

2269

HHESS

HB 504

2269

Committee Referrals - HESS, Loans and Finance Committee.

See HESS minutes of February 3, 4 and 5, 1984.

ACTION NARRATIVE

TAPE#1, Side A
Recording
Number 0001

Chairman Tischer called the meeting to order at 2:04 p.m., recognized the members present and announced the committee will have a work session on HB 504.

Number 0048

Chairman Tischer reviewed the suggestions and concerns of the weekend hearings. She said she intended to change the language in the bill concerning "private schools."

Number 0131

Rep. Koponen asked who decides admission to a University? He said, we can't force University to accept credits from any high school.

Number 0150

Rep. Uehling asks Rep. Pestinger: Can we put Alaska high school or State high school?

Number 0161

Chairman Tischer said, we've got to be consistent. We will ask the legal drafter for exact language.

Page 3, Subsection 2. Condition of Loan. The village dweller who went outside village to high school, or those students from different districts who marry and go to one spouse's home village, the other gets penalized.

Number 0234

Rep. Pestinger: Amendment, "of same or similar ethnic and linguistic origin". Rep. Pestinger suggested that this change was consistent with testimony, and did not interfere with the intent of the bill. This seem a good change.

Number 0259

Representatives Goll and Davis arrived at 2:25 p.m.

Number 0266

Jeff Day; to help with the intent of the bill. Intent; they can return to a culturally linguistically similar area.

- Number 0278 Rep. Uehling; would this apply to any urban areas? We don't want to open it up this much.
- Number 0296 Rep. Koponen: Some testimony stated support for bill because of the role model idea, this would be as viable for an urban Native as a rural one.
- Number 0300 Chairman Tischer: Exactly. How do you not discriminate and still account? There is a large black population in Anchorage, for example.
- Number 0315 Rep. Davis: What if one moves to city at 16 years? Is he not eligible for the loan?
- Number 0331 Chairman Tischer: There is always the Alaska Student Loan program available.
- Number 0346 Rep. Pestinger: -I'm trying to look toward the policy of bill, not legal matters. How broad should our meddling be? Do you want me to look at the constitutionality of it? As Chairman, I need your discretion.
- Number 0356 Chairman Tischer: Answer for sponsor, the intent of the bill is to keep handle on loan. We want to encourage kids who are thinking about college to become teachers and go back to their rural area.
- Number 0360 Rep. Pestinger: Attorney General's legal opinion you had drafted, any red flags?
- Number 0375 Chairman Tischer gave the committee five minutes to review the legal document.
- Number 0376 Rep. Davis: Perhaps we should ask Mr. Romesburg to add his testimony. He's worked on the legal
- Number 0379 Mr. Romesburg: The Attorney General raised several questions about equal protection, and most of those can be addressed by dealing with preference rather than proportion. Preference in an area of unbalance will get you around quotas. She also addressed the public, private high school part. She (Assistant Attorney General) said about forgiveness, don't restrict to school district. Intent is cultural similarity. School district and cultural similarity may not be the same

thing. Looking for ethnic balance. She liked going with each rural Alaska as returning point.

Number 0410 Rep. Goll asked to clarify the federal incentive loans, the forgiveness.

Number 0417 Rep. Goll; what's your recommendation for defining minority rural areas.

Number 0426 Rep. Goll said the intent of the bill is fine, but statistics show that people do return to rural Alaska. These constitutional problems would be overcome. Take Section 640, line 28 - exclude part 3, \$10,000.

Rep. Goll; include this part in the existing loan program. Rather than create a new program, just amend this Alaska State Loan Program with the same forgiveness for returning to rural areas.

Tape 1, Side B
Recording
Number 0001 Kerry Romesburg: Doesn't address the problem of mal-distribution of teachers.

Number 0020 Rep. Davis: I must leave soon, but could Mr. Romesburg provide us with some written recommendations.

Number 0057 Rep. Uehling: Re; Rep. Goll's suggestion to change this but expand Alaska Student Loan Program.

Number 0073 Kerry Romesburg: If purpose is to recruit for specific occupation, then fine.

Number 0083 Rep. Goll: Do you want to make a dollar incentive?

Number 0085 Rep. Uehling: I want to make sure we put this bill together without constitutional problems, and still keep the \$10,000 in the loan.

Number 0092 Representatives Goll and Uehling: What happens to the junior who changes his mind about becoming a teacher?

Number 0095 Chairman Tischer: He'll suffer the consequences.

Number 0110 Mr. Romesburg: As written, I don't know why

any student would take this loan. Because this program demands 100% payback if you don't do exactly what the loan demands - gamble that you'll graduate with a teacher's degree and get a job in Alaska. Too many gambles.

- Number 0137 Rep. Hurlbert: At first we had a provision that you got 50% forgiveness if you taught anywhere in the state. Others clarified that provision still exists.
- Number 0170 Rep. Davis agrees with Mr. Romesburg.
- Number 0191 Rep. Hurlbert asks Mr. Romesburg: What does loan cover? Books, tuition, room and board? No travel. Rep. Hurlbert suggested to add travel as an expense covered by loan.
- Number 0204 Chairman Tischer to Mr. Romesburg: With more forgiveness, what impact on idea that program will eventually be a revolving fund?
- Number 0209 Kerry Romesburg: This loan will become a revolving fund, about 1 of 5 students ever gets forgiveness.
- Number 0217 Chairman Tischer: Rural folks concerned about paying back that money.
- Number 0226 Mr. Romesburg: Same as anyone else, 10 year pay back. Then you could extend that 5 years under the Hardship Rule.
- Number 0238 Rep. Goll: Do we have a fiscal note here? Why such a low fiscal note?
- Number 0240 Mr. Romesburg: So low, because this fund comes from the same fund as the Alaska Student Loan fund.
- Number 0257 Chairman Tischer: Another questions the folks brought up, I'm going to take this loan and go to U of A,A. Second year, switch majors. I suggested they should then switch to original Alaska State Loan Program, then I advised them to start out with the Alaska State Loan anyway because no matter what you graduate in, it's forgiven.
- Number 0289 Rep. Uehling: Concerned about potential liability of \$80,000 loan.
- Number 0302 Rep. Hurlbert: What about leaving some of

this to the discretion of the post-secondary board. We can't foresee all circumstances.

Number 317

Chairman Tischer adjourned the meeting.



NEA-ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

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TO: Mae Tischer, Chairman
House HESS Committee
Members of the Committee

DATE: February 21, 1984

RE: HB 504; "An Act establishing the teacher scholarship loan program."

NEA-Alaska strongly supports and encourages favorable consideration of the concept of scholarship incentives as a method of encouraging Alaska Natives to pursue careers in teaching in the public schools in Alaska. This particular issue was established as one of the six major legislative priorities of the Delegate Assembly, meeting in Anchorage in January.

It may be appropriate for the Committee to seek data relative to the previous implementation of AS 14.43.050 -.090 for purposes addressing specifically identified needs. SB 426 expands upon the provisions of the above referenced statute.

We would further encourage that the Committee, either on its own initiative or through the Department of Education, consider the feasibility of conducting an annual survey of all Alaska Native High School sophomores, juniors, and seniors and, perhaps even a supplemental survey of their parents and guardians as well, in an effort to build a data base which could be used to bring even more focus to this kind of legislation on a long term basis. Specifically, it seems appropriate to have more information on:

- career aspirations, expectations, needs
- current deterrents, barriers, problems
- extent and nature of counseling and adequacy of curriculum

A recent survey published by Texas Christian University on "Factors Related to High School Students' Interest in Teaching as a Profession" strongly suggest that a decline in parental interest in encouraging their children toward teaching is a major factor. It may be appropriate to ascertain the validity of this conclusion for Alaska.

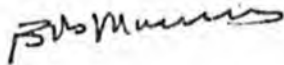
With an increasing number of Native students in the urban areas perhaps it is worthy of some emphasis to encourage, through incentives, more Native teachers in these areas as well.

It also seems appropriate to consider making this loan program an adjunct of the regular student loan program, but utilizing an expanded and separate sub-committee of the Post Secondary Education Commission which would also include practicing teachers and parents among its membership.

We feel that it is appropriate to raise some caution relative to geographic restrictions upon where a recipient may chose to teach. Reduction in the teaching force, non-retention and/or desire to voluntary job changes may have some effect on mobility of the recipients.

Finally, it may also be appropriate to clarify the legislative intent of HB 504 as it pertains to the term "teacher." AS 14.20.207 currently provides that the term teacher is also intended to cover administration. It is our recommendation that the primary focus be toward those who are actually in a classroom teaching circumstance.

Respectfully Submitted,



Bob Manners
Executive Secretary
NEA-Alaska

4:DS1

HOUSE HESS COMMITTEE
Mae Tischer, Chairman
Capitol Room 112
Juneau, Alaska

1/31/84

*you might want to remind the
members in Juneau of this. Also for
the record.*

NOTICE

The House Health, Education and Social Services Committee gives notice that it will take testimony on House Bill 504, "An Act establishing the teacher scholarship loan program," at the times and locations indicated below:

Kotzebue

Kotzebue Technical Center

1:00 p.m.

Friday, February 3, 1984

Teleconferenced to Capitol Room 112, Juneau, 1:00 p.m.

Nome

Nome City Hall

10:00 a.m.

Saturday, February 4, 1984

Teleconferenced to Capitol Room 112, Juneau, 10:00 a.m.

Bethel

Kuskokwim Inn Annex

12:00 p.m.

Sunday, February 5, 1984

Teleconferenced to Capitol Room 112, Juneau, 12:00 p.m.

If necessary, the Chairman may at her discretion limit testimony to a stated amount of time per witness.

Please contact Bill Lovell at 465 - 3777 or the local Legislative Information Office for more information.

/wtl



RESEARCH SUMMARY

Institute of Social and Economic Research, University of Alaska

January 1984, R.S. No. 13

Effective Schooling in Rural Alaska

INTRODUCTION

Rural teachers are not satisfied with their students' academic progress, according to a new University of Alaska report, and they tend to blame the problem on a lack of motivation. On the other hand, the teachers are satisfied with their relationships with both the students and the community.

The report was prepared by the College of Human and Rural Development and the Institute of Social and Economic Research for the Alaska Department of Education. It was based on a survey of 304 rural teachers, representing every school outside Alaska's urban areas (such as Anchorage, Fairbanks, and Juneau). The teachers identified several educational areas that needed attention. They also described the instructional practices that they found effective in a rural Alaska context. Ninety-six percent of the teachers returned their surveys, an unusually high proportion.

FINDINGS

Satisfaction with Educational and Other Conditions

Most rural teachers, whether they taught in majority Native or non-Native schools, are satisfied with the quality of their relationships with students (92 percent), with discipline in their schools (84 percent), and with school/community relations (73 percent).

Ironically, what frustrates rural teachers, particularly in Native majority communities, is not relationships with people of a different culture, but relationships with the district center. Fewer than half the teachers in Native majority communities are satisfied with the support they receive from the central office (43 percent), with the superintendent's management (46 percent), and with the district board's action (46 percent). According to teachers, many district staff do not appreciate the local situation. (We did not survey district staff; their perspective may very well be different.)

Most rural teachers (80 percent) are pleased with

their salary and benefits. To our surprise, only about a third voiced dissatisfaction with their housing.

Almost half of the rural teachers want more opportunities for professional growth. One wrote:

I am in a tiny school—one other teacher who is not my husband. I have no one to ask questions of. My class of primary grade children includes an incredible range of students (skill, intelligence, behavior, motivation). I have an unworkable curriculum guide. My district has offered me one training session, one week. I am alone!

Student Achievement: What Teachers Expect

Rural teachers' views of their students' performance are ambivalent. On the one hand, over half the teachers in Native majority schools (52 percent) say they are not satisfied with their students' academic progress. Even more (60 percent) say they cannot expect average or above-average achievement from their students.

Rural teachers expect virtually all their students to graduate from high school. But most teachers in Native majority schools (90 percent) expect less than half their students to attend college.

Despite their pessimistic view of students' academic performance and potential, most teachers in Native majority schools (63 percent) say they are satisfied with the quality of education at the school.

Rural teachers in non-Native majority schools are significantly more satisfied with their students' academic progress. They feel that achievement levels above national norms can be expected from their students. Finally, they are much more likely to expect students to attend college.

These differences between teachers' views in Native and non-Native majority schools are troubling. We are not sure what they mean. Several teachers wrote on the margins of their surveys that we should be careful *not* to interpret their attitudes as "low expectations." In their view, they are simply being realistic when they say that they do not expect many students to achieve at national norms and that they do not expect many students to attend college.

JAN 15 1984

Indeed, 49 percent of the teachers in Native majority communities say that none of the parents expected students to complete college. "Parents are reluctant to see their children leave home and become indoctrinated in a foreign culture," one teacher explained on the survey.

But teachers also point out that the rural context unjustifiably lowers academic expectations. One said:

My own personal level of expectation has gone down since I arrived here. When I started as an English teacher my expectations were too high. Very quickly my expectations became more realistic. The big problem is that we overcompensate and come to expect too little.

Effective Teaching Practices in Rural Alaska Schools

Rural teachers say their schools do not emphasize many of the practices that are related to high achievement test scores in schools outside Alaska. Most teachers, for example, say their schools do not pay much attention to standardized test scores as a basis for setting academic goals.

Less than half (48 percent) of rural teachers assign homework regularly. Many say they avoid homework because students do not have the needed lighting, space, or opportunity at home.

A large proportion of teachers (40 percent), however, do hold study sessions before or after school once a week or more. These study sessions are advantageous, they say, because the school setting helps students settle down to work and teachers are right there to help.

When asked to describe briefly the instructional practices they personally found effective, rural teachers emphasized some of the practices stressed in national studies of effective schooling and some practices related to the village cultural context. These include:

1. Use of diverse instructional materials and especially projects where students actively do things.
2. Self-paced instruction, especially where the teacher sets standards for the amount of work to be done.

3. Cooperative student learning situations, such as group projects and peer tutoring.
4. Opportunities for parents and community people to participate in schooling, such as sending home nightly study guides.

CONCLUSIONS

We have asked many different people—school superintendents, rural and urban teachers, representatives of professional education organizations—to comment on these findings. Most raise the same issue: How can so many rural teachers say they are satisfied with the quality of education at their schools and then turn around and say they don't expect students to reach national achievement norms or attend college or complete college if they do attend?

Possibly the answer is straightforward: most rural teachers may feel they are working in a difficult situation, with students whose cultural traditions do not necessarily support academic achievement or college attendance, and whose parents are not often oriented toward these goals. They may feel that under these circumstances, they and their schools are doing a fine job. But the disturbing issues remain: do teachers expect too little of village students? And what should count as "educational success" in rural Alaska? Such questions as these must be answered before we can reasonably expect to improve the effectiveness of rural schooling in Alaska.

This report, entitled *Effective Schooling in Rural Alaska* (27 pages), was prepared by Judith Kleinfeld and G. Williamson McDiarmid under the auspices of the College of Human and Rural Development and the Institute of Social and Economic Research, University of Alaska. The teacher survey on which the report was based was part of a study of school governance in rural Alaska, conducted by Dr. Gerald McBeath at the University of Alaska with the assistance of the authors and others. The report is available from the Institute of Social and Economic Research, 204 Chapman Building, University of Alaska, Fairbanks, AK 99701, or from ISER in Anchorage, 707 A St., Suite 206, Anchorage, AK 99501, telephone 278-1621. For more information on this report, call Judith Kleinfeld, ISER-Fairbanks, 474-7435.

RESEARCH SUMMARY

Institute of Social and Economic Research
Lee Gorsuch, Director
707 "A" Street, Suite 206
Anchorage, Alaska 99501

Rep. Vernon
General Del
Sleetmutter;

Forward to:
Representative Vern Huribert
1024 West 6th, Suite 204-B
Anchorage, Alaska 99501

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MR VERN HULBERT
HOUSE OF REPRESENTATIVES
JUNEAU, AK

FEB. 15, 1984


DEAR REP. Vern Hulbert

THIS IS A LETTER CONCERNING HOUSE BILL NO. 504
IN SUPPORT OF STUDENT LOANS TO AKASKAN STUDENTS.
I AM IN FULL SUPORT OF THIS BILL. I CAN HONESTLY SPEAK
ON THIS ISSUE. WHEN I ATTENED THE X-CED PROGRAM THERE
WHERE MANY DISCOMFORTS I HAD TO ENCOUNTER IN APPLYING
FOR FUNDING AS AN OFF CAMPUS STUDENT. THE EXISTING LOANS
WERE NOT ENOUGH TO MET THE NEEDS OF ANYONE WITH A FAMILY.
WE ALL UNDERSTOOD THAT IT COSTED MONEY TO GO TO SCHOOL
BUT THE HARDSHIP WAS AT TIMES VERY DEMANDING ON OUR
SLIM BUDGETS.

