washington
"	HAMRICK, Christina	"	"
"	LAHDENPERA, V. Kay	"	"
"	PALMATIER, Richard T.	Vet. Medicine	Colorado State University
"	DRAKE, Kelly E.	"	"
"	SCHULTZ, Julie Ann	"	Washington State University
"	PICCARD, Cheryl L.	Phys. Therapy	University of Washington
"	FERGUSON, Lynn Allyn	Occ. Therapy	University of Puget Sound
"	RILEY, Janet M.	"	"
"	BANCROFT, Edward	Optometry	Pacific University
"	BRINKERHOFF, Dennis R.	"	"
"	GRAVES, James C.	"	"
"	SCHULTZ, Gary J.	"	"
"	HARBUCK, Robert L., Jr.	Podiatry	CA Col. of Podiatric Medicine
"	LA ROSE, Carol F.	"	"
"	JONES, Cheryl M.	Forestry	Oregon State University
"	RYAN, Phyllis	"	Colorado State University
"	STERNQUIST, Greg L.	"	"
"	PASTRO, Anthony J.	"	University of Idaho
"	SIMPSON, Shirley Schumacher	Law	Arizona State University
"	LEE, Larry Dean	"	University of Denver
"	PETERSON, Mark A.	"	"
"	BAINES, Robert E.	"	University of Arizona
"	ATKINSON, Kathy L.	"	CA Western School of Law
"	BOLING, Michael R.	"	"
"	WALTHER, Byron D.	"	"

(cont.)

<u>HOME</u>	<u>STUDENT</u>	<u>FIELD</u>	<u>SCHOOL</u>
Anchorage (cont.)	BRESSERS, Jacqueline R.	Law	CA Western School of Law
"	OSTROVSKY, Eric H.	"	Golden Gate University
"	O'LEARY, Elizabeth	"	"
"	RIEKSE, Meredith	"	Univ. of California, Berkeley
"	SHORT, Pamela Lynn	"	"
"	DODGE, Stephen M.	"	"
"	WICKS, Sandra J.	"	Univ. of California, Davis
"	YOUNG, Kristen M.	"	Univ. of California, Los Angeles
"	CASSITY, George K.	"	"
"	FORBERG, Carl E.	"	Pepperdine University
"	MARSHALL, John A.	"	"
"	GARDNER, Darrel J.	"	Univ. of California, Hastings
"	NELSON, Lisa B.	"	"
"	CALHOON, Francine M.	"	University of the Pacific
"	JANZEN, Thomas M.	"	"
"	SZENDER, James R.	"	"
"	WILMOTH, Michael	"	University of San Diego
"	GRAHAM, Rebecca E.	"	"
"	CARTER, John B.	"	University of Montana
"	VOLLERTSEN, Richard E.	"	University of San Francisco
"	BARCOTT, Patricia Ann	"	"
"	KYZER, Debra	"	University of Santa Clara
"	BABKA, Nancy A.	"	Lewis and Clark College
"	CLARK, David D.	"	"
"	OSTROVSKY, Lawrence Z.	"	"
"	BOUTIN, Roderick A.	"	"
"	MIKKO, Dagmar C.	"	"
"	PETERSON, Lawrence K.	"	"
"	HARTIG, Lawrence L.	"	"
"	CONGDON, Robert E.	"	Willamette University
"	LARSEN, Robert K.	"	"
"	LONGACRE, Roy L.	"	"
"	LATTO, Harrison S.	"	University of Oregon
"	THORSNESS, John B.	"	"
"	CONNOLLY, Susan M.	"	"
"	LEDERMAN, Sema Ester	"	"
"	DEVORE, Joel S.	"	"
"	SORENSEN, Susan M.	"	"
"	SLEEPER, Gary C.	"	"
"	WARD, Catherine R.	"	"
"	BURLESON, Donald C.	"	University of Puget Sound
"	RADER, Stuart C.	"	"
"	LEGACKI, Kenneth W.	"	"
"	BENNER, Joanne L.	"	"
"	JOYNER, James M.	"	"
"	LANDRY, Jeffrey D.	"	"
"	ACTON, Joseph W.	"	"
"	WIEDERHOLT, Jon E.	"	"
"	PREWITT, James F., Jr.	"	"

(cont.)

ALASKA, Continued

HOME	STUDENT	FIELD	SCHOOL
Anchorage (cont.)	RICHMOND, James P.	Law	University of Puget Sound
"	SMITH, Bobby Dean	"	"
"	FORTIER, Samuel J.	"	Gonzaga University
"	McNEES, David N.	"	"
"	SWEENEY, Mary E.	"	"
"	HARTIG, Alan R.	"	"
"	YOUNGMUN, Gregory L.	"	"
"	LEWIS, Eben Thaddeus	"	University of Washington
"	MORRILL, Leslie A.	"	"
"	EASTMAN, Sharon L.	Grad. Nursing	Univ. of California, San Francis
"	TUXEN, Margaret A.	"	"
"	EIBEN, Carol J.	Architecture	University of Idaho
"	BURKHART, Blase Alan	"	University of Oregon
Auke Bay	PINERO, Judith M.	Law	Golden Gate University
"	HELGATH, Sheila F.	Forestry	University of Washington
Barrow	STAUFFER, David W.	Law	Lewis & Clark College
Bethel	PARKER, James H., III	Law	University of Idaho
"	KOWALCZEWSKI, Christina J.	Architecture	University of Washington
Big Lake	HEIKES, Trena Louise	Law	University of Denver
College	LEWANDOWSKI, Joseph J.	Grad. Library	University of California, Berkel
"	BRENCKLE, Carol A.	Law	University of Oregon
"	BECONOVICH, Robert M.	"	University of the Pacific
"	WAGONER, Norman B.	"	University of Puget Sound
"	BERGDAHL, Patricia Anderson	Dentistry	University of Oregon, Health Science Center
"	SIMMONS, Diane E.	Vet. Medicine	Colorado State University
Delta Junction	KAUFMAN, John S.	Law	Gonzaga University
Dillingham	COMFORT, Geoffrey T.	Law	CA Western School of Law
Douglas	RILEY, Lionel M.	Law	Gonzaga University
"	WHISTLER, Bradley J.	Dentistry	University of Oregon
Eagle River	DEKREON, Gail	Law	Golden Gate University
"	LAMB, Timothy J.	"	Willamette University
"	KRACKER, Erica Z.	"	Gonzaga University
"	LATHROP, Gregory W.	Vet. Medicine	Washington State University
"	KRACKER, James V.	Law	Gonzaga University
Fairbanks	WAUGH, Kelly Jean	Phys. Therapy	Stanford University
"	PRATT, Millard T.	Architecture	University of Idaho
"	RHIAN, Ann	Law	Southwestern University
"	WINFREE, Daniel E.	"	University of California, Berkele
"	HOOD, Barbara J.	"	"
"	LESSMEIER, Gregory W.	"	University of Colorado, Boulder
"	ROBSON, Bonnie	"	University of California, Davis
(cont.)			

