

ALASKA LEGISLATIVE COMMITTEE PRINTS AND PUBLICATIONS

1678 SJ SB 99 - SB 100

League of Women Voters of Alaska

February 9, 1981

Mr. Chairman and Members of the Committee:

My name is Margaret Holland and I represent the League of Women Voters of Alaska. The League supports Committee Substitute for Senate Bill 99 which will bring the commitment and enforcement of Federal Title IX to the state and local level. The measure would also carry out a section of the Alaska Constitution which requires that no person is to be "denied the enjoyment of any civil or political right because of race, color, creed, sex or national origin." Although prohibition against sex discrimination was added to the constitution by voters in 1972, the Legislature has never passed a law implementing this section.

The League of Women Voters has a strong national position aimed at action to achieve equal rights for all regardless of race, or sex, and to provide equal access to quality education. If we all agree that discrimination because of sex should not exist, then lets pass Committee Substitute for Senate Bill 99.

The League believes that access to a sexually unbiased education is a crucial first step toward economic independence for women. Today women nationally earn 59 cents for every dollar earned by men. Women heads of families live in poverty. The Alaska Department of Labor's May 1980 report on women in the labor force indicates that in 1979 women employed in state government earned only about 66 percent the salary that male employees earned. This has not changed in 1981, and every indication is that women are loosing not gaining in salary equalization. Sixty percent of the total female work force at both the state and national level are in service or clerical positions. Why does occupational segregation continue? National studies reveal that the choice of educational pursuit significantly influences an individual's earning ability. We rely on schools to prepare our children for a place in society and yet schools continue to treat young women as less important than their male classmates, and less worthy of educational stimulation which will and should prepare them for careers. Without self-esteem, confidence flags; with it a child gets an energy charge. The brighter a boy is, the better he expects to master a task; but the brighter a girl is, the worse she predicts she'll do. By the time that girls are in high school and college, they have lost so much faith in their problem-solving ability that they attribute their achievements to hard work or luck, while boys attribute their achievements to their basic abilities and skill. Now, I ask you, why shouldn't girls be programmed to believe in thier skills and abilities?

While great strides have been made in the last several years in the area of textbook reform in some Anchorage schools and in funding athletic programs for young women, these isolated incidents are not enough and are not uniformly practiced throughout the state. Without this state enabling legislation we can expect schools to turn a cold shoulder to educational equality when it becomes convenient to do so, or when it becomes expensive. CSSB 99 will provide the State Board of Education with authority to withhold state funding to schools which do not implement Title IX, this is a particularly important provision of the bill especially in the light of proposed legislation which would provide total state funding for schools

I'd like to be sure that my daughter will have every opportunity to be as successful as your son. I want the world to change, to believe that women are every bit as capable as men to be trained to be self supporting. I want a world which accepts women in "non-traditional" jobs as the norm and not the deviation.

You ask what you can do? Well for starters, you can pass Committee Substitute for Senate Bill 99. Then you can ask all your colleagues to support this bill as it wends its way through committee hearings and when it reaches the Senate Floor. The League of Women Voters of Alaska urges you to support Committee Substitute for Senate Bill 99. Thank you.

5

MSG 81-00003947 PRTY 1 02/09/81 10:30:23 ORIG LF00 IN= 0002 OUT= 0019
FROM: TAMMY TO: JUNEAU INFO
TARGET: LJH2 SUBJ: POM PAGE 0001

TO: SEN. RODEY, BENNETT, HOHMAN, PARR, RAY

FR: SUSAN STITHAM, CHAIR OF N.E.A. ALASKA CAUCUS, BOX 80913,
COLLEGE, AK 99708, . PH. 452-8413

RE: SENATE JUDICIARY MEETING ON SB 99.

N.E.A. ALASKA WOMANS CAUCUS URGES THE PASSAGE OF SB 99. THE YOUTH
OF ALASKA NEED THIS BILL.

5

RECEIVED

FEB 17 1981

MSG 81-00004705 PRTY 1 02/13/81 17:51:47 ORIG: LA00 IN= 0017 OUT= 0072
FROM: ROBERTA TO: JUND INFO

TARGET: LJH2 SUBJ: POMS

PAGE 0001

TO SENATORS RODEY, BENNETT, HOHMAN, PARR, RAY RCA-ARCH 264-7000
FROM JOYCE MANSFIELD RIVERS, ST. COORDINATOR, NOW, AK., 2741 W. 42ND PLACE,
ANC., 99503, 248-2909

I URGE YOUR SUPPORT FOR SB 99, DESIGNATED MINI-TITLE 9, WHICH WOULD
ELIMINATE SEX BIAS IN ALASKA'S EDUCATIONAL SYSTEM. THIS BILL WILL ASSIST
IN ASSURING EQUALITY IN EDUCATION STATEWIDE. PLEASE VOTE IN FAVOR OF THIS
BILL AND WORK FOR ITS PASSAGE OUT OF YOUR COMMITTEE WITH A FAVORABLE
RECOMMENDATION.

*Conrad
Allen*

200



Official Business

Alaska State Legislature

Senate

Committee on Judiciary

Porch V
State Capitol
Juneau, Alaska 99811

A G E N D A

SENATE COMMITTEE ON JUDICIARY HEARING

Butrovich Committee Room

1:30 p.m., Wednesday, February 25, 1981

CALL TO ORDER.

CSSB 99 "An Act prohibiting sex discrimination in education in the state and implementing art. I. sec. 3 of the Alaska Constitution."

HEARING OF SCHEDULED TESTIMONY:

Robert Greene
Association of School Boards

Bill Brown, Counselor
Floyd Dryden Junior High School

Professional Business Women's Club
Claire Strand
Joleen Whinther

Robert Cooksey
National Education Association

Alice Bergdoll - Individual

Margaret Holland
Alaska League of Women Voters

Barbara Dale
Commission on the Status of Women

Susan Clark
American Association of University Women

Steve Hole
Department of Education

ADJOURNMENT



Official Business

Alaska State Legislature

Senate

Committee on Judiciary

Pouch V
State Capitol
Juneau, Alaska 99811

February 25, 1981

Mr. Eugene Kubina
P. O. Box 1665
Valdez, Alaska 996

Dear Gene:

I enjoyed our conversation today and am sorry you were not able to appear before the Committee for testimony on Senate Bill 99.

Enclosed is a draft of a Committee Substitute, and would appreciate any comments you may have.

I'll keep you informed of the progress of this Bill.

Sincerely,

Oleta D. Simmons
Research Analyst



NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

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Robert C. Manners
Executive Secretary
Juneau Office

Robert C. Cooksey
Deputy Executive Secretary
Juneau Office

James D. Alter
Field Staff
Juneau Office

Charles L. O'Connell
Deputy Executive Secretary
Anchorage Office

Dianne Anderson
Field Staff
Anchorage Office

Steve Pulkkinen
Field Staff
Anchorage Office

Mary Ann Eininger
Deputy Executive Secretary
Fairbanks Office

TO: Chairman Rodey
Members of the Senate Judiciary Committee

FROM: NEA-Alaska

SUBJECT: Senate Bill 99:
"An Act Prohibiting Sex Discrimination in
Education in the State and Implementing
Article I, Sec. 3 of the Alaska Constitution"

MEMORANDUM OF SUPPORT

NEA-Alaska strongly supports and urges passage of Senate Bill No. 99.

Data released by the Department of Education last year suggests that 25% of the Alaska school districts have not yet complied with the district self-assessment requirement of the 1972 Federal Title IX Act. As a result, problems attendant to sex discrimination continue to exist in our schools.

This bill brings the remedy for problems closer to the local level and shifts the focus from enforcement to the more important concept of affirmative action.

If we are to more effectively address the totality of the problem of sex stereotyping in Alaska's schools, and in our communities around the state, it is essential that we pass Senate Bill 99, now.

This bill is a clarification of the 1972 Federal Title IX Act, and as such it clarifies the meaning of questionable items, it makes a commitment to resolve them, and it insures a level of accountability for enforcement and implementation.

Respectfully submitted:

Robert Manners
Executive Secretary
9 February '91



Official Business

Alaska State Legislature

Senate

Committee on Judiciary

Pouch V
State Capitol
Juneau, Alaska 99811

MEMORANDUM

TO: Senate Judiciary Committee

FROM: Kevin Bruce

RE: CSSB 99 - Prohibiting Sex Discrimination in Education

The following materials have been submitted to the Committee for consideration of CSSB99:

- A. Fiscal Note
- B. Statement from NEA-Alaska
- C. Statement from Barbara Schumann, Commission on the Status of Women
- D. Report from Anita Robinson, Commission on the Status of Women
- E. Statement from Margaret Holland, League of Women Voters
- F. Material from Susan Clark, American Association of University Women

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST
 Bill/Resolution No. SB 99
 Title Prohibiting Sex Discrimination in Public Schools
 Requested by Senate HESS Date 1/23/81

II. FISCAL DETAIL
 Agency Affected Education
 Program Category Affected Boards and Commissions
 BRU, Program, or Subprogram(s) Affected State Board of Education
 (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.						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING (Thousands of Dollars)


GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

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

This bill has negligible fiscal impact.

IV. DATE 1/23/81 PREPARED BY  Steve Hole
 AGENCY Department of Education
 PHONE 465-2800
 Original: Legislative Finance
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)

STATEMENT TO ALASKA ASSOCIATION OF
SCHOOL ADMINISTRATORS

OCTOBER 15, 1980
Fairbanks, Alaska

My name is Barbara Schuhmann. I practice law here in Fairbanks with the firm Merdes, Schaible, Staley & DeLisio. I also serve as the Vice Chair of the Alaska Commission on the Status of Women. I want to thank you and especially Commissioner Lind for allowing me time from your very busy schedule to address you.

The Commission was formed in 1978 by legislation which directed us to implement the findings of a 1977 Preliminary Study on the Status of Women in Alaska, to perform further research and make further recommendations to enhance the status of women in the state. The legislation directed us to look into four areas of concern in particular. The first listed in the law was education.

In 1977, a Preliminary Study on the Status of Women in the State was presented to the governor. That study indicated sex bias was prevalent in most of Alaska's educational institutions.

Last year, the Commission appointed a special committee on education. I am a member of that committee. The Commission as a whole has held hearings on sex bias in education by teleconference across the state, and in Anchorage. We have received public comment at our meetings in Fairbanks, Juneau, Kenai and Nome. We have also received recommendations from the Statewide Native Women's Organization in Fairbanks a Women and Poverty Conference, a Bethel Regional Women's Conference (held just last week), and a Black Women's Conference held in Anchorage.

I think I can state without exception that the right to receive fair and equitable education and employment opportunities for girls and women was prime concern voiced over and over again. There are very grave discrepancies in the sports opportunities afforded girls as compared to those

afforded boys. Girls and women should have an equal opportunity to the valuable lessons to be learned and benefits to be gained from sports participation. Vocational training is of particular concern. At last week's Bethel Conference, the suggestion was made that vocational counseling begin early on in grade school. The women here felt that high school was much too late to receive such counseling to be meaningfully prepared for the education and career one might later choose in life.

Homemakers who find themselves forced to work because of death or divorce after many years of working in their homes find they are "displaced". They did not train themselves in job skills necessary for them to support themselves and perhaps their dependent children. Sometimes the only helping hand held out is welfare. These displaced homemakers have told us that their school never really prepared them for the real facts of life:

- that 90% of all women in this country will be employed at some time in their lives;
- that 40% of the labor force is comprised of women;
- that the majority of women who work do so because of economic need;
- that even if a woman marries, she can expect to work 25 years outside her home.

Testimony taken at our hearings indicates that only about one-fourth of the school districts in the State of Alaska are in paper compliance with Title IX, which is the federal law which requires sex equity in education, under pain of losing federal funding. This brings me to my real purpose in appearing before you today.

The Commission urges you to comply with Title IX. We ask that you not only comply on paper, but that you make a real commitment to eliminate sex discrimination in the educational institutions of your respective communities. You all should have Title IX Coordinators. We ask that you support that person with the commitment he or she needs to really analyze your practices and policies and really set about to correct any shortcomings.

I want to commend you on the progress you have made to date. I see you have the first female superintendent since statehood. I commend your efforts to assist women to train to become administrators and superintendents. But your efforts to date have not been totally satisfactory, and would only earn a "D" or an "F". Because of the Commission's dissatisfaction with the status quo, we have strongly endorsed passage of a state Title IX bill.

In the last legislature, such a bill was introduced and passed the House: House Bill 411. Unfortunately, it died in the Senate. However, I can assure you we will continue in our efforts to obtain passage of such legislation. First, it would help to assure compliance with federal law and our state constitution which guarantee equality of opportunity without regard to sex in all government programs. This bill will assure sex equity in textbooks and curricula, which is not covered by federal law. Finally, a local law will assure local enforcement. Our local school boards, state school board, and if all else fails, our local courts will enforce the provisions of the bill. So, my main purpose in coming today is to ask your commitment which is reflected by more than mere paper, to equality of rights of your employees and students, regardless of their sex. If sex equity in education could be carried out, we wouldn't need further legislation.

I would also like to share with you some of the recommendations I have heard at our various meetings around the state and those which came from conferences which the Commission helped to sponsor. In addition to the problems I have already mentioned concerning lack of equitable vocational education and training programs, and counseling early enough to make a difference, I have heard the request for education and counseling in the areas of alcoholism, drug abuse, and domestic violence and abuse. These are problems facing our youngsters at earlier and earlier times in their lives. They should be taught what the real world is like, which indicates most of us will work. They should be given training that can help youngsters understand what alcoholism is, and how it affects their

families and themselves. Children who are abused are more likely to abuse their own children. Women who are battered often feel they have no alternative or resources to draw upon for help.

With the resources, tools, role models and equal educational opportunities available to both boys and girls, they will be better able to reach their full potential and contribute the maximum benefit to society. The Alaska Commission on the Status of Women is willing to work with you.



NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

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Juneau Office

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TO: Chairman Parr
Members of the Senate HESS Committee

FROM: NEA/Alaska

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"An Act Prohibiting Sex Discrimination in
Education in the State and Implementing
Article I, Sec. 3 of the Alaska Constitution"

MEMORANDUM OF SUPPORT

NEA/Alaska strongly supports and urges passage of Senate Bill No. 99.

We respectfully urge that the committee consider the language listed below as a substitute for Sec. 14.18.030. **DISCRIMINATION IN COUNSELING AND GUIDANCE SERVICES PROHIBITED:**

"All guidance and counseling services in public education are available to all students equally and shall stress access to all career and vocational opportunities to students without regard to sex."

The language as it presently appears in the bill may place an undue burden on all certificated personnel. As it is presently written it would apply to classroom teachers even though their primary responsibility may not be counseling. We believe the change listed above better directs the intent of the bill.

Data released by the Department of Education last year suggests that 25% of the Alaska school districts have not yet complied

with the district self-assessment requirement of the 1972 Federal Title IX Act. As a result, problems attendant to sex discrimination continue to exist in our schools.

This bill brings the remedy for problems closer to the local level and shifts the focus from enforcement to the more important concept of affirmative action.

Judge's ruling puts dent in Title IX, but it's not dead yet

By DOUG TUCKER
An AP Sports Analysis

KANSAS CITY, Mo.—Word spread slowly at first, like a trickle of water on hard-baked clay. By late Thursday it was a flash flood.

Telephones were jangling everywhere on the desks of coaches and athletic directors who could hardly believe their ears. Has a judge in Michigan, or some place, ruled against Title IX?

Yes. And it is a landmark decision. Federal District Judge Charles W. Joiner ruled in Detroit Monday that public schools do not have to provide equal athletic opportunities, which is to say equal money, for mens and womens programs unless the sports in question get federal money.

And there's the rub—virtually all big-time athletic departments are self-reliant and receive no government assistance. That's the precise argument put forth by the NCAA in a class action suit now awaiting docket assignment in federal court in Kansas City, Kan.—that the federal government should not dictate how an athletic department spends its self-generated funds since it gets no federal money.

"The judge's ruling could almost have been lifted verbatim from the brief filed by the NCAA," said Steve Hatchell, assistant commissioner of the Big Eight Conference.

If you're a zealous crusader for womens rights or a female athletic administrator seeking to upgrade the quality of your program, you have been dealt a frightening defeat.

If you're a budget-weary athletic director chaffing at what seems like an unwarranted intrusion of federal bureaucracy, you are celebrating.

"This has put a smile on the faces of athletic directors across the country," said Charles M. Neinas, executive director of the College Football Association.

"I think the ramifications will be disastrous," said Chuck Guerrier, director of the Womens Law Fund in Cleveland and author of a book on Title IX.

But the point to bear in mind is the decision is only one battle in a long war. It quite likely will be appealed. And there are other cases pending around the country dealing with the same point of law.

"But now a precedent has been set," said William Kramer, a Washington-based NCAA attorney. "It's a landmark decision to the extent that it's the first decision that addresses the question. Its importance in the long run will be determined by what happens from this point forward. But it's always important when a court first decides on an important issue."

Reduced to their simplest form, the complex Title IX interpretations hold that if a school has, say 200 male athletes and is spending \$400,000 on mens programs, then it must allocate

\$200,000 for every 100 female athletes it has.

The argument of athletic directors has been that football and basketball, which pay for themselves and everything else in an athletic department, should not be counted in the proportionality ratios.

"This could give the institutions the power to mold their programs as they see fit," said Tom Hansen, an assistant executive director of the NCAA. "I don't think you're going to see a great backing away from financial support for womens programs."

The long-range results of the

Michigan ruling cannot be known without a crystal ball. But a few immediate affects can. The Office of Civil Rights even now has investigators throughout the country checking athletic departments to see if they comply with the equal expenditure dictates.

"If you're an athletic director sitting out there somewhere and OCR investigators show up you can say, 'I don't think you have any standing because a federal judge in Michigan has ruled that you do not.' Besides, the Reagan administration has been saying they want to get government out of our

lives, to reduce regulations. The OCR tries to bluff and scare you. They've been out there counting showerheads and locker stalls. Now the institution will be in a much more solid negotiating position. They don't have to acquiesce to everything the investigators say."

Ironically, Judge Joiner acted less than six weeks after womens athletics scored a major victory at the NCAA convention in Miami. The NCAA membership, after bitter debate, passed by paper-thin margins proposals to sponsor womens championships and bring women into the association's governing structure. And

in a concession to women whose support it was seeking, the NCAA hinted broadly it might negotiate a compromise in its Kansas City, Kan., suit or forget it altogether.

"This will have no affect on the NCAA's commitment to womens athletics," an NCAA spokesman said Thursday. But eventually it could have because the membership can overturn at a subsequent convention anything it approved before and given the freedom of choice in these days of inflation and money crunch, many schools might be unwilling to commit as much for womens programs as they thought they

had to

Another important point is that state-supported schools are subject to the equal rights protection of the 14th amendment. And many states have laws banning sex discrimination.

"It's not a total, clear-cut defeat of the spirit and intent of Title IX," said Hansen. "But it does take OCR out of it."

And if that turns out to be the case when all is said and done, look at the advantage private schools like Notre Dame might have over state schools like Oklahoma when the time comes for budgeting for football recruiting.

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Preface

From Biased Textbooks

Published by The Nat'l Foundation for the Improvement
of Education c. 1974

Research on the images of males and females in textbooks was funded
by a grant from The Rockefeller Family Fund

Textbooks clearly represent a powerful mechanism of providing our children with a vision of the world about them. Not only do they provide them with a vision of what the world is like, but also what is important in the world around them. Children learn about what is good, who and what is to be valued, and how they should conduct their own lives. Seldom have we given adequate attention to the messages that are subtly conveyed to children.

The past ten years have seen an increasing amount of attention being devoted to gaining an understanding of the messages of textbooks. Racial and ethnic minorities were the first to raise questions about the omission of their contributions and role in our society, and the stereotyped ways that they were presented. Women are now beginning to document the similar omissions of their contributions and role, and the negative stereotyped ways they have been presented.

The following research represents one of the most comprehensive studies of the presentation of men and women in textbooks that has been completed to date. Lenore Weitzman and Dianne Rizzo have provided an excellent analysis and description of the problem. The patterns of omission and stereotyping are clearly documented.

Documentation is not enough. Teachers, parents, students, policy makers, and other interested persons must act. Each of us can contribute to bringing about change in textbooks. A list of specific action steps is included to encourage you to accept the responsibility of helping to provide our children with textbooks that provide alternatives. Textbooks that portray the diversity of our society and the life styles of individuals. And textbooks that encourage and inspire them to develop their talents, abilities and potential in the manner that is unique.

Images of Males and Females In Elementary School Textbooks In Five Subject Areas

LENORE J. WEITZMAN AND DIANE RIZZO

Despite recent technological advances the textbook remains a cornerstone for our educational system. The textbook represents the officially prescribed body of knowledge which the school age child is to master. It is thus an important and unique authority for a young child.

Although the primary function of textbooks is to convey information about a specific subject area, textbooks also attempt to instruct the child in ethical and moral values. They portray what is good, desirable and just. They provide the child with a vision of the future and aid him or her in establishing personal goals for the future. Thus, at the same time that a child is learning history and mathematics, books are also influencing values and aspirations. The results are that textbooks actually provide two distinct forms of knowledge to the young reader. The first kind of knowledge consists of information and skills in a specific subject. The second kind of information consists of ethical prescriptions, a vision of the good life, and the motivations and incentives to attain it.