THE BILL HAS INSIGHT FOR OUR NON-CERTIFIED TEACHERS
WHO HAVE BEEN VERY DEDICATED TO THEIR JOBS. THAY HAVE
WORKED VERY SALENTLY WITHOUT RETIREMENT BENIFITS ON PART
TIME BASES. I CAN FORESEE THEM GOING ON TO SCHOOL NOW
IF THIS BILL IS PASSED IN BOTH HOUSES. THE COMMUNICATION
WHICH LINKS THE VILLAGE LIFE AND THE SCHOOLS ARE THE NON-
CERTIFIED AIDES. PERHAPS, IN THE FURTURE WITH MORE
CERTIFIED TEACHERS WHO ARE ALASKAN NATIVES A BETTER
DELIVERY OF EDUCATION WILL BE A REALITY HERE IN RURAL
ALASKA.

I ALSO CAN SEE ANOTHER BARRIER WHAT WILL BE DONE
FOR THE NATIVE CRTIFIED TEACHERS WHO MUST WAIT
FOR THE TENURE TIACHERS TO MOVE ON I MYSELF SIT IN THAT
POSITION AND HAVE BROUGHT IT TO THE ATTENTION OF THE
REAA BOARD THE REPLY WAS THE TENURE TEACHER OR AN
OPENING WITHIN THE DISTRICT WHEN EVERY THE WAS ON WHERE
I CAN FIT THE SLOT.

SINCERELY


MARIE T. [WALKER] HAILEY

Alaska Native Land Managers Association

WHEREAS, the preservation and continuation of Native culture in Alaska is of paramount importance; and

WHEREAS, Native teachers are needed to foster a sense of ethnic traditions and cultures in Alaska Native students; and

WHEREAS, existing programs have failed to increase the number of Alaska Native teachers; and

WHEREAS, the number of Alaska Native teachers returning to teach Alaska Native students is inadequate.

THEREFORE BE IT RESOLVED that the Alaska Native Land Managers Association, meeting in Anchorage, Alaska, this 19th day of January, 1984, does hereby support and urge the immediate passage of House Bill 504.

Chapter 2

of the existence of northwestern
the voyage of Vitus Bering in 1741.
coastline was more fully defined,
by explorers and navigators to its
atures. Much of the interior was to
old for another hundred years.

the land were already known and
ple who would in time become
Indians, and Aleuts. It was — and
years — their homeland.

edge of these Americans — as they
y their first foreign visitors — was
eir existence and their lifeways
ld only through the eyes of foreign
ers, missionaries, and others. It is
heir observations gathered over a
er with later research, to portray
the arrival of the first Russians in



Wendell Oswalt, *Alaskan Eskimos*, 1967

MAP 2 GENERALIZED GEOGRAPHIC DISTRIBUTION OF ESKIMOS,
INDIANS AND ALEUTS IN ALASKA

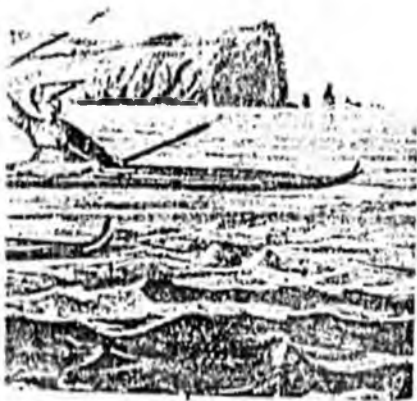
Most Aleuts lived in coastal villages on islands named after them stretching 1,000 miles across the North Pacific. Some few lived at the lower end of the Alaska Peninsula.

Aleuts

The population of about 15,000 Aleuts lived in numerous small villages, most of which were located on the Bering Sea side of the islands. One island, Umnak, once had 16 villages. A typical village was made up of six or seven houses; each household consisted of 20 to 30 people who were related to one another. Their houses were half underground and covered with a warm dome of sod.

Every village with its cluster of houses had its own sea hunting areas, which had to be respected by other villages. Use of these areas without permission meant war.

Adult men hunted seals, sea lions, and whales in the open sea from kayaks, perhaps the most seaworthy of watercraft. Roots, berries, birds, and eggs were available on the land. The food resources of the Aleuts were so abundant that anyone



Alaska State Museum, Juneau (Lutke's Voyages)

Alaska State Legislature



Speaker of the House of Representatives

Official Business

Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-3720

February 22, 1984

Mr. William Willoya
Box 484
Nome, Alaska

Dear Mr. Willoya,

Thank you for forwarding your comments on HB 504. I found them enlightening and thoughtful. They will be an important contribution to what we are attempting to make a thorough and complete review on the subject of rural education in Alaska, as it affects the proposed program.

I have forwarded your comments to the HESS Committee for its final work sessions on the bill, and it will become a part of the permanent bill file.

I appreciate your taking the time to attend the hearing and to type and send your comments. When I may be of further assistance or information, please feel free to contact me.

Sincerely,

A handwritten signature in dark ink, appearing to read "Joe L. Hayes".

Joe L. Hayes
SPEAKER OF THE HOUSE

JLH:rjn

FEB 10 1984

Teleconference opinions of William Willoya on
House Bill no. 504 at Nome Alaska, Feb.4, 1984.

As per your request for written words here is a brief, concise recap of my oral testimony. I am a bachelor of Arts certified, graduate of Alaska Pacific University, class of 1974. Prior to that I was a student of "Arctic" teacher training program, class of 1969.

The experiences I have had in the Arctic as a working person and Principal Teacher number 30 years, approximately 9½ in k-12 schoolteaching. I arrived thru the back door into education, (which is one of many careers I have pursued). Hence I have the objectivity to look at any stratum of Arctic Society with a relatively unprejudiced, experienced eye. With this in mind let me remind you the Arctic, now "x-ced" program is a visible bureaucracy, created by the Alaska people to using your "words." Therefore, it is the intent of the legislature to establish the teacher scholarship loan program to encourage members of ethnic minorities to return to rural schools as teachers and relieve the conditions described in this section".

As per my testimony as living proof that Arctic X-ced is a viable program. Except, the Super insulated bureaucratic intelligentsia administered the program. I am totally opposed to programs that are statistical "miracles" and real life failures. This is true with any program that involves several layers of accountability, in which native people are the constituents, technicians and professionals work for and are accountable to. In all cases the legislature hears the professionals and not the village spokesman when programs are called into account.

Sec. 14.43.630 I Object: Local school boards should be the "total" process. Selection, administration, Identification of Awardee, Guardianship of the funds, etc.etc.

Reason: Professional Educators know there finest students, know there local school board, know the familys, know whether or not the student -is sincere in purpose, Pure in motivation, and hard working enough to stick out 4 years in college. School Districts statewide are in political and administrative chaos. Most of the elected school boards leave every type possible work to the administration. Hence, if this provision is left in, infighting, quota politicking, promoting, and other common tactics will be employed to insure the "right" student is awarded.

As per the testimony on Article 7, I reiterate the goals. Rural students are the aristocracy of the Arctic kingdom. All life goals, plans, efforts, and societal measures are planned with the idea in mind of insuring the student child will be awarded the highest degree of status. Hence, when jobs take children away enmasse the subsistence villagers revolt by sabotaging the take away our children, program. Right now there is not enough sophistication to keep the talented in remote villages. I can name you the survivors of "Arctic X-ced" left in villages if you wish, on my fingers and toes. Arctic Attrition will kill this bill as surely as a firing squad. A subsistence person is Arctic Royalty. A child, spoiled, self sufficient, aristocratically upbred, secure, in full control of that society does not necessarily find education a progressive entity. Hence, I suggest that this bill be redrafted so that earlier identification of client students, and school boards be finally called on to correct the deficiencies of this bill and the Village Local school boards in conjunction with Local teachers keep this bill out of the hands of bureaucracys.

Finally, let me congratulate you for your universality, progressive mindedness, and fairness to all Alaskans, especially, the future ones now in school.

William Willoya

Introduced: 1/10/84
Referred: Health, Education & Social
Services, House Special Committee on
State Loans and Finance

BY HAYES, HURLBERT, ADAMS, ABOOD,
BARNES, BUSSELL, CATO, COWDERY, DAVIS,
FULLER, FURNACE, GRUSSENDORF, HERRMANN
KOPONEN, LINDAUER, LISKA, MALONE,
MARTIN, M.W. MILLER, RINGSTAD, SHULTZ,
SZYMANSKI, UEHLING, WARD, ZHAROFF,
FRITZ, BETTISWORTH AND MCBRIDE

1 IN THE HOUSE

2

HOUSE BILL NO. 504

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

THIRTEENTH LEGISLATURE - SECOND SESSION

5

A BILL

6

For an Act entitled: "An Act establishing the teacher scholarship loan
7 program."

8

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

9

* Section 1. AS 14.43 is amended by adding new sections to read:

10

ARTICLE 7. TEACHER SCHOLARSHIP LOAN PROGRAM.

11

Sec. 14.43.600. FINDINGS AND INTENT. (a) The legislature finds

12

that there is a wide and unacceptable disparity between the ethnic
13 distribution of teachers and the ethnic distribution of students in
14 the state public schools. Particularly in rural areas, many schools
15 have virtually no Native teachers and no non-Native students. The
16 undesirable effects of this disparity include the following:

17

(1) there is a serious weakness in the ability of teaching
18 staffs, particularly in rural schools, to foster a sense of ethnic
19 traditions and cultures in the students;

20

(2) many rural students are forced to exist in two entirely
21 separate situations: the essentially traditional atmosphere of many
22 Native homes and the essentially modern atmosphere of the classroom;

23

(3) almost no students among the state's ethnic minorities
24 return to rural schools to teach continuing the ethnic imbalance and
25 exacerbating its effects; and

26

(4) there is an annual turnover of 40 percent among teach-
27 ers in rural educational attendance areas in the state.

28

(b) The legislature further finds that existing programs have

29

failed to increase the proportion of members of ethnic minorities

NWISSD 1
BSSD 2
Barrow D
Bethel ?

BIA
Policy
2 years
Max-
per-ite

what

orthodox eskimo

STIFLING

1 teaching in rural schools. Therefore, it is the intent of the legis-
2 lature to establish the teacher scholarship loan program to encourage
3 members of ethnic minorities to return to rural schools as teachers
4 and relieve the conditions described in this section.

5 Sec. 14.43.610. PROGRAM ESTABLISHED. There is established the
6 teacher scholarship loan program to provide an incentive for graduates
7 of Alaska high schools who are from ethnic minorities to pursue teach-
8 ing careers in Alaska schools.

9 Sec. 14.43.620. TEACHER SCHOLARSHIP REVOLVING LOAN FUND. There
10 is created a teacher scholarship revolving loan fund. The fund shall
11 be used to make scholarship loans to students selected under AS 14.-
12 43.600 - 14.43.650. All repayments of principal and interest on
13 teacher scholarship loans shall be paid into the teacher scholarship
14 revolving fund and shall be used to make new teacher scholarship
15 loans. If estimated funds available from teacher scholarship loan
16 repayments are inadequate to fully fund estimated teacher scholarship
17 loans for any fiscal year, additional funding from the general fund
18 may be requested and appropriated for that year.

19 Sec. 14.43.630. ADMINISTRATION. The teacher scholarship loan
20 program shall be administered by the student financial aid committee
21 (AS 14.43.095) in accordance with regulations adopted by the
22 committee. The committee shall distribute the funds available for
23 teacher scholarship loans annually to local school boards giving a
24 preference to school districts with a high percentage of students in
25 ~~urban~~ ^{or local majority} ~~minorities~~ and a low percentage of teachers in ~~urban~~
26 ~~minorities~~ ^{or local majority}. The local school boards shall select the recipients of
27 the teacher scholarship loans.

28 Sec. 14.43.640. CONDITIONS OF LOANS. Each school district shall
29 award teacher scholarship loans subject to the following conditions:

Will consist of 10/10

10-10-10?

Village or Local School Board

do they stop ^{borrowing} ~~being~~ perfect teachers?

1 (1) the conditions provided in AS 14.43.120 apply except
2 that no loans may be made to graduate students and the state shall
3 repay a portion of a teacher scholarship loan under AS 14.43.120(j)
4 only if, in addition to the other criteria, the borrower is also
5 employed as a public school teacher in the state during the period for
6 which the loan is forgiven;

7 (2) if a borrower meets the conditions provided in para-
8 graph (1) of this section and is employed as a public school teacher
9 in the ^{school} ~~district~~ from which the borrower graduated, the portion of the
10 loan that shall be paid by the state is the following percentages of
11 the total loan received plus interest up to a total of 100 percent of
12 the total loan:

- 13 (A) one year employment, 15 percent;
- 14 (B) two years employment, an additional 15 percent;
- 15 (C) three years employment, an additional 15 percent;
- 16 (D) four years employment, an additional 25 percent;
- 17 (E) over four years employment, an additional 30 per-
18 cent; and

19 (3) a loan may not exceed \$10,000 in a school year.

20 Sec. 14.43.650. SELECTION CRITERIA. (a) To be eligible for a
21 teacher scholarship loan, a student must

22 (1) be a graduate of, or scheduled for graduation within
23 six months from, a state public high school, with sufficient credits
24 to be admitted to an accredited college or university;

25 (2) be enrolled in or show evidence of intent to enroll in
26 a degree program directed at a teaching career at the elementary or
27 secondary school level; and

28 (3) meet the conditions set by the student's local school
29 district with respect to the district's requirements for teachers in

Too vague
↓

1 particular subject areas.

2 (b) ~~Each school district shall award teacher scholarship loans~~
3 ~~in direct proportion to the distribution of ethnic groups among the~~
4 ~~students eligible for graduation from the school district each year.~~

5 (c) A student may not be awarded a scholarship loan under
6 AS 14.43.090 - 14.43.160 and a teacher scholarship loan under AS 14.-
7 43.600 - 14.43.650 for the same school year.

Alaska Native Land Managers Association
840 K Street, Suite 202
Anchorage, Alaska 99501
272-1254

February 13, 1984

Representative Mae Tischer
Pouch V (MS 3100)
Juneau, Alaska 99811

Re: HB 504

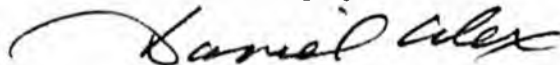
Dear Representative Tischer:

At a recent meeting of the Alaska Native Land Managers Association, the membership passed the enclosed resolution urging passage of HB 504, dealing with establishing the teacher scholarship loan program.

We feel that this bill satisfies an important need in rural Alaska. For too long, young people have left the villages to attend college, never to return. Additionally, we have watched a parade of non-native teachers through the village schools. We feel that it is important to have a stable staff of teachers in rural schools. We also feel that it is preferable to have native teachers teaching in predominantly native schools in order to understand and preserve the unique culture and history of Alaska Native peoples. It is our feeling that native teachers will provide a valuable role model for students in rural Alaska. The students need to see that they can be a success and that they can be leaders in today's world.

We feel strongly that the passage of HB 504 will be another step along the path towards improving rural education and the lives of rural Alaskans.

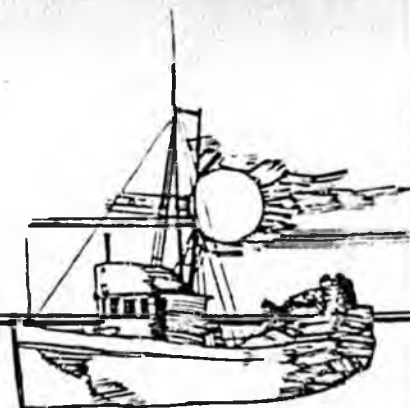
Very truly yours,



Daniel Alex,
President

CHUGACH

School District — Nyal D. Worsham, Superintendent



February 2, 1984

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



RE: House Bill #504

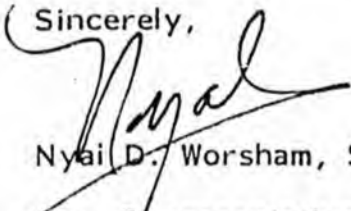
Dear Mr. Speaker:

I wish to speak in support of House Bill #504 related to a teacher scholarship fund for native students. Having spent the last eight years in Alaska bush and rural school systems, I know that our native students do need the relationships that native teachers can give to them.

We need positive counseling efforts to lead our future native teachers into the profession and give them support while they develop their teaching skills.

I thank you for the introduction of this bill and wish you and Representative Hurlbert success in its passage.

Sincerely,


Nyal D. Worsham, Supt.

cc: Representative Vern Hurlbert
Files

MANIILAQ MANPOWER

P.O. Box 725
Kotzebue, Alaska 99752

Phone
(907) 442-3360

February 6, 1984

Mr. William T. Lovell
House HE&SS Committee
Alaska State Legislature
Pcuch V
Juneau, Alaska 99811



Dear Mr. Lovell:

Thank you for this opportunity to submit written comments on House Bill No. 504. I admire the legislators insight into the problems of Rural Alaska and I applaud them for their inventiveness. Keep up the good work!!

Once again thank you for this opportunity.

Sincerely,


Fred Wemark
Special Assistant

enclosure: 1

Mauneluk Manpower
Testamony on HB 504

Thank you for this opportunity to comment on HB 504. My name is Fred Wemark, Special Assistant with Mauneluk Manpower. I manage a program that brings career awareness into the villages. The main thrust for the program is to get the students and adults within the villages to think about what they would like to do in the village or region in the way of an occupation. We explore all the potential possibilities of work and try to give as accurate a picture of employment as possible in the future.