ALASKA, Continued

HOME	STUDENT	FIELD	SCHOOL
Fairbanks (cont.)	HEATH, Randall E.	Law	Lewis & Clark College
"	LYNCH, Ardith Anne	"	"
"	MORIN, Michael D.	"	CA Western School of Law
"	MULLEN, James M., Jr.	"	Pepperdine University
"	JOHANNSEN, Richard M.	"	University of Washington
"	BEARDSLEY, Daniel W.	"	Gonzaga University
"	REECE, Joseph L.	"	"
"	TAYLOR, Warren Arthur, II	"	Willamette University
"	McKELVIE, Dennis E.	"	"
"	PEDERSON, Lawrence A.	"	"
"	PASKVAN, Joseph L.	"	University of Puget Sound
"	NELSON, Lance B.	"	"
"	PARRISH, Albert G.	"	"
"	THORGAARD, Susan E.	"	"
"	BOLVIN, Janet Lee	"	"
"	DAVIS, Donald S.	"	"
"	EGAN, Thomas E.	"	"
"	GOODMAN, Gari Wynne	"	"
"	GUMAER, A. Mark	"	Golden Gate University
"	BRAIN, Michael Andrew	"	University of Wyoming
"	D'INNOCENTE, Kim A.	"	University of San Francisco
"	BAZELWICH, Paul	Podiatry	CA Col. of Podiatric Medicine
"	MILLES, Christopher C.	Forestry	Oregon State University
"	FROL, Brian A.	Medicine	Univ. of Hawaii at Manoa
"	LEE, George	"	University of CA, San Francisco
"	GAL, Jo Ann	Public Health	University of Washington
"	HARTRICH, Thomas	"	"
"	McKENZIE, Elaine	"	"
"	ROGERS, Patricia, L.	"	"
"	NIELSEN, Carol A.	Vet. Medicine	Washington State University
"	WELSH, Thomas P.	"	Colorado State University
"	BARB, Linda S.	Grad. Library	Univ. of Hawaii at Manoa
Fort Richardson	SIMS, Edwin J.	Dentistry	University of the Pacific
Haines	HYDE, Wendy J.	Law	Willamette University
Homer	FRIEDMAN, Elliott	Law	University of California, Berkeley
Juneau	CHALMERS, A. C.	Public Health	University of Washington
"	GIBSON, Dylan J.	Dentistry	University of Oregon Health Science Center
"	McCORCLE, Patricia J.	Pharmacy	Oregon State University
"	DEMOCH, Robert A.	Law	University of San Francisco
"	BRUCE, Daniel G.	"	Gonzaga University
"	COLLINS, Patricia Ann	"	"
"	ELLIOTT, Michael B.	"	University of Puget Sound
"	HAUSMANN, Frank G., Jr.	"	"
"	UNDERHILL, Robert M.	"	University of San Francisco
"	TUGMAN, Sarah J.	"	University of Oregon
"	BRAND, Chrystal R.	"	Willamette University
"	CRAVER, Barbara R.	"	"