This second type of information, what sociologists refer to as the "latent content" of textbooks, also conveys images of appropriate male and female behavior. Textbooks provide norms and standards for how men, women, boys and girls should act. This research report focuses on the latent content of textbooks: it examines and analyzes the ways the two sexes are portrayed and the types of behavior encouraged for each.

Methodology

1. Age Distribution in Textbooks



The object of this research was to systematically analyze the textbooks being used in the average classrooms in the United States today in grades 1 through 6. Instead of examining the current best sellers, or the most innovative books, we sought to sample books that had been used in most schools during the past five years. In this way we hoped that our study would reflect the situation in the typical classroom in the United States, not just the avant garde in education. An expert panel of educators and publishers was consulted to determine the most widely used textbooks over a five-year period¹ in science, mathematics, reading, spelling and social studies.²

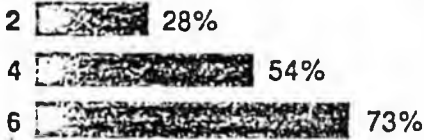
The major focus of this analysis was the textbook illustrations, as they provided a single uniform indicator with which to compare the different series. Each person in each illustration was categorized along 50 different dimensions including age, sex, race, expression, activity, and occupation. The coded data provided the basis, for a systematic analysis of the

representation of males and females, as well as the differences by grade level and subject area.

Major Findings

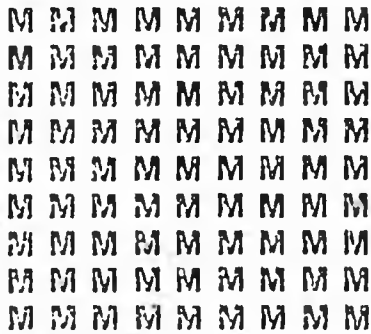
2. Percentage Adults by Grade Level

GRADE PERCENTAGE ADULTS



3. Racial Distribution of Textbook Illustrations

WHITE 6480



BLACK 640

AM. INDIAN 320

ASIAN 160

LATIN 80

4. Sex Distribution in Textbooks

PERCENTAGE OF ILLUSTRATIONS

MALE 69%

FEMALE 31%

5. Sex Distribution by Grade Level



In examining the people in the world of textbooks, three major classifications were used: age, race and sex.

Age With regard to age, we found that the majority of the pictures, 57%, are children, while adults are 43% as shown in Figure 1. The large number of children in the illustrations makes it easier for a child to identify with the pictures and, therefore, to assimilate the lesson.

However, as Figure 2 indicates, the higher the grade level, the larger the percentage of adults. While adults are only 28% of the pictures in the first grade, by the sixth grade they are 73% of the total. Thus the textbook world shifts from the world of the child to the world of the adult. And, as the child grows older, he or she is also supposed to shift to adult role models—to imagine the self as an adult and to learn what behavior is appropriate for an adult.

Race With regard to race, we found that the textbook world is primarily a white world. As shown in Figure 3 whites are 81% of the illustrations, while only 8% are black, and even fewer are American Indian, Latin, Chicano or Asian. This underrepresentation of minorities means that the minority child is more likely to feel excluded—and will have more difficulty in identifying with the textbook characters. In addition, all children are deprived of a well-rounded picture of our society.

As with age, the proportion of minority persons changes with the grade level of the textbook. In each series the proportion of minority persons decreases as the grade level of the textbooks increases. Thus 33% of the illustrations are of minority persons in the first grade, but this decreases to 26% by the 6th grade. In math the percentage of minority persons declines from 25% to 15%; and in science from 11% to 8%. Thus with each successive year in each series, nonwhites are increasingly excluded from the world of textbooks.

Sex Since women comprise 53% of the U.S. population, one might logically expect half of the illustrations to be female. However, females are only 31% of the textbook total—while males are 69%, as illustrated in Figure 4. Of the total of over 8,000 pictures analyzed, more than 5,500 are male. Males overwhelmingly predominate.

The percentage of females varies by grade level. They are 32% in the second grade but decline to only 20% by the sixth grade.

This means that by the sixth grade there are four pictures of males for every one picture of a female. The percentage of males, in contrast, increases with each grade level, as is vividly illustrated in Figure 5. As a greater proportion of the pictures become adults, women become less numerous, and by implication, less important as role models.

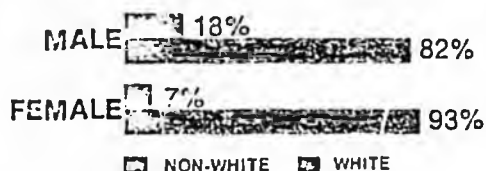
This declining representation of females is particularly striking in some of the series. For example, in spelling, 43% are females in the second grade, but by the time we reach the sixth grade the percentage has declined to a mere 15%. In science, it drops from 36% to 18%.

When we combine the sex and race categories, we find that minority females are doubly disadvantaged. As Figure 6 indicates, there are only half as many minority females as minority males.

In summary, the data indicate that the textbook world is a world of

6. Race by Sex in Textbooks

PERCENTAGE OF ILLUSTRATIONS



■ NON-WHITE ■ WHITE

Images of Boys and Girls

white males, and as the textbooks increase in sophistication, with each grade level, they become increasingly adult-oriented, and women become increasingly invisible.

It is difficult to understand the impact that these pictures have on children without examining the illustrations themselves. However, several statistically significant differences in the illustrations should be noted.

In the pictures of children, there is a strong contrast between the activities of boys and girls. First, the world of boys is one of action and energy. In contrast, girls are typically shown as passive, watching and waiting for boys. Second, most boys are shown outdoors while a greater percentage of girls are shown indoors.

A third difference is in the traits encouraged in boys and girls. Boys are encouraged to be skillful and adventurous. In contrast, girls are encouraged to pursue homemaking and grooming. Throughout the textbooks girls are shown in domestic roles doing household chores, caring for others, helping their mothers, sewing, baking, mopping, making beds, dusting, and washing dishes. One message for a young girl is that she should learn to help, care for, and serve others.

Girls are also encouraged to make themselves attractive: they are shown combing their hair, trying on clothes, shopping for pretty things, sitting under the hair dryer and being rewarded for their attractiveness. It is clear that feminine success is reserved for the pretty girl.

These pictures project the message that success for girls will lie in serving, pleasing, and watching others, while success for boys will result from independence and activity. If a little girl identifies with the pictures of girls in the texts, she will be assimilating a lesson of subservience and passivity. At the same time the little boy is learning to express independence and creativity.

A fourth difference in the images of boys and girls is in their emotional expression. Girls express a much wider range of emotions. They are affectionate and often shown hugging and nurturing pets and dolls. Girls also frighten easily and are often shown crying. In contrast, boys almost never cry, and the young boy is taught that to be a man he must control his emotions. Thus, in the same way that girls are constrained by images which stereotype them as passive, boys are constrained by images which stereotype them as strong and silent. The textbooks thereby encourage both boys and girls to limit themselves—to be less than full human beings.

Finally, it is interesting to note that in a significant minority of the illustrations with both boys and girls, most of the action centers around boys. Boys act, and girls watch. Often the girls seem thrilled just to watch the boys perform.

Images of Men and Women

An examination of the images of adults in textbooks indicates that the adult world is a world of men. Men are shown in over 150 occupational roles—they are doctors, chefs, farmers, chemists, waiters, carpenters, pilots, etc. The illustrations of adult men are glamorous and exciting—and they stimulate young boys to dream about a wide range of occupational choices.

In contrast, choice is almost nonexistent for girls because the adult women in textbooks are all the same. Although adult women in our society do many things, almost all the women in textbooks are housewives.

The housewife in textbooks is hard to believe: she has little to do,

messages they receive.

Science In science, the most male-oriented series, three out of every four pictures are males. Throughout the science series the textbooks seem to imply that females have no place in the world of science.

For example, when we open the first grade science textbook, on the very first page we are told that we are going to learn about making things move. Immediately we learn it is boys who make things move. The next few pictures show boys riding bicycles and pushing objects. The following page contains a picture of a girl and movement, but here we find that the *wind* is propelling her balloon. It is clear she has *no control* over the movement of the balloon. The boy on the same page is *throwing* his basketball. This contrast continues throughout the series. When boys are shown, they are actively involved in experiments; looking through microscopes; pouring chemicals and experimenting. Boys control the action, and it is they who demonstrate scientific principles of motion, growth, energy and light.

In contrast, when girls are shown, they observe. They are shown smelling soap and perfume, and looking at rocks, thermometers and their sunburns. In some pictures girls are used as the objects of experiments, being injected or having balls thrown at them.

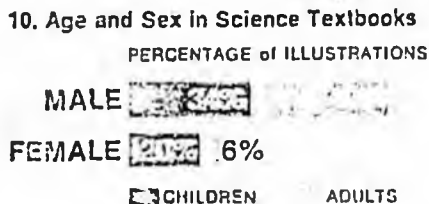
Adult women fare even worse than girls do in the science series. As Figure 10 shows, while girls are only 20% of the total illustrations, adult women are a mere 6%. In some grades, such as the 2nd grade science book, the percentage of adult women is as low as 1%. This means that in the 2nd grade science book, there are no adult women in 99 out of every 100 pictures.

Although our knowledge of women in science is terribly incomplete—because of the burdens they have had in gaining recognition for their work—at a minimum the science books could mention Madame Curie or Mary Leaky. Instead, science textbooks give children the impression that no woman has—or can—play a role in building our scientific knowledge. The scientific world is presented as a masculine domain: all scientists are male—only men do scientific work. The epitomy of the male prototype in science is the romantic emphasis on the astronaut. But, once again, it is only boys who are shown in astronaut costumes and in the text only boys are told to imagine that they can explore the moon.

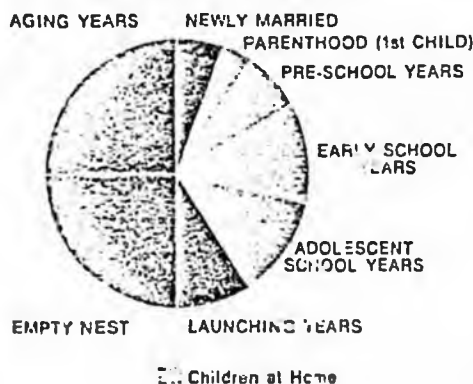
Mathematics In the mathematics textbooks most males are shown as mathematically competent, but some of the females have difficulty with simple addition and are shown as baffled by counting to 3 or 20. These "dumb girl" images are not only derogatory and insulting to a girl student trying to learn mathematics—but they clearly contradict reality, for girls do better than boys in mathematics in elementary school. Adult women are also stereotyped: they deal only with math problems of dividing pies and shopping, and some are portrayed as mathematically incompetent. It seems ironic that housewives—who use so much math in balancing bank accounts and managing household budgets—are shown as baffled by simple addition.

Another feature of the mathematics textbooks is the frequent use of sex as a category for dividing people. For example, in explaining set theory, girls are set off as people who sew and cry. When sex is used as a category, girls are told that they can be classified as different—as typically emotional or domestic.

There is also strong sex-stereotyping in the examples and math prob-



7. Married Woman's Adult Years



everything goes smoothly, and she is always happy and calm. The reality and difficulties of managing a household (juggling the demands of husband, children, cleaning, cooking, shopping, laundry, entertaining, book-keeping) and the many important volunteer activities of housewives should be discussed so that both boys and girls can understand their mother's complicated role.

Although the textbook housewife seems artificial, the image of *mothers* in textbooks is consistently positive—in fact, it is the most positive female image in textbooks. Mothers are appreciated and loved and there is a very warm and happy bond between mothers and their children. The problem is that motherhood is presented as the *only option* for girls—motherhood is shown as a full-time lifetime occupation. But, in reality, as Figure 7 shows, the average woman in the U.S. spends only one-third of her adult years raising children. Most women will want to work outside the home—or will have to work because of economic necessity—in the other two-thirds of their adult years. If our daughters are told to think only of motherhood in their futures, they will not develop the skills they will need for two-thirds of their lives.

Today, 40% of the United States labor force is female. In fact, 90% of all women in this country work outside their home at some point in their lives. One of the most frustrating experiences of working women is discovering too late that they don't have the skills or training they need for the jobs they want—or the jobs that pay well. And yet, the textbooks are encouraging the same mistake in our daughters. It is totally inaccurate to portray motherhood and work as mutually exclusive. Most girls will want both. The educational system is thwarting and simply *cheating our daughters* if it doesn't provide them with the skills and aspirations for both.

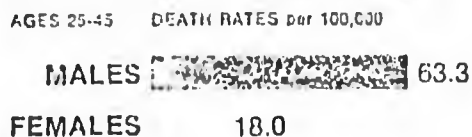
Although most textbook women are confined to their homes, a few are shown working. They are teachers, librarians, sales clerks and nurses. Thus, girls' occupational choices, when they exist at all, are severely limited.

In contrast, by providing boys with over 150 occupational choices, the textbooks encourage young boys to imagine themselves in a wide variety of roles—and to dream of becoming anything from a laborer to a doctor.

While boys learn that an exciting future awaits them, the implicit message may also be a heavy responsibility. It is clear that men *must* have jobs. In fact, all men seem to do is work. This overwhelming occupational focus—and the frenetic activity encouraged in boys—may be what leads to so many ulcers and heart attacks in adult men. As Figure 8 shows, the death rate from heart attacks among men in the prime of their lives is four times as high as it is for women—and yet the textbooks seem to be stimulating the same hyperactivity in young boys.

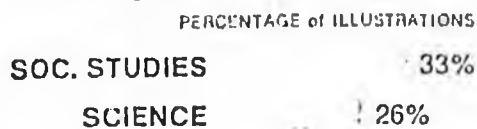
Boys who are pressured to think only of work are being constrained in the same way as girls who are told to think only of motherhood. To confine either sex to stereotyped roles is to arbitrarily restrict their individual talents.

8. Mortality Rates from Heart Disease



Subject Differences

9. Percentage Female by Subject Area

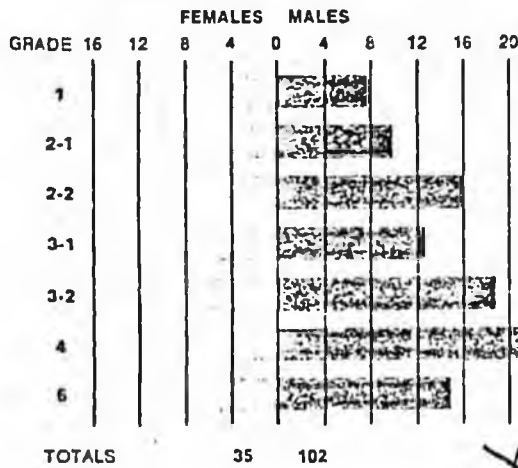


There are systematic differences in the treatment that women receive in the different subject areas.

As Figure 9 shows, the percentage of women varies from a high of 33% in social studies to a low of 26% in science. These differences, although they may not appear to be dramatic, are important in understanding why children like certain subjects and want to major in them—or why, in contrast, they may feel unwelcome or excluded because of the covert

lems. Despite the Equal Pay Act of 1963 we found math problems in which girls were paid less than boys for the same work. It would be hard to imagine a textbook publisher allowing this example if a black boy was being paid less than a white boy.

11. Males and Females in Story Titles
Reading Series



Reading In the reading series, story titles provide a good indicator of the relative importance of males and females. Boys predominate in every grade. In Figure 11, we see that in total, there are 102 stories about boys, while only 35 are about girls. When we examine the stories, we find that even the female heroines reinforce the traditional female roles. For example, Kirsten, the heroine of a third-grade story, surprises the girls who have rejected her by making Danish cookies and having the most popular booth at the school fair. The moral in this story is that girls can succeed by cooking and serving others.

But Kirsten slights herself and the very skill that has earned her favor. She says: "It's easy; even I can do it and you know how stupid I am." Thus, even when girls succeed, they tend to deprecate themselves.

In contrast, boys show a great deal of confidence and camaraderie. Among both boys and men, male pride and male bonds are very strong.

In the reading textbooks there are two kinds of roles in which females predominate. Although they are only a small percentage of the pictures, they are significant. First, more women than men are shown as mean or evil characters. It is women who are overrepresented among the witches and villains of the textbooks. By representing evil characters as women, the textbooks further reinforce the secondary status that women are accorded.

The second role in which there are more females than males is among people who are shown as clumsy or stupid, and as the foolish objects of a joke.

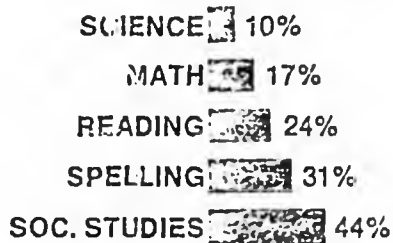
Spelling The antagonism toward women is even more pronounced in the spelling series. In the early spelling books the vowels are shown as females and the consonants are shown as males. Although one might expect statements about how necessary vowels are, or how we can't make words without them, instead the female vowels are treated in an antagonistic and derogatory manner. In the dialogue women are yelled at, kicked out, pushed around, used as puppets, and told to shut up.

Social Studies The last series, social studies, is unique in several ways. It is the only series with a strong family orientation, and it has the largest percentage of females. Here, mothers are shown as skillful, and they play an important role in passing on their cultural tradition to their daughters. There are many pictures of mothers in other cultures teaching their daughters specific skills.

The social studies series is also unique in its presentation of men in a parental role. There are many warm and tender pictures of fathers and sons; fathers instruct their sons in specific vocational skills—as well as in the ways of life.

BUT Although we applaud these pictures of fathers and sons, it should be noted that fathers teach their sons—but not their daughters. Similarly, mothers teach only their daughters. Thus, once again boys learn vocational skills and girls learn domestic skills. Because of the two sexes are segregated, and each sex learns a limited range of skills, traditional sex roles are perpetuated. Today, boys need to learn to manage in the home and to be parents, and girls need to learn about vocations and the out-

12. Percentage of Non-Whites in Textbooks
 % NON-WHITES IN ILLUSTRATIONS



Conclusion

doors. Again the textbooks could expand rather than thwart the children's potential.

The social studies series is also unique in its presentation of racial and ethnic minorities and the attention it gives to people of other cultures. As Figure 12 shows, the percentage of minorities varies by series—from a low of 10% in science to a high of 44% in social studies. Social studies is by far the best series in its representation of nonwhite and minority persons. The large number of blacks in this series demonstrates that pressure against textbook publishers *can* have some effect.

However, it is disappointing to note that publishers have not yet made the same effort with regard to women. Although this series has the largest percentage of females in pictures, still two out of every three are male. Once we move away from the home, we find that women are absent from the discussion of history, government, and society. The ways of life are still portrayed as "The Ways of Man."

After studying these textbooks for two years, we cannot help but conclude that our children are being crippled by the latent messages in their textbooks. Why not examine the textbooks you use again: count the number of males and females in the first hundred pages and examine the ways in which each sex is stereotyped. We urge you to examine the textbooks yourselves because only you can change the impact that these textbooks will have on our daughters and our sons and on the next generation of adults.

The Resource Center on Sex Roles in Education has developed suggestions for what students, teachers, teacher groups, administrators, parents and community groups can do to counteract the covert messages in textbooks. These are attached for your information.

What is most sorely lacking in the textbooks, and thus most desperately needed in the classroom, is a new image of adult women and a wide range of adult role models for young girls. Both girls and boys should learn about the history of women in this country; about women's suffrage, and the current women's liberation movement and struggle for equality; and about the female heroines of our country and our world. Girls of all racial and ethnic minority groups need to understand the roles that their foremothers have played in the development of our society. What a difference it would make if young girls could point to adult women with pride—and feel that they had an exciting life ahead. This is an imperative for our children, ourselves and our society.

¹ The sample was drawn from the teacher associations in each of these areas, faculty at educational and research institutions, and the publishers of textbooks mentioned as leaders in the field. In each subject area we tried to determine the books with the largest sales and usage pattern over the five-year period from 1967 to 1972.

² The consensus on the most widely used series varied greatly by discipline. In spelling there was almost complete agreement and the McGraw Hill series "Basic Goals and Spelling" was used. In science the Harcourt Brace series, "Concepts in Science" was used and in mathematics the Houghton Mifflin series, "Modern School Mathematics—Structure and Use," was analyzed. In reading two series appeared equal, and both were used in the analysis. These were Scott Foresman's series "New Basic Readers," and Ginn and Co.'s "Basic Readers—100 Edition." In social studies, we found the least amount of consensus, as the field was undergoing major change. We therefore deviated from our established pattern and chose a newer series, Harcourt Brace's "The Social Sciences—Concepts and Values," which appeared to be capturing the current market.