Your Bill reaches right to the heart of employment that will always be present regardless of the amount of development the rural parts of our great state may or may not enjoy. As long as there is a rural population there will be teaching jobs available. It is only fitting that these positions be taken by those that will live in the community and raise their families and keep the money within the community. This not only makes sense from an economic standpoint but from a social standpoint also.

There are many students in our University system that are studying for a career in Education. But those people are to few. Your bill will increase that number dramatically. More and more the high school students are realizing the importance of a higher education. With the rural economy in the shape it is in those hopes for a higher education fades with the lack of money to send them to school. Hope is now on the horizon. I urge that you pass this important piece of legislation as soon as possible with the appropriate funding.

Thank you.



City of Mountain Village

P.O. Box 204
Mountain Village, Alaska 99632
(907) 591-2929

February 10, 1984

Honorable Joe Hayes
Speaker of the House
Alaska House of Representative
Pouch V
Juneau, Alaska 99811

Dear Speaker Hayes:

I am writing to you in support of House Bill no. 504, which you introduced recently in the second session of the 13th legislature. This bill if passed, will greatly encourage and enhance our native people to come back and teach among their own people and will improve the quality of education which is vital in this area. Representative Vern Hurlbert is aware of this and it is his concern for his constituents in District 24 of which he represents.

Mr. Speaker, I advise your integrity and is some what surprise to me that you are concerned for us natives, therefore, I believe that is the kind of leadership we need in Juneau. Thank you very much!

Sincerely,

Andrew Brown, Vice-Mayor

cc. ✓ Rep. Vern Hulbert
Sen. John Sackett
Sen. Frank Ferguson
Rep. Jack Fuller
Supt. Dr. William Phillips, Lower Yukon School District
City Manager, Steve Schwab

January 27, 1984



Mr. Joe Hayes
Speaker of the House
Pouch V
Capitol Building
Juneau, Alaska 99811

Dear Speaker Hayes:

I am in receipt of a letter from Vern Hurlbert and a copy of HB 504. The idea seems a propitious one and has my enthusiastic support. I have noticed the problem you described with village schools in this area, wherein the bulk of the students are native and the teachers non-native. The teacher turnover rate is also sometimes rather appalling. I am sure the problem is even more marked in the northern sections of the state.

The only question I have is a legal one; namely, what is the advice of the AG's office on the constitutionality of Sec. 14.41.630 wherein preference is given to certain districts. I understand the intent, applaud it as morally correct and a practical necessity (if you are to accomplish the stated goal and not end up giving the bulk of the scholarships to non-natives from non-native majority school districts) but wonder if it runs afoul of due process clauses. It is worth getting an opinion on beforehand to make sure the bill is couched in terms that are proof against later litigation.

Sincerely,

Thomas L. Conley, M.D.
Secretary
Ketchikan Gateway Borough School District
Board of Education

N.B. This is a personal, not a Ketchikan Gateway Borough School District, Board of Education, response.

cc: Representative Vernon L. Hurlbert
 Representative Jack McBride
Ms. Cheri Davis
President
Ketchikan Gateway Borough School District



WRANGELL

**PUBLIC SCHOOLS
DISTRICT OFFICE**

P. O. BOX 657

WRANGELL, ALASKA 99529

Telephone (907) 874-2347

GATEWAY TO THE STIKINE

ROBERT W. McCONNELL, Superintendent of Schools

January 31, 1984

The Honorable Joe Hays, Speaker of the House
Pouch V
Capitol Building
Juneau, Alaska 99811

Dear Honorable Hays:

In response to Representative Vern Hurlbert's letter of January 20, 1984, please regard this as support for HB 504.

Having spent time with a government which tried the same process, designed with the same philosophy, I have some concerns over the possible outcome. I applaud the intent however.

Sincerely,

Robert W. McConnell
Superintendent

cc: Representative Hurlbert
Representative McBride

MR. DARRELL G. MOORE
DISTRICT SUPERINTENDENT

Chatham School District

P.O. BOX 109
~~ANGOOK~~ ALASKA 99820
TELEPHONE: 788-3302 OR 788-3682
January 27, 1984

BOARD OF EDUCATION

MR. WALLY FRANK, SR.
MR. EDWARD GAMBLE, SR.
MS. MATILDA GAMBLE
MRS. ANN MACKOVJAK
DR. JACK LESH

Representative Vern Hurlbert
State Capital
Pouch V
Juneau, Alaska 99811

Dear Representative Hurlbert:

I would like to respond to ~~House Bill NO. 504~~ which was recently introduced in an effort to encourage Alaska Native high school graduates to return to their home village to teach.

Prior to my tenure here in Chatham School District, I spent nine years on the Sheldon Jackson campus encouraging and developing a teachers education program. I am very interested in presenting role models for the village; however, I think your approach is ~~wrong~~.

In our school district I would be in favor of hiring a student to ~~return to the area, but not the same village~~. Experience from Bible times to the present will demonstrate that people returning to their ~~home village are usually subjected to demands not common to other candidates~~.


I also think the loan is discriminatory. This fact on the surface may not seem like an important clause; however, minorities like to know they made it on their ~~own merits~~. I also think people are more inclined to succeed at something they invest time and money in.

Finally, I think many native graduates do something other than teach simply because they can demand more money as a college graduate in another occupation.

Many of our Sheldon Jackson graduates were either offered employment and terminated or never started due to the high wages they were able to attain through private enterprise or the native corporations. I do not ~~think this program will change this fact and say in the long run do a disservice~~.

Please write or call me if I can be of further service or add clarification

Sincerely,


Darrell G. Moore, Supt. of Schools

cc: Joe Hayes, Speaker of the House
Reading File
- S C H O O L S -

Native teacher fund envisioned

(Continued from Page One)

tive students among the state's ethnic minorities return to the rural schools which continues the ethnic imbalance.

A high turnover of as much as 40 percent of teachers in rural education attendance areas in the state.

The bill states that current programs such as the X-CED program at the University of Alaska has failed to rectify the problem.

The loan program would appropriate money to be loaned to high school graduates or students within six months of graduation from a state public high school who have sufficient credits to be admitted to an accredited college. Those students also must be enrolled in or show intent to enroll in a university program which aims at a teaching degree for elementary or secondary school. The student also must meet criteria established by the local school board.

If the student is awarded the scholarship and completes his education and returns to the village, a percentage of his loan will be "forgiven" by the state at a rate of 15 percent each year for the first three years of teaching; 25 percent of the total loan for the fourth year completed and the final 30 percent for the fifth year.

The bill is given good change for success on the House side, of the legislature because it is supported by the House Majority coalition of urban Republicans and Bush Democrats and because Hayes, the powerful House Speaker, is backing it. It isn't often that a bill sponsored by the Speaker is defeated.

On the Senate side, it is given fair chance for passage by Sen.

Frank Ferguson, D-Kotzebue, who said that it will probably pass in a refined form after some things are ironed out.

One possible problem the bill may have is surviving a legal challenge on the basis that it discriminates in favor of one specific ethnic group. The bill directs that the scholarships be awarded on a level proportionate to the percentage of ethnic representation.

Therefore, if 80 percent of the students are Native, 80 percent of the scholarship money must go to Native students.

Recent laws directing money at a specific group, such as the Longevity Bonus program which gives money to Alaska residents older than 65 years who have lived in the state since statehood has been ruled unconstitutional on the grounds that it discriminates against a person who moved to the state after statehood.

Tony Vaska of Bethel, who is a member of the Bush Caucus but not a member of the House Majority, said he thinks it will not survive a constitutionality test.

Hayes said he has had the Legislature's lawyers review the bill and they found it all right. He said the state attorney general has yet to review the bill.

Veteran observers of the Legislature found the key sponsor of the bill — Hayes — to be of particular interest because of his urban background. One commented that "if there ever was any doubt that Hayes is running for governor, this kills it."

Hayes responds to such skepticism by saying "I suppose it would look (like he is trying to gain a rural support) but I just

know the problems of rural people. I fly a lot and get into the villages more than our urban legislators. I also have worked with the Bush Caucus for the past two years and know of their concerns."

He said that Hurlbert was instrumental in pushing the bill and is second sponsor on the document.

Gov. Bill Sheffield had comment on the bill other than to point out that programs exist in the state to draw rural students into teaching.

And as for Hayes drawing a gubernatorial constituency, Sheffield said, "I told him, I'll campaign him 125 to one and have more staying power."

Child abuse bill introduced

The Associated Press

Juneau — Certain kinds of child neglect and abuse unpunishable under existing law would be classified as felonies by a bill introduced in the Alaska House of Representatives.

The legislation is aimed at adults who use force against children

cause or permit a child to be placed in circumstances resulting in serious physical injury."

The measure (HB 489) is sponsored by House Democrats Jack McBride of Ketchikan, Niilo Koponen of Fairbanks and Mike Szymanski of Anchorage.



City of Kaitag

Kaitag, Alaska 99748



February 7, 1984

Vern Hurlburt, Representative
Pouch V
Juneau, Alaska 99811

RE: HB 504 - Educational

Dear Representative Hurlburt:

This is a letter of support to the educational scholarship funding for rural students of Alaska including students of private schools.

Sincerely,

Kenneth B. Madros
Kenneth B. Madros,
Mayor

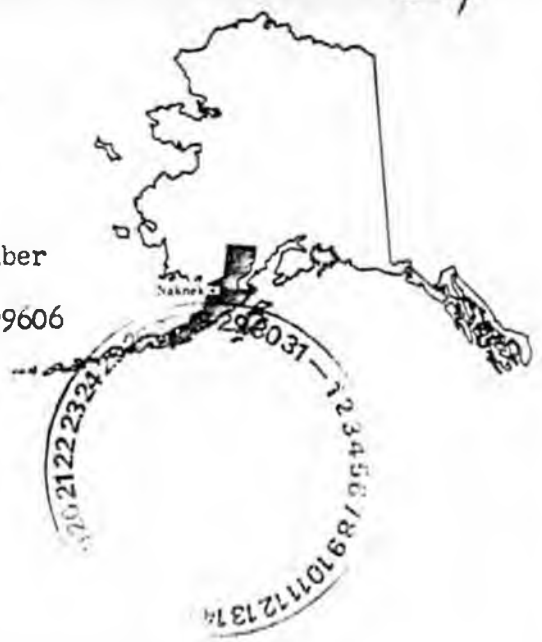
e jm





THE LAKE AND PENINSULA SCHOOL BOARD

SARA HORNBERGER, ~~President~~ Member
~~1800 Alaska 99501~~
P.O. Box 69, Iliamna, AK. 99606
February 3, 1984



The Honorable Vern Hurlbert
Alaska State Representative
Pouch V - Capital Building
Juneau, Alaska 99811

Dear Vern:

Thank you for your letter of January 20, 1983, in reference to House Bill No. 504. I appreciate the opportunity to comment on it. In realization of how very busy you folks are down there, I still hope that you will find time to read my letter of reply in addition to the reading by an administrative assistant. (I have no objections to this system - I know it is necessary if you elected officials are to be able to accomplish anything.)

I believe that my comments are made from a position of great strength. We have in our school district an administrative assistant, Frank Hill; two principal teachers, Norm Auberg and Pete Hill; and three teachers, Pauline Hobson, Larry Hill, and Gwen Nielsen; and one teacher on leave, Emma Hill, who are Native. In addition, we recently inaugurated a minority administrative apprenticeship and Frank Hill is the first person to participate. Whenever possible we hire local people to do school district jobs as for example, Alex Wassilie our North Area Maintenance Person.

Going from there, I want to ask if anyone had done any research at all to see if this bill will do what it proposes to do? Three of our Native teachers got their degrees through the RCTIC program (later called X-Ced); Several refused all financial help of any sort preferring the joy of being able to say, "I did it all by myself." Several used the regular state loan program and BIA assistance.

In our district at least there has been no lack of assistance for village persons interested in higher education of any sort in obtaining any possible loan, grant, or scholarship. Persons who work as aides who show promise are encouraged - urged - to go on and get their degrees. Some few have attended the university sporadically. The members of the school board and the local teachers association have joined together for five years to grant two scholarships a year to district high school seniors in the name of one of our members who was killed in a snowmachine accident shortly after she enrolled in a teacher preparation program in Anchorage. She was a Native from Newhalen. We have youngsters from our district in college under the regular state loan program; but, so far as I know, my daughter is the only one in a teacher training program.

February 3, 1964

The Hon able Vern Hurlbert

I should add that one of our current board members, Jeannie Ihly, a Native from Chignik Lake, has ^{been} enrolled in college in Anchorage with the intention of becoming a primary teacher.

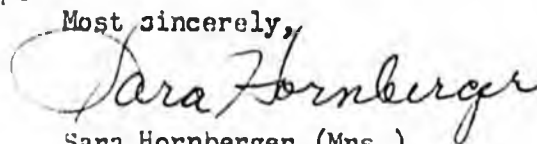
Where does this leave us? I believe that this bill will not do what you hope it will. All the money in the world will not prompt a person to attend college unless that person has the sincere desire, the personal drive to go. Secondly, that person, if he/she is to become a teacher must be willing to face a five-day-a-week, nine-month-a-year job; a job that is very intense and demanding. How many of our village people really want that sort of job? So we are talking about motivation. What is going to motivate a youngster from a village who enjoys the freedom of a life of trapping, fishing, hunting, etc., without the demands of a time clock, to take on the other sort of life? There are two things that cause a person to become a teacher: for some it is a calling; they cannot imagine doing anything else; it is their life; for other it is a job, a way to make a living and have three months a year off, etc. If a youngster from a village doesn't have an intense desire to become a teacher, I can't imagine that this loan program will inspire him/her to spend four years away from home in school to become a teacher. That child is going to get a trade that will enable him/her to go out and earn money when it is needed and then go home and enjoy life, and I don't blame that person one bit. Who wouldn't prefer that sort of life! So, we have a motivation problem.

We have one more problem. The fact that a person is a Native does not mean that he/she will make a good teacher, anymore than membership in any other race guarantees skill in any profession. This bill has no criteria set up at any place to evaluate participants. Today our children must have the very best possible teachers for the basics. We have many fine people in our villages who can and do work in the schools assisting with local culture programs, bi-lingual programs, who are not college graduates. Many of them have not finished eighth grade. They cannot teach math or reading or other subjects the certificated teachers handle; rather, the two work as a team complimenting each other when the program is handled properly.

One last point I'd like to speak to is teacher turnover. Years ago when Bristol Bay Borough was formed and took over the schools one of our main concerns was teacher turnover. However, that ^{teacher turnover} is not all bad. Teachers like preachers maybe need to move around. I'm not going to dwell on this, but the question is a very debatable one. Furthermore, we have discovered that not all residents of a village are pleased when a local person comes home as a teacher. Was it not Christ who said something to the effect that a prophet is not without honor except in his own country.

This letter, of course, contains my opinions only and most certainly does not speak for the other members of the board either individually or as a legal group.

Most sincerely,



Sara Hornberger (Mrs.)

AVCP

Association of Village Council Presidents
P. O. Box 219 • Bethel, Alaska 99559 • Phone 543-3521

February 1, 1984



Hon. Joe Hayes
Speaker of the House of Representatives
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Representatives Hayes:

On behalf of the Association of Village Council Presidents, regional non-profit Native corporation for the 56 Yupik Native communities of the Yukon-Kuskokwim delta region, I wish to commend you and the 27 co-sponsors for your introduction of House Bill 504, providing for a teacher scholarship loan program.

We concur with the legislative findings as stated in the bill. In particular, incentive has not be provided for Alaska Natives to pursue teaching careers in rural Alaska. Throughout the State (REAA) schools and remaining federal (BIA) schools, there are almost no Native teachers available for the almost totally Native student bodies. We sincerely appreciate your sponsorship of H.B. 504 and encourage your aggressive efforts for the enactment of this very beneficial legislation.

There is one small group of rural school districts which has overcome many of the difficulties which H.B. 504 seeks to correct. In the examination of rural education issues by you and your colleagues, we wish to encourage you to consider the future of five locally-controlled community schools in the AVCP-Calista Region. The Native communities of Akiachak, Akiak, Cheforak, Chevak and Tuluksak manage the only village-operated community schools in Alaska.

Beginning in 1977, these village council chose to operate their own community schools, apart from the federally-operated BIA schools and the State REA systems. The federal government provides funds through the BIA appropriations, however management of the education programs and school districts is completely controlled at the community level.

Local community, Native involvement is provided in every aspect of the education program of these "contract" schools. The largest school, for example, has eight certified Alaska Native teachers in its teaching staff. Community school boards at these schools completely determine, within the village, all administrative, curricula, fiscal and policy decisions concerning school district operations.

Unfortunately, these schools are scheduled to be closed at the end of the 1984-85 school year.