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ALASKA, Continued

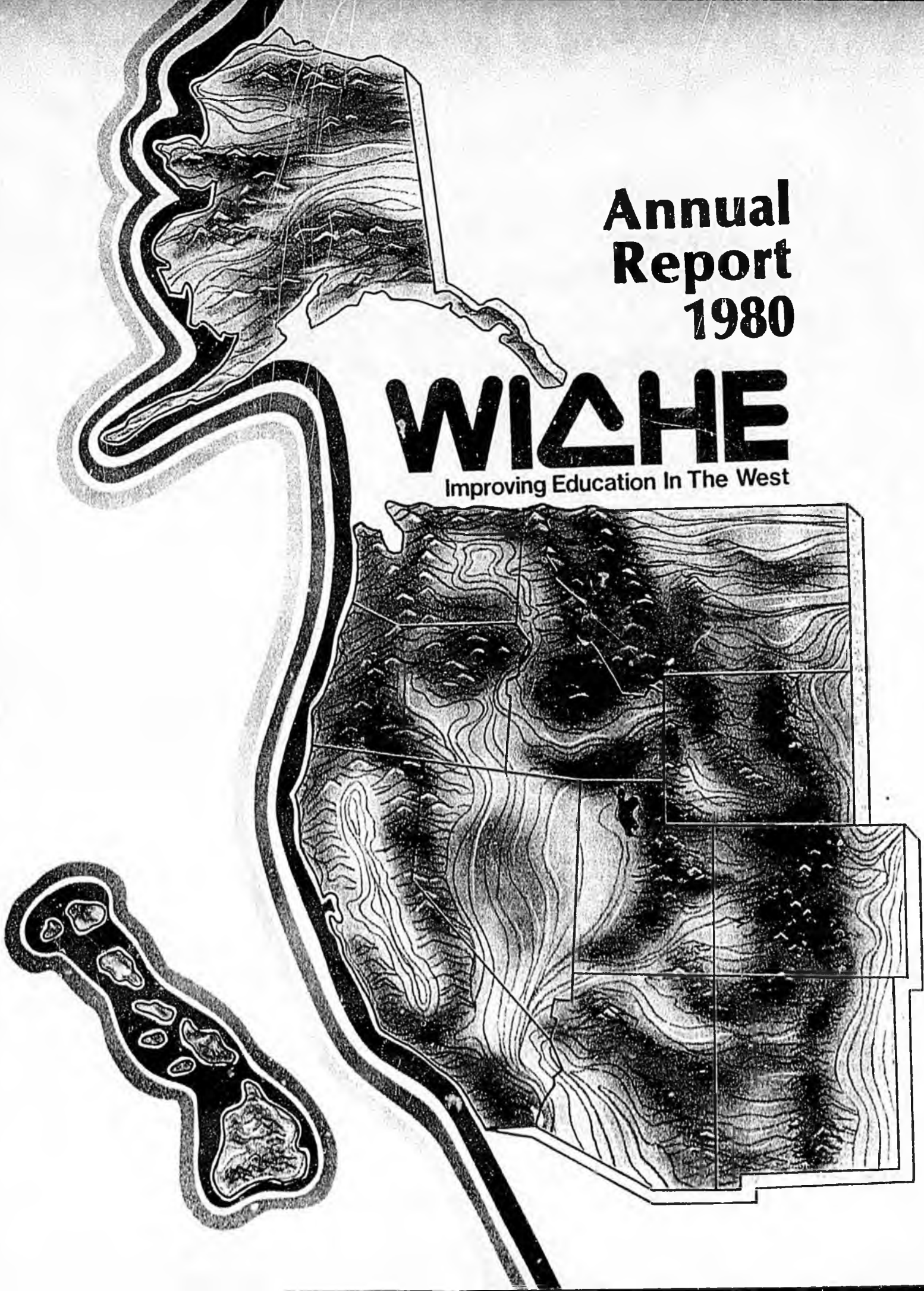
HOME	STUDENT	FIELD	SCHOOL
Juneau (cont.)	DUTCHER, Kathleen A. B.	Architecture	University of Washington
"	MILLER, Travis	"	University of Oregon
"	GRAY, Glenn T.	Forestry	University of Washington
"	SANDERS, Nancy L. Williamson	Grad. Nursing	"
"	THORSTEINSON, Susan L.	Grad. Library	"
Kasilof	MORAN, Margaret E.	Law	University of Puget Sound
Kenai	HUENDORF, Mary E.	Vet. Medicine	Oregon State University
"	THOMPSON, Tucker S.	Law	Univ. of California, Berkeley
"	ABEGG, Joseph G.	Architecture	University of Idaho
"	THOMPSON, Collette Gayle	Law	University of San Francisco
"	BROWN, Katherine E.	Occ. Therapy	University of Puget Sound
"	WALKER, Donna Lynn	Law	Gonzaga University
"	PIERCE-BULGER, Marilyn K.	Grad. Nursing	University of Washington
Ketchikan	PIHL, Arne Robert	Dentistry	University of Oregon
"	KEYES, Christopher M.	Law	University of the Pacific
"	THOMPSON, Gayle L.	Grad. Library	University of Washington
"	MIKLOS, Barbara J.	Public Health	University of Colorado Health Science Center
Kodiak	CLARK, Marvin Howard, Jr.	Law	Gonzaga University
"	McLEAN, Robert B.	"	University of Idaho
"	KEYES, Laurence P.	"	Gonzaga University
"	MACKEY, Robert R.	"	University of San Francisco
"	COLE, Steve W.	"	University of Colorado, Boulder
"	IANI, L. John	"	University of Puget Sound
"	THOMSON, Paul H.	"	"
McKinley Park	NEEDHAM, Robert J.	Law	University of Oregon
Nome	BOCKMAN, Stuart F.	Law	Univ. of California, Berkeley
"	PELKEY, Christine Sue	"	University of Idaho
Palmer	ALLEN, Bonnie G.	Architecture	University of Idaho
"	BARTKO, Douglas G.	Pharmacy	University of Washington
"	KERTTULA, Elizabeth J.	Law	University of Santa Clara
"	COLBERG, Talis James	"	Pepperdine University
"	KLEPINGER, Michael R.	"	Lewis & Clark College
"	REAL, Jill A.	Grad. Nursing	Montana State University
"	TRAFFORD, Linda J.	Law	University of San Francisco
Petersburg	NATHAN, Joseph I.	Law	Southwestern University
"	WESTPHAL, Leslie Jo	"	University of Oregon
Seward	RICHARDSON, Rebecca E.	Pharmacy	University of Washington
Shegeluk	MORRISON, Woodrow F.	Law	University of New Mexico
Sitka	GORMAN, Mark C.	Public Health	Univ. of Hawaii at Manoa
"	PREWITT, Randall E.	Dentistry	Loma Linda University
"	BARNES, Mark J.	Law	Arizona State University

ALASKA, Continued

HOME	STUDENT	FIELD	SCHOOL
Soldotna	HEIMBUCH, Karl E.	Law	Univ. of California, Hastings
Tok	PETERSON, Steven M.	Architecture	University of Oregon
Unalaska	SUTCLIFFE, Kathleen Marnik	Grad. Nursing	University of Washington
Valdez	WALKER, Donna P.	Law	University of Puget Sound
"	WALKER, William M.	"	"
Wrangell	MYERS, Jerry L.	Optometry	Southern CA Col. of Optometry

**Annual  
Report  
1980**

**WICHE**  
Improving Education In The West



# This is WICHE

The Western Interstate Commission for Higher Education (WICHE) provides a regional forum to address issues in higher education and human services in the thirteen western states. Created in 1953 by Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming, WICHE operates on the basic principle that interstate and interinstitutional cooperation is an avenue to improving higher education and containing unnecessary costs.

## Mission and Goals

Guided by the Western Regional Education Compact that created it, WICHE's mission is to help the thirteen member states to work together to provide high-quality, cost-effective higher education programs that meet the manpower needs of the states and the education needs of their citizens. Within this general mission, three major goals have been identified:

- To improve access to higher education in the member states;
- To assist member states in preparing and main-

taining an adequate supply of technically and professionally educated personnel;

- To assist member states in increasing the effectiveness and efficiency of their higher educational programs and services and reducing unnecessary duplication.

## Leadership and Policy Setting

The member states guide WICHE and maintain program oversight through their Commissioners, three appointed by the governor of each state. These thirty-nine Commissioners (listed on following pages) are a cross-section of leaders from state government legislative and executive branches, presidents of universities, chief executives of state higher education systems and coordinating boards, other educators, and professional and private sector representatives.

The Commission sets policy for the organization and reviews and approves WICHE projects in line with organization goals and state needs. As part of the process, a long-range program and financial plan is revised annually and distributed to the WICHE "constituency" in each state.

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## Chairman's Message

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Dear Governors, Legislators, and Friends:

The Western Interstate Commission for Higher Education (WICHE) was established soon after World War II because the increased demand for higher education and the shortage of professional manpower rendered some of our western states unable to provide adequate student access within their own borders. For the past generation, WICHE has fulfilled its mission of helping the states to facilitate access to higher education and to meet professional manpower needs.

What I call an "institutional market" prevailed during that period, but the situation now is reversed so that we have a "student market" in which attention is turned from seeking new programs to seeking new students. The context has changed so that some professional fields are experiencing manpower surpluses and maldistribution of professional manpower at the same time.

A period of uncertainty faces higher education in much of the West, calling for more effective and efficient use of our higher education resources. Financial stringencies and resistance on the part of taxpayers are complicated by disparities in enrollment patterns and projections. The threat to the maintenance of quality education in such a restrictive environment is obvious.

