ALASKA LEGISLATURE COMMITTEE FILES 1991-1992 8672
6883 HOUSE HEALTH EDUCATION & SOCIAL SERVICES

127

ALASKA STATE LEGISLATURE
SENATE BILL NO. 59

HISTORY IN THE SENATE

1991

1/21 Read first time and referred to:
SA HESS - Finance

2/11 SA RPT(STA) CS 4 DP __ NR __ DNP __ AM
__ New Title __ Same Title __ Previous FN
2 FN 1 0FN To HESS

2/27 HESS RPT(STA) CS 3 DP __ NR __ DNP __ AM
__ New Title __ Same Title ✓ Previous FN
__ FN __ 0FN To Fin

3/26 FIN RPT(FIN) CS 5 DP __ NR __ DNP __ AM
__ New Title __ Same Title __ Previous FN
1 FN 2 0FN To Rules

4/5 ✓ Rules Calendar(______) CS __ AM __ Other
__ New Title __ Same Title __ Previous FN
__ FN __ 0FN

4/5 Read second time
✓ CS Adopted (Fin) ✓ New Title
__ Amended ✓ Advanced

4/5 Read third time

__ Letter of Intent adopted
__ Return to second for specific amendment

4/5

PASSED		EFD Same __ or
Yeas	17	Yeas
Nays	0	Nays
Excused	2	Excused
Absent	1	Absent

Reconsideration
Reconsideration not taken up

PASSED	EFD Same __ or
Yeas	Yeas
Nays	Nays
Excused	Excused
Absent	Absent

4/5 Reported correctly engrossed
Signed by President, to House

Nancy Quinto

Secretary of the Senate

HISTORY IN THE HOUSE

1991

4/8 Read first time and referred to:
HES FIN

__ RPT CS( ) __ New Title
__ DP __ DNP __ NR __ AM
__ FN __ 0FN __ Previous FN

__ RPT CS( ) __ New Title
__ DP __ DNP __ NR __ AM
__ FN __ 0FN __ Previous FN

__ RPT CS( ) __ New Title
__ DP __ DNP __ NR __ AM
__ FN __ 0FN __ Previous FN

Read second time
CS( ) Adopted

Amended

Advanced

Read third time

Return to second for specific amendment

PASSED	EFD Same __ or
Yeas	Yeas
Nays	Nays
Excused	Excused
Absent	Absent

__ Intent adopted

Reconsideration
Reconsideration not taken up

PASSED ON RECON.	EFD Same __ or
Yeas	Yeas
Nays	Nays
Excused	Excused
Absent	Absent

__ Intent adopted

Reported correctly engrossed, signed by the Speaker and returned to the Senate

Chief Clerk of the House

Senate Bill History

SB

Alaska State Legislature
House of Representatives
COMMITTEE ON HEALTH, EDUCATION AND SOCIAL SERVICES

DATE: April 17, 1991

PLACE: Capitol Room 106

SUBJECT OF MEETING: SB59 GOVERNOR'S COUNCIL ON THE HOMELESS

NAME	REPRESENTING	BUSINESS/PERSONAL MAILING ADDRESS	ZIP	(H) PHONE	(W) PHONE	DO YOU WANT TO TESTIFY?		WHAT SUBJECT/ WHICH BILL?
Mary Lou Meiner	AARP	805 Gold Belt, Jun	99801	586-2564		Y	N	
John Eggen	AK Coalition for the Homeless	Box 22471 Juneau	99802	463-5845		Y	N	SB 59
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	

(Attached is an excerpt from MOA's Task Force report.)

MUNICIPALITY OF ANCHORAGE

TASK FORCE ON EMERGENCY SHELTER AND THE HOMELESS

FINAL REPORT

DECEMBER, 1990

TOM FINK, MAYOR

Anchorage Task Force Report

CHARACTERISTICS OF THE HOMELESS POPULATION IN ANCHORAGE

Indications are that the homeless population is not one homogeneous group. Rather, it is comprised of **many subgroups** which may be categorized as single men, single women, single parents with children, unwanted and runaway children, and families. It also includes the elderly, the chronically and seriously mentally ill, alcohol and other drug abusers, and the disabled.

The homeless population in Anchorage includes all **racial groups**, but is primarily comprised of Caucasians, Alaska Natives and Blacks. However, the percentage of Alaska Natives and Blacks in the homeless population is disproportionately high compared to the percentage of Alaska Natives and Blacks in Anchorage's general population.

Economically, it is estimated that about 30% of the homeless population seen at the Brother Francis Shelter could afford to pay for low-cost housing if it were available. Many of the homeless are marginally employable with no transportation, while others are low skilled chronically unemployed. A growing number of the homeless are transient job seekers new to Anchorage. Some are newly unemployed with limited or severely depleted resources. More and more are recently homeless because of raised rental housing costs.

Educationally, many of the homeless are marginally educated and others are functionally illiterate.

It is estimated that about 70% of those who use the Brother Francis Shelter and 85% of those who use the Anchorage Rescue Mission are **substance abusers**.

Chronically and seriously mentally ill people also make up a portion of Anchorage's homeless population. The deinstitutionalization movement which began 25 years ago affected commitment laws. Today, many people who need institutionalization the most are often not required to get help. Nor do many of them want help. Their refusal comes in part from the nature or symptoms of their illness: grandiose thinking, delusions of invincibility, paranoid schizophrenia, refusal to comply with treatment or take medication, or an inability to function in or qualify for existing service settings. Locally, as well as nationally, it is estimated that 33% of the homeless population falls into this category.

Medical and health problems are often associated with homelessness. For some, insurmountable medical bills force them into poverty and homelessness. For others, marginal income and lack of medical insurance cause them to not get treatment for medical problems, leading eventually to disability or incapacity and a resultant loss of income and affordable housing. Still others are brought to Anchorage from throughout the State for medical treatment, but lack the resources to return to their homes, so they become part of Anchorage's homeless population for indefinite periods of time. They are temporarily homeless due to circumstance.

Dysfunctional families are a major contributor to the homeless population in Anchorage. Unwanted or runaway children often find themselves on the street without a place to call home. Domestic violence and abuse often cause women and their children to leave permanent residences and seek safe shelter elsewhere.

FINDINGS OF TESTIMONY PRESENTED

The following "findings" were derived from testimony presented to the Task Force by agency representatives and private individuals. The Task Force has not verified the statistics or representations of "fact" as presented but, for the most part, has no reason to doubt their validity.

EMERGENCY SHELTERS

- The demand for emergency shelter is far greater than the supply of available beds. More women with children and families need shelter than ever before.

- Shelters are not housing, yet more people are staying longer in shelters than ever before. They have become quasi-housing for many of the homeless.

- 60% of the White males in shelters are veterans; 45% of Alaska Native males in shelters are veterans. Alaska has the highest number of veterans per capita in the U.S..

- The Brother Francis Shelter, operated by Catholic Social Services, can accommodate 200 people in a warehouse setting; additionally, on an emergency basis, up to 50 women will be provided nighttime shelter at Bean's Cafe. The San Francisco House, adjacent to the Brother Francis Shelter, can accommodate 12-15 seniors.

- McKinnell House, operated by the Salvation Army, provides emergency shelter, meals, and some support services to individuals and families. Capacity varies depending on the number and composition of families, although the maximum allowed capacity is 45. There are 4 family rooms, one women's dormitory with 7 beds, and a men's dormitory with 6 beds. An area set aside as a play area for residents and their children can be used as another family room. Applicants for shelter must demonstrate active efforts to help themselves by seeking employment or, if unable to work, by applying for public assistance.