Hon. Joe Hayes
February 1, 1984
Page 2

The schools are community-operated and controlled, while funds are provided by the federal government under contracting provisions of the "Indian Self-Determination and Education Assistance Act." The communities wish to continue to locally manage their education programs, however federal funds will not be available beyond federal FY-85.

These schools have requested financial assistance from the State to continue to operate their districts. Under present policies, the state will not provide education funds to the contract schools because they are operated by Native community councils (village councils), which were organized prior to statehood. The councils are recognized as "tribal governing bodies" by the federal government.

Although the village council "contract" schools have agreed to admit all student village residents to the schools, regardless of race, the present state policy regards them as "private" schools because they are operated by Native community councils.

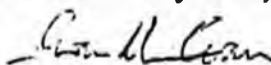
Despite their desire to maintain community control over the village education programs, the contract schools' only other option is to join the REAA education systems. They are very reluctant to do so because of the loss of community control over the education program, and because of the successes which they have achieved through the systems which have been established by them and which are now in place. If, for example, a Native community school becomes part of an REAA, they will be absorbed by a school district which encompasses up to 35 or more other communities, and will no longer have effective control over education at the community level.

The history, circumstances, and legal and policy issues are perhaps more complicated than I describe in this letter, however the basic aim of the village contract schools is simple. They wish to maintain effective local control and community operation of their schools. This goal is becoming destroyed by pressures of state and federal policies over which they have no effective control. We hope that you will consider the fate of these school districts among other rural education issues under review by the legislature.

By alerting you to the matter of Native community schools, we in no way wish to diminish the importance of your continued support for H.B. 504. Your interest in rural and Native education needs, as evidenced by H.B. 504, is genuinely appreciated.

Sincerely,

ASSOCIATION OF VILLAGE COUNCIL PRESIDENTS
Willie Kasayulie, Chairman of the Board


Ivan M. Ivan
President

Hon. Joe Hayes
February 1, 1984
Page 3

cc: Hon. Bill Sheffield, Governor
Rep. Vern Hurlbert
Rep. Jack Fuller
Rep. Tony Vaska
Sen. Frank Ferguson
Sen. John Sackett
Contract School Association

REP. JOHN G. (JACK) FULLER

CHAIRMAN, RULES COMMITTEE

MEMBER

POLICY COMMITTEE
COMMITTEE ON COMMITTEES
REAA BUDGET OVERSIGHT COMMITTEE
BLUE RIBBON COMMISSION ON PERSONNEL

DISTRICT 23

ALAKANUK	NOME
BREVIK MISSION	SAVOONGA
CHEVAK	SAMMON BAY
DIOMEDE	SHAKTOOLIK
ELIM	SHELDON'S POINT
EMMONAK	SHISHMAREF
GAMBELL	STEBBINS
GOLOVIN	ST MICHAEL
HOOPER BAY	TELLER
KOTLIK	UNALAKLEET
KOYUK	WALES
	WHITE MOUNTAIN



Alaska House of Representatives

February 13, 1984

Mr. Alfred S. White, Principal
Covenant High School
Unalakleet, Alaska 99684

Dear Mr. White:

Thank you for your letter regarding HB 504 - "An Act establishing the teacher scholarship loan program."

HB 504 was introduced 1/10/84 and referred to the Health & Social Services Committee, which is chaired by Representative Mae Tischer. The bill has further referrals to the House Committee on Loans, chaired by Representative Rick Uehling and the Finance Committee, chaired by Representative Al Adams. Any further correspondence you may have should be addressed to these Committees.

I have forwarded your letter to the Health, Education and Social Services Committee. Thank you for your interest in the Legislative process.

Sincerely,

Rep. John G. (Jack) Fuller
Chairman, House Rules





Covenant High School

(907) 624-3282 Unalakleet, Alaska 99684

FEB 9 1984

February 6, 1984

Representative Jack Fuller
Alaska State Legislature
Pouch V (MS 3100)
Juneau, Alaska 99811

Dear Representative Fuller:

Enclosed is a letter which we submitted at the hearing recently on HB 504. We feel that this bill could serve an excellent purpose in the bush but feel strongly that private school graduates should not be restricted from participation. Our letter expresses our viewpoint.

The method of payment might need to be altered in order to avoid channeling funds through a private school to the recipients, but I am sure that this could be done without altering the intent of the bill. I am inclined to believe that it would be preferable, at any rate, to have recipients receive grants directly from the state on nomination from the districts. This method would largely parallel the present Student Loan program while giving the districts input on promising candidates.

Other items in the bill which might be given additional consideration are the following:

Sec. 14.43.640 Conditions of loan. Paragraph 2 requires that the borrower must teach in the district from which he/she graduated in order to be eligible for loan forgiveness. I believe that this is entirely too restrictive. In small districts such as Nome or Dillingham, an opening may not be available upon graduation. Also, marriage often requires a graduate to re-locate. It has been our experience that most Alaska Native graduates do return to the bush, and the value of others in the major city school systems is significant in its impact on Native students in those areas as well.

It seems unfortunate also that a returning student would be restricted from teaching in a private school in order to receive credit toward forgiveness. Federal teacher loans have not made this distinction. If the school is classified as having a high percentage of minority students, the borrower may apply for a percentage of forgiveness regardless of the public or private status of the school.

I am personally inclined to think that the loan should be supplemental rather than set at \$10,000 maximum without restrictions. BIA loans, for example, require that the applicant "show financial need after other sources of funding have been considered." Some such requirement would serve the double purpose of weeding out the less serious applicants and would increase the numbers of students who could be served.

I think that there should be close state monitorship of the loan recipients through the four years. This might require more than the present regulations for the Student Loan program.

Again, we want to indicate our strong support for this bill and will appreciate your consideration of the items we have discussed.

cc. Rep. Joe Hayes

Sincerely,

Alfred S. White, Principal



Covenant High School

(907) 624-3282 Unalakleet, Alaska 99684

February 3, 1984

Alaska House of Representatives
Health, Education and Social Services
House Special Committee on State Loans and Finance
Juneau, Alaska 99801

Dear Committee Members:

We are taking this opportunity to comment on House Bill No. 504 which has recently come to our attention. We certainly applaud the intent of the bill to enlarge the number and strengthen the training of ethnic minorities, particular Alaska Natives, in the teaching profession by offering teacher scholarship loans. We have recognized this need since 1954 when Covenant High School was opened and have encourage both public and private support of teacher training.

We are surprised, however, to discover that Native graduates of private schools are discriminated against in receiving this assistance. Since the intent of the bill is "to encourage members of ethnic minorities to return to rural schools as teachers," and since "almost no students among the state's ethnic minorities return to rural schools to teach," it would seem that every able condidate would be encouraged to participate.

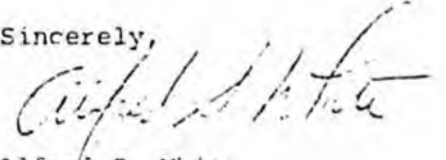
The success of such schools as St. Mary's High School and Covenant High School in providing graduates with college skills has been widely recognized and documented by studies such as those of Judith Kleinfeld at the University of Alaska. A quick survey of Covenant High School's alumni list indicates at least 10 people, all but three of whom are Alaska Natives, who have teaching degrees. One, Sam Towarak, is president of Chuchi Community College in Kotzebue. Probably at least another 10 have education minors or are presently working on education degrees. It is entirely possible that the incentive of a bill like HE 504 would have encouraged other such private school graduates with college skills to enter education. It might also have led some of these young people who showed an interest in education, but entered other fields, to find a place in education.

We see no problem in administering this legislation with graduates of private schools as recipients. Funds would be made available to eligible Alaskans without discrimination in the same way Alaska Student Loans are made available. No payments would be made to private or denominational schools. The Bureau of Indian Affairs Scholarship Grant Program, federal Pell Grants, etc. are all administered on this basis. Students receiving teacher scholarship loans may very well attend private colleges. It seems unreasonable that they would be restricted from attending a private high school to become eligible.

It would seem that the same formula for awarding scholarships by public schools could be used in such schools as Covenant High School. In communities where there is a single high school in the district, such as Nome or Dillingham, the process of awarding scholarships would be identical to the situation at Covenant High School. We would simply be considered as a district, as we are now with the Alaska High School Activities Association.

Again, we wish to offer our strong support for this legislation which shows promise of dealing with a serious deficiency in our rural communities - the lack of Native educators. We hope that the committee will increase the bill's scope to include what we believe is a strong source of eligible candidates for the program - the private and denominational schools.

Sincerely,



Alfred S. White
Principal



Laurence E. Olson
Executive Director

REP. JOHN G. (JACK) FULLER

CHAIRMAN, RULES COMMITTEE

MEMBER

POLICY COMMITTEE
COMMITTEE ON COMMITTEES
REAA BUDGET OVERSIGHT COMMITTEE
BLUE RIBBON COMMISSION ON PERSONNEL

DISTRICT 28

ALAKANUK	NOME
BREVIG MISSION	SAVOONGA
CHEVAK	SCAMMON BAY
DIOMEDE	SHAKTOOLIK
ELM	SHELDON'S POINT
EMMONAK	SHISHMAREF
GAMBELL	STEBBINS
GOLOVIN	ST MICHAEL
HOOPER BAY	TELLER
KOTLIK	UNALAKLEET
KOYUK	WALES
	WHITE MOUNTAIN



Alaska House of Representatives

February 13, 1984

Mr. Ivan M. Ivan, President
Association of Village Council Presidents
P. O. Box 219
Bethel, Alaska 99559

Dear Ivan:

Thank you for your letter regarding HB 504 - "An Act establishing the teacher scholarship loan program."

HB 504 was introduced 1/10/84 and referred to the Health & Social Services Committee, which is chaired by Representative Mae Tischer. The bill has further referrals to the House Committee on Loans, chaired by Representative Rick Uehling and the Finance Committee, chaired by Representative Al Adams. Any further correspondence you may have should be addressed to these Committees.

I have forwarded your letter to the Health, Education and Social Services Committee. Thank you for your interest in the Legislative process.

Sincerely,

Jack
Rep. John G. (Jack) Fuller
Chairman, House Rules

AVCP

Association of Village Council Presidents
P. O. Box 219 • Bethel, Alaska 99559 • Phone 543-3521

FEB 9 1984

February 1, 1984

Hon. Joe Hayes
Speaker of the House of Representatives
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Representatives Hayes:

On behalf of the Association of Village Council Presidents, regional non-profit Native corporation for the 56 Yupik Native communities of the Yukon-Kuskokwim delta region, I wish to commend you and the 27 co-sponsors for your introduction of House Bill 504, providing for a teacher scholarship loan program.

We concur with the legislative findings as stated in the bill. In particular, incentive has not be provided for Alaska Natives to pursue teaching careers in rural Alaska. Throughout the State (REAA) schools and remaining federal (BIA) schools, there are almost no Native teachers available for the almost totally Native student bodies. We sincerely appreciate your sponsorship of H.B. 504 and encourage your aggressive efforts for the enactment of this very beneficial legislation.

There is one small group of rural school districts which has overcome many of the difficulties which H.B. 504 seeks to correct. In the examination of rural education issues by you and your colleagues, we wish to encourage you to consider the future of five locally-controlled community schools in the AVCP-Calista Region. The Native communities of Akiachak, Akiak, Cheforak, Chevak and Tuluksak manage the only village-operated community schools in Alaska.

Beginning in 1977, these village council chose to operate their own community schools, apart from the federally-operated BIA schools and the State REAA systems. The federal government provides funds through the BIA appropriations, however management of the education programs and school districts is completely controlled at the community level.

Local community, Native involvement is provided in every aspect of the education program of these "contract" schools. The largest school, for example, has eight certified Alaska Native teachers in its teaching staff. Community school boards at these schools completely determine, within the village, all administrative, curricula, fiscal and policy decisions concerning school district operations.

Unfortunately, these schools are scheduled to be closed at the end of the 1984-85 school year.

Hon. Joe Hayes
February 1, 1984
Page 3

cc: Hon. Bill Sheffield, Governor
Rep. Vern Hurlbert
Rep. Jack Fuller
Rep. Tony Vaska
Sen. Frank Ferguson
Sen. John Sackett
Contract School Association

Bristol
Bay
Native
Corporation

445 E. 5TH AVENUE / P.O. BOX 100220 / ANCHORAGE, ALASKA 99510 / (907) 278-3602

February 15, 1984


The Honorable Joe L. Hayes, Speaker
Alaska State House of Representatives
Pouch V
Juneau, Alaska 99811

Dear Mr Hayes:

House Bill No. 504, creating a teacher scholarship loan program for Alaska Native high school graduates who would earn a teaching degree and return to their district to teach, would give incentive for our Native students to enter into a field which would allow them to return to their villages or districts to teach.

Often, students are reluctant to enter this sector because upon conclusion, they are forced to move out of their environment to seek employment opportunities. House Bill No. 504 would alleviate this hurdle.

Sincerely,


Trefon Angasan, Jr.
Director, Shareholder Relations

cc: Representative Vernon L. Hurlbert

<u>DISTRICT</u>	<u>NATIVE TEACHERS</u>	<u>CERTIFIED H.S. GRADS</u>
Adak	0	1
Alaska Gateway	0	1
Aleutians	0	1
Anchorage	30	21
Annette Island	No response	
Bering Strait	2	1
Bristol Bay	No response	
Chatham	0	0
Chugach	0	0
Copper River	1	2
Cordova	0	6
Craig	No response	
Delta/Greely	0	3
Dillingham	No response	
Fairbanks	No response	
Galena	1	0
Haines	1	4
Hoonah	0	0
Hydaburg	0	0
Iditarod	2	4
Juneau	0	0
Kake	0	0
Kenai	0	0
Ketchikan	3	25
King Cove	1	1
Klawock	2	2
Kodiak	2	?
Kuspuk	0	0
Lake & Peninsula	8	6
Lower Kuskokwim	13	22
Lower Yukon	5	15
Mat-Su	No response	
Nenana	0	1
Nome	2	2
North Slope	20	14
Northwest Arctic	6	59
Pelican	No Response	
Petersburg	0	5
Pribilof	0	0
Railbelt	0	0
St. Marys	10	5
Sand Point	No response	
Sitka	2	6
Skagway	0	2
Southeast Islands	0	3
Southwest Region	No Response	
Tanana	No Response	
Unalaska	0	0
Valdez	0	0
Wrangell	No Response	
Yakutat	1	1
Yukon Flats	2	3
Yukon Koyukuk	10	?

Introduced: 1/10/84
Referred: Health, Education & Social
Services, House Special Committee on
State Loans and Finance

BY HAYES, HURLBERT, ADAMS, ABOOD,
BARNES, BUSSELL, CATO, COWDERY, DAVIS,
FULLER, FURNACE, GRUSSENDORF, HERRMANN
KOPONEN, LINDAUER, LISKA, MALONE,
MARTIN, M.W.MILLER, RINGSTAD, SHULTZ,
SZYMANSKI, UEHLING, WARD, ZHAROFF,
FRITZ, BETTISWORTH AND MCBRIDE

1 IN THE HOUSE

2

HOUSE BILL NO. 504

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

THIRTEENTH LEGISLATURE - SECOND SESSION

5

A BILL

6

For an Act entitled: "An Act establishing the ^{educator}~~teacher~~ scholarship loan
7 program."

8

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

9

* Section 1. AS 14.43 is amended by adding new sections to read:

10

ARTICLE 7. ^{EDUCATOR}~~TEACHER~~ SCHOLARSHIP LOAN PROGRAM.

11

Sec. 14.43.600. FINDINGS AND INTENT. (a) The legislature finds

12

that there is a wide and unacceptable disparity between the ethnic

13

distribution of ^{educators}~~teachers~~ and the ethnic distribution of students in

14

the state public schools. Particularly in rural areas, many schools

15

have virtually no Native teachers, ^{no Native administrators,} and no non-Native students. The

16

undesirable effects of this disparity include the following:

17

(1) there is a serious weakness in the ability of ^{educators,}~~staff~~

18

staff, particularly in rural schools, to foster a sense of ethnic

19

traditions and cultures in the students;

20

(2) many rural students are forced to exist in two entirely

21

separate situations: the essentially traditional atmosphere of many

22

Native homes, and the essentially modern atmosphere of the classroom;

23

(3) almost no students among the state's ethnic minorities

24

return to rural schools to ^{work as educators}~~teach~~, continuing the ethnic imbalance and

25

exacerbating its effects; and

26

(4) there is an annual turnover of 40 percent among teach-

27

ers in rural educational attendance areas in the state.

28

(b) The legislature further finds that existing programs have

29

failed to increase the proportion of members of ethnic minorities

working as educators

1 ~~teaching~~[^] in rural schools. Therefore, it is the intent of the legis-
2 lature to establish the ~~teacher~~^{educator} scholarship loan program to encourage
3 members of ethnic minorities to return to rural schools as ~~teachers~~^{educators}
4 and relieve the conditions described in this section.

5 Sec. 14.43.610. PROGRAM ESTABLISHED. There is established the
6 teacher scholarship loan program to provide an incentive for ~~graduates~~
7 ~~of Alaska high schools~~^{individuals} who are from ethnic minorities to pursue teach-
8 ing careers in Alaska schools.