### Highlights of 1980

In this changed atmosphere, WICHE seeks new opportunities for service. WICHE has found that cooperative ventures can flourish in today's environment, and points to several accomplishments and initiatives during the past year as evidence. During 1980, WICHE:

✓ Through its Student Exchange Program, assisted states to provide higher education opportunities to more than 1,300 students with the cooperation of 150 academic and professional programs in more than sixty private and public schools.

✓ Through its Graduate Education Project, addressed the issue of costly duplication by providing that several strong, high-quality graduate programs are designated to serve regional needs in the five-state Northwest area.

✓ Through its Information Clearinghouse, shared information and analysis on some critical higher education issues among decision makers in the thirteen states.

✓ In its optometric manpower project, received enthusiastic endorsement of a regionwide plan to meet the need to educate new optometrists in coming years.

✓ Through its Minority Education Program, assumed administration of a regional exchange by which western universities identify and recruit qualified minority group students into graduate education.

✓ In its Student Exchange Program, began adjusting interstate student exchange mechanisms to better serve the states and institutions in today's changed educational environment.

✓ In the mental health and other programs, assisted state planning for manpower needs.

✓ In its Economic Development Program, identified methods by which higher education can provide more meaningful public service, especially in relation to the economic growth of the West.

More complete details on 1980 activities are provided in the program summaries that follow in this Annual Report.

### Toward the Future

During the coming months, WICHE will explore ways to assist states to build on their existing program strengths as they deploy limited resources to meet needs in higher education and human services.

Some states in the region will experience declines in the number of traditional college age youths (18-21), while others expect large increases. WICHE seeks to serve all the states to balance growth patterns against declines and thus facilitate orderly adjustments in higher education systems.

In the current environment, policy makers need to look beyond state boundaries for cooperative arrangements to utilize the programs and facilities available in the entire region and to assure access for students who want and need quality education in a program that their home state might not be able to provide. Through its Student Exchange Program, WICHE stands ready to devise new mechanisms to accomplish wider access for the citizens of a given state, without major commitment of new resources.

Through its Information Clearinghouse, WICHE

stands ready to provide information critical to the complex planning decisions that must be made in this new environment.

In short, WICHE stands ready to pursue the greatest opportunity it has ever had to be of public service to the West. The WICHE of the past has proved its worth. The WICHE of today is in place at an opportune time to be refined and utilized for the future.

With a dedicated group of WICHE Commissioners

representing each state, an expert staff, and the guidance and counsel of government and higher education policy makers in the West, we are ready to move forward.



Donald B. Holbrook of Utah  
WICHE Chairman

## Introduction

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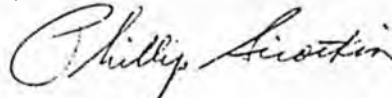
The theme for higher education in the 1980s may well be that of "excellence, equity, and efficiency." Higher education faces challenges to maintain high-quality programs while operating in the most cost-effective manner possible. At the same time, the need to provide access and quality education for underserved groups, such as minorities and women seeking professional opportunities, will be of increasing importance for the next decade.

Given the current diversity of growth patterns and financial strength of our western states, WICHE believes there is a compelling need to join across state lines to plan soundly for the future of higher education. This planning effort will require strong linkages among various governmental and education policy makers, and WICHE's efforts will be directed toward involving all of those elements.

Other opportunities exist for WICHE to explore interstate sharing of programs for undergraduate

students as well as graduate and professional students, particularly since some western states will be experiencing significant growth in the number of college age youths while others will show some decline for the next few years.

For the past twenty-seven years, the western states have demonstrated through WICHE that interstate and interinstitutional cooperation can make a significant contribution to the greater excellence, equity, and efficiency in higher education. On behalf of those states, WICHE has successfully developed—and continues to develop—methods for the productive sharing of resources. WICHE looks forward to greater involvement in the future.



Phillip Sirotkin  
WICHE Executive Director

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## Student Exchange Program

As it has for more than a quarter century, WICHE's Student Exchange Program provides the means through which the western states help meet public need for professional manpower while assisting their residents to obtain desired education. Several techniques are used by WICHE to accomplish these goals, with the Professional Student Exchange Program (PSEP) the most prominent.

Through the PSEP, states may provide financial support on behalf of their residents in designated professional fields outside the home state. Students benefit through substantial tuition reductions at both public and private institutions. The states and region benefit because a pool of professional manpower is available without each state having to create duplicative and costly programs in all professional areas. WICHE is the interstate mechanism through which this combination of access and manpower development is promoted.

The PSEP has met the needs of approximately 3,850 professional school graduates since its inception in 1953. During academic 1980-81 the number of students involved increased modestly to a record 1,375, and total support fees exceeded \$10 million for the first time. Through WICHE's efforts, those support fees were adjusted downward for twenty-two students who are enrolled through the exchange program but concurrently receive federal scholar-

ships. This resulted in a net savings of about \$100,000 for nine states in the 1980-81 school year.

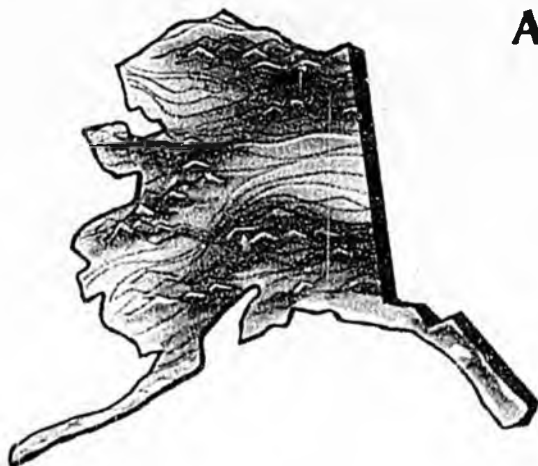
Through WICHE, 150 professional programs at fifty-seven institutions in the West are open to exchange students in architecture, dentistry, forestry, graduate library studies, graduate nursing education, maritime technology, law, medicine, occupational therapy, optometry, pharmacy, physical therapy, podiatry, public health, and veterinary medicine. The field of maritime technology was added to the program in 1980 and dental hygiene was deleted. In addition, WICHE assisted some western states in their arrangements to support students in osteopathy.

## The Future of Student Exchange

Demographic factors, changes in supply and demand for professional manpower, and severe fiscal constraints in many states have altered the environment in which higher education operates. In recognition of this, the WICHE Commission called for an in-depth study of its Student Exchange Program in 1980. Initial discussions by the Commission late in 1980 led to adjustment of its policies to provide that future support fees be subject to negotiations involving sending states, receiving schools, and WICHE rather than exclusively a reflection of the steadily rising cost of educating students. The Commission

## WICHE Commissioners

Listed below and on following pages are WICHE Commissioners appointed from each Compact state (as of January 1981).