- Clare House, operated by Catholic Social Services, provides emergency shelter and meals for women and their children. Assistance in seeking employment, independent living situations, and other community services is also provided. Clare House has one 32-bed dormitory for women and children, and a separate 4-bed room for families. In September, they turned away 24 women and 47 children; in October, they turned away 12 women and 48 children.

- Abused Women's Aid in Crisis (AWAIC) provides shelter and a safe living environment for women and their children who are in danger of becoming or are victims of domestic violence. Their facility has a 52-bed capacity, but as many as 63 women and children have been housed at one time. Residency is limited to five weeks. They had a 27% increase in shelter services provided in 1990 over 1989.

- Since 1972, the Alaska Youth and Parent Foundation has provided residential and outpatient services to youth and families at risk. A 5-bed shelter facility accommodates runaway and homeless youth, and a 15-bed facility is available for emergency placement. Shelter residents are offered a day program that teaches life skills to youth not enrolled in school. They serve 1,000 youth per year, of which 250 are homeless. 90% are drug users.

- The Anchorage Rescue Mission, a church-supported service for men and women since 1965, provides shelter and three meals a day. They expect to be fully operational in January of 1991 at their new location on Tudor Road. At that time, they will have the capacity to accommodate 100 people in one men's dormitory, one women's dormitory, and 2 family rooms. Chapel attendance is mandatory.

- Covenant House is operated by the national Covenant House program. It provides a 40-bed shelter for runaway and homeless youth. Meals, outreach, counseling, and other services are provided. Over the past two years, they have served 1200 youth, of which 350 were 18 or older. 1/3 of their clients go back to their homes, 1/3 go to semi-independent or independent living situations, and 1/3 go back to the streets.

- A limited program exists through which hotel and motel operators house the homeless on an emergency basis at free or reduced rates for limited periods of time. There is no mechanism to accept private contributions to help finance such a program.

- Catholic Social Services has eleven programs that serve the homeless. In addition to those already mentioned, the St. Francis House provides emergency relief. They also sponsor an Immigration/Refugee Assistance Program; a pregnancy support group; McCauley Manor, a facility for young, "throwaway" girls; a sliding fee special needs day care program; a special needs respite program; and a sliding fee counseling program.

TRANSITIONAL HOUSING

- Eagle Crest is a "dry hotel" operated by the Salvation Army. Although primarily a commercial hotel, approximately 15% of their clientele are people in transition from jail or an alcohol treatment facility. Total capacity is 83. There are 18 single rooms, 9 doubles, 9 triples, and 5 four-person rooms. One single is designated for handicapped use but does not serve that function well. The women's wing has a capacity of 25.

- The Alaska Women's Resource Center operates New Dawn, a residential treatment program for chronic alcoholic and public inebriate women and their children. They have a 10-bed shelter and provide extensive support services to the New Dawn clients, as well as others.

- Southcentral Counseling operates an 18-bed facility for the mentally ill homeless. Ten beds are designated for therapy and rehabilitation, the "half-way house" function; eight are used for short-term respite care to prevent hospitalization. Their transitional Living Center provides supervision for approximately 70 clients living in semi-independent apartments.

- Touchstone is a non-profit agency, started by a group of concerned Christians, which operates a 6-bed residential unit for homeless men. The residents are selected from among the general homeless population. Residents are required to have jobs and to help pay for the operating expenses of the facility. The average length of stay is 4-8 months. During that time, residents develop living skills through a supervised program.

- Jack's Place, in existence for five years, currently serves 230 men per month with food, shelter, and sundry essentials in residences self-managed by the clients. 100 men are turned away each month. 60% of the clients come from the jail system and 85% have a substance abuse problem. Based on AA's 12-step model, the residents are expected to participate in regular meetings which encourage the building of self-pride and self-respect.

- The Alaska Youth and Parent Foundation has recently acquired HUD homes and federal funding for transitional living and drug prevention programs for older homeless youth. Their capacity is 10 beds for the new programs.

- Anchorage has a lack of transitional housing, both single-room-occupancy (SRO) units and family units. These are needed to free up shelter space.

- The consequences of homelessness do not allow many long-term homeless to successfully enter into affordable housing because of the characteristics and survival patterns they develop over many years. Their transition may involve many failures along the way and, for many, cannot be achieved without transitional housing opportunities.

- Abbott Loop Christian Center has 10 homes which it is leasing from HUD for $1/year. Although each home could serve approximately 4-6 people, they currently have only 6 people living in their homes. In their program, one of the clients in each home will act as a "provider," being a friend to one or two other residents in a self-help environment. Their job is to find other poor people to live in the home, love and respect the other clients, and help them with their strategic and emotional needs. This program has, however, encountered neighborhood opposition to housing the homeless.

- Alaskans Care is an organization that has access to housing but is struggling to find a sponsor that will provide their IRS 501(c)(3) status and liability coverage to Alaskans Care. Their stated mission is to provide resources beyond those provided by public assistance to help the homeless become self-sufficient. These resources would include housing, child care and other support needed to do more than engage in a daily struggle for food and warmth. The Alaskans Care program wishes to provide a drug and alcohol-free living environment, achievement of a first stage life goal over the period of a year, establishment of an extended family-like self-help environment, and safe and affordable housing.

SUPPORTIVE HOUSING

- For some of the subgroups of the homeless, especially the mentally ill, the reality is that they may need lifelong services in order to survive outside of institutional settings.

- ASHA administers 30 Section 8 Certificates of Family Participation which are dedicated to high-level functioning chronically ill persons. The certificates provide rental assistance which enables them to attain semi-independent living status through supervised occupancy of privately owned units located throughout the Anchorage area. An additional 100 mentally ill are housed in rental units subsidized by Section 8 Certificates or Vouchers which are not dedicated exclusively for use by the mentally ill.

LOW-COST HOUSING

- The Alaska State Housing Authority (ASHA) is the only public housing authority in Alaska. In Anchorage, they have the capacity to assist with 569 units for conventional low rent, 137 units for Section 8 new construction, and 1,456 units for Section 8 existing fair market rentals. Programs are funded through HUD and, since they have no State funding, they are subject to federal regulations. 1,000 people are on their waiting list for housing assistance in Anchorage. The current housing problems in Anchorage are from diminished stock of public housing due to owners who have abandoned their property, demolition of single room hotels, low cost rentals being taken off line, and recent increases in rental rates.

- Affordable low-cost housing is needed, but there is also a need for good strategies and a coordinating agency to bring it all about.

- ASHA has a surplus of Section 8 Certificates which can help families pay for housing, but there are not enough landlords who will accept them. Also, there is a gap between the maximum amount of rent that ASHA can pay and the actual rental rates now being charged.

- Non-fiscal issues which must be dealt with include zoning, siting, incentives to developers and landlords, neighborhood attitudes, building standards and codes, and coordination of communication among housing and service providers and funding agencies and institutions.

- Eligibility standards for housing assistance, as well as other support services such as Medicaid, are obstacles that restrict client access to resources.

COMMUNITY RESOURCES/INVOLVEMENT

- Bean's Cafe is a non-profit organization, adjacent to the Brother Francis Shelter, that provides two hot meals and a snack daily, as well as day shelter and limited social services for homeless and impoverished people in Anchorage. They served over 272,485 hot meals and sandwiches in FY90. In 1985, they served an average of 385 meals in a day. In 1990, they served 393 people at one meal recently.