³ Mothers, however, conform to the textbook norm of domestic women and are not active. The only women in textbooks who are active are aunts and grandmothers—women who have no children of their own or who are beyond the childbearing age—as if the textbooks have to dichotomize the role of mother from those roles which show women as active and energetic people.

exclusion of female students from auto shop, wood shop and metal shop classes. In each case, the respective school district yielded before final judgment and consent decrees were entered. The school district inability to defend the discriminatory practices involved in the litigations is indicative of the lack of legal justification for those policies. Nevertheless, similar discriminatory assignment of students to vocational programs continues to exist unchallenged in many school districts.

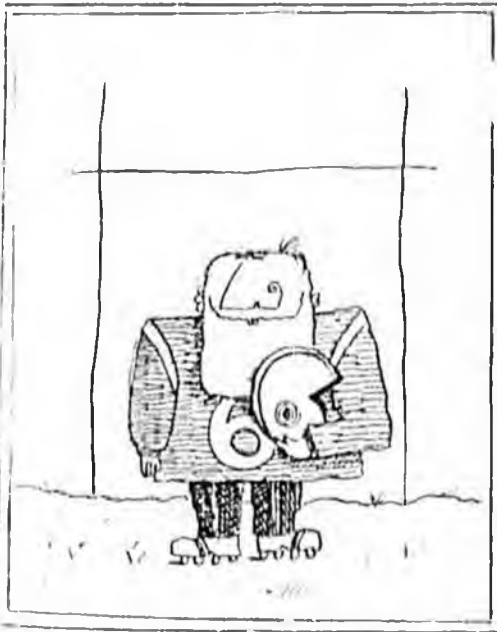
The real problem in vocational education is not that of the exclusion of women, a readily challengeable practice which was overturned in the *Sanchez, Della Casa* and *Steward* cases, but the more insidious counseling and tracking of female students into 'acceptable' vocational programs. The adoption and implementation of the HEW anti-sex discrimination guidelines will undoubtedly eliminate overt barriers to women in vocational education classes. Several approaches to the 'counseling' problem will be discussed *infra*.

Athletics

The greatest proliferation of sex litigation in education has surrounded that long-standing practice of excluding or discriminating against female students in school athletic programs. Women have routinely been denied the opportunity to enter interscholastic athletic competition, often the avenue to lucrative college scholarships and opportunities. In other instances where women are permitted to compete, their teams are often financed by candy sales while the male athletic teams are supported by generous donations in the school budget.

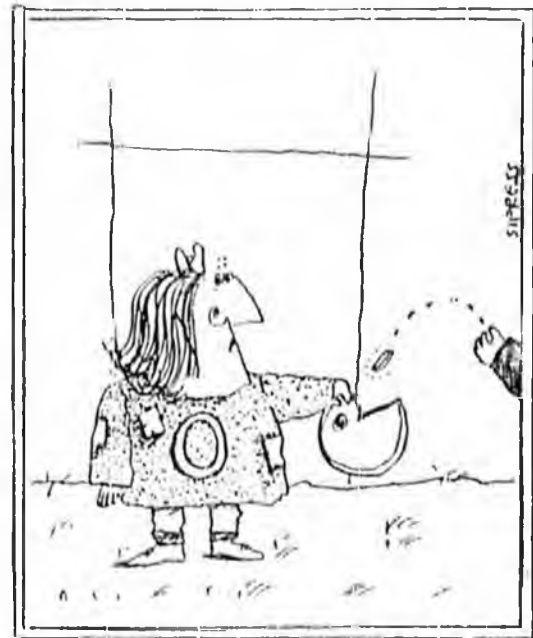
The existing structure of providing impressive athletic programs for male students while providing female students with either no programs or token programs is highly vulnerable to legal challenge. Challenges to such discrimination have generally fared well in the courts, particularly where the athletic competition involved is a non-contact sport such as skiing¹¹ or golfing¹²

CENTRAL HIGH SCHOOL BOY ATHLETE OF THE YEAR



ROCKY SMITH COLLECTED 15 VARSITY LETTERS FOR THE BOYS' TEAMS THIS YEAR AND A FULL ATHLETIC SCHOLARSHIP TO STATE U.

CENTRAL HIGH SCHOOL GIRL ATHLETE OF THE YEAR



JUDY JONES COLLECTED \$17.30 CENTS FOR THE PURCHASE OF VARSITY LETTERS FOR NEXT YEAR, GIRLS' TEAMS...

WITNESSES FOR
SENATE H.E.S.S. MEETINGS

SB 99
1-30-81

Name	Address/Phone	Representing
Steve Hole		Dept. of Ed.
Katie Hurley		Chairperson, Barbara Bushwood Comm on the Status of Women
Dore McKell	546-2610	H S Comm on Civil Rights
Wendy Bader	789-2684	Myself
Susan R Clark	6-6952	A A W

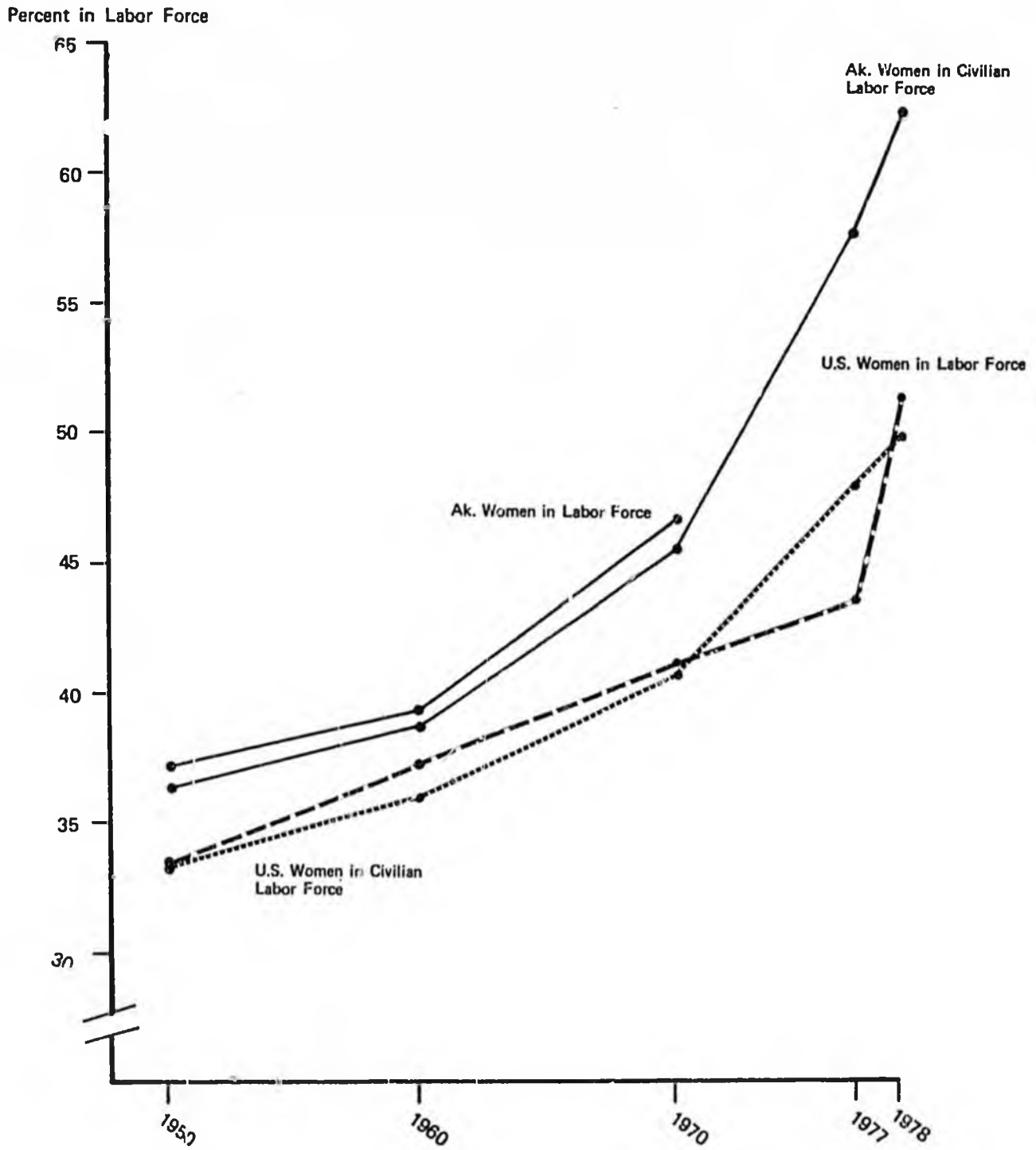
Women in Alaska's Labor Force

May 1980



Alaska Department of Labor
Jay S. Hammond, Governor

LABOR FORCE PARTICIPATION FOR WOMEN 16 YEARS OF AGE AND OVER IN ALASKA AND THE UNITED STATES



WOMEN IN ALASKA'S LABOR FORCE

**Jay S. Hammond, Governor
State of Alaska**

**Edmund N. Orbeck, Commissioner
Department of Labor**

**John E. Post, Chief
Research and Analysis**

**In cooperation with the Employment and Training Administration
U. S. Department of Labor**

April 1980

Prepared by:

**Barbara Baker, Labor Economist
James R. Wilson, Labor Economist**

FOREWORD

There is a growing focus on women in the labor force. Administrators, planners, and researchers seek information to identify social problem areas, develop employment and training policies, and judge various affirmative action programs. To partially fill these needs, this report has been written to shed some light upon the status of women in Alaska's labor force.

This report is based upon the best and most current data presently available. However, it is important to take note of data limitations. Results from the 1976 Survey of Income and Education (SIE) are used extensively throughout this report. The SIE was a special and expanded version of the ongoing current population survey conducted by the U.S. Bureau of Census. In Alaska, this special survey was based upon a sample of approximately 7,500 persons. This survey, now three years old, provides data not available elsewhere.

This report does not contain definitive measures of employment discrimination against women. The gathering of specific information which can be used to quantify the extent women encounter discrimination in the labor market will require special surveys and other studies directly addressing such problems.

The Alaska Commission on the Status of Women provided valuable assistance in the preparation of this report. We wish to acknowledge their financial contribution and editorial assistance in preparation of our preliminary draft.

HIGHLIGHTS

- o Sixty-two percent of Alaskan women 16 years of age and over are in the civilian labor force.
- o The proportion of women who head families has doubled since 1950, from 5.5 percent to 11.0 percent.
- o Women comprise over one-third of Alaska's private sector employment.
- o Higher proportions of women employees are found in more private industries in Alaska than found nationally.
- o Sixty percent of the female work force are employed in clerical or service occupations.
- o Women constitute a majority of students enrolled in Alaska's post secondary institutions.
- o Women are moving into traditional male dominated disciplines in post secondary studies.
- o The number of women enrolled in apprenticeship programs in Alaska is almost three times the national average. However, women represent less than 3 percent of all apprentices nationally.
- o The unemployment rate for women in Alaska fell from 8.6 percent in 1978 to 5.7 percent in 1979.

INTRODUCTION

For more than a decade, women have been participating in Alaska's labor market to an increasing degree. The total number of women in paid employment has risen as has the number of women in full time jobs. Legislation in the areas of equal employment opportunity and affirmative action are changing the job climate for women. Despite these changes, however, women continue to exhibit a very different occupational mix than men.

Other factors which are not easily addressed through law may contribute to differentiation of occupations and wages. The level of education which women attain and their choice of academic studies have had a particular bearing on their job market competitiveness and their ability to earn wages comparable to men. Job tenure may also account for part of this difference. Quite often a women's career is interrupted during the child bearing years, but this pattern is becoming less pronounced over time.

Customs and social values may also hinder career development for many women. These factors include stereotyping, promoting traditional roles, inflexible work schedules for working parents, unavailability of affordable daycare for children, the undervaluing of traditional work for women, and fixed attitudes towards socially "unacceptable" career fields for women. Tradition and social values, although difficult to measure or quantify, are powerful influences on the working patterns of women.

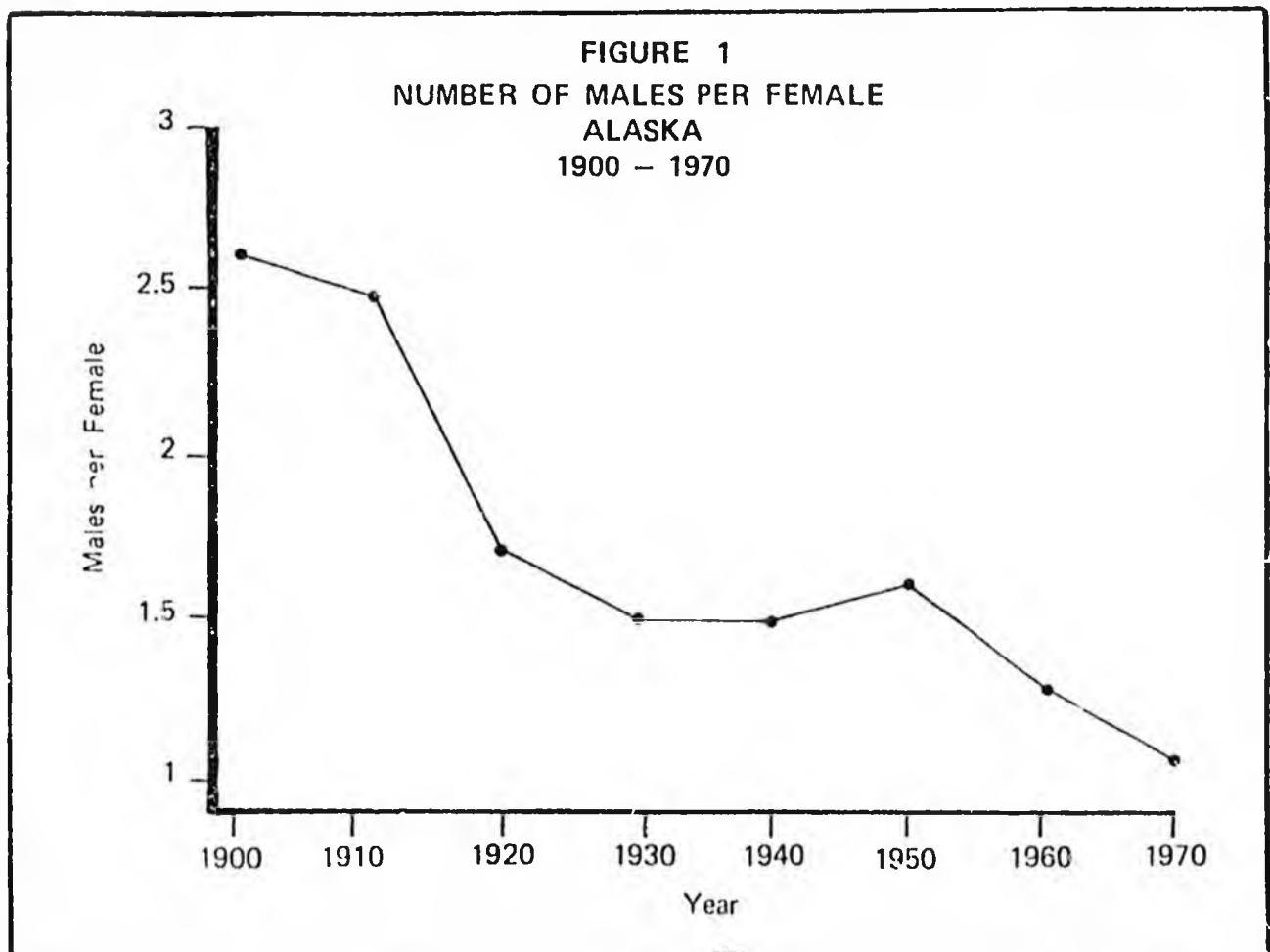
This report describes the present status of Alaskan women in the labor force. No single reason explains why increased representation of women in Alaska's labor force has not caused more profound changes in the mix of jobs held by women. While some of the issues surrounding the differences in occupations and wages are discussed, the lack of data and the complexity of the issues limits the ability of this report to measure their aggregate impact upon the employment patterns of women.

DEMOGRAPHY OF ALASKAN WOMEN

Women comprise nearly one-half of Alaska's population. There were approximately 47 females per hundred population in 1970 as indicated in Figure 1 below.

The Alaska population has a younger age mix than the U.S. population as a whole (see Figure 2). The 1970 median age in Alaska was 23 (slightly younger for women at 22). The median age of the United States was 29. Alaska's youthfulness is not solely the result of high birth rates. Migration has been the major shaper of Alaska's population profile.

Significant periods of immigration have accompanied major economic booms within the state. The Klondike Gold Rush of 1897, construction of the Alcan Highway in 1942, the North Slope oil lease auction of 1969, and the construction of the Trans-Alaska Oil Pipeline in 1974 were each accompanied by elevated growth rates.

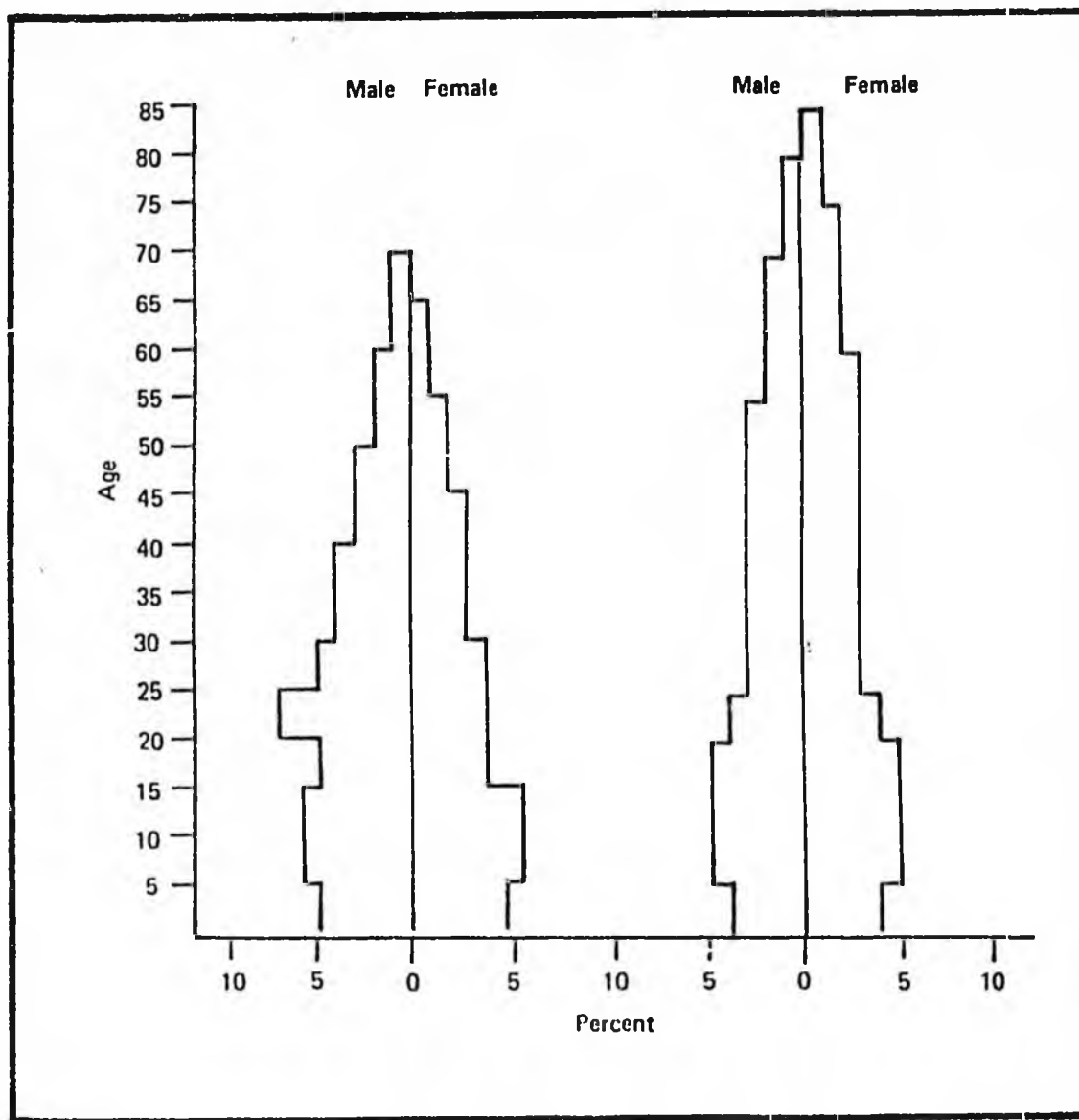


Source: Census Data

FIGURE 2

ALASKA 1970

UNITED STATES 1970



Source: Census Data.

RACE

The racial composition of Alaskan women has been relatively unchanged and (except for youth) in balance with the racial composition of men since 1970. According to the 1976 Survey of Income and Education the composition is approximately:

TABLE 1

Racial Characteristics of Alaska and
the United States

Alaska*			United States**		
Race	% Male	% Female	Race	% Male	% Female
White.....	80	79	White.....	89	88
Other-Primarily Alaska Native.....	15	17	Black & Other.....	11	12
Black.....	5	4			

* 1976 Survey of Income and Education; U.S. Department of Commerce, Bureau of Census hereafter referred to as the 1976 SIE. This survey was conducted in March, 1976 — a pipeline year — and was based upon a sample size of 7,378 non-military and non-institutionalized Alaskans who were 15 years and older; therefore, survey results may distort certain characteristics of the population. Each person surveyed counts as 50 persons in the final results. The survey results may show urban bias and other sampling errors. In spite of its limitations, the 1976 SIE is the most current and thorough data of this type available on Alaska.