9 Sec. 14.43.620. ~~TEACHER~~^{EDUCATOR} SCHOLARSHIP REVOLVING LOAN FUND. There
10 is created a ~~teacher~~^{educator} scholarship revolving loan fund. The fund shall
11 be used to make scholarship loans to students selected under AS 14.-
12 43.600 - 14.43.650. All repayments of principal and interest on
13 ~~teacher~~^{educator} scholarship loans shall be paid into the ~~teacher~~^{educator} scholarship
14 revolving fund and shall be used to make new ~~teacher~~^{educator} scholarship
15 loans. If estimated funds available from ~~teacher~~^{educator} scholarship loan
16 repayments are inadequate to fully fund estimated ~~teacher~~^{educator} scholarship
17 loans for any fiscal year, additional funding from the general fund
18 may be requested and appropriated for that year.

19 Sec. 14.43.630. ADMINISTRATION. The ~~teacher~~^{educator} scholarship loan
20 program shall be administered by the student financial aid committee
21 (AS 14.43.095) in accordance with regulations adopted by the
22 committee. The committee shall distribute the funds available for
23 teacher scholarship loans annually to local school boards giving a
24 preference to school districts with a high percentage of students in
25 ethnic minorities and a low percentage of ~~teachers~~^{educators} in ethnic
26 minorities. The local school boards shall select the recipients of
27 the ~~teacher~~^{educator} scholarship loans.

28 Sec. 14.43.640. CONDITIONS OF LOANS. Each school district shall
29 award ~~teacher~~^{educator} scholarship loans subject to the following conditions:

1 (1) the conditions provided in AS 14.43.120 apply ~~except~~
2 ~~that no loans may be made to graduate students~~ and the state shall
3 repay a portion of a ^{educator} ~~teacher~~ scholarship loan under AS 14.43.120(j)
4 only if, in addition to the other criteria, the borrower is also
5 employed as a public school ^{educator} ~~teacher~~ in the state during the period for
6 which the loan is forgiven;

7 (2) if a borrower meets the conditions provided in para-
8 graph (1) of this section and is employed as a public school ^{educator} ~~teacher~~
9 in ^{rural Alaska} ~~the district from which the borrower graduated~~, the portion of the
10 loan that shall be paid by the state is the following percentages of
11 the total loan received plus interest up to a total of 100 percent of
12 the total loan:

- 13 (A) one year employment, 15 percent;
- 14 (B) two years employment, an additional 15 percent;
- 15 (C) three years employment, an additional 15 percent;
- 16 (D) four years employment, an additional 25 percent;
- 17 (E) over four years employment, an additional 30 per-
18 cent; and

19 (3) a loan may not exceed \$10,000 in a school year.

20 Sec. 14.43 650. SELECTION CRITERIA. (a) To be eligible for a
21 ^{educator} ~~teacher~~ scholarship loan, a student must

22 (1) be a graduate of, or scheduled for graduation within
23 six months from, a ~~state public~~ high school ^{or its equivalent (G.E.D.)}, with sufficient credits
24 to be admitted to an accredited college or university;

25 (2) be enrolled in or show evidence of intent to enroll in
26 a degree program directed at a teaching ^{or administrative} career at the elementary or
27 secondary school level; and

28 (3) meet the conditions set by the student's local school
29 district with respect to the district's requirements for ^{educators} ~~teachers~~ in

1 particular subject areas.

2 (b) Each school district shall award ^{educator}~~teacher~~ scholarship loans
3 in direct proportion to the distribution of ethnic groups among the
4 students eligible for graduation from the school district each year.

5 (c) A student may not be awarded a scholarship loan under
6 AS 14.43.090 - 14.43.160 and a ^{educator}~~teacher~~ scholarship loan under AS 14.-
7 43.600 - 14.43.650 for the same school year.

✓ allow 'private school graduates as well as public school graduates to receive loans

delete "local school boards," page 2, line 23
insert "advisory council" or something like that

✓ allow graduates to teach in public or private high schools, page 3, line 8

allow graduates to teach at any nurse school district by adding "or a region of same or similar ethnic and linguistic origin," page 3, line 9 or perhaps broader

[grant program for two years]

✓ change (3) so that it is clearer what is meant

✓ students must apply to local school board so that those awarded the scholarship

✓ clarify language on page 3, lines 22-23

✓ some statewide selection monitoring

[any rural village or district]

~~delete "except that no loans may be made to graduate students", page 3, line 1~~

~~delete "^{a state}public," insert "^{an}Alaskan," page 3, line 23~~

~~add "or equivalent," page 3, line 23~~

✓ add "or ^a region of same or similar ethnic cultural and linguistic origin," page 3, line 9 or perhaps broader

adopt Lomesberg's language on page 3,
"CONDITIONS OF LOAN"

somehow allow regional or village corporations or similar local group to assist selecting nominees

somehow require 1 semester or more of completed school work before persons may be eligible - SELECTION CRITERIA

STATE OF ALASKA

DEPARTMENT OF LAW

OFFICE OF THE ATTORNEY GENERAL

February 6, 1984

BILL SHEFFIELD, GOVERNOR

REPLY TO:

1031 W 4th AVENUE
SUITE 200
ANCHORAGE, ALASKA 99501
PHONE: (907) 276-3550

1st NATIONAL CENTER
100 CUSHMAN ST.
SUITE 400
FAIRBANKS, ALASKA 99701
PHONE: (907) 452-1568

POUCH K - STATE CAPITOL
JUNEAU, ALASKA 99811
PHONE: (907) 465-3600

465-3603

The Honorable Mae Tischer
Alaska State House
Pouch V
Juneau, AK 99811

Dear Representative Tischer:

You have asked us to review HB 504, "[a]n Act establishing the teacher scholarship loan program." This bill raises several constitutional and legal questions which we briefly address below.

Several provisions of this proposed legislation are subject to challenge under the equal protection clauses of the United States or Alaska Constitutions. These concern (1) the establishment of racial quotas in loan distribution; (2) the exclusion of graduates of private high schools, and (3) the limitation of total forgiveness to teachers who teach in the district from which they graduated. Another constitutional issue raised by this bill concerns the prohibition against dedicated funds.

The United States Supreme Court has adopted a "two-tiered" analysis for evaluating most legislative classifications challenged under the federal equal protection clause. A classification which is "suspect" or impinges upon a "fundamental right" is subject to "strict scrutiny." A law that makes a classification based on race or ethnicity is "suspect" and, consequently, will be closely examined by the court to determine whether (1) it is supported by a compelling state interest, and (2) whether the racial or ethnic classification is necessary to promote that state interest. The first equal protection issue identified above would be analyzed under this test. The second and third do not involve suspect classifications or fundamental rights and, therefore, under federal law would be subjected to the less demanding standard of whether (1) the classification promotes a legitimate state interest, and (2) whether the means chosen to achieve that interest is rational.

The Honorable Mae Tischer
Representative
Re: HB 504

February 6, 1984
Page 2

The Alaska Supreme Court has adopted a single standard of review for equal protection questions arising under the Alaska Constitution which is more rigorous than the federal "rational basis" test and, in areas involving suspect classifications and fundamental rights, is comparable to the federal standard. The Alaska Supreme Court would inquire as to the purposes of the statute and the circumstances surrounding it to determine whether those purposes are legitimate and fall within the police power of the state. Then the court would determine whether the means chosen "substantially furthers the goals of the enactment." Finally, the court would balance the state interest in the chosen means against the nature of the constitutional right involved. State v. Erickson, 574 P.2d 1, 12 (Alaska 1978); Isakson v. Rickey, 550 P.2d 359 (Alaska 1976).

Under section 650(b), the award of loans is to be "in direct proportion to the distribution of ethnic groups" among eligible students. This provision establishes a racial quota and would be subject to close examination under both federal and state law.

We have serious reservations regarding the ability of the bill to survive an equal protection challenge, under either the federal or state analyses described above, to the ethnic classification of § 650(b). Even if the court were to find the purposes of the bill, as expressed in sections 600 and 610 to be compelling ones, which cannot be assumed, the court would closely scrutinize the means chosen to achieve those ends. Since the means employ ethnic criteria, the bill would fall if the court were to find that the ends could be achieved by less discriminatory means. An example may be helpful. In a school district with 90 percent Alaska Natives, and 10 percent non-Natives, if there were 10 loans to be awarded, nine would be available for distribution to Alaska Native students and one for a non-Native student. If only eight Alaska Natives and two non-Natives applied for loans, the bill would require that only one non-Native get a loan, despite the shortage of Alaska Native applicants. The quota in § 650(b) is not expressed as simply a preference, but as an inflexible mandate, which may not be necessary to accomplish the stated objectives. ^{1/} Of course, if it could be shown that the means employed in this legislation are

^{1/} This example is for illustrative purposes only and is not meant to suggest that substituting a preference for the existing quota would necessarily render it constitutionally permissible.

The Honorable Mae Tischer
Representative
Re: HB 504

February 6, 1984
Page 3

essential to remedy problems identified in § 600 and 610, or problems that could be identified, 2/ the provisions of § 650(b) could be upheld.

The second equal protection issue arises with respect to the restriction of this program to graduates of public high schools. Although § 610 states that the purpose of the bill is to provide an incentive "for graduates of Alaskan high schools ...", and § 600 identifies problems found in rural schools, § 640 and 650 restrict participation to graduates of public schools, and the forgiveness benefits are only available to those who teach in public high schools. If the preservation and pedagogical use of cultural heritage and traditions, through inducement of rural students to return and teach in rural areas, is the main objective of the bill, the restriction to graduates of and teachers in public high schools would not seem to further that goal. Consequently, this provision may also be subject to challenge under state, if not federal, law.

The forgiveness provision in § 640(2) also raises equal protection concerns. Under § 640(2), total forgiveness is available only to students who return to teach in the school districts from which they graduate. Assuming the main purpose of the bill is that stated above, it would seem that a return to the general area or culture in which the student was raised would suffice to achieve it. 3/ It appears unlikely that each school district is so culturally distinct as to justify such a restriction.

2/ In a recent case the United States Supreme Court upheld a law that employed racial and ethnic criteria. The case involved a federal law giving a 10 percent preference for minority businesses in the award of certain contracts, with the intent of remedying the present effects of past discrimination. Before a legislative body can predicate a race-conscious remedy on redressing past discrimination, however, findings of past discrimination sufficient to justify that remedy must be made. *Valentine v. Smith*, 654 F.2d 503 (8th Cir 1981). Our brief review has uncovered no cases which sanction the use of a racial or ethnic quota where there are not factual findings that the racial imbalance sought to be remedied is due to past discrimination.

3/ Additionally, it should be considered that many rural school districts will have a limited capacity to absorb new teachers,
(Footnote Continued)

The Honorable Mae Tischer
Representative
Re: HB 50'

February 6, 1984
Page 4

A constitutional problem of a different nature arises with respect to administration of the loan program under § 620. That section establishes the program as a revolving loan fund in which all repayments of principal and interest are put back into the fund and used to make new loans. This may contravene the constitutional prohibition against dedicated funds. Alaska Const., art IX, sec. 7. However, this department has indicated that it will defend such legislation until this issue is definitively resolved. 13 Op. Atty. Gen. Nov. 30, 1982.

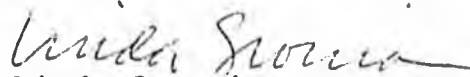
We suggest, finally, that the term "ethnic minority" be defined to obviate questions of statutory interpretation that might arise as this program is implemented. For example, it is unclear whether each group in a community composed of Tlingits, Haidas, and Tsimpshians would be considered members of a single "Alaska Native" ethnic group, or whether each would be considered a distinct ethnic group.

If you have any other questions about this bill, please do not hesitate to contact us.

Sincerely yours,

NORMAN C. GORSUCH
ATTORNEY GENERAL

By:


Linda Scoccia
Assistant Attorney General

LS:jal

cc: Arthur H. Peterson

(Footnote Continued)

and a teacher who is unable to get a job in his or her school district of origin may be in effect penalized as a result, by being ineligible for forgiveness under § 640(b).

STATE OF ALASKA 1984 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date: _____

REQUEST

Bill/Resolution No.: HB 504
Title: Teacher Scholarship Loans

Sponsor: Hayes, Hurlbert, et.al.
Requestor: House HESS
Date of Request: 1-13-84

FISCAL DETAIL

Agency Affected: Education
Program Category Affected: Postsecondary Commission

BRU, Program or Subprogram(s) Affected: Scholarship Loans

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
OPERATING						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 SUPPLIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS						
800 MISCELLANEOUS						
TOTAL OPERATING	N.A.	0	0	0	0	0
CAPITAL	N.A.					
REVENUE	N.A.	0	0	0	0	0

FUNDING: (Thousands of Dollars)

GENERAL FUND	N.A.	62.5	132.5	210.7	297.8	315.7
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS:

FULL-TIME	N.A.	0		0	0	0
PART-TIME						
TEMPORARY						

SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

ANALYSIS: Attach a separate page for analysis

Prepared By: Kerry D. Romesburg Phone: 465-2854
Division: Commission on Postsecondary Education Date: 1-13-84

Approved by Commissioner: _____ Date: _____
Agency: _____

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

12/1/83

HB504: Teacher Scholarship Program

A. Comments

1. Borrower must be a graduate from an Alaskan public high school.
There are a number of private high schools which would have no students eligible (Covenant High School - Unalakleet, Monroe High School - Fairbanks, St. Mary's Catholic High School - St. Mary's, for example).
2. Borrower is eligible to borrow up to the total cost of room and board, tuition and fees, and books and supplies, or \$10,000, whichever is lower. Hence, only twenty or thirty students per year would borrow more than the normal \$6,000 student loan maximum.
3. Borrower must maintain good standing to continue receiving loans. ("C" average, enroll and complete 12 hours per term.)
4. Loans may not be awarded for more than 5 years of study.
5. Interest is 5% - repayment is 10 years.
6. Section 14.43.630 requires the commission to actually transfer funds to the school districts. We feel that fund transfer to the district is an unnecessary step and should be eliminated. The funds should go to the student (actually to the school in which the student enrolls) and not to the district and then to the student.
7. Section 14.43.640 (b)(1) means that if a borrower does not teach

public school in Alaska, no loan forgiveness is possible - not even the normal 50% for which other loan borrowers are eligible.

B. Possible Amendments

1. Section 14.43.630 amended to read:

Sec. 14.43.630. ADMINISTRATION. The teacher scholarship loan program shall be administered by the student financial aid committee (AS 14.43.095) in accordance with regulations adopted by the committee. The committee shall allocate [DISTRIBUTE] the loan awards [FUNDS] available for teacher scholarship loans annually to local school boards giving a preference to school districts with a high percentage of students in ethnic minorities and a low percentage of teachers in ethnic minorities. The local school boards shall select the recipients of the teacher scholarship loans.

2. Section 14.43.640 amended to read:

Sec. 14.43.640. CONDITIONS OF LOANS. Each school district shall award teacher scholarship loans subject to the following conditions:

(1) the conditions provided in AS 14.43.120 apply except that no loans may be made to graduate students [AND THE STATE SHALL REPAY A PORTION OF A TEACHER SCHOLARSHIP LOAN UNDER AS 14.43.120 (j) ONLY IF, IN ADDITION TO THE OTHER CRITERIA, THE BORROWER IS ALSO EMPLOYED AS A PUBLIC SCHOOL TEACHER IN THE STATE DURING THE PERIOD FOR WHICH THE LOAN IS FORGIVEN];

(2) if a borrower meets the conditions provided in paragraph (1) of this section and is employed as a public school teacher in the district from which the borrower graduated, AS 14.43.120 (j) does not apply, but rather, the portion of the loan that shall be paid by the state is the following percentages of the total loan received plus interest up to a total of 100 percent of the total loan:

- (A) one year employment, 15 percent;
- (B) two years employment, an additional 15 percent;
- (C) three years employment, an additional 15 percent;
- (D) four years employment, an additional 25 percent;
- (E) over four years employment, an additional 30 percent; and

(3) a loan may not exceed \$10,000 in a school year.

3. Section 14.43.650 amended to read:

Sec. 14.43.650. SELECTION CRITERIA. (a) To be eligible for a teacher scholarship loan, a student must

(1) be a graduate of, or scheduled for graduation within six months from, an Alaskan [A STATE PUBLIC] high school, with sufficient credits to be admitted to an accredited college or university;

(2) be enrolled in or show evidence of intent to enroll in a degree program directed at a teaching career at the elementary or secondary school level; and

(3) meet the conditions set by the student's local school district with respect to the district's requirements for teachers in particular subject areas.