- The Association for Stranded Rural Alaskans in Anchorage (ASRAA) is a non-profit organization established to prevent rural people from becoming stranded and victimized in Anchorage. They help individuals and families who are in Anchorage primarily due to medical emergencies, obtain shelter, local transportation, and return air fare. ASRAA helped 305 people obtain shelter in FY90. Last year, 75% of their clients were referred by hospitals and 15% were receiving out-patient medical care. Some were domestic violence victims fleeing from rural areas for safety. Current referrals are up 25% over last year.

- The Municipality of Anchorage maintains an Emergency Services Office to assist people in crisis to find shelter and other emergency assistance. This office uses Stewart B. McKinney Emergency Shelter Grant Program money to provide emergency services to persons in need of temporary shelter or who need emergency rental and utility assistance. Between May, 1989 and April, 1990, 1,549 people, including 724 children, were served by this program.

- There are many dysfunctional families in Anchorage, and homelessness seems to go from one generation to the next. Many abused and neglected children grow up and become part of the homeless population.

- Homelessness in Anchorage is a statewide and federal problem, not just a local problem.

- Better case management is needed at ASHA to reduce their waiting list and at Public Assistance to reduce the number of evictions.

- Community resources and support services are needed for all of the subgroups identified among the homeless population. To name a few, these subgroups include families with children, single men and women, youth, the elderly, the disabled, the chronically and seriously mentally ill, alcoholics and addicts, dual-diagnosed mentally ill, runaways, throwaways, abused children and women, veterans, the illiterate, the chronically unemployed, stranded, medically indigent. The nature of the support services and the intensity of the application need to fit the subgroup. Some services may be short and intense, while others will be of long duration and low-level intensity.

- There is no integrated approach to the homeless problem in Anchorage, and no broad-based community involvement and support. There are no partnerships which move beyond coalitions and networking to lobby for, provide legal action for, or coodrinate service strategies or financing for the homeless.

- Networking resources and services is complex in Anchorage when eligibility criteria do not match, i.e., detox is considered complete at the Clitheroe Center after 90 days, but JTPA requires 6 months of sobriety to qualify for job training.

- As agencies successfully help and treat alcoholics and the homeless, service needs will be created elsewhere within the community's service system. These impacts and demands should be planned for.

- There is inadequate life skills training, training in how to find and keep a job, and training on how to be a good tenant in the schools. There are also inadequate opportunities for adults to receive such training.

- There is no central plan for solving Anchorage's homeless problems, or a clearinghouse for statistics and resources regarding the homeless.

- There is no inventory of the money and facilities already available to help the homeless in Anchorage. There may be some duplication of services and there may be ways to consolidate services to make available funds go further.

- Government approval agencies which deal with programs for the homeless have not met to identify barriers to moving ahead, and to facilitate solutions to the problems of the homeless.

- Programs which offer training and rehabilitation for the homeless are underutilized. Better utilization could lead to job skills so that the homeless might become employed and be able to afford their own housing. Private sector involvement is essential to provide jobs for the homeless.

- The lack of affordable, accessible day care is encountered by many low-income people.

- Existing and expanded literacy programs need to be more accessible to the homeless so that they can become more employable. Many of the homeless are marginally educated and marginally employable. Their skills need to be improved so they can improve their standard of living.

CHURCH AND CIVIC INVOLVEMENT

- There are many churches, religious and civic organizations already providing services to the homeless, but there is no available inventory of who is doing what.

- The Interfaith Clearinghouse is a coalition of about 50 religious and other organizations in the community that network with community social service agencies to provide basic human needs not covered by other programs.

FINANCIAL ISSUES

- There are intricate and complex mechanisms that must be gone through to access and apply for financial resources to provide transitional and low-cost housing for the homeless. There is a need for the process to be made simpler, and for coordination among funding agencies and institutions.

- The mission of the Alaska Housing Finance Corporation (AHFC) is to develop and implement fiscally responsible policies and programs that innovatively anticipate housing needs and provide financing to meet those needs statewide. They have the means and expertise to help package, leverage and facilitate financing.

- The federal government acknowledged its responsibility to fulfill a role in meeting basic human needs by passing the Stewart B. McKinney Homeless Assistance Act in 1987. This Act established several programs, some of which are administered by HUD. HUD programs include the Emergency Shelter Grants Program, Section 8 Moderate Rehabilitation Assistance Program for SRO dwellings, and three grant programs. 5 homeless providers in Alaska just received $1.5 million in grants. HUD also initiated their $1.year lease program for qualifying non-profit groups who are homeless providers. 32 properties are under lease statewide now. The lease is renewable at the same rate for up to three years, after which the property may be purchased for 10% under the fair market value or returned to HUD.

- Anchorage Neighborhood Housing Services (ANHS) has been operating since 1982. They forge public/private partnerships to provide affordable housing. They target housing as well as neighborhood revitalization projects through various financing and program strategies. So far, they have leveraged $39 million into Spenard, Government Hill, and Nunaka Valley. They can assist with financing packaging and with strategies for both short term and longer term housing solutions.

- There is a growing body of literature on all sorts of financial practices and packages for solutions to homelessness. Some require long-term commitments.

- Social Services Block Grant funding is needed to fund services to the homeless. There is no stable funding for agencies which deal with the homeless.

- Current welfare regulations prohibit people from saving money, so they can never get far enough ahead to have two month's rent for an apartment, plus money for utility deposits.

- There are many federal and private sources of funds available to deal with problems associated with the homeless. Local agencies need this information so that they can form coalitions to cooperatively apply for the funds.

- Health care problems can lead to homelessness if people do not have adequate medical insurance coverage.

TRANSPORTATION FOR THE HOMELESS

- Many people find themselves homeless in Anchorage because they lack the funds to return to their homes elsewhere. Many come here for medical reasons or the lure of a job which does not materialize, but then cannot afford the plane fare to return to their homes.

- Most homeless people cannot afford public transportation.

ALCOHOL AND HOMELESSNESS

- Existing rehabilitation programs for alcohol and other drug problems are not adequate to meet the need. Alcohol and other drugs are often contributing factors to homelessness.

- There are now insufficient facilities for public inebriates.