** U. S. Working Women: A Databook; U.S. Department of Labor, Bureau of Labor Statistics 1977, page 41.

AGE

With the exclusion of military, females in Alaska have a similar age distribution to that of males as Table 2 illustrates.

TABLE 2
Age, Race, and Sex of Alaskans — 1978^{1/}

Age Range	1978 Total Population	Women By Race and Age (Vertical Percent)*				Men By Race and Age (Vertical Percent)*		
		Total Female	White	Black	Other**	White	Black	Other**
Under 16 yrs.	136,100	64,899	30%	40%	40%	31	40	39
16-24 yrs.	83,200	38,800	19	20	20	19	21	22
25-44 yrs.	128,100	62,200	33	31	23	33	31	22
45-64 yrs.	58,500	27,200	14	7	11	15	7	12
65+ yrs.	10,500	5,800	3	1	5	2	1	4
TOTAL	416,400	198,800						

^{1/} Source: Selected Socioeconomic Indicators from the 1976 Survey of Income and Education, U.S. Department of Labor, Table 1. (Numbers have been factored to reflect the Alaska Department of Labor's 1978 total population estimate of 416,400).

* May not total 100% due to rounding.

** Other — approximately 85% Alaska Native.

FAMILIES

In 1976, there were approximately 82,000 families in Alaska, an increase of 23 percent since 1970. Eleven percent of these were headed by women. Although less than the national rate of 13 percent, it is over twice the 1970 rate for Alaska. Another notable increase was seen in families with husband and wife in the labor force. An increase of 47 percent or 12,470 families were added to the 1970 figures.^{1/}

The percentage of Alaskan families in poverty decreased between 1970 and 1976 according to the Survey of Income and Education. Only five percent of all families are considered below federally established poverty guidelines as compared to 10 percent in 1970. While these figures do not indicate the proportion in poverty by family group and may be understated due to the escalated cost of living present during the Alaskan oil pipeline boom in 1976, they are of interest in discussing the economic situation of women who head families. Median incomes for women who head families rose 68 percent from 1970 to 1976. The median income in 1976 was \$8,944.00 for women who head families and \$21,792 for men who head families (wife not in paid labor force).^{2/}

Yet, according to Alaska Job Service records, over 2,500 women, or 27 percent of all women who head households (based upon 1976 data), who had applied for employment services from October 1978 through July 1979 were eligible for the Work Incentive Program (WIN). To be eligible for WIN, which is a work program, a person must be an AFDC (Aid to Families with Dependent Children) recipient. Not all low income women who head families would be captured under this program, either. Many women find employment outside of Job Service and have not chosen to apply or do not qualify for welfare benefits. Using a conservative assumption that the same proportion of families headed by women are economically disadvantaged today as there were in 1970, then approximately 3,330 families headed by women (37 percent) are still below poverty guidelines.^{3/}

1/ Money Income and Poverty Status in 1975 of Families and Persons in the United States and the West Region, by Divisions and States (SIE, 1976) U.S. Bureau of the Census, Page 7, 169.

2/ Ibid and U.S. Bureau of Census, Census of the Population: Detailed Characteristics of Alaska, page 391, Table 198.

3/ U.S. Bureau of the Census, Census of the Population: Detailed Characteristics of Alaska, p. 429, Table 209.

LABOR FORCE PARTICIPATION

The economic influence of women in the United States and Alaska is indicated by their continued growth in the labor force. By 1978, 42 million women were in the nation's labor force or about 41 percent of the country's entire labor force.^{4/} In Alaska, 43 percent of the state's civilian labor force were women.^{5/} This is nearly double the percentage of 1950 and is 12 percent greater than U.S. women in the civilian labor force for 1978 (see inside cover for graph).

The portion of Alaska's female population involved in the labor force has been greater than the U.S. civilian female labor force population since prior to 1950. However, the most notable gains have been recorded in the past decade. Social change in

attitudes accounts for a great deal of the rise. Yet, the development of cash economies in many rural parts of Alaska through the creation of public service jobs and the influence of the Alaska oil pipeline has also expanded the number of women appearing in Alaska's labor force.

Participation in the labor force is the highest among those who need to work (see Figure 3). Nearly 80 percent of all divorced Alaskan women 16 years of age and older are in the labor force. Most women who head families are found in this category. Alaska's participation rates for divorced women exceeds the national rate by almost 10 percent. Self supporting single women have the next highest rate of participation, 49.3 percent. The fastest growth in participation, however, are married women (with spouse present). This trend is present nationwide as well.

	U.S.				Alaska	
	1950	1960	1970	1976	1960	1970
Single	46.3	44.1	53.0	58.9	45.2	49.3
Married, Spouse Present.....	21.6	30.5	40.8	45.0	36.5	43.8
Married, Spouse Absent	46.6	51.8	52.1	57.3	49.9	48.5
Divorced.....		71.6	71.5	71.4	80.4	79.8
Widowed.....	32.6	29.8	26.4	22.3	38.9	39.3

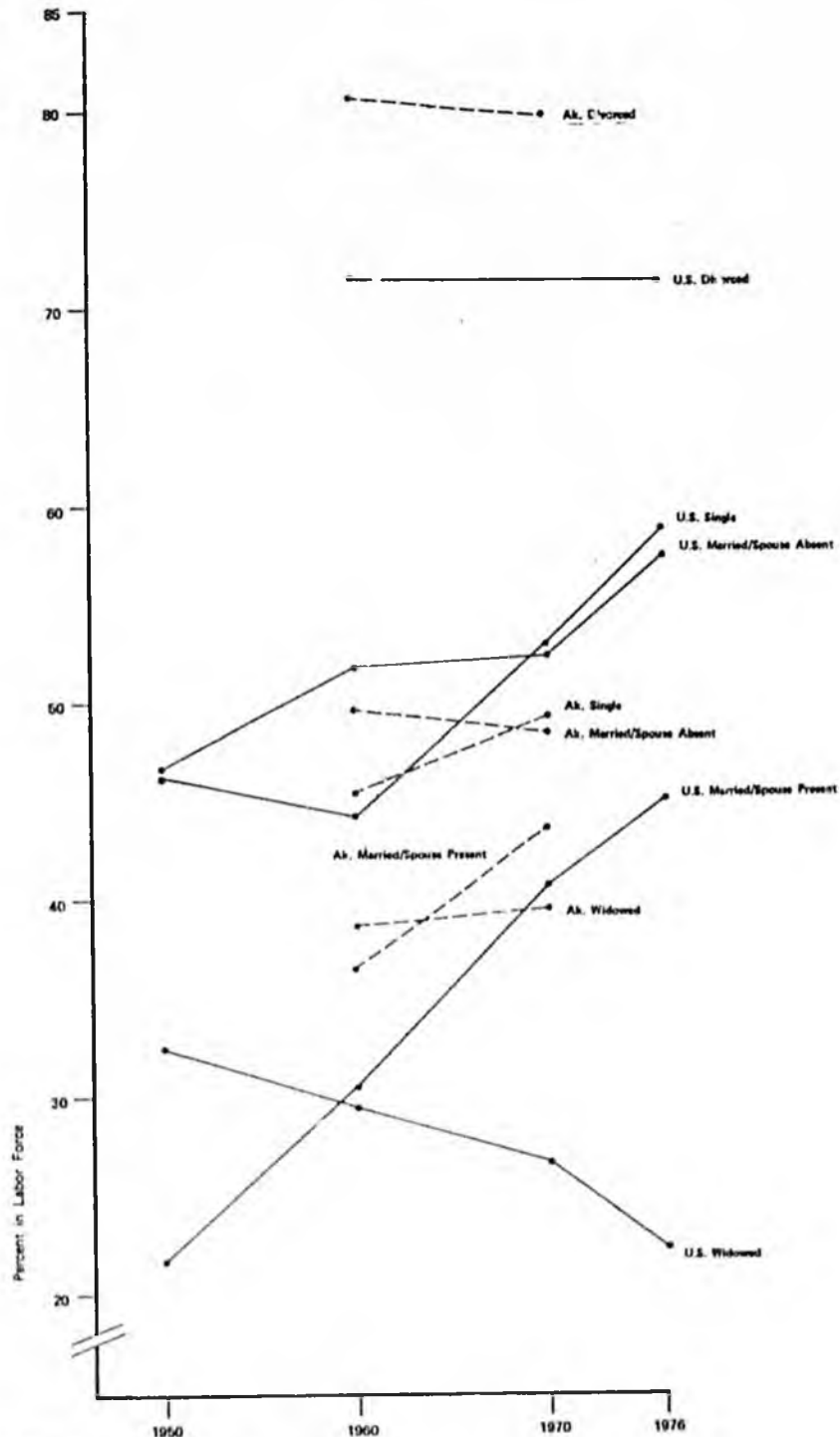
Source: U.S. Working Women: A Databook 1977, page 519. U.S. Bureau of the Census, Census of the Population and Detailed Characteristics of Alaska, 1960, p. 1-499 and 1970 p. 1-688.

^{4/} Employment and Training Report of the President, 1979.

^{5/} Ibid. U.S. Bureau of Census, Census of the Population.

FIGURE 3

LABOR FORCE PARTICIPATION RATES OF WOMEN BY MARITAL STATUS FOR ALASKA AND THE UNITED STATES



Sources: U.S. Working Women: A Database, 1977, p. 618.
 U.S. Bureau of the Census, Census of the Population,
 and Detailed Characteristics of Alaska, 1960, pp. 1-439
 and 1970, pp. 1-688.

CURRENT EMPLOYMENT OF WOMEN

Total non-agricultural wage and salary employment figures for Alaska are based upon a survey conducted by the Alaska Department of Labor. Data is gathered for the public and private sector. This survey is designed to produce current estimates of employment by industry.

GOVERNMENT SECTOR

Presently, the government segment of the survey does not allow for reliable estimates of employment by sex. However, employment statistics for classified service in state government shows that approximately 52 percent of state employees are female. U.S. employment data shows that nationally approximately 46 percent of all government (state, local, and federal) employees are women.

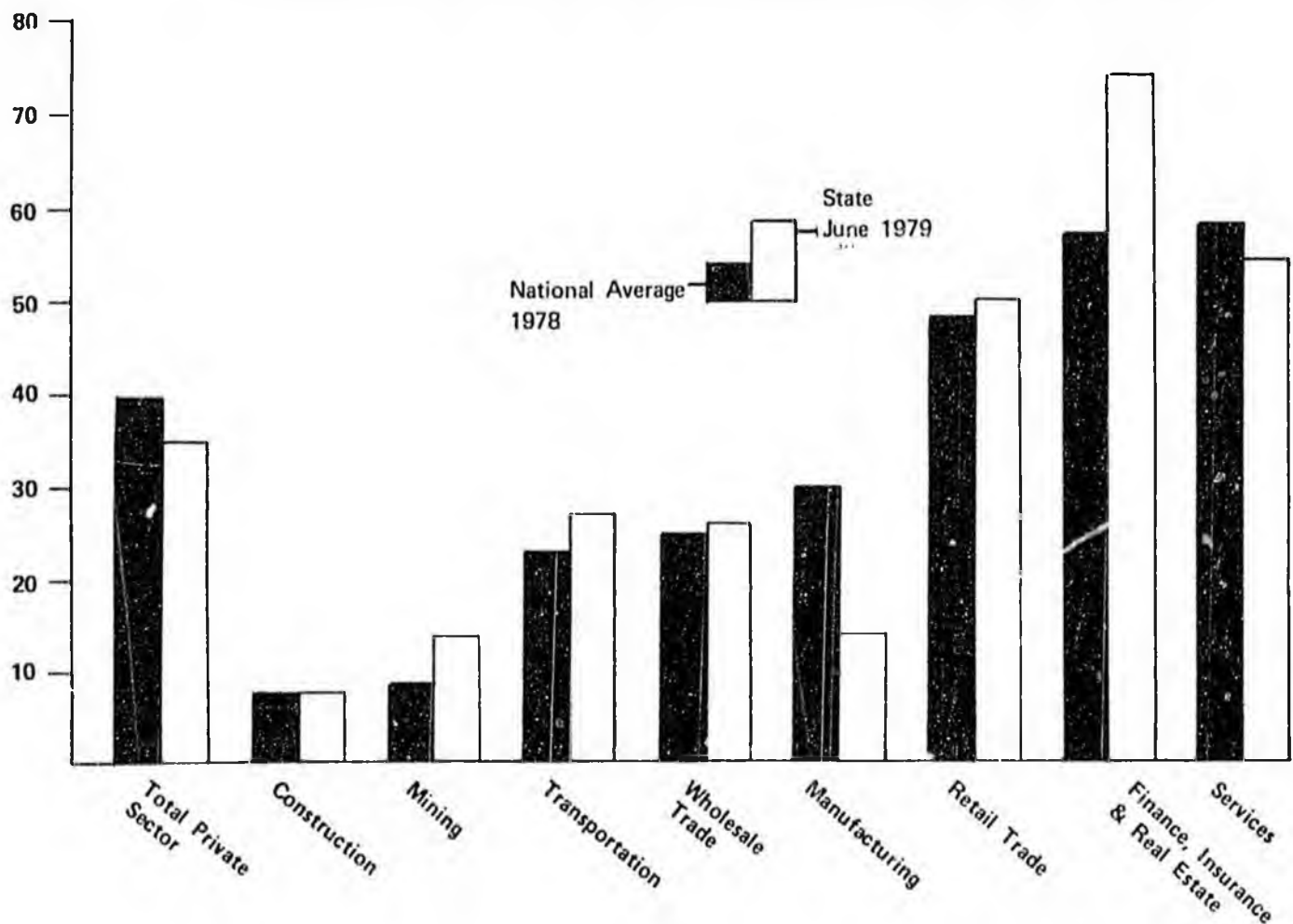
PRIVATE SECTOR

Women comprise over one-third of Alaska's private sector employment. Employment figures for June 1979 reveal that of the 113,000 people employed in private industry, 40,000 (35%) were women. Employment figures from the month of June for the years 1974 to 1977 show roughly the same proportion of women employed. Thus, it appears that the proportion of women employed in Alaska's private sector has remained unchanged during the last six years.

Most private industries in Alaska exhibit higher ratios of women employees than found nationally. Only two U.S. industry groups exceed the Alaska ratios of females to males. Figure 4 illustrates the percent of women in Alaska's private nonagricultural industries in comparison to the national levels. Three

FIGURE 4

PERCENT OF WOMEN EMPLOYED IN PRIVATE NONAG. INDUSTRIES



Source: National Data. Employment and Earning, March 1979, Tables B2 and B3, State Data. BLS 790 Survey Data, June 1979.

industry groups exhibit high ratios of women employed both nationally and in Alaska. These are retail trade; services; and finance, insurance and real estate. These industries traditionally have a greater representation of female employees. In the other industries women constitute a minority. However, in Alaska most major industries generally exhibit a higher proportion of women than seen nationwide.

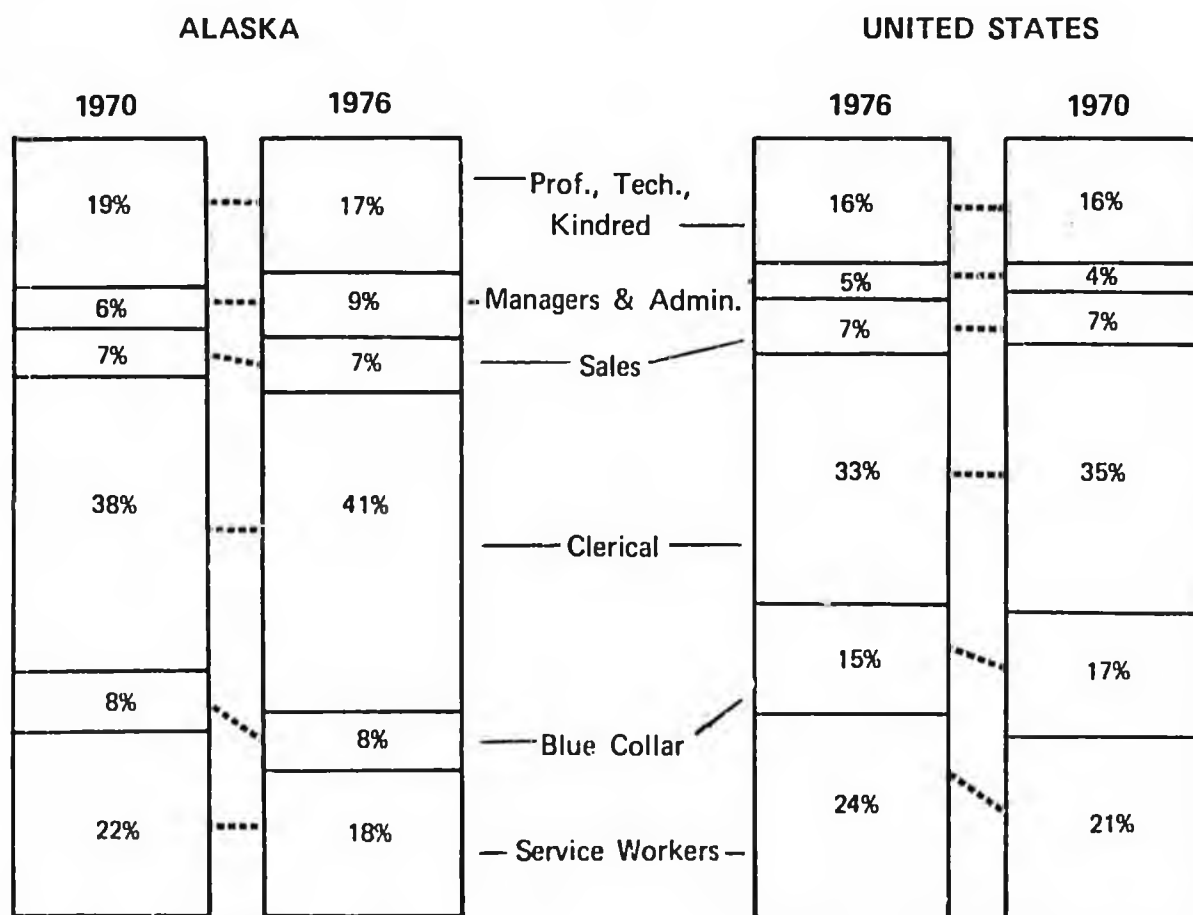
The great disparity between Alaska and the nation in the employment of women in manufacturing is due primarily to differences in size and composition of the industry. Manufacturing is the largest industry in the U.S. (24% of all employment in 1978). In Alaska it is one of the smaller industries (approximately 7% of total statewide employment in 1978). Manufacturing in Alaska consists basically of seasonal activities in logging and wood products, and

seafood processing. Most women in manufacturing are engaged in seafood processing. Logging etc., has a predominantly male employment profile. When logging and related processing are active, total manufacturing will show a lower percent of women than when seafood processing alone is active. It is mainly the influence of the large and diverse U.S. manufacturing industry that causes the total U.S. percentage of women employees to be greater than Alaska's. Most notable is the substantial utilization of women workers in manufacturing industries which do not exist in Alaska (e.g. textiles, electronics, etc.).

OCCUPATIONS

Despite increases in women's labor force participation rates, historical employment patterns in "traditional jobs" still persist to a large extent. As Figure 5

FIGURE 5
OCCUPATIONAL PROFILE OF WOMEN
U. S. AND ALASKA, 1970 AND 1976



Sources: SIE, 1976; U. S. Population Census, 1970, Detailed Characteristics of Alaska, Table 170; U. S. Population Census, 1970, U. S. Summary

illustrates, women are strongly represented in clerical and service occupations both in Alaska and the nation as a whole. These two occupations account for nearly 60 percent of the total female work force at both state and national levels. In part, this reflects a recent rapid movement of women into entry level jobs. In addition, these have been the fastest growing occupations in recent decades and have thus absorbed much of the increasing numbers of women entering or re-entering the labor force.

Over 60 percent of women who hold professional positions in Alaska are in the traditional fields of nursing, health care, and teaching (predominated by elementary teachers). Seventeen percent of the women in Alaska's work force are found in professional, technical and kindred occupations, and 9 percent as managers and administrators.^{6/}

During the past five years Alaska State Government has experienced little change in the ratio of men to women by occupation (see Figures 6 and 7). Women are still predominate in the traditional occupations (clerical, teaching and librarianship, etc.). A high proportion of state government jobs are clerical; a job class which has served as an inroad for women into the job market. While some changes have occurred in women's participation in non-traditional occupations, women have made only minor advancements in professional, skilled/craft and service/maintenance occupations. The significant point to be made is that sex segregation among professional and blue collar occupations continues to exist despite affirmative action programs and employment anti-discrimination laws.

Why does occupational segregation continue? National studies reveal that the choice of educational pursuit significantly influences an individual's earning ability. Also job tenure is a factor in promotion and seniority.^{7/} But these are only partial explanations.