C. Fiscal Analysis

1. Estimated number of teacher scholarship loans available

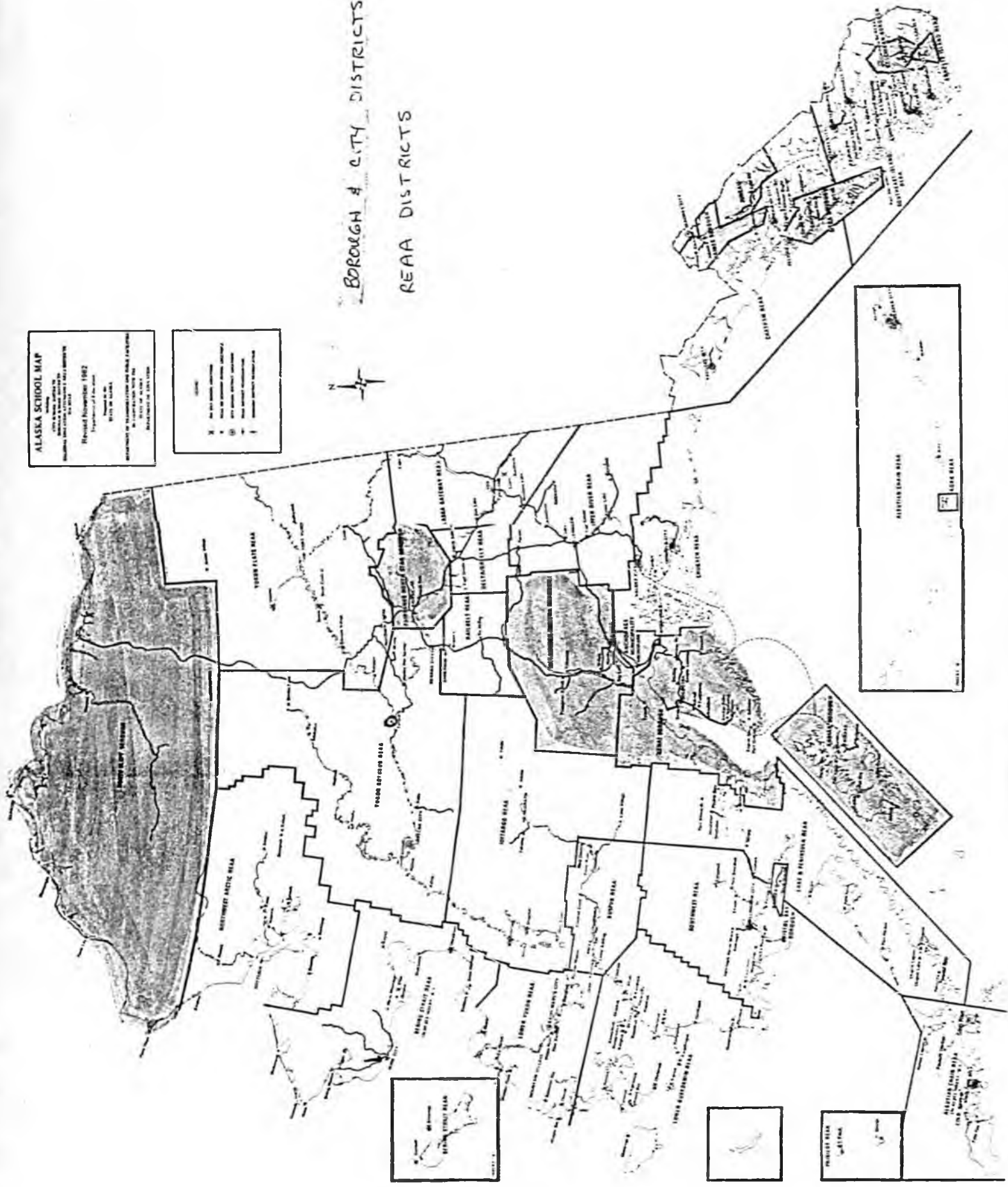
FY85	80
FY86	160
FY87	240
FY88	320
FY89	320

2. Since a student may not borrow both a teacher loan and a standard student loan, much of the cost would be off-set. The only add-on would be for those eligible costs exceeding \$6,000. This is estimated to be \$2,500 for 25 students in FY85, and then carried forward with a 6% inflation in future years.

BOROUGH & CITY DISTRICTS
 REAA DISTRICTS

ALASKA SCHOOL MAP
 Prepared by the
 STATE OF ALASKA
 DEPARTMENT OF EDUCATION
 1982
 Prepared by
 STATE OF ALASKA
 DEPARTMENT OF EDUCATION
 1982

- Statewide School District
- Borough School District
- City School District
- Regional Educational Agency (REA)
- Unincorporated Area



ANCHORAGE SCHOOL DISTRICT

ANCHORAGE SCHOOL DISTRICT

ANCHORAGE SCHOOL DISTRICT

ANCHORAGE SCHOOL DISTRICT

Feb. 1, 1984

Jim Greig, Ph.D.
Box 399
Bernalillo, N.M.
87004
(505) 867-2969

FEB 06 1984

FUND STUDENTS, NOT PROFESSORS -- THE HAYES SCHOLARSHIP BILL

Rural Native American students may soon receive \$10,000 per year scholarships towards teaching degrees if the bill recently introduced by Alaska State Representative Joe Hayes is successful. Many voters may see this as too much money lavished on a favored ethnic minority. They may see this bill as both an example of government waste and of government reverse discrimination. But, I have good evidence to show that this bill is neither wasteful nor discriminatory. The reality is quite the opposite.

My evidence comes from inside information, information that is common knowledge among rural college professors and administrators but is almost never released to the general public. I can divulge this information because I was willing to risk my career in Alaska rather than cover up the waste that I found in rural higher education. For any that care to investigate this evidence, I have quite extensive, specific information. In 1981 and 1982 I worked as a University of Alaska professor among Native American villages along the Yukon River. Then, in the spring of 1983, I worked as the director of a "non-profit" Native teacher education program among the villages of the Bering Sea. The following are just as few of my experiences as a rural educator.

When I arrived at my job on the Bering Sea, I was responsible for directing an on-going \$346,000 Federal program that was coordinated with two University of Alaska programs that cost about \$252,000. In all, we were spending about \$600,000 per year. All the publicly released documents -- grant requests, appeals for more state funding, etc. -- advertised that we had over 40 students, all rapidly progressing towards their teaching degrees. But, after I had been on the job for a month, nothing seemed to be happening. Four or five students seemed to be doing some of their assignments, but that was about all. This program had been running for a year and a half before I arrived. Had the students done any work during that year and a half? It was hard to say. No credit hour totals had ever been compiled. What was the total cost of this program? Again, no total cost figures had ever been kept. I asked the university officials for their totals, but they said that they didn't have any.

In attempting to determine the success rate of my program, I began to piece together the facts. If the program really was not working, perhaps something could be done to improve it. But, first I had to determine what was actually happening. So, I began to assemble complex charts on my office walls -- charts showing student progress during the current semester and charts showing student progress during the previous semesters.

At first it was difficult to determine just what I should consider as a "student." After all, I had over 40 people signed up, and all were claiming to be "students." Yet, little work was being done. But, then I found a clear solution. If, for example, those in my program completed a total of 1000 courses (3 credit hours each) during the school year, and if each full time student was theoretically expected to complete 10 courses per year, then I could justifiably speak of having 100 "students." This would be true no matter how many people were actually on my rolls. Further, if the total cost of my program was, for example, \$1,000,000 per year, then I could say that the efficiency of this program was \$10,000 per student per year.

Such cost effectiveness is so easy to calculate that it could be demanded by the State Legislature and even published in the newspapers. In this way alternative programs could openly compete with each other for public funds. At present, university administrators hide such statistics as though they were nuclear secrets.

For example, one day two officials from a rural community college came by and noticed the charts on my wall.

"Better not display information like that," said one.

"Best not to collect such information in the first place," said the other.

These well intentioned men simply wanted to give me good survival advice. Nevertheless, I kept on with my chart work. Soon my charts clearly showed that over the last year and a half this program had not 40 students but only 5 students. I was generously calculating that one "student" would complete about seven courses per year -- which is only a part-time load anywhere else. Further, we were spending not \$10,000 but \$120,000 for each student each year. At this rate, the price of just one teaching degree was going to be well over \$700,000.

I went to a high administrator of the local community college that formed part of this program.

"Look at these charts," I said. "This program clearly isn't working."

"I know," said the administrator, "but we have tried almost everything."

I had been giving some thought to another, quite obvious approach. It seemed to me that most Native American college graduates that I met in rural Alaska earned their degrees at major campuses. Scholarships large enough to allow our average student, who often had dependent children, to venture onto a large campus, might be the way to go.

"What about setting up a large scholarship fund to send our best students to major campuses?" I asked. "It might be worth a try."

"No way!" He said.

At this point, I should give the reader some background information. Why was this administrator so upset over my suggestion? The answer is that if these scholarships were granted, his college would not only be losing student tuition money, but it would also be faced with decreasing enrollment statistics. His total student enrollment was a major factor in his own funding and was a major factor by which his bureaucratic superiors measured his effectiveness as an administrator. He didn't want to send away promising students -- even if it was to their advantage.

Why don't other rural professors protest over the waste within their own programs? After all, don't professors have the freedom and desire to "profess" the truth? The answer to this is, again, "No way!" Almost two hundred Ph.D's applied for the position that I was selected for at the University of Alaska. Most of these were unemployed. Even if they could find jobs in the Lower Forty-Eight, their average pay would only be about \$18,000. The Alaskan bush is often their last chance to make up for all those years at the poverty level. My Alaskan job paid about \$50,000 per year, plus a long vacation, junkets to southern

California, and other benefits. With these wages and with 200 Ph.D's waiting in line to replace you, are you going to rock the boat? Probably not.

If you are a boat rocker, you are very quickly replaced. Through a process of natural selection, all boat rockers are soon jettisoned, and only those with a stomach for this kind of excursion survive. I now run my own construction company in New Mexico.

So, would this \$10,000 scholarship be wasteful? Not at all. In fact, quite the opposite. If my program is typical, and I believe it is, the taxpayer is already spending up to \$120,000 a year for each rural student. How much better would it be for this money to fund twelve students directly, instead of one student indirectly. As it is, most of this \$120,000 per student never benefits the student, but instead benefits the bank account of some professional educator. The case is similar if the efficiency of the main rural teacher education program of the University of Alaska at Fairbanks, the X-CED Program, is put to the test. X-CED spends in excess of \$1,130,000 per year to field eight professors, some with as little as two or three actual students. This money alone would fund 113 \$10,000 scholarships -- perhaps far more scholarships than rural Alaska could presently absorb. Figured this way, the direct benefits become tremendous, and this scholarship program is already funded. It is just a matter of switching the money around.

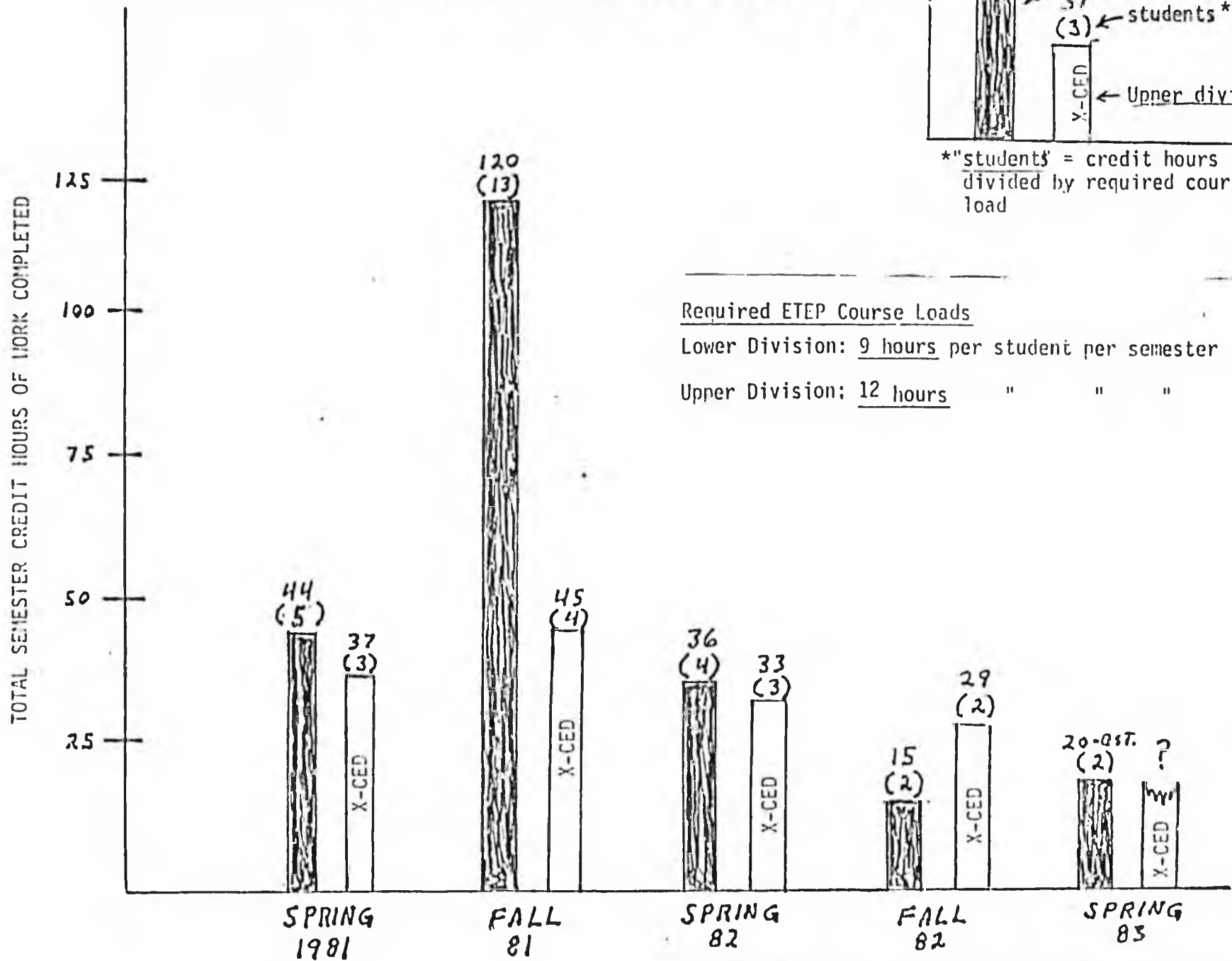
Would this scholarship constitute reverse discrimination? I think not. The point of this scholarship is not to reward someone for having a particular kind of genes, but for having a particular kind of knowledge. Someone with, for example, Inupiaq ancestry who was raised in Ireland would not be a fitting candidate for these scholarships. On the other hand, an Irish child adopted by an Inupiaq family presumably could become a scholarship candidate. Further, these scholarships would not be designed to reward a student simply because he is a product of Alaskan Native culture. If, for example, the proposed scholarship were for a degree in electrical engineering, then the student's cultural knowledge would have no relevance. But, the point here is that such cultural knowledge is directly relevant to the student's future duties as a teacher of his own children. As has been amply demonstrated, teachers from the American mainstream rarely remain in a Native American village long enough to understand their new culture or to understand their students. Due to this lack of cultural and linguistic knowledge, effective education suffers.

To conclude, from direct experience I know that much of rural higher education is extremely wasteful. For every \$100,000 the state pours into rural programs, over \$90,000 gets drained away by a vast bureaucracy of professional educators. How much better would it be to give the students money directly and to cut out all of these expensive middlemen. These educators will certainly scream over such a proposal. But, they can easily be silenced by auditing their programs and calculating the total cost per actual student. At present this ratio is never made public.

Secondly, It seems only fair that rural Alaskan communities be given the opportunity to educate their own children. These scholarships should not be seen as discriminating against those who are not Native Americans, but as rewarding those who have a specialized and valuable kind of knowledge.

①

BAR GRAPH OF ETEP PROGRESS



Required ETEP Course Loads

Lower Division: 9 hours per student per semester

Upper Division: 12 hours " " "

*"students" = credit hours divided by required course load

Totals do not include work by 2 non-Native students who are not funded by ETEP.

Presented by Jim Greig, ETEP Director, to the Kawerak Board of Directors, April 20, 1983.