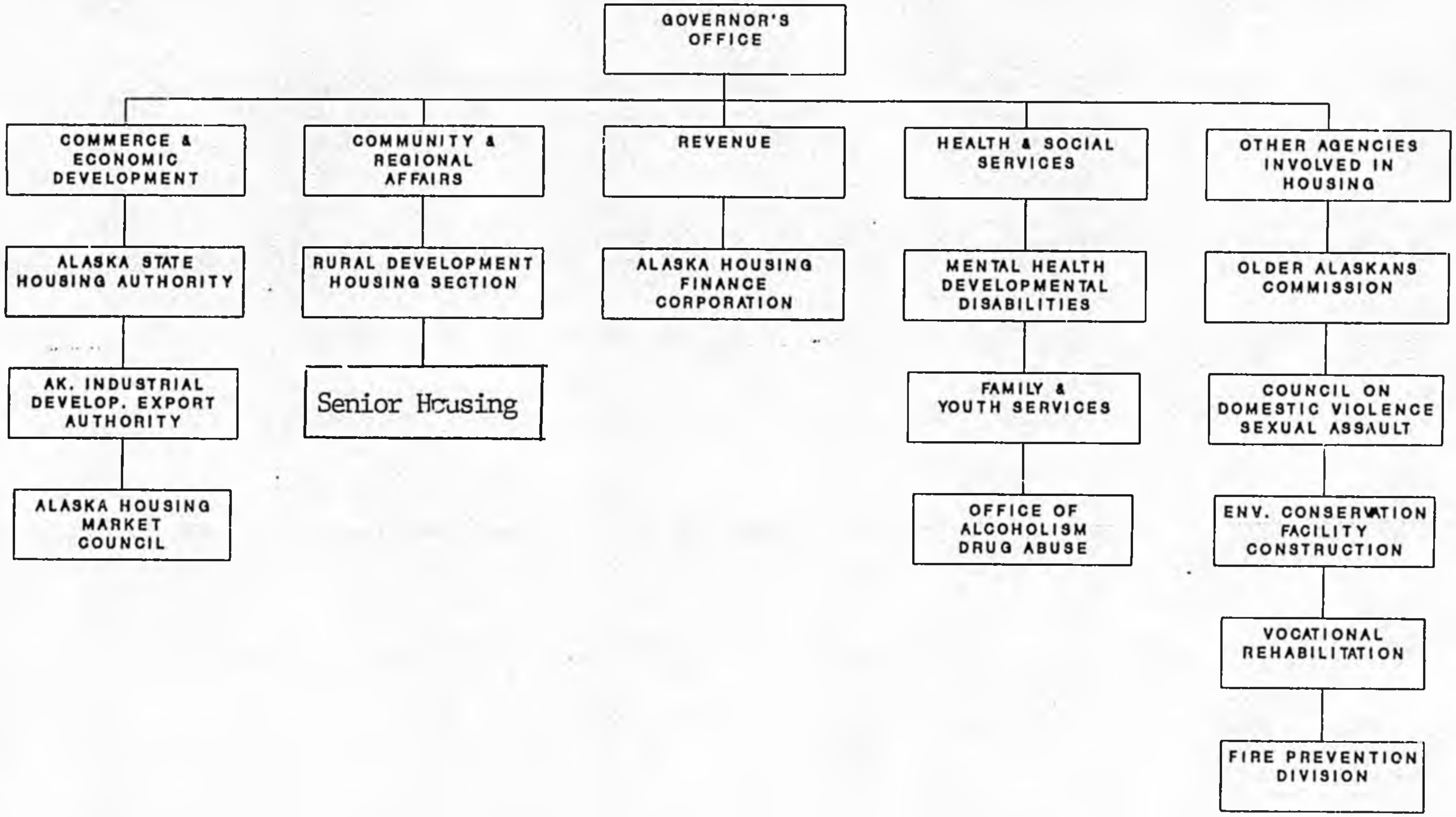
- A change in the current involuntary commitment laws for public inebriates could have an impact on the homeless population.

- It is estimated that 70% of the Brother Francis Shelter clients suffer from addictions of one kind or another, mostly alcoholism.

- Over the last 12 months, the 6th Avenue Jail has housed 500 inebriated people brought to them under Section VIII of the Alaska Statutes, which states that a person may be housed in a correctional facility for a period of up to 12 hours as a place of last resort.

- 40%-60% of the people served by the Salvation Army programs are second generation chemically dependent, with third generation children at risk for the same.
- 36% of the adults served by Clare House during FY90 had substance abuse problems.
- There are inadequate secure facilities for substance abusers and detox clients who do not meet the criteria for institutionalization or incarceration.

STATE OF ALASKA
AGENCIES WITH HOUSING RESPONSIBILITIES



December 1989

Policy Recommendations

• States should act immediately to identify and use available resources to meet the emergency needs of the homeless.

Regardless of policy and procedural complications, and irrespective of personal predicament, each state's homeless population must be provided with food, clothing, shelter and medical care as an initial step toward remedying homelessness. With diminishing federal assistance, states will have to assume increasing responsibility as domestic policy-makers and support service providers. As such, states will have to act as the pivotal point for supporting, and collaborating with, local governments, non-profit organizations and the private sector in addressing the immediate needs of their homeless.

• States must determine the causes of their homelessness problem and the characteristics of their homeless populations.

It is critical that states recognize homelessness as a complex problem with many causes and diverse characteristics, and understand that each state's homeless population is unique. Many persons are homeless as a result of a series of overlapping personal crises, rather than a single problem, such as mental illness, unemployment or the unavailability of affordable housing. Each state must assess the nature and composition of its homeless constituency before it can decide what must be done to remedy the problem.

• States must examine the scope of their homelessness problem and determine the size and growth rates of their homeless populations.

It is critical that states develop reliable methods for gathering primary data at the state and local levels, rather than extrapolating information from national reports or limited local case studies. Given the complex, diverse and changing nature of homelessness as a policy problem, it is unlikely that inferences, generalizations and statistical models will prove useful tools for states as they attempt to remedy and prevent homelessness. Moreover, in most states, the size and diversity of their homeless populations will determine whether the most effective remedies and preventive measures for homelessness are by way of policy-making, procedural adjustments or a combination of these processes.

• States should identify the fiscal, informational and organizational resources in a variety of areas (employment, housing, mental health care, social services and education) that are being used or could be used to help reduce and prevent homelessness.

The resulting inventory of resources should be used to diversify funding sources; gather data from public, private and non-profit sources; and coordinate communication among those groups, organizations and agencies. It is important that states maintain these networks and resource inventories in order to react intelligently to changes in the causes of homelessness, as well as the homeless populations themselves.

Continued on page 26

from the CSG report, "Homelessness in the States"

An excerpt from the Council of State Governments report, "Homelessness in the States"

Homelessness in the States

Introduction

During the early 1980s, the "street people" began to appear in America. They appeared in newspaper human interest stories and on the six o'clock news. The media found them on the sidewalks of the nation's cities — hungry, ragged and homeless. Not just skid-row bums or vagrants, they were a new population of Americans without homes or even places to sleep. During the news coverage they evolved from the cities' "street people" to the nation's "homeless." They became a public concern, their plight was politicized and the issue of their homelessness became a point of argument in the resurrected debate over American domestic policy on economics, housing, health care, social services and education.

From 1983 to 1989, elected officials, government agencies, advocacy groups, non-profit organizations and the media observed the homeless, with the hope of finding the causes and cures for their predicament. But each year, the number of homeless and the complexities of homelessness appeared to be greater than before.

Slowly, many observers have recognized homelessness as a significant and widespread problem in both urban and rural America. The diverse causes and characteristics of homelessness are endemic to various combinations of overlapping factors including unemployment, underemployment, mental illness, the unavailability of affordable housing, domestic violence, parentless children and other less visible personal crises.

The national domestic policies of the 1980s have cast the federal government in a relatively limited and passive role, and it is unlikely that role will be significantly altered in the near future. By predicament or by choice, states now are in the position to assume greater responsibility for domestic programs, and subsequently, to take action — individually and collectively — on domestic issues such as homelessness. As states reemerge as the pivotal level of government, they will need to intervene directly, collaborate with other levels of government, coordinate their own efforts, and move the federal government toward a position of increased cooperation and support.

Mindful of that scenario, The Council of State Governments (CSG) conducted a national survey on homelessness in the states during the latter part of 1988 to gather existing data and information from officials in the best position to develop valid and useful perspectives on homelessness in their individual states. Six groups of public officials in each of the 50 states were queried: governors' offices; legislative committee chairmen; community affairs agencies; health, social service and human resource agencies; legislative service and research agencies; and state budget offices. The purpose of the survey was to take a "point-in-time" approach to a problem that is evolving in the states, and evaluate the results within the context of the current literature and findings on homelessness.