Currently, the Office of Equal Opportunity is exploring possible barriers to employment and promotion in Alaska State Government. This work

will entail a study of applicants and people who are presently working. Such areas as testing, experience, education, and the application process will be explored. Such analysis may provide an understanding of why affirmative action practices by themselves have not been totally effective in dealing with a very old problem.

WAGE AND SALARY INFORMATION

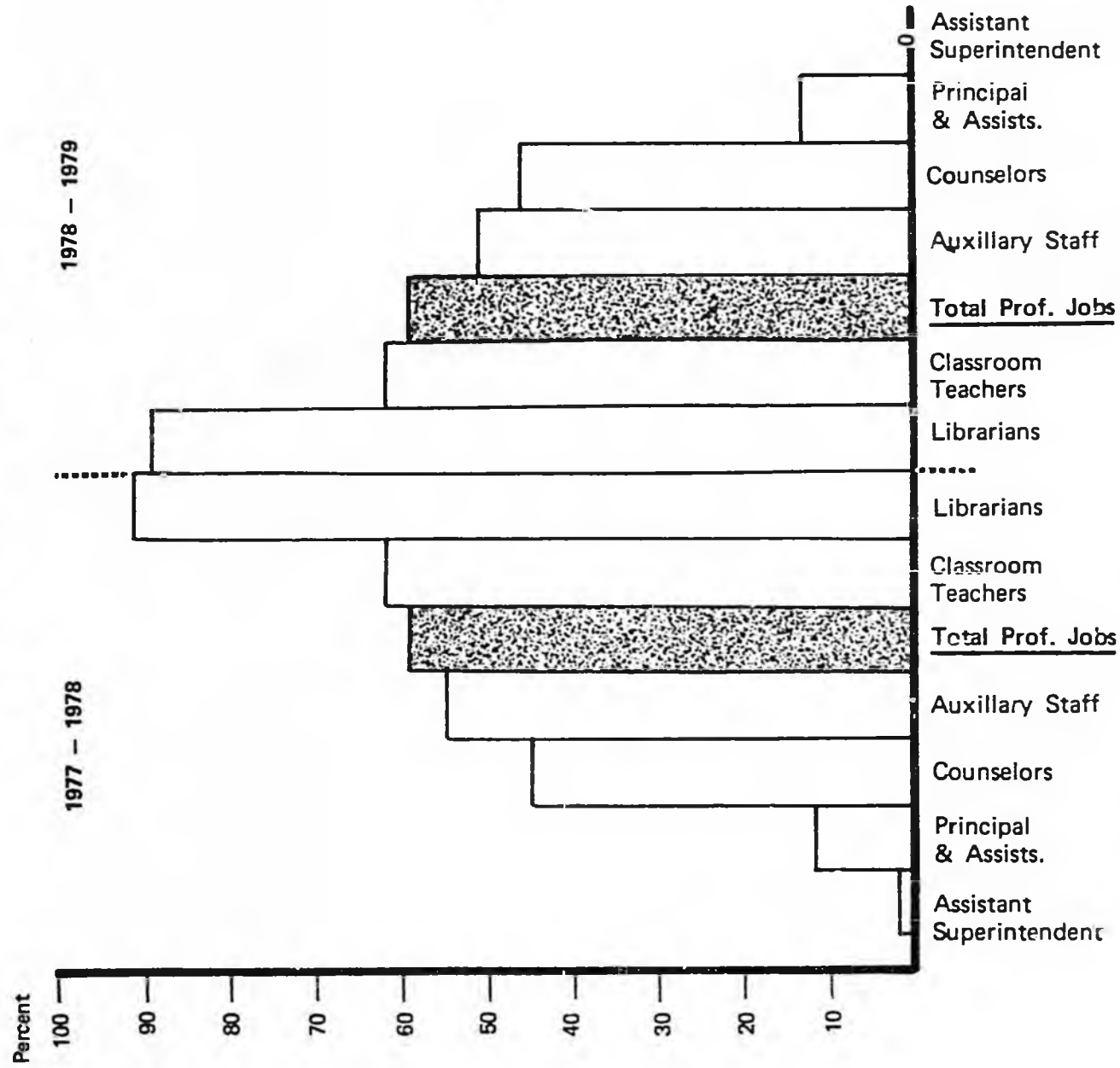
Wage and salary information by occupation for Alaskan women is difficult to obtain through present data sources. The best available data describes the pay range and salary structure of women in state government. State government comprises 9 percent of the total non-agricultural employment in Alaska and women comprise about half of all state workers. Wage differentials in a highly structured system such as state government are tied primarily to occupational differences. The fact that the 1979 median monthly salary for male general government employees was \$2,031, while females made only about 66 percent of that amount (\$1,339), can be partially explained by referring back to the occupational diagram for Alaska state government employees (Figure 7). Women are predominantly located in the lower paying clerical level occupations. This is especially true in the modal pay range (the most often occurring) which is pay range 8 or \$1,105 per month for women. Conversely, most men are found in occupations with some professional orientation and therefore, receive higher monthly salaries (modal pay range 18 with a \$2,200 per month salary). Keep in mind that this merely describes the situation as it appears now. We do not know the degree to which or the reason why women (or men) are underutilized. The substantial occupational differences that exist between men and women do imply inequalities in employment opportunities.

To further examine income differentials, additional knowledge regarding occupations, skill and educational levels are needed by salary range in all industries. Without such information it is difficult to ascertain the influence each factor may have upon the income inequalities women experience.

6/ Selected Socio-economic Indicators from the 1976 Survey of Income and Education, U.S. Department of Labor.

7/ Monthly Labor Review, August 1979, U.S. Department of Labor Bureau of Labor Statistics "Weekly and Hourly Earnings of 1967-78" Page 35.

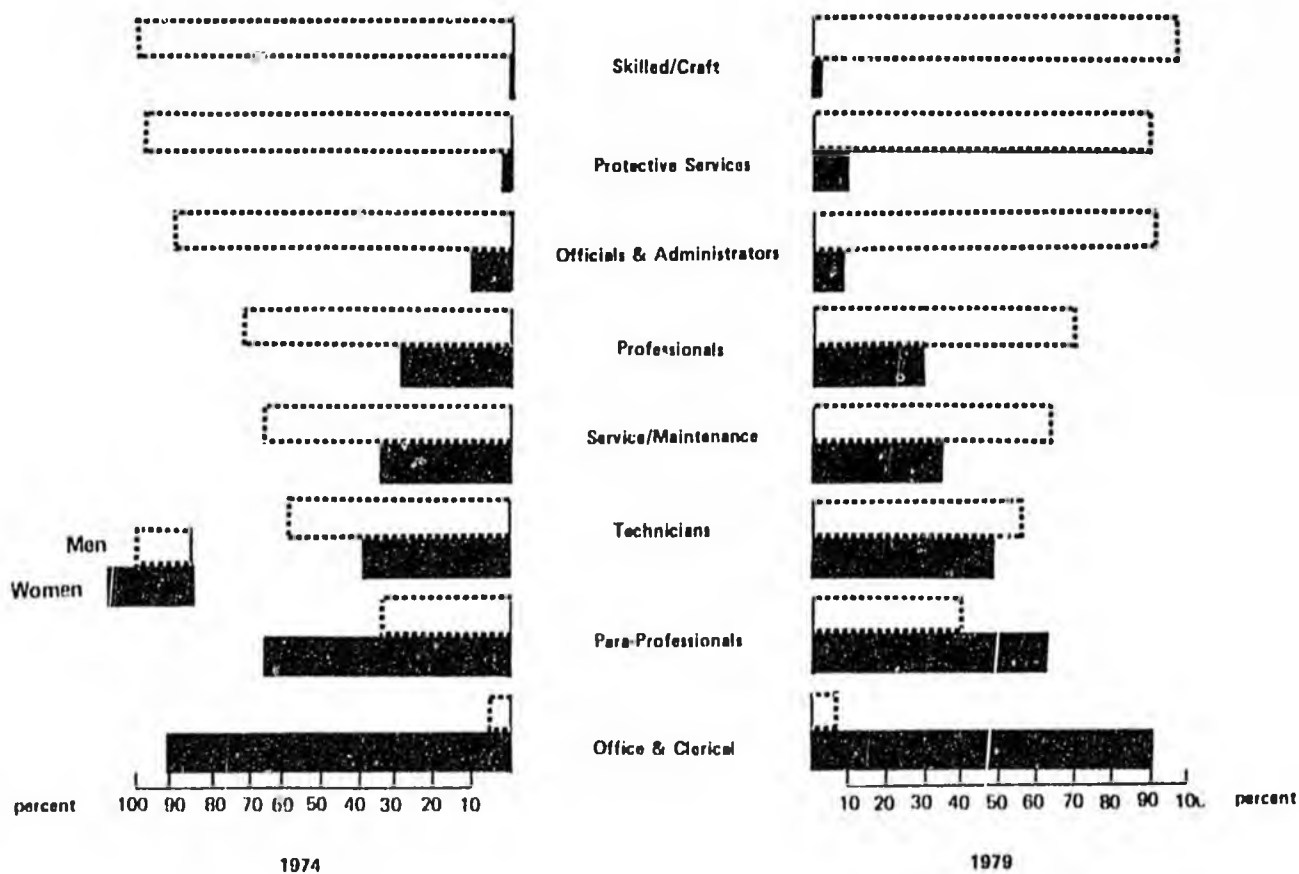
FIGURE 6
DISTRIBUTION OF PROFESSIONAL WOMEN
EMPLOYED IN ELEMENTARY & SECONDARY SCHOOLS
ALASKA 1977 THROUGH 1979



Source: Alaska Department of Education,
 Loraine Robinson, September 1979

FIGURE 7

STATE OF ALASKA
 FULL TIME EMPLOYMENT BY OCCUPATION
 FOR WOMEN AND MEN
 SELECTED YEARS 1974 AND 1979



Source: EEO, State of Alaska, Kay Hogan, August 1979. *A Preliminary Study of the Status of Women in Alaska, 1977.*

HIGHER EDUCATION AND APPRENTICESHIP TRAINING

HIGHER EDUCATION

Women now constitute a majority of the students enrolled in Alaska's post secondary academic institutions. In the Preliminary Study: The Status of Women in Alaska, it was reported that the proportion of women students enrolled at the University of Alaska had risen from 40 percent to roughly 50 percent from 1969 to 1975. Enrollment data for fall 1978 (Table 3) from Alaska's institutions of higher education shows that women accounted for

nearly 55 percent of all students; a further increase since 1975. It appears that women are more aggressively pursuing formal education which should improve their competitive position in the labor market in future years.

TABLE 3
WOMEN ENROLLED IN ALASKA'S HIGHER EDUCATION INSTITUTIONS
FALL 1978

	FULL TIME			PART TIME		
	MALE	FEMALE	PERCENT FEMALE	MALE	FEMALE	PERCENT FEMALE
TOTAL	3173	3041	48.9	9114	11671	56.2
UNIVERSITY OF ALASKA	3058	2943	49.0	9038	11467	55.9
ANCHORAGE	495	606	55.0	921	1507	62.1
FAIRBANKS	1056	817	43.6	1246	1195	49.0
SOUTHEAST	28	25	47.2	214	292	57.7
ANCHORAGE C.C.	981	1002	50.5	3488	3602	50.8
JUNEAU-DOUGLAS C.C.	76	43	36.1	607	932	60.6
KENAI PENINSULA C.C.	79	68	46.3	555	784	58.6
KETCHIKAN C.C.	14	23	62.2	242	390	61.7
KODIAK C.C.	4	7	63.6	130	390	75.0
KOTZEBUE C.C.	2	1	33.3	46	122	72.6
KUSKOKWIM C.C.	23	46	66.7	252	356	58.6
MATANUSKA-SUSITNA C.C.	46	18	28.1	127	188	59.7
NORTHWEST C.C.	6	16	72.7	86	151	63.7
PRINCE WILLIAM SOUND C.C.	4	5	55.6	162	246	60.3
SITKA C.C.	5	11	68.8	176	235	57.2
TANANA VALLEY C.C.	239	255	51.6	786	1077	57.8
PRIVATE INSTITUTIONS	115	98	46.0	76	204	72.8
ALASKA BIBLE COLLEGE	5	9	64.3	8	14	63.6
ALASKA PACIFIC UNIVERSITY	20	14	41.2	18	68	79.1
INUPIAT UNIVERSITY OF THE ARCTIC	0	0	0	15	18	54.5
SHELDON JACKSON COLLEGE	90	75	45.5	35	104	74.8

SOURCE: ALASKA COMMISSION ON POST SECONDARY EDUCATION. HEGIS REPORTS

The fields of study which women are completing in Alaska shows movement into traditionally male dominated disciplines. Table 4 presents the degrees awarded in the 1977-1978 academic year by discipline. Traditional female fields of study such as education, arts, health, and the humanities continue to show a large percentage of the degrees awarded to women. Notable shifts, however, are occurring in the types of studies that women are undertaking. Over half of the undergraduate degrees awarded in business, communications, mathematics, and physical sciences were earned by women. In

most graduate degree programs, men still outnumbered women. Although the enrollment of women in Alaska's academic institutions has increased, and recently more undergraduate degrees were awarded to women than men, the majority of women are still found in traditional female fields. Thus, the shift of women into other fields is occurring but at a slow rate.

TABLE 4
DEGREES AWARDED BY THE UNIVERSITY OF ALASKA
SENIOR COLLEGES BETWEEN JULY 1977 AND JUNE 1978

DISCIPLINE GROUP	UNDERGRADUATE			GRADUATE		
	MALES	FEMALES	PERCENT FEMALE	MALES	FEMALES	PERCENT FEMALE
TOTAL	157	194	55.3	91	103	45.2
AGRICULTURE & NATURAL RESOURCES AREA STUDIES	11	1	8.3	6	1	14.3
BIOLOGICAL SCIENCES	1	0	0	0	0	0
BUSINESS & MANAGEMENT	19	14	42.4	5	1	16.7
COMMUNICATIONS	14	19	57.6	13	1	7.1
COMPUTER & INFORMATION SCIENCES	3	5	62.5	0	0	0
EDUCATION	0	1	100.0	0	0	0
ENGINEERING	16	37	69.8	25	63	71.6
FINE & APPLIED ARTS	30	6	16.6	14	0	0
FOREIGN LANGUAGES	6	8	57.1	0	0	0
HEALTH PROFESSIONS	0	3	100.0	0	0	0
HOME ECONOMICS	1	22	95.7	0	0	0
LETTERS	0	1	100.0	0	0	0
MATHEMATICS	5	7	58.3	2	2	50.0
PHYSICAL SCIENCES	3	4	57.1	0	0	0
PSYCHOLOGY	4	5	55.6	6	2	25.0
PUBLIC AFFAIRS & SERVICES	14	22	61.1	0	2	100.0
SOCIAL SCIENCES	0	0	0	15	1	6.3
INTERDISCIPLINARY STUDIES	29	35	54.7	5	2	28.6
	1	4	80.0	0	0	0

SOURCE: ALASKA COMMISSION ON POST SECONDARY EDUCATION. HEGIS REPORTS

TABLE 4-B
ASSOCIATE DEGREES AWARDED BY THE ANCHORAGE
COMMUNITY COLLEGE BETWEEN JULY 1977 AND JUNE 1978

CURRICULUM AREA	MALES	FEMALES	PERCENT FEMALE
TOTAL	113	121	51.7
ARTS & SCIENCE, GENERAL	27	34	55.7
DATA PROCESSING TECHNOLOGIES	1	3	75.0
HEALTH SERVICES & PARAMEDICAL	6	41	87.2
MECHANICAL & ENGINEERING TECHNOLOGIES	37	6	14.0
NATURAL SCIENCE TECHNOLOGIES	7	9	56.3
BUSINESS & COMMERCE TECHNOLOGIES	20	26	56.5
PUBLIC SERVICE RELATED TECHNOLOGIES	15	2	11.8

NOTE: ANCHORAGE C.C. ACCOUNTED FOR 234 OF 352 (66 PERCENT) ASSOCIATE DEGREES AWARDED IN THE UNIVERSITY OF ALASKA SYSTEM.

SOURCE: ALASKA COMMISSION ON POST SECONDARY EDUCATION. HEGIS REPORT

APPRENTICESHIP TRAINING

Another vehicle used to prepare for entry into the skilled and semi-skilled labor force is apprenticeship training. Although few women participate in apprenticeship training, such training often provides the only means of entry into specific trades. The fraction of women in Alaska enrolled in apprenticeship programs is small, though nearly three times the national average. Data on women in apprenticeship training programs is found in Table 5. Six percent of Alaskan apprentices are women. Women constitute nearly half the total number enrolled in only two occupational groups: cooks and bakers, and drafters. On a national basis less than three percent of apprentices are women. Due to high levels of unemployment in the construction trades opportunities for apprenticeship training in Alaska is currently limited. This could result in a temporary setback for trainees but will likely not be a long term problem.

In order to assist women in entering non-traditional occupations the U.S. Department of Labor's Bureau of Apprenticeship and Training has established goals for the participation of women in apprenticeship programs. Program managers are mandated to strive for a 20 percent increase *per year* in the rate of participation by women.

During the period January to June 1978, 138 persons completed apprenticeship programs. Only one woman finished during this period, but prior to the trans-Alaska pipeline project there were no women in apprenticeship programs in Alaska. Since it takes three to five years (depending on the craft) to complete such training, increasing numbers of women will be forthcoming from such programs. In many trade and craft occupations the successful completion of apprenticeship is needed to enter the job market at a qualified journeyman level. The low number of women enrolled in and finishing apprenticeship programs would mean that few women will enter these occupations in the immediate future.

TABLE 5
 APPRENTICESHIP PROGRAM ENROLLMENT
 ALASKA - JUNE 1978

OCCUPATIONAL GROUP	TOTAL ENROLLED	FEMALES ENROLLED	PERCENT FEMALE	PERCENT FEMALE NATIONALLY
TOTAL	1575	98	6.2	2.6
AIR CONDITIONING & REFRIGERATION				
MECHANICS	*	*	*	.6
AIRCRAFT MECHANICS	2	0	0	6.0
AUTO & RELATED MECHANICS	32	0	0	.6
AUTO & RELATED BODY REPAIRERS	5	0	0	.4
BARBERS & BEAUTICIANS	*	*	*	59.6
BOILERMAKERS	17	1	5.9	.7
BOOKBINDERS & BINDERY WORKERS	*	*	*	11.9
BRICKLAYER, STONE & TILE SETTERS	6	0	0	.7
BUTCHERS & MEAT CUTTERS	2	0	0	8.6
CABINETMAKERS, WOOD MACHINISTS	*	*	*	2.2
CAR REPAIRERS	6	0	0	2.3
CARPENTERS	240	4	1.7	1.5
CEMENT MASONS	10	0	0	1.7
COMPOSITERS	1	0	0	14.5
COOKS & BAKERS	12	5	41.7	13.9
DRAFTERS	4	2	50.0	9.0
ELECTRICAL WORKERS, NEC	3	0	0	2.8
ELECTRICIANS	272	15	5.5	1.3
ELECTRONIC TECHNICIANS	3	0	0	10.8
FLOOR COVERERS	9	2	22.2	.7
GLAZIERS	17	0	0	.3
INDUSTRIAL TECHNICIANS	0	0	0	11.2
INSULATION WORKERS	29	5	17.2	1.3
LATHERS	0	0	0	.5
LINE ERECTORS, LIGHT & POWER	121	15	12.4	2.2
LITHOGRAPHERS, PHOTOENGRAVERS	1	0	0	5.0
MACHINE SET-UP & OPERATORS	*	*	*	1.5
MACHINISTS	8	0	0	2.3
MAINTENANCE MECHANICS	1	0	0	4.2
MECHANICS & REPAIRERS, NEC	6	0	0	1.6
MEDICAL & DENTAL TECHNICIANS	2	0	0	13.7
MILLWRIGHTS	13	0	0	1.7
MOLDERS & COPEMAKERS	*	*	*	1.9
OFFICE MACHINE SERVICERS	14	1	7.1	2.5
OPERATING ENGINEERS	113	5	4.4	2.1
OPTICAL WORKERS	2	0	0	14.2
ORNAMENTAL IRONWORKERS	*	*	*	0
PAINTERS	59	10	16.9	3.5
PATTERNMAKERS	*	*	*	1.9
PIPEFITTERS	369	26	7.0	2.0

TABLE 5
 APPRENTICESHIP PROGRAM ENROLLMENT
 ALASKA - JUNE 1978
 (CONTINUED)

OCCUPATIONAL GROUP	TOTAL ENROLLED	FEMALES ENROLLED	PERCENT FEMALE	PERCENT FEMALE NATIONALLY
PIPEFITTERS - STEAMFITTERS	*	*	*	.3
PLASTERERS	0	.0	0	1.7
PLUMBERS	6	0	0	.4
PRESS OPERATORS	0	0	0	2.2
PRINTING & PUBLISHING WORKERS	0	0	0	5.6
RADIO & TV REPAIRERS	5	0	0	1.5
ROOFERS	29	0	0	.5
SHEET METAL WORKERS	32	2	6.3	.9
SPRINKLER FITTERS	23	0	0	.1
STATIONARY ENGINEERS	*	*	*	2.2
STRUCTURAL STEEL WORKERS	64	4	6.3	.3
TAPERS & DRY WALL INSTALLERS	1	0	0	2.7
TOOLMAKERS & DIEMAKERS	*	*	*	2.5
MISCELLANEOUS TRADES, NEC	36	1	2.8	6.5

* = NO TRAINING PROGRAM FOR THIS GROUP IN ALASKA

NEC = NOT ELSEWHERE CLASSIFIED

SOURCE: U.S. DEPARTMENT OF LABOR, BUREAU OF APPRENTICESHIP AND TRAINING. DATA PROVIDED BY ANCHORAGE, ALASKA OFFICE.