ANALYSIS OF ETEP PERFORMANCE -- APRIL 20, 1983
 (with some revisions for more precise data & corrections on 4/24)

TOTAL PROGRAM COST (Both X-CED & Lower Division, Spring Sem. '81 -- Sp. Sem. '83)

ETEP Budget for Entire Program (11/1/80 to 6/30/83)	\$248,296
Cost of X-CED for 2½ years *	332,380
Cost of NMCC for 2½ years *	<u>247,430</u>
<u>Total Program Cost</u> (X-CED & Lower Division)	<u>1,478,606</u>
Total Credit Hours Produced (X-CED & Lower Division) *	517
Cost per Credit Hour	\$2860
Cost for One 130 hour Teaching Degree (B.Ed.):	\$371,800
Average number of students per semester (Calculated using "required course loads" -- see bar graph) *	8

COSTS FOR 1982 - 1983 SCHOOL YEAR (Both X-CED & Lower Division)

Total Program Cost	\$598,762
Total Credit Hours Produced (est.)	88
Cost per Credit Hour	\$6804
Cost for 130 ^{hr} Teaching Degree (B.Ed.):	\$834,520
Average numbers of students per semester (Calculated using "required course loads" -- see bar graph)	4

ANALYSIS OF BERING STRAITS REGION X-CED PERFORMANCE -- Prepared April 22, 83

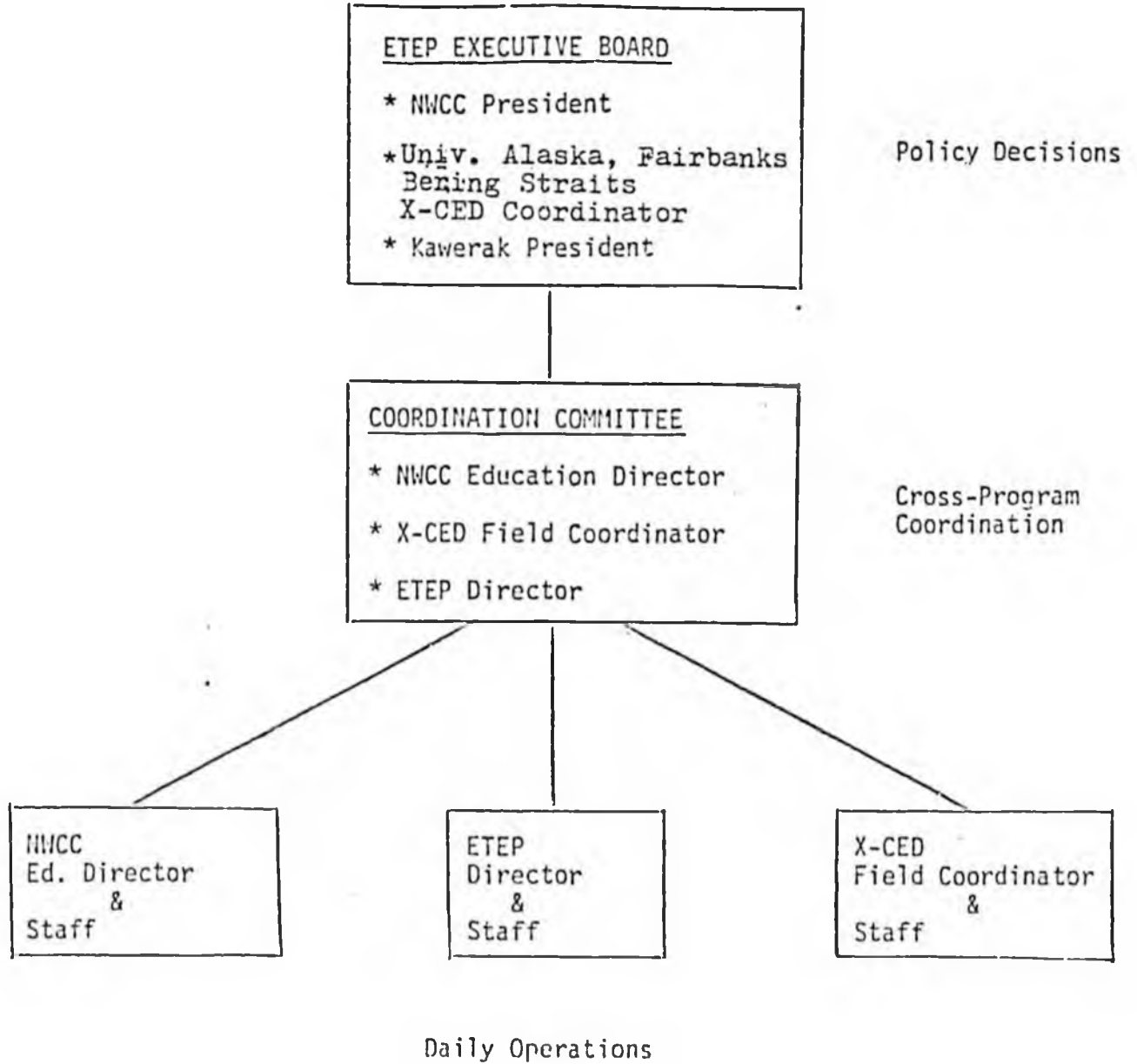
TOTAL X-CED PROGRAM COST, SPRING SEMESTER '81 THROUGH SPRING SEMESTER '83

Total X-CED Budget (est., extrapolating from '82-'83) *	\$332,380
Total Semester Credit Hours Produced (est.) *	173
Cost per Credit Hour	\$2,213
Cost for 130 hour teaching degree (B.Ed.)	\$287,690
Average number of students per semester * (Total cdt. hrs., divided by 5 semesters, divided by 12 hr. normal course load)	2.9

*Separate sheets of paper contain information explaining these calculations

NOTE: These two information sheets on ETEP organization, although prepared for a Title VII grant proposal, generally show the de facto ETEP organizational plan.

ETEPA ORGANIZATION CHART (Administrative)



Ousted director raps rural teacher program

By MARTHA ELIASSEN
Daily News reporter

The former director of a Nome-based Eskimo teacher training program claims he was fired because he has said publicly that the program costs too much and it is not working.

Dr. Jim Greig, a philosophy professor who has taught in universities around the world and was hired in January to oversee the Eskimo Teacher Education Program in northwest Alaska, claims hundreds of thousands of dollars are going into the program but only a handful of students are benefiting.

The program was developed two years ago by Kawerak Inc., a non-profit Native corporation, to provide teacher training in individual villages. It is coordinated by Kawerak, the Northwest Community College in Nome and a cross-cultural education program based at the University of Alaska-Fairbanks.

University and Kawerak officials say Greig was not on the job long enough to make

Continued from Page A-1

teachers for village schools.

"A lot of money has been spent since the ETEP program began with very little produced," Greig said in an initial memo to Caleb Pungowiyi, Kawerak president.

Greig said he gave a presentation to the Kawerak board of directors April 21 outlining what he says are the shortcomings of the program. He received a memo from Pungowiyi April 25 telling him he had been fired for unsatisfactory performance.

"Obviously, I am being fired for telling the truth," Greig said. Facts about the success rate of the program have been deliberately hidden to make sure it continues, he said.

"There are a few people out there who understand how the system works and are milking it for all it's worth," Greig said.

"My firing is made even

an accurate judgment. They say he misunderstood the nature of the training program.

In the past year and a half, Greig said, about \$598,000 a year has been used to educate five students. Although 27 students are registered this semester, Greig said, the majority are students "in name only." They do not attend classes or complete assignments regularly and have collectively earned only 16 credit hours this semester, he said.

Greig estimates the cost of one teaching degree earned through the program at \$800,000.

"Everybody realizes it isn't working and they don't know what to do," Greig said.

After he was hired in January, Greig said he spent the first month or so writing grants for the program because funds run out this summer. But after praising the program to the government and oil companies, Greig said he began investigating its success in producing Eskimo

more repugnant by being described as "in the interests of students," Greig said in a protest letter to Pungowiyi. "Eight-hundred-thousand dollar degrees are not in the interest of the students — their interests lie in the efficient use of the \$598,000 poured into ETEP each year."

Pungowiyi said Greig does not understand what the program is meant to accomplish and made judgments about rural Alaska he did not have the background to make.

"What Jim does not understand is the need for Eskimo teachers and the cost of education in rural Alaska," Pungowiyi said.

The aim of the program is to prepare Eskimos for teacher certification in their own villages, at their own pace, he said.

Though Greig had proposed that it would be much cheaper to give Eskimo students university scholarships, Eskimos who enroll in urban col-

This story also appeared in:

- The Anchorage Times
- The All-Alaska Weekly (headlines)
- The U.S.A. Today (national paper)
- Associated Press (sent nationally)
- Alaska Public Radio
- And many other news sources.

leges have a high dropout rate, Pungowiyi said.

"There is no doubt that the program is expensive," Pungowiyi said. The pay-off will be in 10 or more years rather than within the next two years, he said.

Mike Metty, Northwest Community College president, said Greig made his judgments with only "a couple of months of observation." The goal of the teacher training program is to develop a pool of young people who could one day become certified teachers, he said.

Metty acknowledged enrollment in the program fluctuates. "Right now, we know we're going to lose students on St. Lawrence Island because whaling has started," he said. Education in rural Alaska is unlike education anywhere else because of the demanding way of life, he said.

Furthermore, college is a relatively new idea in the

Eskimo culture, Metty said.

"There was no premise that the program was going to produce 40 teachers in four years," Metty said. "We hope to get 30 or 40 teachers over a decade."

But Dr. Gene Adam, former field coordinator for the university cross-cultural program, said some of the original grant applications had more optimistic projections.

Adam, who now teaches English at Fairbanks Community College, supports Greig's view and said the spending bears investigation by taxpayers.

"I think he (Greig) is saying, 'Here is the cost, here is the product,'" Adam said.

Rural education is expensive and it is difficult to coordinate, Adam said. "I have the greatest respect for those students. They have to catch fish, they have to work, they have to take care of their kids and they have to mail in their homework," he said.

"The idea of bringing education into every little valley is a noble one but it's not very practical," Adam said.

Rep. Terry Martin, R-Anchorage, said Greig's concerns about the Nome-based programs are similar to his own about the high cost of rural education in general.

"When you compare it to some of the other programs I've been blathering about, it's not out of line," Martin said.

"The concept has been around for a long time to get Native people to work with Native people," Martin said, but the cost of present methods is too high.

In addition to the letter Pungowiyi protesting his firing, Greig flew to Fairbanks from Anchorage Tuesday to discuss the situation with university officials.

He said he plans on returning to New Mexico in a week or so to resume a lucrative adobe construction business.

END

RESUME

JAMES GREIG

Box 399
Bernalillo, New Mexico 87004

(505) 867-2969

EDUCATION

UNIVERSITY OF COLORADO, Boulder. B.A. 1964, M.A. 1969. Philosophy major, English minor.
UNIVERSITY OF NEW MEXICO, Albuquerque. Ph.D. 1978. Philosophy major, English minor. Dissertation: "The Overman & the Unity Of Nietzsche's Phil."

AREAS OF SPECIALIZATION: Cross-cultural Ed., Interdisciplinary Ed., Humanities, Philosophy, English.

TEACHING EXPERIENCE

- 1969 LATIN AMERICAN INSTITUTE, NY, NY. Instructor of English as a Second Language.
- 1969-70 SOPHIA UNIV., Tokyo. Instructor of Philosophy & English.
- 1971-74 UNIV. OF NEW MEXICO, Albuquerque. Instructor of Philosophy.
- 1974-75 UNIV. OF GUAM, Agana. Instructor of Philosophy & English.
- 1976 TEXAS TECH UNIV., Lubbock. Assist. Prof. of Philosophy.
- 1981-82 UNIV. OF ALASKA, Fairbanks. Assist. Prof. X-CED Program (Cross-Cultural Education Development Program, Sch. of Ed.). Duties: Interdisciplinary humanities "specialist" in a Native teacher education program. Administered B.Ed. program over a 200,000 sq. mile area. Flew between and resided in remote Athabascan Native American villages in the interior of Alaska.
- 1982 UNIV. OF ALASKA, Fairbanks. Assist. Prof. of Philosophy.
- 1983 ESKIMO TEACHER EDUCATION PROGRAM (ETEP), Nome, Alaska. Director. Duties: Administer a \$346,000/yr. Title IV program, write grant requests, coordinate program planning with the University of Alaska and the Northwest Community College, develop curriculum, supervise bi-lingual student teachers, teach B.Ed. related courses. Constant flights into Eskimo villages in Bering Straits.

COURSES TAUGHT

Humanities	English as a Second Language
English literature	Logic
Philosophy & Mythology	Introduction to Philosophy
English Grammar & Composition	History of Philosophy & Science
American Philosophy	Contemporary Philosophy

(Note: These are courses I developed & taught, I tutored a range of others

OTHER EXPERIENCE

- 1970 Editor, Encyclopedia Britannica, Tokyo, (part-time editing).



NEA-ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

ANCHORAGE REGIONAL OFFICE

1411 W. 33RD
ANCHORAGE, ALASKA 99503
(907) 274-0536

JUNEAU OFFICE

147 S. FRANKLIN #207
JUNEAU, ALASKA 99801
(907) 596-3090

FAIRBANKS REGIONAL OFFICE

2118 CUSHMAN STREET
FAIRBANKS, ALASKA 99701
(907) 456-4435

TO: Mæ Fischer, Chairman
House HESS Committee
Members of the Committee

DATE: February 21, 1984

RE: HB 504; "An Act establishing the teacher scholarship loan program."

NEA-Alaska strongly supports and encourages favorable consideration of the concept of scholarship incentives as a method of encouraging Alaska Natives to pursue careers in teaching in the public schools in Alaska. This particular issue was established as one of the six major legislative priorities of the Delegate Assembly, meeting in Anchorage in January.

It may be appropriate for the Committee to seek data relative to the previous implementation of AS 14.43.050 -.090 for purposes addressing specifically identified needs. SB 426 expands upon the provisions of the above referenced statute.

We would further encourage that the Committee, either on its own initiative or through the Department of Education, consider the feasibility of conducting an annual survey of all Alaska Native High School sophomores, juniors, and seniors and, perhaps even a supplemental survey of their parents and guardians as well, in an effort to build a data base which could be used to bring even more focus to this kind of legislation on a long term basis. Specifically, it seems appropriate to have more information on:

- career aspirations, expectations, needs
- current deterrents, barriers, problems
- extent and nature of counseling and adequacy of curriculum

A recent survey published by Texas Christian University on "Factors Related to High School Students' Interest in Teaching as a Profession" strongly suggest that a decline in parental interest in encouraging their children toward teaching is a major factor. It may be appropriate to ascertain the validity of this conclusion for Alaska.

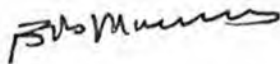
With an increasing number of Native students in the urban areas perhaps it is worthy of some emphasis to encourage, through incentives, more Native teachers in these areas as well.

It also seems appropriate to consider making this loan program an adjunct of the regular student loan program, but utilizing an expanded and separate sub-committee of the Post Secondary Education Commission which would also include practicing teachers and parents among its membership.

We feel that it is appropriate to raise some caution relative to geographic restrictions upon where a recipient may chose to teach. Reduction in the teaching force, non-retention and/or desire to voluntary job changes may have some effect on mobility of the recipients.

Finally, it may also be appropriate to clarify the legislative intent of HB 504 as it pertains to the term "teacher." AS 14.20.207 currently provides that the term teacher is also intended to cover administration. It is our recommendation that the primary focus be toward those who are actually in a classroom teaching circumstance.

Respectfully Submitted,



Bob Manners
Executive Secretary
NEA-Alaska

4:DS1

DEPARTMENT OF EDUCATION

STATE BOARD OF EDUCATION

February 8, 1984

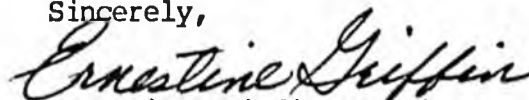
Representative Vern Hurlbert
House of Representatives
Pouch V
Juneau, Alaska 99811

Dear Representative Hurlbert:

Thank you for your letter soliciting support for HB 504. At the most recent meeting of the State Board of Education, Board Members voted to support this Bill in concept, but following considerable discussion, they recommended that the Legislature consider some additional amendments to the proposal. These have been communicated to you in the February 2, 1984, memorandum from Commissioner Raynolds.

We appreciate your continued interest and support of education in Alaska.

Sincerely,



Ernestine Griffin, President
State Board of Education

COMMITTEE REPORT

HOUSE

HOUSE SPECIAL
COMMITTEE ON
STATE LOANS

(7)

FURTHER:

FINANCE

1/10/84

Date:

2-27-84

Mr. Speaker:

HEALTH, EDUCATION AND
SOCIAL SERVICES

The Committee on

has had

HB 504

"An Act establishing the teacher scholarship loan program."

under consideration and reports it back as follows:

[] do pass [] do not pass

[] do pass with attached amendments(s)

[] replace with CS for

HB 504 (HESS)

[X] same title
[] new title

and recommends

THAT IT DO PASS

[] AND attaches a "Letter of Intent" [] New Fiscal Note

[] reports it back without recommendation

[] referred to the _____ Committee

MEMBERS SIGNING
DO PASS

MEMBERS HAVING
OTHER RECOMMENDATIONS:

NK - No Rec

[Signature]
[Signature]

CHAIRMAN

MEMORANDUM

Bill

TO: ~~Representative Mae Fischer~~
FROM: Tuckerman Babcock, staff

DATE: February 17, 1954

RE: HB 504 and conference with former educators and school board Presidents.

Randy Briggs, President of the Lake and Peninsula School District (Lake Clark, Naknek etc.), former educator, and Sarah Hornberger, former President of the Lake and Peninsula School District and former educator, stopped by to give their views on HB 504 and the issue of Mt. Edgecumbe.