The survey information produces a snapshot of homelessness in the states as it existed and was viewed in the latter half of 1988. This report presents that picture as a base of knowledge in a quick-reference format. Individual sections offer an analysis of homelessness across the states; the collective perspectives of state officials; a profile of each state, containing state officials' views and state initiatives, legislation and publications that pertain to homelessness; and a forecast with recommendations. It serves as a starting point — a point of reference — from which states can view their own homelessness problem from different perspectives, understand what other states are doing, escalate policy discussion and act positively based on their knowledge of existing conditions.

For states to do so, however, they must understand the scope of the problem and the responses to homelessness thus far from the federal government, the "third sector," comprised of private and non-profit groups and organizations, and the states themselves. More importantly, they must begin by understanding the causes of homelessness and the characteristics of the homeless.

Causes of Homelessness — Characteristics of the Homeless

The causes of homelessness and characteristics of the homeless are so interrelated that they are virtually inseparable. Unemployment or underemployment may prevent homeless persons from being able to obtain affordable housing, just as not having a place to live may restrict employment opportunities. Similarly, mental illness without institutional or community outpatient health care may lead to homelessness, just as the stress and anxiety created from living without food, shelter and protection can cause psychological dysfunction. Alcoholism and drug addiction could bring about homelessness: conversely, having no permanent home might lead to alcohol and drug abuse. Despite these perplexities, there appears to be some agreement on the composition of the homeless population across the states.

In 1988, when CSG asked state officials for their perceptions of the causes and characteristics of homelessness, they responded similarly. In 45 states, health and social service agency respondents said that mental illness was a primary characteristic of the homeless. The same number also identified substance abuse, either drug or alcohol. These officials, who represent state agencies that provide direct services to the homeless or that work with other service providers, also named several other reasons for homelessness in their states, including: unemployment (93 percent); spouse abuse or domestic violence (89 percent); underemployment (76 percent); runaway or abandoned youth (74 percent); and economic crises, housing shortages, federal program cuts, poverty, eviction and chosen lifestyle [see Table 17]. It also is significant to note that close to 60 percent of the agency respondents said that parolees and veterans are noticeable components of their individual states' homeless population.

Responses from legislative service and research agencies and legislative committee chairmen generally concurred with health and social service agency respondents regarding the causes and characteristics of homelessness [see Table 30]. All three identified the same primary causes of homelessness — unemployment or underemployment, usually brought about by economic crises or the lack of education and job skills; deinstitutionalization and noninstitutionalization of the mentally ill; unavailability of affordable housing; substance and alcohol abuse; and domestic violence, in the form of spouse or child abuse, resulting in runaways or throwaway children.

A factor that is key to understanding the similarity of their responses is the source of information from which they have developed their perceptions of homelessness. It is important to know, for instance, if those perceptions are based on information from direct service providers: from testimony by the homeless or persons representing the homeless before legislative committees: or from reports by state advisory groups on homelessness. More often than not, their information is taken from a national study and applied locally. Data of that nature are unlikely to render an accurate picture of an individual state's homeless population.

Although the most accurate data would be gathered extensively and from a broad base within a state, information taken from national studies does provide useful context and points of reference for considering each state's homelessness problem. Studies and reports from national non-profit organizations and the federal government, for example, have presented some significant information and have elevated the discussion of homelessness to that of national crisis.

Factors contributing to the homelessness problem: the findings of national studies

The U.S. Conference of Mayors, for example, reported that the combination of unemployment and underemployment is a major factor contributing to homelessness in cities, and pointed to the shortage of unskilled jobs as the most frequent cause.[1] According to that organization, even though the overall unemployment rate has declined or stayed constant in many cities, other trends continue to contribute to the homeless population: increases in the number of marginally employable; formerly unemployed persons taking part-time jobs at less than prevailing wages; and an increase in the number of unemployed who had dropped out of the job market.

However, many studies have estimated that the mentally ill — those who need extensive care but have not been institutionalized, or those who have been discharged from mental institutions, yet have not been successfully reintegrated into the community — comprise at least 30 percent of the homeless population. According to the National Institute of Mental Health, in the mid-1960s state mental hospitals began to reduce their patient population with the intention of placing these individuals in more supportive community settings. One result was that the state mental hospital population dropped from its peak of 559,000 in 1955 to approximately 115,000 in 1985.[2]

In another report, the Congressional Research Service more fully described this process, which became known as the deinstitutionalization movement and evolved into the policy of noninstitutionalization.[3] During the 1960s, advances in the development of tranquilizers that could be used to stabilize more serious cases of mental illness, coupled with landmark legal decisions guaranteeing the right to treatment in the least restrictive setting, resulted in the release of many mental patients directly into the surrounding communities.

Since then, more restrictive admission requirements for institutions and mental hospitals, combined with personnel and funding cutbacks in state hospitals, have made it unlikely that the deinstitutionalized will be reinstitutionalized. Moreover, restrictive admission policies have contributed to a growing number of younger, chronically mentally ill persons who are living on the streets and have never received treatment in an institution — the noninstitutionalized.

Deinstitutional and noninstitutional policies count on the establishment of community support systems to offer out-patient treatment to the mentally ill.[4] But many of these support systems never materialized because of insufficient financial support or community opposition. As a result, many mentally ill persons, who have few resources and are unable to care for themselves, have become homeless.

On the other hand, a study in the *Columbia Journal of Law and Social Problems* articulated what many national groups dealing with homelessness maintain — that the scarcity of low-cost housing is a major cause in the increase in homelessness.[5] According to that study, today's housing market no longer offers sufficiently affordable housing for low-income persons. In many urban areas, high occupancy rates and escalating rents have decreased the number of available apartments within the means of many needy persons. Moreover, the process of gentrification underway in many cities has vastly reduced the housing stock usually populated by the needy.

Federal assistance programs for low-income housing have been drastically reduced during the 1980s. Many public housing authorities have long waiting lists and operate under severe budget constraints. The resulting scarcity of affordable housing in inner cities inevitably has led to the displacement of many needy persons, who consequently have less access to agencies that may be able to offer them assistance. Without the agency services, those needy persons are more vulnerable to homelessness.

Similarly, the Congressional Research Service reported that for years the inner cities and downtowns of large metropolitan areas have been havens for the potentially homeless, who stayed at church missions, shelters, and inexpensive residential hotels referred to as single-room occupancy hotels (SROs).[6] However, urban renewal programs that razed flophouses and cheap hotels, coupled with a shortage of subsidized housing and the conversion of inner city dwellings into expensive single family homes and condominiums, have contributed to the number of homeless.

The U.S. General Accounting Office (GAO) reported further that several other reasons explain the decline in low-income housing, including: high interest rates; greater profits for other types of construction; rent control; neighborhood opposition to public housing; declining federal subsidies for both developers and tenants; neighborhood crime (including arson); and income tax provisions and high property taxes that encourage owner abandonment of housing.[7]

Additionally, since 1980, the federal government has been shifting its low-income housing aid away from subsidies for constructing and operating public housing in favor of providing vouchers for persons to find existing rental housing on the private market. These changes have been made, according to the U.S. Department of Housing and Urban Development (HUD), because of the expense and difficulty of adequately maintaining public housing units. However, these federal housing aid cuts have limited the number of program participants and forced tenants to pay out a larger share of their income for housing, thereby making their housing less affordable.