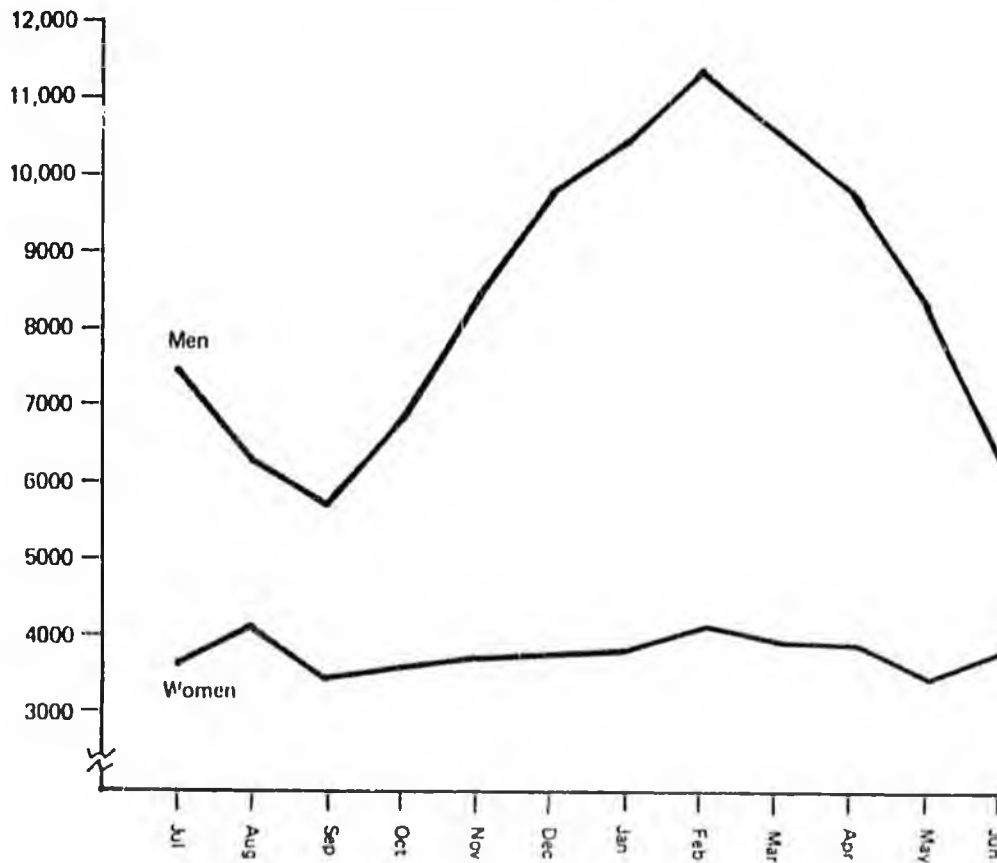
WOMEN AND UNEMPLOYMENT

Total unemployment averaged 8.9 percent of Alaska's labor force in 1979 down from 11.0 percent in 1978. The unemployment rate for women in Alaska fell from 8.6 percent in 1978 to 5.7 percent in 1979. This compares favorably with the national unemployment rate for women which was also 5.7 percent in 1979.^{8/}

The level of unemployment for women in Alaska remains stable throughout the year as compared to the level for men which fluctuates widely. Due to the seasonal nature of Alaska's economy, the state's

unemployment rate is high and varies considerably throughout the year. Figure 8 contrasts the number of unemployment claims filed by men and women during a year. During the period July 1978 to June 1979, almost one third of the weekly claims were filed by women. Figure 8 clearly shows that the number of claims filed by men fluctuated widely, whereas for women the numbers were fairly stable. Thus, women tend to be less subjected to seasonally high periods of unemployment. Much of this difference stems from women's substantial participation in the more stable industries and occupations.

FIGURE 8
WEEKLY CLAIMS FOR UNEMPLOYMENT INSURANCE BENEFITS
STATEWIDE
JULY 1978 TO JUNE 1979



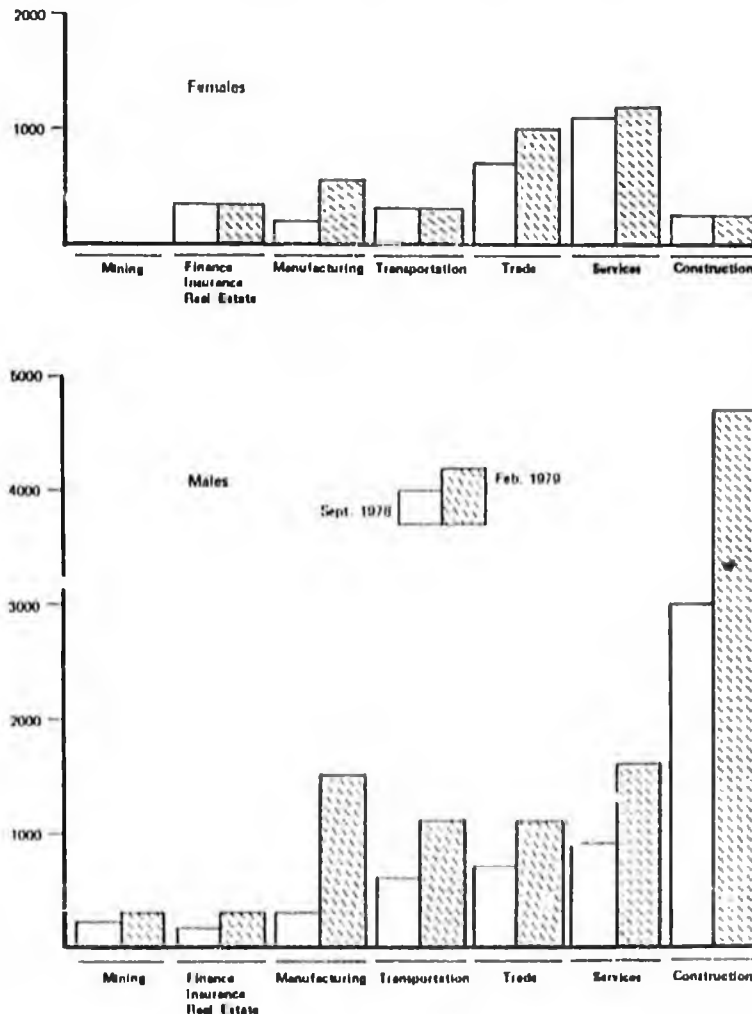
Source: Alaska Department of Labor ES 203 Reports.

^{8/} U. S. Department of Labor Press Release Number 80-92 derived from the Current Population Survey.

Figure 9 compares the number of claims filed by industry during September 1978 and February 1977 for both men and women. Figure 10 makes the same comparison by occupation. The months of September and February were chosen because at these times the number of claims filed were at their respectively low and high points. A significant difference in number of claims filed during these two months shows the effects of seasonality.

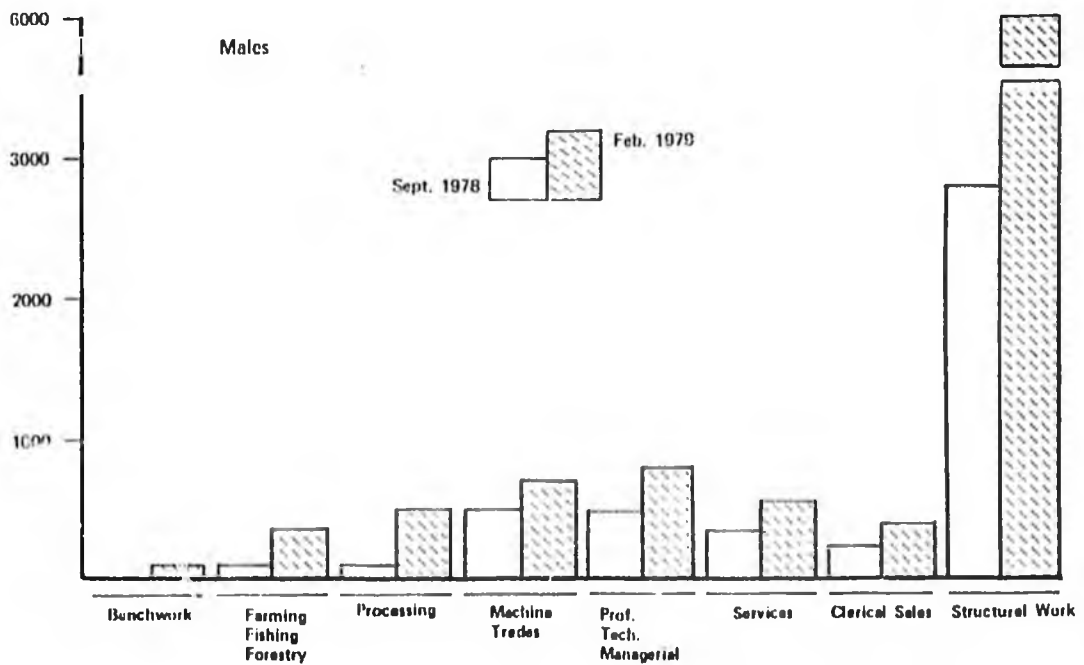
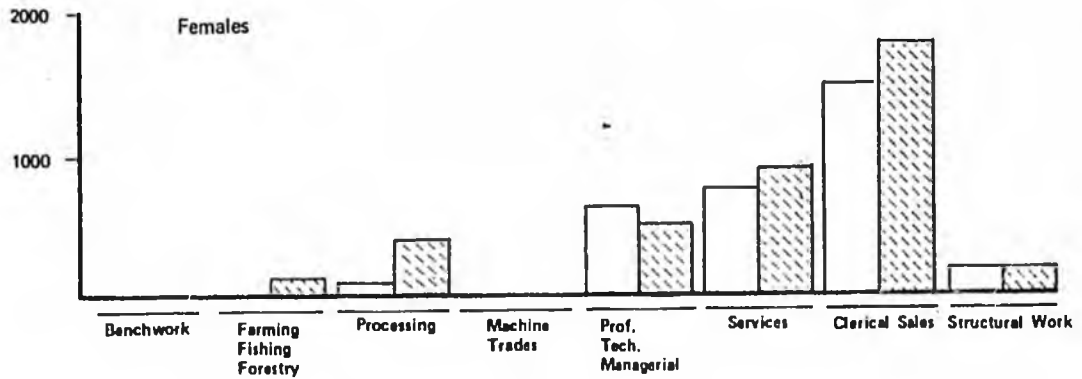
Figure 9 shows that the greatest difference in number of claims filed in September and February occurred in construction and manufacturing (mostly for male claimants). As noted previously, these industries have low percentages of women employees. Obviously, the male dominated industries (construction, mining, etc.) and related occupations experience the highest levels of seasonal unemployment. In terms of occupational data, most claims filed were from persons previously engaged in structural work. Men predominate this occupational group.

FIGURE 9
WEEKLY CLAIMS FOR UNEMPLOYMENT INSURANCE BENEFITS
BY INDUSTRY FOR MALES AND FEMALES
SEPTEMBER 1978 AND FEBRUARY 1979



Source: Alaska Department of Labor ES 203 Reports.

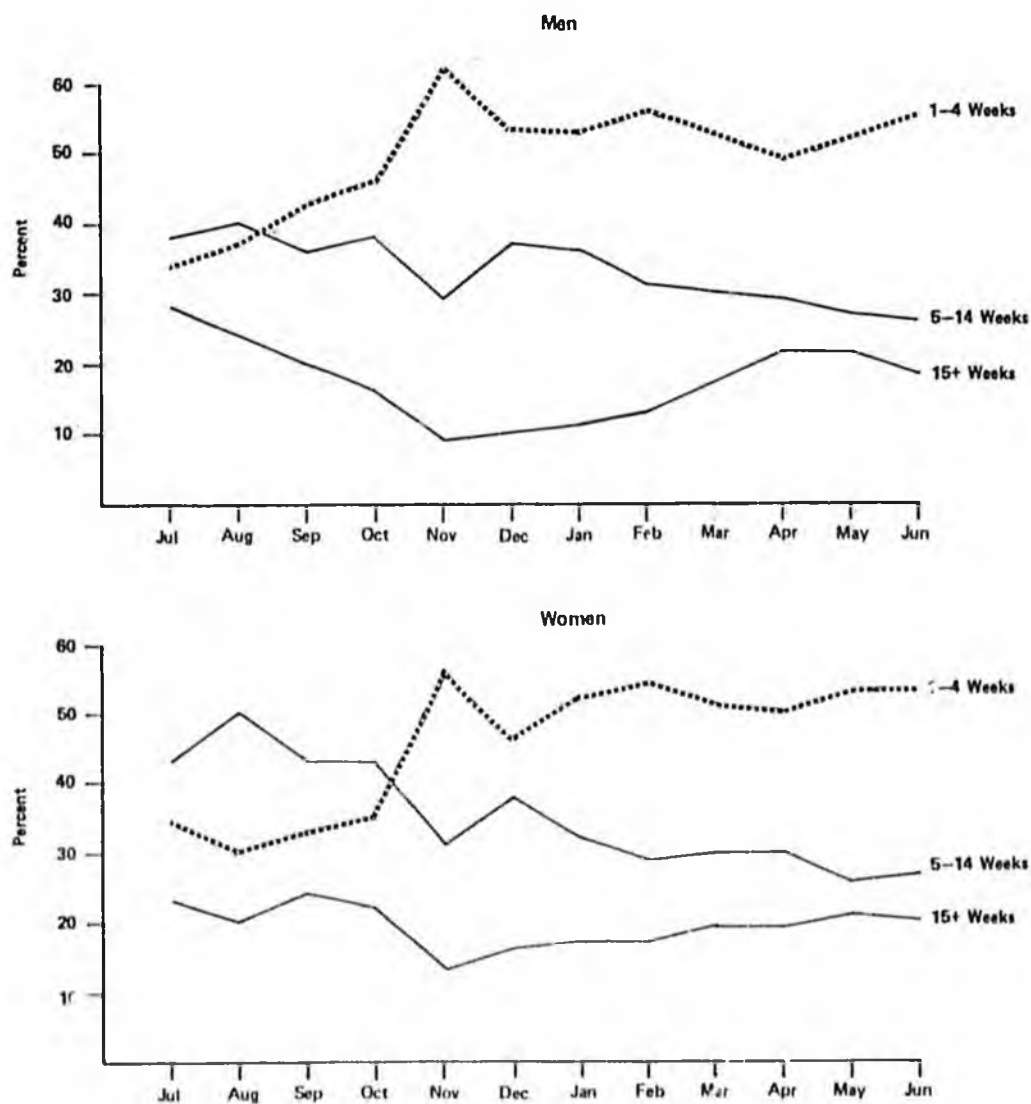
FIGURE 10
WEEKLY CLAIMS FOR UNEMPLOYMENT INSURANCE BENEFITS
BY OCCUPATION OF CLAIMANTS FOR MALES AND FEMALES
SEPTEMBER 1978 AND FEBRUARY 1979



Source: Alaska Department of Labor ES 203 Reports.

The level of unemployment differs for men and women but not the duration of unemployment. Figure 11 illustrates the duration of unemployment for both groups from July 1978 to June 1979. Most men and women had periods of unemployment lasting 1 to 4 weeks. Fewer people had durations of 15 or more weeks.

FIGURE 11
UNEMPLOYMENT INSURANCE CLAIM DURATION
JULY 1978 TO JUNE 1979



Source: Alaska Department of Labor ES 203 reports.

CHARACTERISTICS OF THE UNEMPLOYED

To provide a more meaningful picture of the unemployment problem as it relates to women in Alaska, it is necessary to go beyond broad industry and occupational data and examine the age characteristics of unemployed women. Table 6 indicates that persons 16-24 years comprise the largest group of unemployed for both men and women. As a sub-group of this age bracket, teenage unemployment was 13.3 percent in 1979.^{9/}

Fifty-nine percent were unemployed less than 5 weeks, 45 percent were females. Fewer women and men are unemployed in the 25 to 44 year group, however, the duration of unemployment increases. Twenty-eight percent of women between ages 25-44 years had at least 15 weeks of unemployment compared to 15 percent of women between 16-24 years of age. Women 45-64 years comprise the smallest group of unemployed. Over one-half have durations of unemployment under 5 weeks.

TABLE 6.
Duration of Unemployment* By Age and Sex, 1976
Fo. Alaska

	<u>Vert.%</u>	<u>Total</u>	<u>Women</u>	<u>Men</u>	<u>Women%</u>	<u>Men%</u>	<u>Women Vert.%</u>	<u>Men Vert.%</u>
<u>16-24 yrs.</u>								
Less than 5 wks.	59	4,900	2,200	2,700	45	55	65	55
5-14 wks.	23	1,900	700	1,200	37	53	21	24
15 wks & over	18	1,500	500	100	66	33	15	20
<u>25-44 yrs.</u>								
Less than 5 wks.	48	2,300	900	1,400	39	61	43	52
5-14 wks.	27	1,300	600	700	46	54	29	26
15 wks. & over	25	1,200	600	600	50	50	28	22
<u>45-64 yrs.</u>								
Less than 5 wks.	39	700	300	400	43	57	60	31
5 to 14 wks.	33	600	100	500	17	83	20	38
15 wks. & over	28	500	100	400	20	80	20	31

* Duration of unemployment represents the length of time during which persons classified as unemployed had been continuously looking for work.

Source: Selected Socio-economic Indicators from the Survey of Income and Education, 1976, U.S. Department of Labor.

^{9/} U. S. Department of Labor Press Release, Number 80-92 derived from the Current Population Survey.

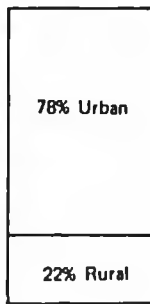
CHARACTERISTICS OF JOB SEEKERS

Another source of information on unemployed women is available through a study of Job Service applicants (see Figure 12). This information is useful in characterizing applicants but is not totally descriptive of all unemployed women in Alaska. Many job seekers do not utilize Job Service to find employment; this is especially true for professionals and union members. Economically disadvantaged women may be somewhat over-represented in job

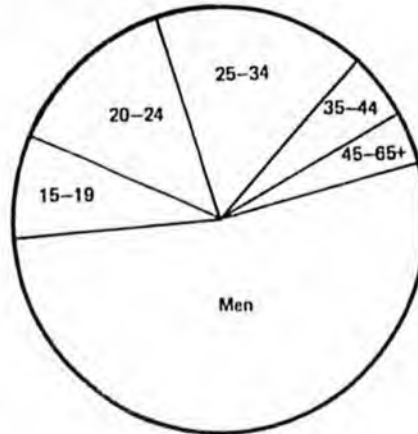
service data since many public assistance programs require work registration before receiving benefits. Figure 12 shows that only forty percent of all women job applicants were eligible for unemployment benefits (U.I.). To be eligible for UI an individual must have had prior earnings in recent paid employment (new entrants or re-entrants to the labor market may not meet monetary eligibility requirements).

FIGURE 12
CHARACTERISTICS OF WOMEN SEEKING
EMPLOYMENT THROUGH JOB SERVICE
OCTOBER 1, 1978 - JULY 31, 1979

RESIDENCE: The Majority of Applicants were from Urban Areas



AGE: Most Women were 20-34 Years of Age



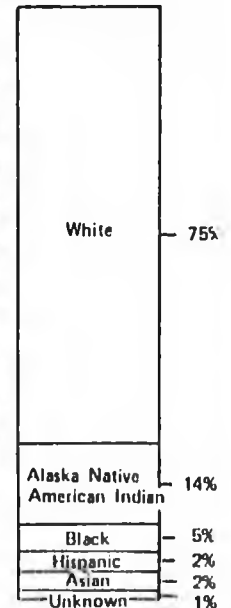
45% of Employment Center Applicants were Women

ECONOMIC INDICATORS :

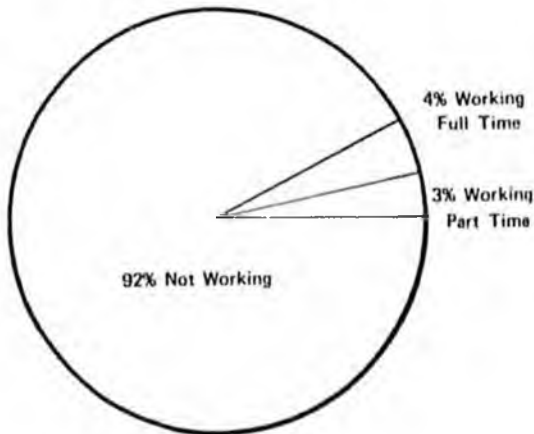
% of All Women Applicants

Economically Disadvantaged	22%
Food Stamps (Receiving)	14%
Welfare (Receiving)	8%
WIN (Eligible)	8%
CFTA	2%
U.I. Claimants	40%

RACIAL COMPOSITION: Rates Very Similar to Statewide
 Source: ESARS Tables 08, 06, DO6, July 31, 1979



EMPLOYMENT STATUS



EDUCATION: Almost 80% of Women were High School Graduates

Secondary Grades 8-11	High School Graduates	Over Grade 12
2%	47%	29%
22%		

Primary Grades 0-7

Note: Due to rounding, figures may not add to 100%

Job Service data for July 1979, generally agrees with national trends and the characteristics presented in the Survey of Income and Education. Women who utilize Job Service are generally 20-34 years of age. Most are high school graduates and are white. Four percent of the women who have applied through Job Service are employed full time and 3 percent are employed part time.