### Alaska



Commissioner Sue S. Greene, Anchorage  
Commissioner Glenn Hackney, Fairbanks  
Commission Chairman-Elect Kerry D. Romesburg,  
Juneau, Executive Director, Alaska Commission on  
Postsecondary Education

also advocated WICHE's administration of arrangements in which western states might support professional students in out-of-region schools when adequate placements are unavailable within the West. Further examination of future alternatives for the program will continue in 1981.

With increasing numbers of older adults and part-time students enrolling, access across state lines for students who might commute is of increasing importance both for access and for the sake of efficient use of educational programs and facilities. Efforts to secure such access in particular localities were made by WICHE, and preparations for a new regionwide consideration of WICHE's Community College Exchange mechanism, now involving only three states, were started in 1980.

Other WICHE-sponsored student exchange mechanisms include seven schools of mineral engineering in as many states, graduate education programs in six states, and two states that now provide financial support to resident students in fields not available in their home state but not part of the PSEP.

Bill McConnell, Program Director, (303) 497-0210

### Graduate Education Project

WICHE's Project on Expanding Regional Cooperation in Graduate and Professional Education encourages a regional perspective in the planning of graduate education through two different approaches: sharing information about graduate trends and programs and initiating specific sharing arrangements among graduate institutions in five demonstration states—Alaska, Idaho, Montana, Oregon, and Washington.

The Graduate Education Project has published the first complete listing of doctoral programs in all western universities as well as a series of reports on trends in graduate enrollment, interstate student mobility, changes in fields of study, and the response of graduate departments in the humanities to declines in the academic market for Ph.D. recipients. These studies are designed to assist planners in recognizing the need for regional coordination of graduate study.

Efforts in the demonstration states have focused on a new cooperative activity among institutions in the Northwest to support unusual, high-quality graduate programs. Thirty-two Regional Graduate Programs have been chosen by a review committee from

among more than fifty nominated by graduate level institutions in Alaska, Idaho, Montana, Oregon, and Washington. Criteria for designation included uniqueness, quality, strength, willingness to give some degree of preference to the admission of students from the cooperating states, and willingness to charge students from those states at the resident tuition rate at public institutions or at a substantially reduced rate at private institutions. Regional Graduate Programs will be promoted through a special brochure, and students will be admitted beginning in fall 1981. It is believed this effort will serve as a model of voluntary cooperative planning among institutions and will result in more effective and efficient use of graduate level resources across the region.

Dick Jonsen, Project Director, (303) 497-0220

## Information Clearinghouse

The Information Clearinghouse, now in its second full year of operation, contributes to the excellence and effectiveness of higher education through prompt, accurate responses to inquiries regarding higher education in the West and the nation. The Clearinghouse continuously identifies critical policy issues in higher education and disseminates information and analyses appropriate to those concerns.

In 1980, the Clearinghouse inaugurated a series of reports presenting information on a range of issues. The first four reports dealt with administrative salaries; the employment of minority faculty, administrators, and other professionals in higher education; and the setting of tuition and fees at public colleges and universities. A forthcoming publication will update an earlier report on minority enrollment. The Clearinghouse also cosponsors a listing of faculty seeking to exchange positions in the West.

The Clearinghouse staff has been active at professional meetings and most recently reported on state policies regarding tuition and fees to a national gathering of state-level finance officers. In addition, the staff has worked closely with state-level academic program officers in the development of closer ties among the states. The Clearinghouse will assume many of the planning-related functions of the Graduate Education Project as ongoing Clearinghouse responsibilities.

Norm Kaufman, Clearinghouse Coordinator,  
(303) 497-0221



## Arizona



Commissioner Brent Brown, Tempe  
Associate Professor, Center for Public Affairs,  
Arizona State University

Commissioner Robert A. Huff, Phoenix  
Executive Director, Arizona Board of Regents

Commissioner Jones Osborn, Yuma  
State Senator



## California



Commission Vice-Chairman Patrick M. Callan,  
Sacramento, Executive Director, California Post-  
secondary Education Commission

Commissioner John E. Canaday, Burbank  
Vice Chairman of the Board, Southern California  
Savings and Loan

Commissioner Richard G. Hovannisian, Los Angeles  
Professor, Department of History, University of  
California, Los Angeles



## Colorado Health Resources Program

In 1979, WICHE created its Health Resources Program with a focus on broad health issues, particularly relating to health manpower in the region.

One activity is aimed at increasing the flow of policy-relevant useable information to key health leaders at the state and local levels. Work toward this end in 1980 included interviewing key health leaders in Colorado and Wyoming to determine major health issues about which they need more information, summarizing existing research on some of those issues, and designing workshops to discuss them during 1981. The workshops will concentrate on some facets of long-term care and strategies to improve delivery of care to rural areas.

Another activity is preparation of an inventory of state-level health professional education and training programs that focus on rural health care, as well as the programs or organizations that oversee rural health in each western state. The inventory, to be published in 1981, will be distributed to legislators, higher education administrators, health department officials, and health planners concerned with providing rural health care.

A WICHE-developed plan to provide educational opportunity to optometry students while assisting the states to bring vision care to underserved populations received endorsement from state government officials, educators, and optometric associations during 1980. Steps were taken to create a Regional Council for Optometric Education to guide implementation of the phased, three-year plan, which was published and circulated nationwide by the Health Resources Administration of the U.S. Department of Health and Human Services.

In other efforts, initial steps are being taken to develop regional planning projects in other fields of health professions education.

Susan Klein, Program Director, (303) 497-0216



Commissioner Joanne E. Arnold, Boulder  
Associate Professor of Journalism, University of Colorado, Boulder

Commissioner Philip Burgess, Denver  
Executive Director, Western Governors' Policy Office

Commissioner Kathleen M. Farley, Pueblo  
Staff Assistant to U.S. Representative Ray Kogovsek

## Hawaii



Commissioner David L. Fairbanks, Honolulu  
Attorney

Commissioner Sumie F. McCabe, Honolulu  
Graduate Division, University of Hawaii at Manoa

Commissioner Patricia Saiki, Honolulu  
State Senator

## Nursing Program

Recognizing the increasing importance of nurses in the health care system, WICHE's Nursing Program continues to seek excellence and efficiency of nursing education and health care in the region. Two major projects are underway to strengthen the abilities of nurses in both long-range planning and in the day-by-day delivery of health care.