However, the U.S. Advisory Commission on Intergovernmental Relations (ACIR) is one of several groups advising that although the needs of some of the homeless can be met by providing low-income housing, for many, housing alone is not sufficient; for still others, maintaining their own household is not practical. The diversity of factors contributing to homelessness requires combinations of temporary shelter, social services, physical and mental health programs, long-term housing, community development and institutionalization.[8]

For example, The National Institute of Mental Health prepared a summary of surveys showing that 10 to 15 percent of the homeless abuse drugs and 40 to 45 percent abuse alcohol. Regardless of whether or not affordable housing is available, the substance abuser is likely to have trouble finding and keeping a job, staying healthy and saving income for food and shelter.[9]

Furthermore, according to the National League of Cities, the number of families and children who are homeless has risen dramatically.[10] These children have been given a variety of labels, including "runaways," "throwaways," "delinquents" and "children in child welfare placement without homes to return to." According to the U.S. Department of Health and Human Services, in 1986 more than 75,000 runaway children were served by youth shelters. In addition, more than 60,000 children left foster care or public institutions — most without the skills to live independently.[11] For these homeless persons, affordable housing alone will not be the solution; it may even worsen their predicament by making them less visible.

Advocates for the homeless argue that the massive cuts in public assistance programs during the early 1980s also have contributed significantly to the increase in homeless Americans. At that time, various pieces of legislation were enacted to reduce the percentage of the federal budget earmarked for domestic programs. Most noticeably through the Omnibus Budget Reconciliation Act of 1981, eligibility standards were tightened and the growth rates of some programs were reduced. For those "at risk" of becoming homeless, reductions in assistance payments placed further burden on their ability to obtain and keep affordable housing. In addition, many social service agencies and charitable organizations have since been forced by budget cutbacks to curtail activities that could ease the financial strain for those on the verge of homelessness. Overall reductions in federal expenditures for social service programs, homeless advocates maintain, have exacerbated the problems of the poor and increased the number of homeless people.

Another image of homelessness — the rural homeless

The growing realization that homelessness is actually a series of related crises, rather than the singular problem of being without a home, has in turn generated a new awareness of the wide range of America's homelessness problem. For example, although homelessness has been viewed primarily as an urban crisis, some organizations have begun to present a picture of rural homelessness — one that is equally dismal. The National Coalition for the Homeless, the Housing Assistance Council and The Institute of Medicine have published reports on rural homelessness, focusing on the causes and characteristics that make it both different from and similar to urban homelessness.

The National Coalition for the Homeless has warned that rural homelessness is a major and growing problem in America — one that can be witnessed in the form of severely substandard housing without heat, water or adequate protection from the elements, and in the doubling-up and tripling of families in housing designed to hold far fewer occupants. According to the Coalition, barriers such as a lack of land, lack of financing and, most of all, lack of jobs, have prevented countless persons from obtaining decent affordable housing, and have placed a vast segment of the rural population on the brink of homelessness.[12]

The Coalition reported that the lighter population density in rural areas is one factor that makes examples of dangerous rural housing seem more isolated and less of a general problem. A second factor is that migration from rural areas to the cities has been much greater than the reverse, and has helped to transfer the evidence of rural homelessness to urban areas. Moreover, housing grossly overcrowded with several generations of one family often is perceived as "traditional," in spite of the fact that it might be the forced result of long-term poverty rather than a cultural norm.

The biggest factor, however, is that individuals in rural areas respond differently to their lack of housing. While the homeless in both urban and rural areas are forced to live in untenable housing and double up with friends and relatives, the rural homeless have fewer of the support services and shelters that would otherwise help bring their situation to public attention. Rather than turn to a shelter or other forms of help, rural residents are forced to live with more extreme housing deficiencies. The lack of adequate housing that leads to homelessness in the cities is often no less severe in rural America, but the response to it is less formal, less supportive and certainly less visible.[13]

The Coalition has argued that among the various factors contributing to rural homelessness, government programs are part of the problem. For example, the Farmers Home Administration (FmHA) funds have been reduced by 56 percent since 1980, and often fail to reach those people with the greatest housing needs. Federal programs to aid the homeless are heavily weighted to assist the urban homeless over those of rural areas. And most importantly, according to the Coalition, the federal government has largely abdicated its traditional role of providing the low-income housing that could help people pull themselves out of poverty.

The Housing Assistance Council has taken a similar position, but also has maintained that rural homelessness is essentially an economic problem. Moreover, the failure of policymakers to appreciate the extent of the rural economic crisis, and the degree to which a majority of rural counties are especially vulnerable, has contributed to a tendency to perceive homelessness exclusively as an urban problem.[14]

The nature of rural communities further obscures their homelessness problem. Unlike larger, more urbanized cities, rural communities seldom have a formal social service network in place that permits the transient homeless to gather or be counted. In fact, the willingness of neighbors to "take care of their own," shuttling the economically distressed family from neighbor to neighbor, has been a major factor in underestimates of the rural homeless population.

The Institute of Medicine's Committee on Health Care for Homeless People has concurred, calling attention to the series of setbacks the rural economy experienced during the 1980s that directly contributed to homelessness.[15] Farm foreclosures, for example, have taken place at a staggering rate — 650,000 foreclosures since 1981. Low-wage, labor-intensive rural manufacturing has lost over half a million jobs since 1981 as a result of foreign competition. And timber, mining, petroleum and other energy industries experienced severe downturns as energy prices declined. These factors, according to the Institute, have caused the rural unemployment rate to exceed the urban unemployment rate, and have increased the rural poverty rate to the highest level in two decades — conditions directly contributing to rural homelessness.

Currently, there is a growing consensus regarding the causes of homelessness and characteristics of the homeless. Most government agencies and non-profit organizations agree there is a wide diversity of homeless Americans, and that homelessness may be caused by any number of personal crises as well as economic conditions and national housing policy. Responses to CSG's survey of the states support these perceptions. However, while a general understanding has evolved as to who the homeless are and how they became so, there is equal disagreement regarding the scope of the problem — how many are homeless?