Similar demographic characteristics appear to be shared by men who use Job Service (although more men are eligible for unemployment benefits - 60 percent). Men and women are proportionately distributed with regard to being economically disadvantaged, however, fewer men are involved in public service employment programs such as CETA or WIN.

The targeted nature of Job Service is helpful in obtaining some information about women who head households. According to the Survey of Income and Education, 9,000 Alaskan families were headed by women in 1976. As of July 1979, Job Service had an applicant load of 2,500 women who were eligible for WIN, a program for AFDC recipients. Although no specific conclusions can be made about all women, it is likely that many women who head households are economically disadvantaged as was previously discussed in the section on families (p. 8).

INROADS TO THE WORK FORCE

The pace of entry into the work force has been vigorous for women; although for some, opportunities of finding meaningful and gainful employment have been more limited due to the added responsibilities associated with being a single parent, a widow, and/or a displaced homemaker. According to the Survey of Income and Education, the primary reason women cited for not working outside the home was "home responsibilities." This is understandable in view of the high cost of daycare, the limited number of part time jobs available and lower wages associated with non-career occupations. Few employer groups in Alaska, with the exception of the federal government, have any policies regarding job sharing or permanent part-time positions at above poverty wage rates.

The federal government has attempted to remedy part of the problem through the development of special employment programs directed towards the economically disadvantaged. The following is a discussion of three programs (WIN, CETA, Senior Employment Program) that zero in on economically disadvantaged women who are single parents or who are displaced homemakers. However, due to qualifying income stipulations, many women will continue to be excluded from the scope of these employment assistance programs.

W.I.N.

The Work Incentive Program (WIN) provides employment to persons who are eligible for Aid to Families with Dependent Children, a group which is predominated by women who head families. WIN is presently available only in Juneau, Ketchikan, Sitka, and Anchorage. All positions are placed in the private sector. Women work most often in clerical, sales, and service occupations although some advancement into semi-skilled and skilled blue collar trades and technical fields is occurring. Wage rates range from \$3.50 to \$9.00 depending upon the industry and occupation. The average hourly wage for WIN employees was \$5.20 per hour as of August, 1979. This is the highest in the nation, however, after adjusting for cost of living differentials its significance is somewhat diminished.

Participation in the program has steadily increased since 1975. Presently 2,200 women are active in the program as compared to 1,500 in 1975. The retention rate is the best in the nation. According to an ongoing survey conducted by the Department of Labor, 75 percent are still active on the job after a year.

C.E.T.A.

The Comprehensive Employment and Training Act (CETA) is another federal program which provides subsidized employment and training opportunities for the economically disadvantaged and other groups, such as the displaced homemaker. It has been estimated by the U.S. Department of Labor that about 2,000 displaced homemakers are presently eligible for CETA programs in Alaska.^{10/}

Although information is not tabulated by CETA to verify actual placement of this group in employment, it may be noted that 30 percent of all people hired are women and of these about one-half are AFDC recipients. These proportions also hold true for training.

CETA provides a valuable service in obtaining initial employment and training, however, there are specific limitations which impede continuous employment for women. Employment has a maximum duration of seventy-eight weeks, at which time the employee is terminated from CETA. One intent of CETA is to provide employees with valuable on-the-job experience in hopes that they will be hired by their present employers or in related work. However, only 20 percent enter employment after termination.^{11/} Various reasons may affect this low percentage. Many jobs created by CETA have no funding capabilities outside of CETA. In small communities where jobs are scarce, special difficulties arise since there is little opportunity to be hired into jobs which will utilize acquired skills or even find other related jobs.

SENIOR EMPLOYMENT PROGRAM

The Senior Employment Program addresses the employment needs of a special group of people who are at least 55 years of age and are economically disadvantaged. Many displaced homemakers fall into this category. The program provides only part time employment in non-profit and governmental organizations with many of the jobs in the clerical or service industries. Unlike CETA, there is no maximum duration placed on employment, although attempts are made to encourage employers to hire such workers.

Although small, this program has grown dramatically since 1977. Over one hundred people are presently employed as compared to seventeen in 1977. Many more are eligible statewide, however, due to funding constraints the program has remained small. Women represent over 50 percent of those employed and of these women about one-half are Alaskan Natives.

Wages average about \$5.45 per hour. Because employees are not permitted to work over 20 hours in a given week their maximum gross weekly earnings would not exceed \$110.00. For those persons who are receiving Social Security or retirement benefits the additional earnings provide an added cushion. Many women who are displaced homemakers, however, are in a precarious situation with such a limited income. Although data is not gathered by marital status, the Director of the Senior Employment Program noted that many of the women who participate in this program are displaced homemakers.

^{10/} U. S. Department of Labor, CETA Bulletin No. 58-79.

^{11/} State of Alaska, Department of Community and Regional Affairs, CETA Division, August 1979.

EMPLOYMENT ASSISTANCE

Various agencies are available to offer employment assistance to women in Alaska. The following is a partial list of agencies which provide testing, job referrals and career planning. Also listed is a contact agency for persons who feel they have been discriminated against in their jobs.

Job Service Centers – located in most urban centers offer employment counseling; information and referral on special employment programs such as CETA, OJT, WIN; job referrals; interest and aptitude testing.

Women's Resource Center, 602 W. 10th Ave., Anchorage, 99501. Phone: 278-9047. Displaced homemaker program, counseling, information and referral services in legal aid and job hunting and many other services.

Alaska Office of Volunteer Services, McKay Building, 338 Denali, Room 710, Anchorage, 99501. Phone 274-6223. Referral service to voluntary opportunities in Alaska.

Senior Community Service Employment Program, Office on Aging, Pouch H01C, Juneau Alaska 99811. Contact: Eileen Rehwald. Phone 465-4903. Employment opportunities for people over 55 years of age with lower incomes.

Educational Opportunity Center, University of Alaska. 2533 Providence Drive, Anchorage, 99504. Phone 263-1525. Professional career planning, interest and aptitude testing, employment referral services, job hunting skills training, financial aid information, post-secondary training.

Work Incentive Program (WIN), Alaska Department of Health & Social Services, 527 E. 5th, Anchorage, 99501. Phone 274-8576 or Alaska Office Building, Room 425, Pouch H, Juneau, 99801; Phone 465-3227. Employment program aimed at employing people on Aid to Families with Dependent Children (AFDC).

U.S. Small Business Administration, 1016 W. 6th Avenue, Anchorage, 99501. Phone 271-4022. Information for small businesses.

United States Civil Service Employment, 701 C, Anchorage. Phone 271-5821 or 705 W. 9th Juneau, Zenith 1600. Employment listings in federal government.

Human Rights Commission, 204 E 5th Avenue, Anchorage. Phone 274-4692 or Room No. 505, Goldstein Building, on Seward Street. (Pouch AH) Juneau, 99811. Phone 465-3560. Investigates allegations of discrimination in employment, housing public accommodations, government services, and financial practices.

Women in the Labor Force

Alaska			U. S.		
Year	Labor Force	Civilian Labor Force	Year	Labor Force ^{2/}	Civilian Labor Force
1950.....	36.8%	36.6%	1950	33.9%	33.9%
1960.....	39.6	39.3	1960	37.7	35.6
1970.....	46.2	45.3	1970	41.4	41.3
1977.....		57.1 ^{1/}	1977	43.3 ^{3/}	48.4 ^{3/}
1978.....		62.4 ^{1/}	1978	50.1 ^{3/}	49.9 ^{3/}

U.S. Census Detailed Characteristics 1950, page 51-19—Table 15.

1960 p. 159, Table 115
p. 163, Table 116

1970 p. 3-268, Table 164
p. 3-273, Table 165

U. S. Summary 1960 page 487, Table 194.

U. S. Summary 1970 page 679, Table 215.

^{1/} Data from BLS Current Population Survey.

^{2/} U. S. Working Women: A Databook; U.S. Department of Labor, Bureau of Labor Statistics, 1977, page 5.

^{3/} U. S. Department of Labor, Bureau of Labor Statistics; Employment and Earnings.

Tues., 2/25
1:30

Called re: 5B 99

789-2803 (home)

OK
(Schedule early)

① Bill Brown: 789-9733 (W: before 3:00)
Councilor, Floyd Dupree Jr. High
Co-Ed Volleyball coach

OK ✓ ② Alice Bergdoll ^{Beeqdoll} 586-1355
Indiana.

not
message

③ ~~Bill Miles - Arch. School Board~~
Does not want to testify

OK ✓ ④ Eugene Kubisa - AK Fed of Teachers
will talk w/ his committee + call location

OK ✓ ⑤ Bob Cooksey NEA
(will let me know Tues., ^{wants to be} scheduled mid-session)

OK ✓ ⑥ Margaret Holland - AK Leg. of Women
Voters 465-4070

OK ✓ ⑦ Robert Greene - Assoc of Sch. Boards
586-1083

Will ~~also~~ testify

✓ ⑧ Barbara Dale (Chris - Research ^{will handle + Barbara} ^{will call})
276-3003 - no answer, ^{analyst 320}
→ 276-3003

✓ ⑨ Susan Clark - Kevin will handle

⑩ Cliff Hartman 279-8176 - Can't attend;

will send written comment
mailed draft of CSSB 29 2/24

won't
testify

OK ✓ ⑪ Lisa McLaen - 586-2977

Called w/ Kevin
+ left message
will call back
2/10 2/24
will call

OK ✓ ⑫ Steve Hale - Dept of #2800
Education

2/23 - left
10:00 - message -
will return call
Classroom
264-7000

(13) Joyce Rivers - ~~Dist. Agency~~
on Idecopy on Mon.

(14) ^{DOJE} Dave Kull 5-86-2670
probably won't testify; will come

(15) Wendy Rader - 789-2684 - will call
Mon. (works for Al Adams)
2/23 (may come & look at CSSB 99-
Mon. probably won't testify).

✓
OK
(handwritten)
(16) Claire Strand
Prof Business Women's Club
Jill Whittow

CONFIRMED ✓

CONFIRMED ✓

Don't call

ASTRID DEPERDY

UA LEGAL COUNSEL

479-~~7563~~ 7259

✓

BILL MILES

586-2660

ANCIENT SCHOOL BOARD

EUGENE TUBINA - AK FED. TEACHERS
585-2663 (VANDER)

✓

BOB COOKSEY

586-3090

N.E.A.

✓

MARGARET HOLLAND - AK LEG. OF WOMEN

VOTES 465-4070

✓

ROBERT GREENE - ASS. OF SCHOOL EXCHANGES

586-1053(w) (H) 6-2036

✓

BARBARA DALE / BARBARA SCHIMMEL - AK COMMISSION ON STATUS OF WOMEN
~~KATIE HURKEL~~ / ~~MARLENE~~ 276-3003 (784-2971)

✓

SUSAN CLARK - AM. ASSOCIATION OF UNIVERSITY WOMEN

586-6952

✓

CLIFF HARTMAN - AK COUNCIL OF SCHOOL ADMINISTRATORS

279-8176

1433 W. 13th Ave

✓

WOMEN'S RESOURCE CENTER 586-2977

LISA ~~ALBERTSON~~ MCHAREN

✓

STEVE HOLE

DEPT. OF EDUCATION

#2800

School anti-sex discrimina

By MICHAEL MULNIX
Empire Staff Reporter

2/10/81

A bill which would prohibit sex discrimination in Alaska schools was the subject of lively debate before the Senate Judiciary Committee on Monday.

The bill would prohibit any form of sexual discrimination in employment, recreation and athletic activities, course offerings, textbooks and instructional materials in schools.

The bill, sponsored by Sen. Charlie Parr, D-Fairbanks, received heavy scrutiny last session. After a number of facelifts, it eventually passed the House, but was rejected by the Senate.

One of the most controversial provisions of the bill centers around a section prohibiting discrimination in school athletics. The bill would require separate school-sponsored teams for each sex. If separate teams are not possible, "females and males must be allowed to compete equally for places" on the same team, according to the bill.

Bob Cooksey, deputy executive secretary of the National Education Association, said the NEA supports the bill.

"I find it a pleasure to see some girls playing football," Cooksey said. "What we're really trying to get at is that boys and girls are equals and not to stereotype them."

Sen. Bill Ray, D-Juneau, said he did not think it is appropriate



ALASKA NEWS

for boys and girls to compete together, especially in contact sports such as football and wrestling.

"I just hope all this doesn't show a little girl how not to be a mother, if that's what she wants My mother taught me to cook and sew and iron, and I don't think that's unmanly. But I certainly think there are some things a woman does that are unwomanly.

"How is a little girl going to find out if she wants to be a mother? Do you only show her in a board room smoking a cigar and reading Playboy or Playgirl? I don't go for that," Ray said.

Cooksey said the NEA also supports the equality in employment section of the bill which would prohibit discrimination in hiring.

Margaret Holland, a lobbyist for the Alaska League of Women Voters, said it is "crucial" for women to receive an unbiased education if they are to "break out of the pattern" of lower-paying jobs.

"Women are geared to hold more traditional jobs throughout school. If women are exposed to non-biased education, then they'll be better able to get non-traditional jobs. We're very much in favor of this bill," Holland said.

Ray said he was not aware of any discrimination in Alaska public schools.

"I guess I'm getting old. I guess there may be a (sexual) bias if you say there is. I've just never encountered it," Ray said.

Discrimination in textbooks would also be prohibited by the new bill. The bill would stop sex-role stereotypes that "portray males as active, energetic and individualistic" and women "only in more passive roles, rarely in career roles," according to Barbara Dale, vice-chairwoman of the Commission on the Status of Women.

Dale said the commission strongly supports the entire bill, but especially the section relating to textbooks and instructional material which she said is "a student's index to the world."

The bill would require textbooks to be reviewed by local school boards every three years. Ray strongly disagreed with such local

review, arguing a statewide policy of review should continue.

"School districts (in Alaska) are checkerboarded from Moral Majority to ultra-liberal," he said, arguing school children could become confused by moving from one district to another and finding the textbook and classroom emphases to be entirely different.

Susan Clark, a representative of the American Association of University Women, indicated the AAUW supports the bill. Clark said local grievance procedures need to be established so concerned citizens can register their complaints "before being led to a court of law as a last resort."

"School is a preparation for our life's work," Clark said. "Blatant sexism can no longer be tolerated."

Bob Greene, a lobbyist for the Association of Alaska School Boards, said the association supports the general concept of the bill, "but not the manner in which it was put together."

Greene said the association does not agree with the "item-specific points" in the bill — such as separate teams in athletics — which he called too difficult to administer and legally confusing.

According to the bill, if a district is found guilty of discrimination, the board "shall terminate all or part" of the state money given to the particular district.

School anti-sex discrimination bill's pros, cons aired

By MICHAEL MULNIX
Empire Staff Reporter

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ALASKA NEWS

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According to the bill, if a district is found guilty of discrimination, the board "shall terminate all or part" of the state money given to the particular district.

Women status

3/10/81

Associated Press

Juneau — Changes must begin in schools to improve the status of Alaska women, the Senate Judiciary Committee was told Monday.

Women's groups and educators testified in favor of a bill (SB99) which would outlaw sex discrimination in education, including textbooks, courses, athletic programs, counseling and hiring.

Unbiased education is the "crucial first step toward the economic independence of women," said Margaret Holland, a lobbyist for the Alaska League of Women Voters. In Alaska, the average woman's salary is 66 percent of the average man's, she said.

Promoting opportunities for women is in the state's best interest, Susan Clark of the American Associ-

ation of University Women told lawmakers. The need for programs for child support, displaced homemakers and battered women could be reduced if women were taught to be more self-sufficient, she said.

Textbooks came under fire for portraying women in passive roles and men as "self-oriented, energetic and skillful," said Barbara Dale, of the Commission on the Status of Women.

Under the bill sponsored by Sen. Charlie Parr, D-Fairbanks, school boards would be required to review textbooks every three years. But Sen. Bill Ray, D-Juneau, said the requirement could cause widespread discrepancy among texts used by districts.

"School districts are checker-

Young of Durango, Colo.; six grandchildren and two great-grandchildren.

Memorial contributions may be sent to the Greer Ferry Ambulance Service, P.O. Box 2, Edgemont, Ark.

Felix Pete Alto

A funeral for Felix Pete Alto, 44, will be at 6 p.m. tonight at Forest Memorial Chapel. Equal opportunity be given both sexes in athletics. If separate teams are not offered for boys and girls, then they must be allowed to compete equally for places on the school-sponsored team.

One of the primary advantages of the legislation is that it makes prohibitions against sex discrimination local as well as federal, which means the state can enforce the law, Ms. Clark said.

It can take up to three years to have a complaint addressed through federal channels, she said. Too often, parents, teachers and students are forced to go to the courts for remedy, she said.

The bill would encourage the hiring of more women school administrators, said Bob Cooksey, a lobbyist for the National Education Association. He said less than 25 percent of Alaska school administrators are women.

Robert Greene, a lobbyist for the Association of School Boards, objected to banning discrimination by law rather than regulation. "Bad

TELEGRAM

ALASCOM, INC.
PHONE: 586-6442
JUNEAU, AK 99802

#

02041 NL TDA KLA WOCK ALASKA 50 02-19 1225P AST

PMS SENATOR PATRICK RODEY

JUNEAU **1038**

THE KLA WOCK SCHOOL DISTRICT STRONGLY OPPOSES SB99 IN ITS ORIGINAL
FORM. BUT WOULD SUPPORT THE AMENDED VERSION PROPOSED BY THE
ALASKA ASSOCIATION OF SCHOOL BOARDS.

WILLIAM SUSS, SUPT

KLA WOCK CITY SCHOOL DISTRICT

1891 FEB 19 11 32

TELEGRAM

ALASKA TELECOMMUNICATIONS
PHONE 333-3600
JUNEAU, AK 99802

1981 FEB 23 AM 13 38

RECEIVED

FEB 23 1981

02004 TDA GALENA ALASKA 49 02-23 0815A AST

PMS SENATOR PAT RODEY

JUNEAU **1184**

DEAR SENATOR, THIS TELEGRAM IS SENT IN SUPPORT OF THE BASIC
CONCEPT OF SB99 WHICH WOULD PROHIBIT SEX DISCRIMINATION IN
EMPLOYMENT PRACTICES AND IN STUDENT PROGRAMS. HOWEVER, IT IS
FELT THAT MOST OF THE SPECIFICS OF THE BILL WOULD BE BETTER
SERVICED IN REGULATIONS RATHER THAN LAW.

SINCERELY,

HARRY E PURDY SUPERINTENDENT

GALENA CITY SCHOOLS



Alaska State Legislature

Senate

Judiciary Committee

Official Business

Pouch V
State Capitol
Juneau, Alaska 99811

May 19, 1981

Mr. Robert Manners
Executive Secretary
NEA-Alaska
147 South Franklin #207
Juneau, Alaska 99801

Dear Bob:

Thank you for your letter of May 18; I appreciate your kind words regarding SB 99.

Your assistance was vital to the entire legislative effort, and you are to be complimented.

Sincerely,

A handwritten signature in cursive that reads "Pat".

Senator Patrick M. Rodey
Chairman

PMR/ods

... And now finding
Arbitrator!



NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

Robert C. Manners
Executive Secretary
Juneau Office

Robert C. Cooksey
Deputy Executive Secretary
Juneau Office

James D. A'ter
Field Staff
Juneau Office

Charles L. O'Connell
Deputy Executive Secretary
Anchorage Office

Dianne Anderson
Field Staff
Anchorage Office

Steve Pulkkinen
Field Staff
Anchorage Office

Mary Ann Eininger
Deputy Executive Secretary
Fairbanks Office

JUNEAU OFFICE
147 SOUTH FRANKLIN #207
JUNEAU, ALASKA 99801
PHONE: (907) 586-3090

ANCHORAGE REGIONAL OFFICE
1411 WEST 33rd
ANCHORAGE, ALASKA 99503
PHONE: (907) 274-0536

FAIRBANKS REGIONAL OFFICE
825 COLLEGE ROAD
FAIRBANKS, ALASKA 99701
PHONE: (907) 456-4435

RECEIVED

MAY 19 1981

May 18, 1981

Senator Pat Rodey
Alaska State Senate
Pouch V
Juneau, Alaska 99811

Dear Pat:

RE: CS SB 99 AM H

Just a brief word to say thanks, not only for your commitment and support on the Mini-Title IX bill, but for the effective management in getting the Senate concurrence vote.