One project is aimed at increasing the amount and kind of participation by nurses in health planning at state agency and health system agency levels. The goal is to ensure that needs for nursing personnel are appropriately included in health care plans. Through project efforts, nurses will increase their knowledge and skills necessary for increased participation in health planning; state groups will be assisted in developing nurse manpower plans; and selected documents generated by a previous WICHE project in the health care planning and educational areas will be updated.

Another project is designed to lead to improved patient care by assisting nurses to use research findings in developing nursing care in the psychiatric/mental health work settings. The first series of workshops, conducted in the fall 1980 for nurses and other mental health professionals from six western states, focused on research on assessing the potentially violent patient in health care settings. Another workshop in this series will have as its objective training nurses to conduct research utilization workshops in their own institutions. Identification of other important clinical issues in mental health nursing continues, with more research utilization workshops planned for 1981.

The Nursing Program demonstrated its longstanding concern in matters of equity in the nursing profession, the largest numerical segment of the health care system, by conducting a forum on critical issues in minority education in nursing and gathering and disseminating data on minority students and faculty in graduate programs.

In addition to project activities, WICHE's Nursing Program provides staff services to the Western Council on Higher Education for Nursing (WCHEN), a consortium of 170 collegiate schools of nursing in the West, and for the annual Communicating Nursing Research conferences. WCHEN serves an advisory role to WICHE in the vital field of nursing education.

The strength of WICHE's staff was underscored in 1980 when the director of its Nursing Program, Jo Eleanor Elliott, was selected to head the Division of Nursing, U.S. Department of Health and Human Services, one of the leading positions in nursing in the country.

Sally Ruybal, Program Director, (303) 497-0240

## Idaho

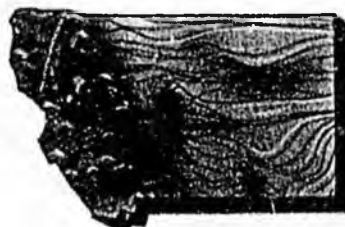


Commissioner Beverly B. Bistline, Pocatello  
Attorney

Commissioner Richard D. Gibb, Moscow  
President, University of Idaho

Commissioner Martha D. Jones, Boise  
Physician

## Montana



Commissioner William R. McGregor, Great Falls  
Physician

Commissioner John A. Richardson, Helena  
Commissioner of Higher Education, Board of  
Regents of Higher Education

Commissioner William G. Thomas, Great Falls  
State Senator



## Nevada Mental Health and Human Services Program

WICHE's Mental Health and Human Services Program assists states to develop more efficient and effective programs by serving as a catalyst to find ways to pool state resources for the benefit of all and to conduct demonstration projects in mental health service areas.

WICHE's longstanding role in interstate mental health cooperation includes providing technical assistance and consultation; promotion of communication, collaboration, and joint effort; and serving as a neutral convener to bring together those with differing views to search for common solutions.

In one effort guided by state mental health manpower directors and supported by the National Institute of Mental Health, WICHE is assisting Alaska, Arizona, Colorado, Hawaii, Idaho, Montana, Utah, and Washington to field test previously devised methods of gathering, analyzing, sharing, and utilizing compatible mental health manpower management information. Other states in the region are being kept informed as these data elements are put into operation and results are examined.

WICHE completed a study of the process of transferring mental health technology from one state to another, specifically the advantages and problems of modifying a treatment outcome assessment methodology developed in Oregon for use in Colorado. The project, which had the active observance and evaluation of other WICHE states, contributed to a broad regional understanding of knowledge transfer, intergovernmental relations, and performance contracting associated with the problems of developing a statewide treatment outcome assessment program among the western states.

The Mental Health and Human Services Program published reports dealing with the treatment of persons who are chronically mentally ill and concerning mental health problems of ethnic minorities. In addition, WICHE coordinated attendance of twenty persons at an international meeting to discuss the human side of energy development and conducted a two-part management institute for mid-level managers of mental health centers.

Finally, groundwork was laid for appointment of advisory councils in mental health and criminal justice areas to assist WICHE in oversight, development, and constituent participation in those fields.

Joe Alexander, Program Director, (303) 497-0250



Commissioner Don W. Driggs, Reno  
Professor, Department of Political Science, University of Nevada, Reno

Commissioner Patricia A. Geuder, Henderson  
Associate Professor of English, University of Nevada, Las Vegas

Commissioner John M. Vergiels, Las Vegas  
State Assemblyman



## New Mexico



Commissioner William E. Davis, Albuquerque  
President, University of New Mexico

Commissioner Lenton Malry, Albuquerque  
Bernalillo County Commissioner

Commissioner Alfonso E. Ortiz, Las Vegas  
Assistant Professor of Education, New Mexico Highlands University

## Minority Education Program

WICHE's goals of broadened educational access and equity of opportunity to acquire higher education are assisted by its Minority Education Program, organized under a new director in September 1979. Broad program goals are to: (1) develop regional programs that will help improve the access and retention of minority students in higher education, especially in academic areas where they have not been traditionally represented; (2) initiate various program strategies that will assist minority faculty, administrators, and researchers in their professional development; and (3) identify policy issues that affect minorities in higher education; open lines of communication and establish a network with the minority education community in the West; and research, analyze, and disseminate information on minorities in higher education.

One way that WICHE is working toward those goals is through administration of the Western Name Exchange, a consortium of twenty-seven western universities that seek to improve the access of minorities into graduate and professional schools by collecting and exchanging names of upper division minority students interested in graduate study.

The Minority Education Program sponsored a series of forums to explore issues in higher education that affect minorities in the West. Goals are to bring together professionals with varying points of view to discuss the issues and recommend changes that will accommodate the needs of minorities in higher education and provide policy makers with a better understanding of the problems minorities face. Forum topics in 1980 addressed bilingual training programs in higher education, the success of black institutions, service to minority students by rural and urban colleges, increased minority participation in engineering and scientific fields, and opportunities for minorities in the nursing profession.

Developmental plans are aimed at a research project designed to increase the involvement of minorities and women in educational research and development, creation of a fellows program for minorities working in higher education, training of higher education policy makers in bilingual education, and an expanded series of forums on critical issues in higher education affecting minorities.