COMMENTS ON HB 504:

- 1- State loans already very generous, and Bureau of Indian Affairs might lend money.
- 2- All districts have counselors to encourage students to seek higher education.
- 3- Does not address problem of MOTIVATION, which they viewed as the single greatest handicap to native students wanting to teach school. Most simply prefer other activities to teaching.
- 4- There is a legitimate need for teachers with a cosmopolitan background to balance the heavy emphasis on rural, local issues.
- 5- To ease the culture shock between home and school continue to hire locals as assistants.
- 6- Their district always gives locals first crack at teaching job.
- 7- Provision for three years teaching before loan is forgiven will cause several problems:
 - A- Tenure is granted in the third contract, making it impossible (virtually) to fire someone.
 - B- Boards will be in position of forcing someone to assume large debt or keep an unqualified teacher on.
 - C- Will be likely to create tension in the community if the teacher is not very good by dividing neighbor against neighbor as parents advocate removal while friends and family argue for retention.
- 8- Bad practice to completely forgive any loan.
- 9- Just because someone takes four years of teacher education courses does not mean they will be educated in their subject matter or be comparatively cognizant of the larger "world out there".

page two

MEMORANDUM REGARDING HB 504

Randy Briggs and Sarah Hornberger's comments on Mt. Edgecumbe:

- 1- Not really a viable alternative.
 - 2- Those that emerged from Mt. Edgecumbe as leaders would have been leaders anywhere.
 - 3- Drain off money better used to maintain programs of quality closer to home.
-

MY COMMENT:

I suspect they are most upset because of the possibility that their best students would opt to attend Mt. Edgecumbe.

Randy Briggs
Ugashik, AK 99683

Sarah Hornberger
P.O. Box 69
Iliamna, AK 99606

MEMORANDUM

State of Alaska

TO: The Honorable Mae Tischer
Alaska State Representative
Chairman, House Health
& Social Services

DATE: February 2, 1984

FILE NO:

TELEPHONE NO: 465-2800

FROM: Harold Reynolds
Commissioner,
Department of Education

SUBJECT: HB 504: Teacher Scholarship
Loan Program

The State Board of Education addressed HB 504 during the State Board meeting in Juneau, January 31, 1984. The Board voted approval of the concept of a loan program to encourage Alaskan ethnic minorities to enter the teaching profession. There were several areas which they felt needed further clarification in consideration of the legislation:

1. The findings and intent focus on problems experienced in rural Alaska, but the bill would allow any ethnic minority student to be eligible, including those from the urban Alaskan districts, with forgiveness tied to that teacher returning to the district from which he came. The State Board expressed some confusion as to whether this is what was intended by the sponsors, or if the intent was to limit the loan program to just rural ethnic minority students. If it is to be limited to rural students a definition of rural students should be included in the legislation.

2. The State Board of Education felt the criteria for forgiveness was too restrictive by requiring that a student return to teach in the district from which he graduated. The district from which he graduated may have no openings when the teacher is ready to return to teach. If that student returns to teach in another Alaskan school district, other than the district from which he graduated, the State still receives the benefit of the ethnic minority in the teaching role. If it is the intent of the legislation to assure that students return to teach in rural Alaska, this might also be accomplished by expanding Sec. 14.43.640(2) to include "employed as a public school teacher in the district from which he graduated or another rural Alaskan school district." This amendment would also require that rural school district be defined in a definitions section.

3. The State Board of Education felt that the loan should be available to a student who, after completing an academic major (i.e. history, English, science), decides to return to college for a fifth year of study for the purpose of teacher training. As the legislation is currently drafted, it prohibits loans for graduate study.

4. The State Board of Education felt that the loan program should also be available to Alaskan ethnic minority students

The Honorable Mae Tischer
February 2, 1984
Page 2

attending high school outside the State who desire to enter the teaching profession and return to the State to teach.

The legislation appears to be an excellent step towards encouraging Alaskan ethnic minorities into the teaching profession and providing incentives to return Native Alaskans to rural areas to teach. Your consideration of the State Board of Education's recommendations is appreciated.

cc: Ernestine Griffin, President
State Board of Education
Rep. Joe L. Hayes
Rep. Vernon L. Hurlbert
Rep. Albert P. Adams
Rep. Mitchell E. Abood, Jr.
Rep. Ramona L. Barnes
Rep. Charlie Bussell
Rep. Bette Cato
Rep. John Cowdery
Rep. Mike Davis
Rep. John G. "Jack" Fuller
Rep. Walt Furnace
Rep. Ben F. Grussendorf
Rep. Adelheid Herrmann
Rep. Niilo Koponen
Rep. John Lindauer
Rep. John L. Liska
Rep. Hugh Malone
Rep. Terry Martin
Rep. Mike W. Miller
Rep. John Ringstad
Rep. Richard Schultz
Rep. Mike Symanski
Rep. Rick Uehling
Rep. Jerry Ward
Rep. Fred Zharoff
Rep. Milo Fritz
Rep. Robert H. Bettisworth
Rep. Jack McBride

7

\$ 70,000

Program Proposal for the Design
of: A Program for the Recruitment,
Training, and Retention of Local
Personnel on Bush School District
Staffs.

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Synopsis:

This report proposes a design process to structure a coordinated educational program. The paper is divided thusly-

- Statement of problem: not enough local persons on professional bush school district staffs.
- Analysis of components of problem: inadequate educational preparation to allow successful postsecondary training; problems caused by bush/urban transition necessary for postsecondary education; lack of field-based postsecondary educational program that integrates instead of separating the individual from the rural community.
- Guidelines for designing a comprehensive program with the objective of developing a workable, coordinated program with the primary focus being a marked increase in local persons who are educationally prepared to fill professional staff positions in rural Alaskan school districts.
- Final note.
- Footnotes & Appendix

INTRODUCTION:

Anyone who has lived in bush Alaska understands the importance of the school to the community. Not only does it provide the most stable source of employment, but in most places the school also serves, ideally, as the center of community activity. Recreation, social gatherings, and educational events all are coordinated through the school. Most importantly, the social and intellectual development of young bush residents takes place under the guidance and influence of those staffing the local schools.

The herein proposed program aims to facilitate in producing more local persons who are educationally prepared to fill professional positions within bush school systems. As it now stands, most bush school systems are predominantly staffed at the certified level by transient (non-local) persons. A major problem facing rural Alaskan schools is not a lack of positions to be filled, but the scarcity of well trained local persons to fill those positions that do open.

The program design being proposed here would address this lack of qualified personnel by breaking the problem into three component parts that, taken together, it is felt, are the root cause of the shortage. Attention would then be focussed on each of the three separate areas:

1. Inadequate educational preparation for post-secondary education.
2. The difficulties that bush persons experience when moving to more structured urban environments.
3. The lack of an adequate post-secondary educational program focussing on bringing the bush student back into the local school and community (integrating the education with the needs and perceptions of the local community).

DEFINITION of PROBLEM:

The program proposed here is in answer to the problem of not enough local persons to staff bush schools. The definition of problem results from, first and most importantly, living in the bush and experiencing the schism of school personnel/community. Rural Alaska, although well supplied in terms of educational materials, is not fully participating in the implementation of its educational programs.

In a formal sense, the problem was defined by members of the Alaska Pacific University staff in a paper Developing and maintaining teacher competence for rural Alaska. The paper concludes that "It seems evident that teacher turnover can be reduced by recruiting teachers who are more favorably inclined -

to the rural Alaskan lifestyle." This we view as part of the problem, but, -because we aren't limiting our focus to teachers alone-rather our interest includes all personnel involved in staffing rural schools, it served as only the beginning point. The key being recruiting those who are favorably disposed to the rural Alaskan lifestyle.

The Alaska Department of Education, in the Comprehensive Plan for the Coordination of Federal and State Funds for Training Educational Personnel¹ discussing preservice educational needs, states that: "The two most important changes have to do with the need to prepare educators for the rural, cross-cultural, small school context, and to provide more pre-graduate field experience."² It is the belief of this office that a program can be designed that, through expanded pre-graduate field service, will prepare rural Alaskan students to fill the need for more (cross-culturally) prepared educators.

"The matter of an increased level of field experience for teacher candidates drew considerable discussion. Basically the problem was seen to have two dimensions. The first dimension was one of 'too little-to late.' The second dimension evolves around the problem of relevant early field experience in the area of the rural small school portion of preservice curriculum. The problem of content training and relevant field experience are exacerbated by the issues involved. There appears to be some confusion and ambiguity in rural schools. There are no unique Alaskan requirements in terms of preservice or pre-employment experiences. The traditional institutional requirements for the teacher education program in IHE (Institutes of Higher Education) do not speak to Alaskan cross-cultural and/or small school issues."³

A study of the H.U.D./Internship program⁴ run through the University of Alaska, Juneau concluded that not only does such an interactive approach to education better prepare the student for real-life situations, but, at the same time, creates a method for the sponsoring agency to appraise potential employees, and for participating students to cultivate employment opportunities-both problem areas that would benefit from the herein proposed program.

The above mentioned studies emphasize the value of a more interactive, internship-style of educational program for adequately preparing rural school personnel-recognized by this office to be an integral part of the solution to redressing the current shortage of local persons on rural school staffs.

Another area of concern: inadequate preparation for post-secondary education, has been documented in numerous studies (see Appendix A). The most recent Alaska Statewide Assessment Program⁵ report shows rural students' scores averaging only 81% those of middle-sized schools in incorporated areas of the state. A January 1982 report put out by the Institute of Social and Economic Research⁶ at the University of Alaska, Anchorage shows-

a marked decrease in the ACT (American College Test) scores for native freshmen entering the University of Alaska, Fairbanks between the years 1963 and the period 1975-78 (appendix). In the most recent statewide Assessment Program, ample evidence is presented identifying educational deficiencies as a handicap impeding rural Alaskans in their attempts to obtain the postsecondary education necessary to qualify for certified staff level positions with the local school districts.

The third concern of the proposed program-difficulties that bush persons experience in making the transition from the bush to more urban communities-though not well documented as a major problem, is often cited as a problem needing to be dealt with if rural students are to be successful in completing postsecondary educational programs. In its proposal for continued funding of the Summer Enrichment Program, 1983, the Alaska Native Foundation-a leader in the field of educational programs for rural Alaska-lists its goal as facilitating a student's transition from a small rural high school to a postsecondary institution. It goes on to say that as drop-out rates document, this change from school to college is frequently devastating.

In the course of exploring the possibilities for putting together this type of program, a large and varied cross section of persons associated with one or more aspect of the proposal were contacted. Whether they were originally sought out for the technical knowledge, historical perspective or an assesment of their present educational activities, there was a discussion of the multi-focal nature of what is here being proposed. A result of these discussions was that the direction of the program was modified with a more clear understanding of what the practicalities, and objectives could be. All seemed to agree on one thing, putting such a program together will-to be successful-require the broadest level of participation in planning. Attached to this report (appendix) is an article taken from the Anchorage Times, February 24, 1983 that identifies some of the special problems of rural Alaskan schools. A recognition of these unique problems, coupled with an understanding of the important role the local school plays in bush communities, mandates that in any planning process addressing the local school system, the community be consulted at all stages of development.

1. Program Design:

As more stones were overturned in search of the right components to make up the whole program, it became increasingly clear that only those who would eventually make it work-including those who will be served-are in a knowledgeable enough position to define a structure and method. The areas of focus have either wholly or in part been addressed. Therefore, the major task at hand is to eclectically draw upon the existing resources and structure them in an operable manner.

2. Administration of Program Design Process:

Because of this office's concern that the need for more local persons on rural school system staffs is very important, and that the here proposed program can-if put together with the highest regard for a broad-based level of input-succeed in greatly facilitating a solution to the shortage, potential administrators for program design were examined. As the concept of a comprehensive program integrating the array of concerns noted (in this paper) developed, and information concerning other educational programs dealing with rural Alaska was gathered, it became clear that those most functional are those closest to the public being served. In this particular instance that could be one of any number of regional administrative units, but-for the criterion of experience and acceptability-the Alaska Native Foundation (ANF) appears to be best able to preside over the program's design. This is a program for rural Alaskans, and the ANF's focus has always been rural Alaska.

3. Design Process Participants:

Representatives from postsecondary Alaskan educational institutions, Kuspuk and Yukon Flats school districts (administrations, boards, staff and citizens), the concerned regional and local corporations, and any group or person involved with rural or educational issues.

4. Guiding Principles.

Eclecticism (choosing the best approach from those existing), fiscal prudence, broad participation in design, commitment to making the program work (good faith effort).

5. STATEMENT OF OBJECTIVE:

The objective of this design process is to develop a workable, coordinated program with the primary focus being a marked increase in local persons who are educationally prepared to fill professional staff positions in rural school districts.

Time Schedule for Program Design

July 1, 1983	Projected funding for design available; begin identification of participants, submission of planning schedule within 30 days of funding.
September 1, 1983	Submit draft outline of possibilities for structuring program (put together from research of existing possibilities) along with proposals to deal with portions of the program previously undealt with (e.g. postsecondary field-based curriculum).

January 16, 1983 Submission of final program design, complete with identification of participants, budget, and extended program requirements (5 year outline for operation).

Spring 1984 Begin operation of program.

Summary:

What has been outlined in this paper is that in rural Alaska there is a shortage of local persons in meaningful positions in the staffing structure of local school districts, and a proposed method of designing a program to rectify the problem. A number of guiding principles as to who should be a part of the design process, a call for a pragmatic and utilitarian approach, and a rough time schedule for completing certain aspects of the design are also laid out.

A final note to this report, and a firm belief of this office, is that what is being sought in this program offers to all who participate very real and positive benefits that will multiply as more local rural Alaskans become part of their educational process. Bush schools are annually plagued by cultural wars involving bush vs. non-bush interpretations of often non-complex questions. Communities are split, administrations and staffs are forced to 'choose up sides', and inevitably the real losers are the kids who suffer the life-long effects of poor education. This program proposal is no quick-fix solution, but it does offer an opportunity to begin addressing a problem that is so often dealt with only cosmetically by replacing one problem with another.

Footnotes:

1. Comprehensive Plan for the Coordination of Federal and State Funds for Training Educational Personnel. Division of Educational Program Support, Alaska Department of Education, May 1982.
2. Ibid. page 9
3. Ibid. page 10
4. Performance Evaluation-H.U.D. Work/Study Intern Program. Prepared for Division of Community Planning, Department of Community and Regional Affairs by Kevin Waring Associates. 6255 East 41st Court, Anchorage, Alaska 99504
5. Assesment Report 3: An update on the Alaska Statewide Assesment Program. Office of Planning and Research, Alaska Department of Education. Copyright 1982 by the Alaska Department of Education and InterWest Applied Research.
6. Native College Success in the Seventies: Trends at the University of Alaska at Fairbanks. Judith Kleinfeldt, Robert Travis, Velma Hubbard. Institute of Social and Economic Research, University of Alaska, Anchorage, Alaska 1982.

Persons Contacted in exploration of Program possibilities:

Main reason for contact:

Person contacted:

program participant.

Mr. Robert McHenry, Superintendent of Schools
Kuspuk School District, Aniak, Alaska.

program participant.

Dr. Beatriz Apodaca, Superintendent of schools
Yukon Flats School District, Fort Yukon, Ak.

remedial program.

Mr. Mike McKeown, Asst. Coordinator S.O.S.,
Anchorage Community College

Administration of design process.

Mr. Frank Berry, President, Alaska Native Foundation,
Anchorage, Alaska

program conceptualization.

Dr. Glen Olds, President, Alaska Pacific University,
Anchorage, Alaska

Internship program.

Mr. Dennis Demmert, Cross-Cultural Studies,
University of Alaska, Fairbanks, Alaska

Educational program.

Dr. Ray Lehrman, Professor of Education, Alaska Pacific University, Anchorage, Alaska

<u>Main reason for contact:</u>	<u>Person Contacted:</u>
Educational program.	Dr. Virginia Hohnson, Professor of Education, Alaska Pacific University, Anchorage, Alaska
Financial Aid.	Ms Jane Byers Maynard, Director of Special Programs, Alaska Commission on Postsecondary Education, Juneau, Alaska.
Community involvement & Financial Aid.	Mr. Glen Fredericks, Kusko Corporation, Anchorage, Alaska.
" " "	Mr. Mike Irwin, Tanana Chiefs Conference, Fairbanks, Alaska.
Remedial Program	Ms. Sue Hare, Asst. Supt. Lower Kuskokwim School District, Bethel, Alaska.
Internships	Mr. Lawrence Kimball Jr., Director Division of Community Planning, Alaska Dept. of Community and Regional Affairs.
Internships	Ms. Baribel Sorenson, University of Alaska at Juneau.
program structuring	Mr. Richard Spaziani, Deputy Director Educational Program Support Division, Alaska Dept. of Education, Juneau, Alaska.
" " "	Dr. Allen Barnes, SouthEast Regional Resource Center, Juneau, Alaska.
Educational program.	University of Alaska, Fairbanks. School of Education.
	University of Alaska, Anchorage, School of Education.
	Members of Alaska Native Foundation, Youth Leadership Conference-while in Juneau (regarding Community Involvement).
	Alaska Dept. of Education: consulted on numerous questions about technical structuring.
Technical information.	B.I.A. Educational personnel