Needless to say, we appreciate it a lot.

Sincerely,

Robert Manners
Executive Secretary

RM:jw

I APPRECIATE YOUR KIND WORDS REGARDING SB 99.
YOUR ASSISTANCE WAS VITAL TO THE ENTIRE LEGISLATIVE
EFFORT AND YOU SHOULD BE COMPLEMENTED.

Sincerely

S

B

100

COMMITTEE REPORT

SENATE

FURTHER: None

3/31/81

Date: MAY 13, 1981

Mr. President:

The Committee on JUDICIARY has had SB 100
mentally ill persons

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

- do pass do not pass
- do pass with attached amendments(s)
- replace with CS for SB100 (JUD) same title
 new title
and ^{WITH} recommends INDIVIDUAL RECOMMENDATIONS
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation
- referred to the _____ Committee

MEMBERS SIGNING
DO PASS

Charles H. ...

MEMBERS HAVING
OTHER RECOMMENDATIONS:

Bill Ray NO REC

John ...

CHAIRMAN
...

STATE OF ALASKA

DEPARTMENT OF LAW

OFFICE OF THE ATTORNEY GENERAL

JAY S. HAMMOND, GOVERNOR

POUCH X - STATE CAPITOL
JUNEAU 99511

March 7, 1977

The Honorable Francis S. L. Williamson
Commissioner
Department of Health & Social Services

ATTN: Dr. Gerald Schrader, Director
Division of Mental Health &
Developmental Disabilities

Re: Constitutionality of cer-
tain provisions of AS 47.
30.010-.340

Dear Commissioner Williamson:

The Division of Mental Health has requested our opinion on the constitutionality of certain provisions of AS 47.30.010-.340, which govern commitments of mentally ill persons to designated hospitals, in view of recent federal court decisions and decisions in other state jurisdictions. The Division has also requested advice as to how it should proceed under the current statute.

Unless the issue is free from all doubt, the constitutionality or unconstitutionality of a statute is for the courts alone to decide. Where the issue has not been ruled on by the Alaska Supreme Court, the United States District Court for the District of Alaska, the Ninth Circuit Court of Appeals, or the United States Supreme Court, we can only attempt to predict whether any parts of AS 47.30.010-.340, if challenged, would be found unconstitutional. With this understanding as to the un-

March 7, 1977

- 2 -

certain nature of the predictions, this opinion will point out several areas of possible unconstitutionality in Alaska's civil commitment procedures for mentally ill persons, based on recent judicial trends throughout the United States at the federal court level. An analysis of judicial decisions in other jurisdictions in relation to the Alaska statutes will be followed by advice to the Division of Mental Health on how best to proceed under the current statute -- recognizing, however, that the Division cannot control all aspects of the commitment process, which frequently involves police officers, private physicians, relatives and other interested private parties.

We are not aware of specific abuses in civil commitments under AS 47.30.010-.340. In fact, it is our understanding that, at least where the state is involved, the rights of persons being committed are generally provided protections which are not required by the statutes. Our concern is that Alaska's mental commitment statutes, if followed to the letter, permit practices which other courts have found to be unconstitutional, such as a standard for commitment not based on harm to self or others, an absence of an automatic hearing after an involuntary emergency commitment, a long potential delay before a hearing and absence of a notice and hearing mechanism when convalescent leave from a mental institution is revoked. **Our general recommendation is for legislative revision of Alaska's current civil commitment statutes.**

INTRODUCTION

Advocacy on behalf of mentally ill persons has increased dramatically in recent years throughout the United States and has resulted in federal court decisions striking down parts of several states' civil commitment statutes on constitutional grounds. 1/ Some courts have also interpreted state statutes or state and federal constitutions as providing certain rights to involuntarily committed persons, such as a right to treatment while institutionalized 2/ and a right to be placed in the least restrictive setting consistent with

1/ For example, the following state's statutes have been found to be unconstitutional in part: Alabama - Lynch v. Baxley, 386 F. Supp. 378 (M.D. Ala. 1974); Georgia - J. L. v. Parham, 412 F. Supp. 112, motion denied at 412 F. Supp. 141 (M.D. Ga. 1976); Hawaii - Suzuki v. Quisenberry, 411 F. Supp. 1113 (D. Ha. 1976); Kentucky - Kendall v. True, 391 F. Supp. 413 (W.D. Ky. 1975); Nebraska - Doremus v. Farrell, 407 F. Supp. 509 (D. Neb. 1975); Michigan - Bell v. Wayne County General Hospital at Eloise, 384 F. Supp. 1085 (E.D. Mich. 1974); Pennsylvania - Goldy v. Beal, No. 75-791 (N.D. Pa., July 8, 1976); Meisel v. Kremens, 405 F. Supp. 1039 (E.D. Pa. 1975); Dixon v. Attorney General of Com. of Pa., 325 F. Supp. 966 (M.D. Pa. 1971); Wisconsin - Lessard v. Schmidt, 349 F. Supp. 1078 (E.D. Wis. 1972), vacated on procedural grounds 414 U.S. 473 (1974), on remand 379 F. Supp. 1376 (E.D. Wis. 1974), vacated on procedural grounds 421 U.S. 957 (1975), on remand 413 F. Supp. 1318 (E.D. Wis. 1976); West Virginia - State ex rel. Hawks v. Lazaro, 202 S.E.2d 109 (W. Va. 1974).

2/ E.g., Rouse v. Cameron, 373 F.2d 451 (D.C. Cir. 1966); Nason v. Superintendent of Bridgewater State Hospital, 233 N.E.2d 908 (Mass 1968); Wyatt v. Stickney, 325 F.Supp. 781 (M.D. Ala. 1971), 344 F.Supp. 373, 344 F.Supp. 387 (M.D. Ala. 1972), affirmed sub. nom.; Wyatt v. Aderholt, 503 F.2d 1305 (5th Cir. 1974); Welsch v. Likins, 373 F.Supp. 487 (D. Minn. 1974) dealing with mentally retarded persons; Davis v. Watkins, 384 F.Supp. 1196 (N.D. Ohio 1974); Stachulak v. Coughlin, 364 F.Supp. 686 (N.D. Ill. 1973).

the treatment of the patient and the protection of the patient and others from harm. 3/ The clear trend in judicial decisions in other jurisdictions is toward more specific rights for mental patients and tighter procedural safeguards surrounding the serious deprivation of personal liberty involved in an involuntary commitment.

Civil commitment procedures in other jurisdictions have been challenged for their lack of procedural safeguards and consequent violation of the due process clause of the 14th Amendment of the federal constitution. 4/ The United States Supreme Court has adopted a two-step approach to due process analysis: (1) Is the private interest affected a "liberty" or "property" interest within the meaning of the due process clause? 5/ (2) If so, do the individual

3/ E.g., *Lake v. Cameron*, 364 F.2d 657 (D.C. Cir. 1966); *Lessard v. Schmidt*, supra; *Lynch v. Baxley*, supra; *Dixon v. Weinberger*, 405 F. Supp. 974 (D.D.C. 1975); *J. L. v. Parham*, supra.

4/ Section 1 of the 14th Amendment to the United States Constitution provides in part:

. . . nor shall any state deprive any person of life, liberty or property without due process of law

See also, Constitution of the State of Alaska, Article I, Section 7.

5/ See, e.g., *Perry v. Sindermann*, 408 U.S. 593, 599-603 (1972); *Board of Regents v. Roth*, 408 U.S. 564, 569-72 (1972).

interests and the importance of the procedure in protecting them outweigh the state's objectives? 6/

In the context of a civil commitment, the individual's interest is physical liberty. The state's interest is confinement of those individuals who pose a significant danger to the community (the police power of the state) and care and treatment of individuals who may do harm to themselves (the parens patriae authority of the state). The deprivation of liberty in a commitment must be balanced against the state's interest in protecting the public and the individual.

The United States Supreme Court has not yet had occasion to address the issue of procedural safeguards in a civil commitment proceeding. In O'Connor v. Donaldson, 422 U.S. 563 (1975), the Supreme Court's most recent decision in the area of civil commitments, the Court did not find it necessary to reach the constitutional questions of standards for civil commitment and procedural safeguards. The Court's holding was a narrow one:

In short, a State cannot constitutionally confine without more a nondangerous individual who is capable of surviving safely in freedom by himself or with the help of willing and responsible family members or friends. Since the jury found, upon ample evidence, that O'Connor, as an agent of the State, knowingly did so confine Donaldson, it properly concluded that

6/ See, e.g., Morrissey v. Brewer, 408 U.S. 471, 481-90 (1972); Bell v. Burson, 402 U.S. 535, 539-42; Richardson v. Perales, 402 U.S. 401-07 (1971); Goldberg v. Kelly, 397 U.S. 254, 263-71 (1970).

O'Connor violated Donaldson's constitutional right to freedom. 422 U.S. at 576.

COMMITMENTS UNDER AS 47.30

AS 47.30 provides for three methods of commitment for persons alleged to be mentally ill: (1) voluntary commitments under section 20; (2) emergency commitments under section 30; and (3) judicial commitments under section 70.

(1) Voluntary Commitments. 7/ Under sec. 20(1) a person may be admitted on his own application, but a minor needs parental consent. Sec. 20(2) does not appear to present independent grounds for admission to a mental hospital, but merely sets out the circumstances under which the head of a designated hospital may receive an individual who is not a voluntary committee. (These grounds are covered by sections 30 and 70).

7/ Sec. 47.30.020. AUTHORITY TO RECEIVE PATIENTS. The head of a hospital designated by the department under § 10 of this chapter may receive for observation, diagnosis, care, and treatment of an individual (1) upon application by the individual, including a minor with the consent of a parent or guardian; (2) upon application by an interested party, by a peace officer, by the department, or by the head of an institution in which the individual may be, subject to the approval of the head of the hospital if the application is accompanied by a certificate of a licensed physician stating that on a basis of an examination held not more than 15 days before the individual's admission, the individual is in the physician's opinion mentally ill, or has symptoms of mental illness, and because of his illness is (A) likely to injure himself or others if allowed to remain at liberty, or (B) in need of care or treatment in a hospital.

(2) Emergency Commitments. 8/ Sec. 30(a) provides that a person may be admitted if: (1) a licensed physician signs a certificate that the individual is likely to harm himself or others if allowed to remain at liberty or is in need of immediate

8/ Sec. 47.30.030. EMERGENCY HOSPITALIZATION. (a) If the certificate by a licensed physician under § 20 of this chapter states a belief that the individual is likely to injure himself or others if allowed to remain at liberty, or is in need of immediate hospitalization, an interested party or peace officer may, upon endorsement of the certificate for this purpose by the department or by a superior court, take the individual into custody, apply to a designated hospital for his admission, and transport him to the hospital.

(b) An interested party or peace officer who has good and valid reason to believe that an individual is mentally ill, and because of his illness is likely to injure himself or others if not immediately restrained, may, pending examination or certification by a licensed physician, or pending endorsement of the certification as provided in (a) of this section, take the individual into custody, and transport him to the most accessible medical facility and obtain a certificate for endorsement under (a) of this section, or take the steps which are necessary to arrange for a judicial commitment under § 70 of this chapter. Transportation shall be allowed as is set out in § 110 of this chapter. The application for admission shall state the circumstances under which the individual was taken into custody and the reason for the belief.

(c) Sections 10 - 340 of this chapter do not limit the availability and utilization of designated hospitals or designated parts of them for other appropriate purposes, except that the use of the designated hospitals or parts of them shall be primarily for the care and treatment of the mentally ill.

hospitalization; (2) the certificate is endorsed by the Department of Health and Social Services or by a superior court; and (3) an interested party or peace officer who has this endorsed certificate takes the individual into custody, applies to a hospital for admission and transports the person there.

Sec. 30(b) provides that an interested party or a peace officer may take an individual into custody and transport him to a hospital before obtaining an endorsed medical certificate if he has "good and valid" reason to believe that because of mental illness a person is likely to injure himself or others if not immediately restrained. After transporting the person to a hospital the interested party or peace officer must either obtain an endorsed medical certificate as in 30(a) or initiate judicial commitment proceedings.

(3) Judicial Commitment Proceedings. 9/ Sec. 70 pro-

9/ Sec. 47.30.070. HOSPITALIZATION UPON COURT ORDER. (a) An interested party, a licensed physician, a peace officer or the head of an institution in which an individual is hospitalized, or the department may, by filing an application with the superior court, start proceedings for the hospitalization of an individual by judicial commitment.

(b) On receipt of an application, the superior court shall give notice of the commencement of proceedings to the proposed patient, to his legal guardian, and to other interested parties.

(c) As soon as practicable after notice of the commencement of proceedings is given, the superior court shall appoint one or more designated examiners to examine the proposed patient and report within 48 hours to the court their findings as to the mental condition of the patient and his need for care or treatment in a hospital. The court may consider the choice

9/ continued:

of the patient in appointing an examiner. If the designated examiner reports that the proposed patient refuses to submit to an examination, the court shall give notice to the proposed patient and order him to submit to the examination. The order may direct that he be taken into custody and detained pending a hearing.

(d) The examination shall be held at a hospital or other medical facility, at the home of the proposed patient, or at another suitable place, inside or outside this state, not likely to have a harmful effect on his health.

(e) If the report of the designated examiner states that the proposed patient is not mentally ill, the court shall terminate the proceedings and dismiss the application. Otherwise, the court shall immediately fix a date for a hearing and give notice of the hearing. The hearing shall be held not more than 15 days from receipt of the report of the designated examiner.

(f) The proposed patient, the applicant, the legal guardian and other interested parties, as determined by the superior court, shall be given notice of the hearing and an opportunity to appear at the hearing, to testify, and to present and cross-examine witnesses. The court may, in its discretion, receive the testimony of any other person. The proposed patient shall not be required to be present, and the court may exclude all persons not necessary for the conduct of the proceedings.

(g) The hearing shall be conducted as informally as is consistent with orderly procedure and in a physical setting not likely to have a harmful effect on the mental health of the proposed patient. The entire proceedings may be recorded stenographically or with the use of mechanical recording devices which the superior court approves. The court shall prepare and maintain a summary record of all relevant and material evidence which is offered concerning the mental condition and the residence of the proposed patient and may relax the rules of evidence to the extent of receiving affidavits, certificates of licensed physicians and other writings of similar apparent authenticity and reliability.

9/ continued:

(h) An opportunity to be represented by counsel or advisor shall be given to the proposed patient, and if neither he nor others provide counsel or advisor, the superior court shall appoint a counsel or advisor. If, not less than two days before the date fixed for the hearing, the proposed patient or his counsel or advisor files a written request with the superior court, the court shall summon and impanel a jury of six adult residents of the judicial district in which the court officiates, preferably from the court's jury list or the last voters' list, if available, to hear and consider the evidence concerning the mental condition and residence of the proposed patient.

(i) The superior court shall terminate the proceedings and dismiss the application upon completion of the hearing and consideration of the record, except that the court shall order the hospitalization of the proposed patient for an indeterminate period if the court or the jury find the proposed patient is mentally ill and (1) because of his illness is likely to injure himself or others if allowed to remain at liberty; or (2) is in need of immediate care or treatment in a hospital, and because of his illness, lacks sufficient insight or capacity to make responsible decisions concerning hospitalization.

(j) If the superior court orders the hospitalization of the proposed patient, a finding shall be made as to the residence of the patient. A copy of the finding and the summary of proceeding shall accompany the patient to the hospital. The order of hospitalization shall be directed to the department. The department shall assure the order's execution.

(k) Notwithstanding any other provision of §§ 10--340 of this chapter, except § 170 of this chapter, commitment proceedings under this section shall not be commenced with respect to a patient admitted under § 20 of this chapter unless release of the patient is first requested in accordance with § 50 of this chapter.

(l) An order for hospitalization under this section is not a judicial determination of legal incompetency, except to the extent provided in § 130(b) of this chapter. Proceedings for a determination of legal incompetency and the appointment of a guardian for a patient who has been ordered hospitalized may be started before, during or after proceedings under this section, if the circumstances of the case require and the condition of the patient permits.

vides for hospitalization upon a court order after a full judicial hearing initiated by a petition from an interested party, physician, peace officer, the Department of Health and Social Services or the head of an institution in which an individual is hospitalized. The proposed patient has an opportunity to be represented by an attorney or an advisor and may request a jury of six. The court orders the person hospitalized for an indeterminate period if the court (or the jury, if requested) finds that the proposed patient is "mentally ill and because of his illness is likely to injure himself or others if allowed to remain at liberty" or is "in need of immediate care or treatment in a hospital, and because of his illness, lacks sufficient insight or capacity to make responsible decisions concerning hospitalization."

DUE PROCESS CONSIDERATIONS

Areas of AS 47.30 which might be challenged on due process grounds because of an absence of adequate procedural safeguards include the following:

A. Standards for Commitment

(1) Analysis: There are two standards for commitment in AS 47.30: Mental illness which results in (1) likelihood of injury to self or others and (2) need for immediate care or

treatment in a hospital, i.e., that the individual, because of his mental illness, lacks sufficient insight or capacity to make responsible decisions concerning his need for hospitalization. These standards are found at section 20(2), 10/ section 30(a) and (b), 11/ section 40(b), 12/ section 70(i) 13/.

The first standard -- likelihood of harm to self or others -- appears to be constitutionally adequate. A few courts have required that the standard of future dangerousness must include a showing that the person has actually been dangerous in the recent past and that such danger was manifested by an overt act, attempt or threat to do substantial harm to himself or to

10/ See footnote 7.

11/ See footnote 8.

12/ AS 47.30.040. NEWLY ADMITTED PATIENTS.

. . . (b) At the end of the 48 hours, a patient admitted under § 20 or 30 of this chapter, shall be discharged without application if a preliminary examination has not been held or if, upon examination, the designated examiner refuses or fails to certify to the head of the designated hospital that in his opinion the patient is mentally ill and is either likely to injure himself or others if allowed at liberty, or in need of care or treatment in a hospital and because of his illness lacks sufficient insight or capacity to make responsible decisions concerning it. All other patients shall be discharged when, in the opinion of the head of the designated hospital, there is no further need for their hospitalization. Notice of discharge shall be given to the department and the court or person responsible for the order of hospitalization, who shall have an additional 48 hours within which to make other arrangements under § 70 of this chapter or otherwise.

13/ See footnote 9.

another. Lynch v. Baxley, 386 F. Supp. at 391; Lessard v. Schmidt, 349 F. Supp. at 1093; Cross v. Harris, 418 F.2d 1095, 1102 (D.C. Cir. 1969); Doremus v. Farrell, 407 F. Supp. at 515.

The second standard -- need for care and treatment -- appears to be open to serious question on due process grounds. In Jackson v. Indiana, 406 U.S. 715 (1972), and Humphrey v. Cady, 405 U.S. 504 (1971) the United States Supreme Court addressed issues relative to involuntary commitment of criminally insane persons. In reaching its decision in these cases, the Court interpreted Indiana's civil commitment standard ("in the interest of the welfare of such persons or others") and Wisconsin's standard ("is mentally ill and a proper subject for custody and treatment") to require an independent showing of dangerousness. The Supreme Court applied the balancing test and found that the state's interest in the welfare of a person was insufficient to justify such a "massive curtailment of liberty", Humphrey v. Cady, 405 U.S. at 509, unless there was an implicit requirement in the statute that the person was dangerous to himself or others.

The following cases have held that the standard of "need for care and treatment" as a basis for involuntary commitment because of mental illness violates due process: Suzuki v. Quisenberry, 411 F. Supp. 1121-25; Kendall v. True, 391 F. Supp. at 417-19; Lessard v. Schmidt, 349 F. Supp. at 1093-94; Lynch v. Baxley, 386 F. Supp. at 389-92; Doremus v. Farrell,

407 F. Supp. at 513-15; Bell v. Wayne County General Hospital at Eloise, 384 F. Supp. at 1096. All of these cases have held that dangerousness -- harm to oneself or others -- is a constitutional requirement for involuntary commitment. In other words, without a showing of dangerousness, the State may not constitutionally deprive an individual of his liberty without his consent, even though it could show that it would be to the individual's benefit to provide him with certain care and treatment.

One court has held that the "in need of care or treatment" standard where no evidence of dangerousness is required is impermissibly vague because the standard is susceptible to several interpretations and may be enforced arbitrarily. The court in Goldy v. Beal, ___ F. Supp. ___ (N.D. Pa., July 18, 1976) stated:

Such lack of specificity in a statute that authorizes an interference with a constitutionally protected right of physical liberty places insufficient limits on the discretion of officials who are responsible for its implementation, with the result that there is nothing in the statute to prevent it from being enforced arbitrarily. Such a result amounts to vagueness that violates due process. (Reported in Mental Disability Law Reporter, Vol. 1, No. 2, p. 137, Sept-Oct, 1975)

It would seem difficult for a court to save the "in need of care and treatment" standard in AS 47.30 by reading in an implicit requirement of harm to self and others. The statute