Leonard Salazar, Program Director, (303) 497-0260

## Oregon



Commissioner Keith Burns, Portland Attorney

Commissioner Georgia A. Gratke, Roseburg

Commissioner Roy E. Lieuallen, Eugene  
Chancellor, Oregon State System of Higher Education

## Utah



Commissioner Terrel H. Bell, Salt Lake City  
Commissioner of Higher Education, Utah State Board of Regents

Commission Chairman Donald B. Holbrook, Salt Lake City, Attorney and Chairman, Utah State Board of Regents

Commissioner Karl G. Swan, Tooele  
State Senator



## Washington Intern Program



Commissioner Phyllis Erickson, Parkland State Representative

Commissioner Glenn Terrell, Pullman President, Washington State University

Commissioner Frederick P. Thieme, Seattle Affiliate Curator, Burke Museum, University of Washington

One measure of the excellence and effectiveness of education is its application to the world of work. There is a growing awareness of the need to blend theoretical with practical education. One way to accomplish this is through internships in which students are provided valuable work experiences to complement their more formal education. WICHE has provided such opportunities since 1968 through its Intern Program, which has assisted 1,600 students to provide needed service to local sponsoring agencies and receive important career experiences related to academic training.

Through this program, students gain professional work experience and test their career interests, while sponsoring agencies secure talented and motivated manpower for short-term, locally designed projects in a wide variety of fields. During 1980, fifty-seven WICHE interns contributed in such fields as environmental planning, economics, rural health planning, business, and industrial and transportation planning.

In 1980, WICHE moved beyond stimulating internships into evaluating those experiences. Interns from several years ago participated in a WICHE study to assess the impact of their experiences on subsequent careers. Almost 90 percent reported the internships facilitated entrance into their current career field, assisting them in clarifying their future educational needs and in locating suitable employment after they completed school.

In order to assess the value of internships in more depth, WICHE is engaged in a project to survey the extent of such programs in the West, identify exemplary efforts in the field, and look for ways to evaluate and then improve existing programs.

In 1981, WICHE will continue efforts to provide internships in the fields of economic development, multicultural education, and rural health while proceeding with efforts to improve existing internship programs for the benefit of both sponsors and students in the region.

Holly Zanville, Program Director, (303) 497-0230



## Wyoming



Commissioner Francis A. Barrett, Cheyenne Physician

Commissioner Edward H. Jennings, Laramie President, University of Wyoming

Commissioner William G. Rector, Cheyenne State Senator

## Economic Development Program

Economic development issues are high on the agenda of policy makers in the West today. Energy development, the cumulative regionwide impact of major federal public works projects (such as the MX missile), urban growth management, water policy, the future vitality of agriculture and small business, international trade, shortages of trained manpower for rapidly growing industries like microelectronics and energy production—these and other complex issues have ramifications which cross state lines and must be addressed by public officials and private industry in seeking balanced, quality economic growth and development in the West.

Higher education has great potential as a resource to help meet these challenges if effective bridges can be built between academia and those in the economic development field.

In 1980, WICHE organized a major regional conference on economic development and higher education, with the cosponsorship of the Western Governors' Policy Office (WESTPO) and the Council of State Community Affairs Agencies (COSCAA). The conference convened over 100 representatives of state and local government, legislatures, regional organizations, federal agencies, business and industry, and higher education to identify issues, discuss barriers to more effective collaboration, and recommend directions for action to improve the effectiveness of higher education's contribution.

Work was begun in 1980 by WICHE's Economic Development Program, in cooperation with other multistate organizations, on projects to implement the conference's recommendations. One of the first tasks is to appraise the status of academic service to public and private agencies concerned with economic development in the region. In 1981, the program will be assessing more extensively the issues, needs, and concerns of economic development agencies and higher education institutions with respect to cooperation and collaboration. The program is compiling a resource directory of organized university programs that currently provide policy research, technical assistance, information, and similar technical services on subjects related to economic development. It also will gather and disseminate information on models for more effective resource sharing between higher education and the economic development field.

Evan Metcalf and Holly Zanville, Program Co-Directors, (303) 497-0265



### Executive Staff, Boulder, Colorado

Phillip Sirotkin,  
Executive Director, WICHE

Richard W. Jonsen,  
Deputy Director, WICHE

## **WICHE Publications: Recent Selections\***

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### **Higher Education Planning**

- Tuition and Fees in Public Higher Education in the West: Practices, Trends, Policy Considerations, 2A77, \$4.00**
- Administrative Salaries at Colleges and Universities in the West 1979-80, 2A80, \$4.00**
- High School Graduates: Projections for the Fifty States, 2A59, \$4.00**
- Inventory of Doctoral Programs in the Western United States: June 1980, 2A71, \$6.00**
- Doctorate Mobility: Geographic Origins and Destinations of Doctorate Recipients in the West, 2A67, no charge**
- Postsecondary Education Program Review: Report of a WICHE-NCHEMS Workshop and Study, 2A58, \$3.00**
- Doctorate Production in the West, 1967-1977, 2A75, no charge**
- Productivity in Doctoral Education, available mid-1981**

### **Health and Human Services**

- Implementation of the Plan to Regionalize Optometric Education in the West, 2A76, no charge**
- Manpower Considerations in Providing Mental Health Services to Ethnic Minority Groups, 3B17, \$4.00**
- Communicating Nursing Research, Vol. 13: Directions for the 1980s, 2C116, \$10.00**
- Instruments for Use in Nursing Education Research, 2C110, \$15.00**
- Criminal Justice Education in the West: An Agenda for the Eighties, 3D24, \$2.00**
- A Synthesis of Research on Nursing Home Reimbursement, available mid-1981**
- A Synthesis of Research on Client Needs Assessment and Quality Assurance Programs in Long-Term Care, available mid-1981**
- Staffing Community Services for the Chronically Mentally Ill, available early 1981**
- Rural Health in the West: An Inventory of Education and Administration, available mid-1981**

### **Student Exchange**

- The WICHE Student Exchange Program: Academic Year 1980-81, 2A78, no charge**
- Your State Can Help You Obtain Professional Education, 2A70, no charge (information brochure on Professional Student Exchange Program)**
- Accept a Challenge in Mineral Engineering, 2A50, no charge (information brochure)**
- Increase Your Opportunities Through Exchange Programs in Three States, 2A64, no charge (information brochure on Community College Exchange Program)**
- Examination of the Student Exchange Program in Light of the Changing Environment, staff report, no charge**

### **Minorities**

- Representation of Minorities in Higher Education in the West, 2A57, \$3.00**
- Minority Employment in Western Higher Education: Faculty, Administrators, Professional Staff, 2A72, \$3.00**

### **Economic Development**

- Higher Education and Economic Development in the West: Report of a Regional Conference, 2B152, \$4.00**
- A Directory of Applied Research and Public Service Resources for Economic Development at Western Colleges and Universities, available spring 1981**

### **Intern Program**

- Internship Programs in the West, available early 1981**
- Casebook on Practice in Internship Education, available late 1981**
- Internship Program Evaluation System, available late 1981**