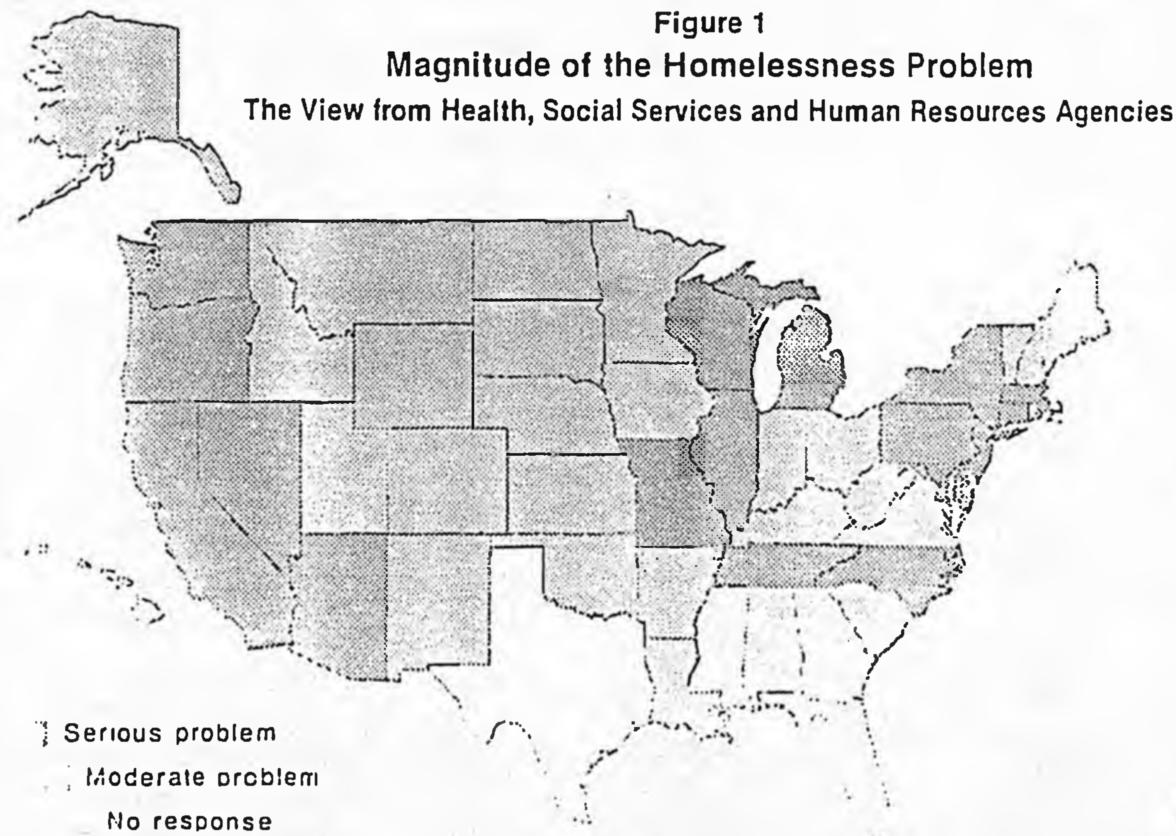
The Scope of the Problem — How Many?

Just as there is an increasingly common view regarding the multiplicity of interrelated causes and characteristics of homelessness, there also has evolved a general acknowledgment that homelessness is a significant problem in America. According to the results of the CSG survey, for example, the governors' offices in 38 states regarded homelessness as a problem, and 34 percent of those states characterized it as a serious one [see Table 1]. Similarly, all of the health and social service agency respondents said homelessness is a problem in their state, and 38 percent of them said it is a serious one [see Table 16, Figure 1]. Moreover, 85 percent of those agency respondents reported that homelessness is increasing in their individual states [see Table 18, Figure 2].

Although these state officials indicated that homelessness in their states is a significant and growing problem, it is a problem that is exceedingly difficult to measure at the state level and almost impossible to measure at the national level. Significantly, the CSG survey respondents reported that many states do not have methods for counting the homeless, and most states that do could be using unreliable methods.

Specifically, responses from health and social service agencies revealed that in 33 states (69 percent of the respondents), the methods used to count the homeless in their states are not even reasonably accurate [see Table 19, Figure 3]. Moreover, many of the remaining respon-

Figure 1
Magnitude of the Homelessness Problem
The View from Health, Social Services and Human Resources Agencies



Source: CSG survey on homelessness in the states, 1988.

dents who stated that their methods are accurate (15 states), qualified their positions in subsequent comments [see Table 20]. It also is significant that the survey of legislative service and research agencies revealed that in 1988 the legislatures of at least 13 states had no method for determining the number of homeless in those states [see Table 26]. Ironically, eight of those states were among the 15 identified by health and social service agencies as *having* accurate methods. Clearly, if such methods do exist in these states, they are not being widely communicated and utilized. Even so, 34 legislative service and research agencies provided estimates — many as numerical ranges — of the number of homeless in their states [see Table 27].

Most states rely on shelter counts or some variation to determine their homeless population [see Tables 21, 26]. However, there are fundamental problems in using shelter counts to estimate the number of homeless. For example, many homeless persons stay in places other than shelters — in abandoned buildings; underground passages; under bridges; in alleys; in public buildings; in caves; abandoned mines; and vehicles, either junked or mobile. As a result, shelter counts miss a significant portion of the homeless population. Furthermore, shelter counts are essentially urban-oriented and, for the most part, do not include the increasingly significant rural homeless population. Currently, state officials are grappling with the problem of how to measure the scope of their homelessness problem, just as national nonprofit organizations and federal agencies are pondering and arguing over the estimated range of the number of homeless Americans. The current range is from 250,000 to 3 or 4 million, depending on the source of information and the political agenda to be served.

Problems associated with measuring the number of homeless, particularly at the national level, have been discussed in reports by the U.S. General Accounting Office (GAO).[26] As early as 1985, GAO called attention to the difficulties in counting the homeless by traditional survey methods, since most stay in unconventional places not easily located. Moreover, the problem of providing sufficient security for surveyors, so that they would be willing to seek out these diverse locations, may leave some of the homeless uncounted.

By 1988, GAO had analyzed the problem of quantifying homelessness sufficiently to report its findings on the soundness of current estimates of the homeless. GAO found that there were no sound national estimates of the homeless population, that national studies were weak technically and that local studies could not be generalized to the nation as a whole.[27]

The following section (pages 8-10) highlights GAO's study, the most thorough analysis of the methods used to count the homeless. It should provide useful discussion and points of reference for officials who wish to reassess their approaches to quantifying the homelessness problem in their states.

SB
77

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Sen. Pourchot
1/29/91

SB 77. AN ACT RELATING TO STUDENT LOANS

Broadens the group of persons eligible for the student loan program to include the serious half-time student.

MUST BE ENROLLED IN GOOD STANDING IN A CAREER EDUCATION, ASSOCIATE BACCALAUREATE, OR GRADUATE DEGREE PROGRAM

MUST TAKE AT LEAST 6 SEMESTER CREDIT HOURS OR BE IN REGULAR ATTENDANCE IN CAREER EDUCATION CLASSES AT LEAST 15 HOURS A WEEK

Loan terms would be less than half what they are for full-time students.

	HALF-TIME	FULL-TIME
UNDERGRAD MAXIMUM	$2,000/YR.	$5,500/YR.
GRADUATE MAXIMUM	$2,500/YR.	$6,500/YR.
REPAYMENT	5 YEARS	10 YEARS
INTEREST	8%	8%

Two major differences.

HALF-TIME	FULL-TIME
BOOKS, TUITION, FEES	BOOKS, TUITION, FEES, ROOM, BOARD
IN-STATE SCHOOLS ONLY	IN-STATE AND OUT-OF-STATE SCHOOLS

Half-time loans would be awarded within the statutory cap (AS 14.42.032 allows 3% growth above the prior year's award). Applications would be processed by existing staff. Fiscal note of $42,000 (corporate receipts) to print half-time loan application forms.

Minimal competition between half-time and full-time students. Loan funds have exceeded demand the last several years as demand has declined. No clear estimate of the number of half-time applicants. The Postsecondary Education Commission will likely set aside a portion of funds specifically for half-time loans (currently set aside 20% for vocational students).

Bond counsel has determined that the bill will have no impact on the indenture or other financing documents used in connection with the issuance of the corporation's bonds.

Legislative Legal Division finds no Constitutional problem with limiting half-time loans to attendance at schools in the state.

Postsecondary Education Commission has endorsed the concept of half-time loans.

TESTIMONY OF SB 77

This is testimony for Heather Drapeaux on Senate Bill 77 for House HESS and House Finance.

The Commission supports the half-time loan program as written in committee substitute for SB 77. A half-time loan program would provide opportunities for those Alaska students who are unable to pursue or complete postsecondary education degree programs on a full-time basis. The program is essentially a modification of the full-time program. There is no new staff or loan appropriations associated with this Bill. The fiscal note of $42 thousand in corporate receipts simply allows for the printing, the dissemination of loan applications, promissory notes, and warrants for this program.