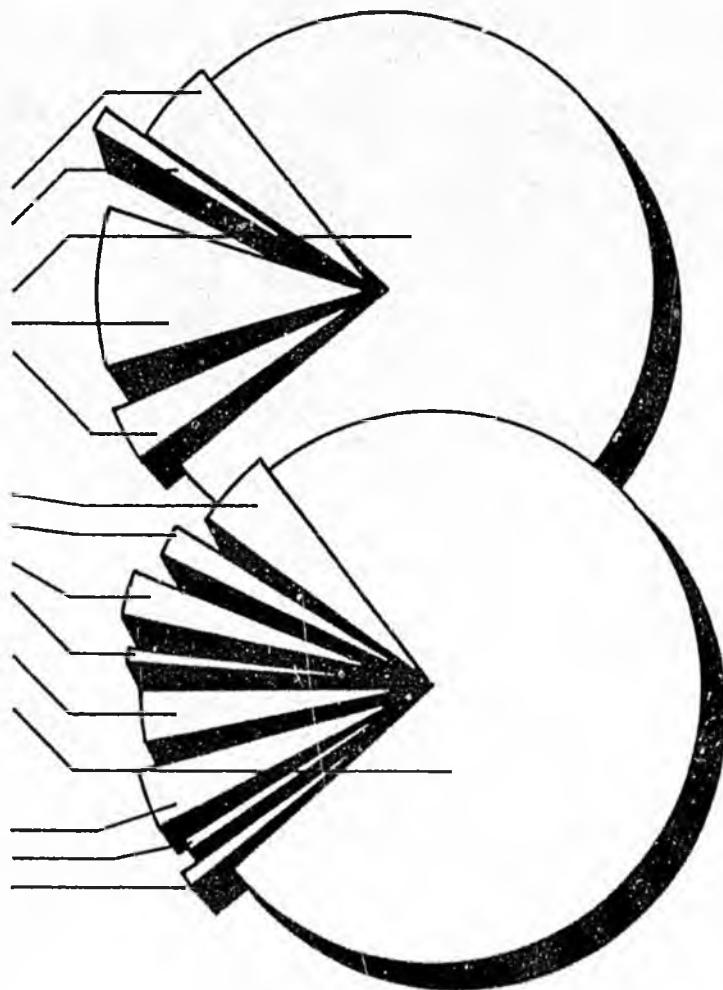
### **Periodicals**

- WICHE Reports, quarterly newsletter, no charge**
- Graduate Education Project Bulletin, bimonthly, no charge**
- WICHE Annual Report, no charge**
- WICHE Four-Year Program and Financial Plan, annual, no charge**

\* A more complete list of publications is available by contacting the Publications Office at WICHE.

# Summary of WICHE Cash Receipts and Disbursements

Cash Balance (July 1, 1979)	\$ 500,825
<b>INCOME (FY ended June 30, 1980)</b>	
Appropriations from States	\$ 549,500
State Mental Health Contributions	\$ 110,000
Student Exchange Program	
Support Fees from States	\$ 9,881,518
Grants and Contracts	\$ 1,056,621
Fees, Interest, and Other Income	\$ 319,345
<b>Total Income</b>	<b>\$ 11,916,984</b>
<b>DISBURSEMENTS<sup>1</sup></b>	
Administration and Basic Operations <sup>2</sup>	\$ 614,182
Nursing Program	\$ 196,470
Intern Program	\$ 316,319
Minority Education Program	\$ 44,607
Mental Health and Human Services Program	\$ 377,447
Student Exchange Support Payments to Schools	\$ 9,905,695
Student Exchange Program Management, Regional Optometric Education Project, and Graduate Education Project	\$ 368,878
Economic Development Program	\$ 43,982
Health Resources Program	\$ 73,303
<b>Total Disbursements</b>	<b>\$ 11,940,883</b>
Cash Balance (June 30, 1980) <sup>3</sup>	\$ 476,926



1. Only direct cost expenditures are shown for program funds. Indirect costs are charged to programs in the internal accounting records, but they are not included in program expenditures on this statement because they are reflected in the WICHE administrative and basic operation expenditures.

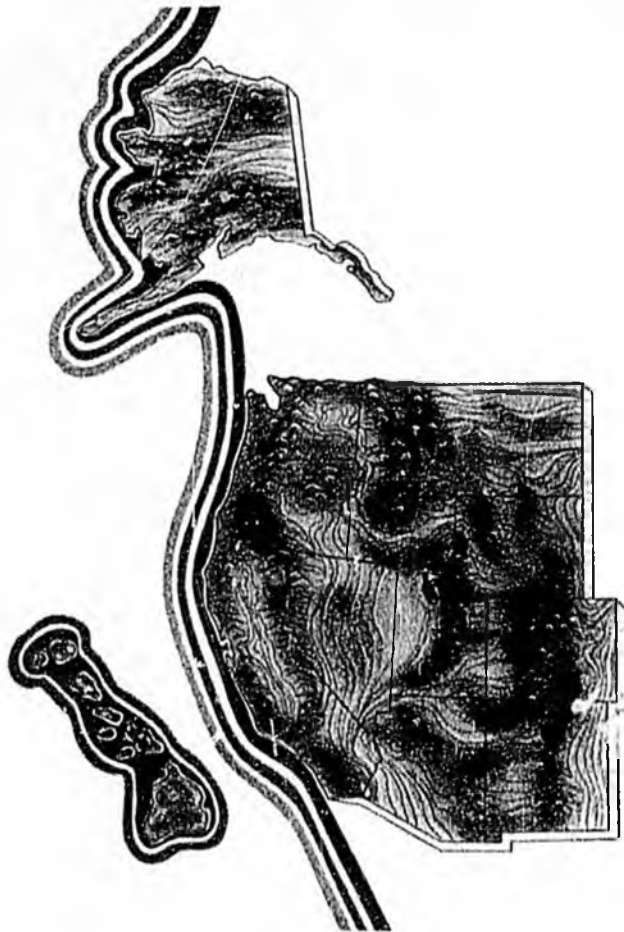
2. Includes the expense (net of payment received from NCHEMS for services provided under contract) of the Executive Director's Office, the Deputy Director's Office, Communications Office, WICHE publications and printing, Business Office,

Affirmative Action Office, Personnel Office, Library Services, and meetings of the Commission.

3. This balance represents advance payments on grants, a contingency balance, and an accrued vacation benefit reserve.

**WICHE**, the Western Interstate Commission for Higher Education, is a nonprofit regional organization. It helps the thirteen member states to work together to provide high-quality, cost-effective programs to meet the education and manpower needs of the West. Member states are Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming.

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Western Interstate Commission for Higher Education  
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(303) 497-0200

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