Concerning the number of potential borrowers on this program, recent University of Alaska data shows about 29,000 undergraduates enrolled at least half-time - which would be 6 to 11 credit hours. Another 200 graduate students enrolled in at least 6 to 8 graduate credit hours. When you add in part-time students likely to take additional credits, full-time students reducing credits to half-time status, and proprietary and private school in-state borrowers, we estimate a potential 4,000 borrowers under this program.

To meet this borrowing population needs, the Commission would set aside about 15% of loan funds to be awarded for half-time applicants. This would be 15% of our expected $55 million available in FY 92 and would equal up to about $8 million available for up to 4,000 borrowers. This proposed percentage could prove to be excessive for the first year or two of the program. Only experience can help us better predict the true impact on total loan demand. The intent of the legislation is to fund half-time loans out of the existing amount of total loan funds and not increase the total loan dollars available. The Bill simply allows for a redistribution of the total amount to be awarded to both full-time students and in-state half-time borrowers so that the loan program is not exclusionary.

~~Heather, if asked, you would indicate that loan dollars will be available out of the general fund and program receipt portion of the loan fund NOT from bond proceeds. According to our Student Loan Corporation bond counsel the restriction on in-state attendance would adversely impact the tax-exempt provision of the bonds if we attempted to access the bond proceeds for this program and our current fund accounting procedures will allow us to track funds versus for half-time loan awards. Get into that issue only if asked, however.~~

If you are asked about the one-year operating criteria, the problem allowing for operation for one-year of career education programs is that it is more lenient than the two-year requirement for a college or university. To ascertain financial stability, we would ask for an audited financial statement at a cost to the school. The current two-year requirement has alleviated the problem of prevalent school closures that plagued the loan program in the mid 80's. The Commission, therefore, prefers the current two-year requirement.

Also, if asked Heather, you can go into an explanation of the amendment language to allow for "external degree programs" as you and I have discussed and I would end your testimony by advising the Committee that sections throughout the Bill referencing Commission versus Committee simply cleans up obsolete language in the statute which refers to the old Student Financial Aid Committee that was established in 1971 to oversee the loan program prior to the establishment of the Commission.

Heather, you need to ask Gillian to get you a copy of the latest amended version of the Bill that has the external degree program (or what I call the external degree program language) and you should have with you a copy of the position statement that we sent over to Pat Pourchot indicating that the latest Commission vote taken in March was favorable to THIS particular piece of legislation.

73WPPTRC

UNIVERSITY OF ALASKA ANCHORAGE

3211 Providence Drive
Anchorage, Alaska 99508

STUDENT SERVICES

February 11, 1991

FEB 14 1991

Senate Health and Social Services Committee
c/o The Honorable Senator Pat Pourchot
P.O. Box V
Juneau, Alaska 99811

Members: The Honorable Senator Al Adams
The Honorable Senator Arliss Sturgulewski
The Honorable Senator Pat Pourchot

Dear Senators:

I would like to confirm UAA's and the University of Alaska's support for SB 77, and our commitment to part-time students. UAA has long supported the financial aid needs of our part-time students, many of whom are older and single parents. UAA's - Anchorage campus contains a majority of part-time students as well as its extended campuses in Kenai, Mat-Su, and Kodiak where over ninety percent of the students are part-time.

It is important to understand that the norm for students completing degrees across the nation significantly exceeds four years for the Baccalaureate and exceeds two years for the Associate. Part-time students desiring to earn college credentials have demographic profiles that demonstrate financial needs that meet or exceed their younger, full-time counterparts. UAA's Student Government and its administration have worked diligently over the years to help part-time students obtain financial aid to support their obtainment of higher education.

Please help us to reduce one more barrier to higher education for this group of students and rule favorably on SB 77.

Sincerely,

Dr. Larry K. Kingry
Vice Chancellor for Student Services

:cm

cc: Don Behrend, Chancellor

Alaska State Legislature

Sen. Pat Pourchot, Co-Chairman
Sen. Jay Kerttula, Co-Chairman

Sen. Al Adams
Sen. Jim Duncan
Sen. Lyman F. Hoffman
Sen. Dick Shultz
Sen. Rick Uehling

P.O. Box V
State Capitol
Juneau, Alaska 99811

907-465-3712

Senate Finance Committee

<u>MEMORANDUM</u>

TO: Representative Lincoln, Co-Chair
Representative Carney, Co-Chair
House Health, Education and Social Services Committee

FROM: Senator Pourchot Pat

RE: Scheduling of SB 77, Half-Time Student Loans

DATE: April 18, 1991

I am writing to request that you calendar SB 77, which would expand the use of existing state student loan funds to include certain half-time students.

The bill is intended to address the needs of the "serious" half-time student; students who because of work, family, a disability, or some other demand are unable to devote themselves to full-time study but who have as much interest in, can benefit as much by, and certainly are as entitled to higher education as are those able to attend school full-time. "Seriousness" is ensured by the requirement that the half-time student be enrolled in good standing in at least six semester credit hours in a career education or degree program.

Eligibility requirements for half-time loans woul[illegible] the same as for full-time loans. Loan terms would be less than h[illegible]ey are for full-time students. In contrast to the full-time loan, half-time lo[illegible] could be used only at in-state schools and only for tuition, books, and fee[illegible] All other provisions of the current loan program would apply to half-time loans.

Loans would be administered by the Postsecondary Education Commission as part of the existing full-time student loan portfolio. <u>An increase in program funding would not be required</u> -- loan funds would come from repayment of existing loans and state general funds appropriated annually to the program. While it is hard to predict what the demand for half-time loans might be, it is anticipated that any competition between half-time and full-time students for loan funds would be minimal as funds have exceeded demand the last couple of years. In the future, should demand increase, existing statute allows for 3% program growth annually.

The Senate adopted a letter of intent regarding allocation of loan funds between half-time and full-time students, and a small fiscal note (corporate receipts) to cover the cost of preparing forms specific to the half-time loan.

Thank you for your consideration.

Sen. Pourchot
4/18/91

SECTIONAL SUMMARY
CSSB 77(HESS)am, RELATING TO HALF-TIME STUDENT LOANS

Sec. 1-6 Delete references to the Student Financial Aid Committee, which has not been operative for several years. Duties have all been assumed by the Postsecondary Education Commission.

Sec. 7 Establishes the undergraduate loan limit for half-time students at $2,000 (full-time limit is $5,500). Requires that regulations be adopted establishing the minimum amount for which a loan may be made.

Sec. 8 Establishes the graduate loan limit for half-time students at $2,500 (full time limit is $6,500). Requires adoption of regulations establishing minimum loan amount.

Sec. 9 Limits the use of half-time loan funds to books, tuition, and required fees. Full-time loan funds may also be used for room and board.

Sec. 10 Allows loans to be made to institutions that have been operating only one year if the commission determines the program is operating on a fiscally sound basis. Current statute requires two years of operation.

Sec. 11 Requires that half-time loan recipients be enrolled in good standing in a career education program, college, or university in the state or in an "external degree program" (enrolled in an out-of-state school but physically present in the state). These are the same requirements that full-time students must meet, except that full-time loan recipients may attend school out of state.

Sec. 12 Requires repayment of a half-time loan within five years from the commencement of repayment. This is half of the 10 year repayment period for full-time loans.

Sec. 13 Allows for deferral of principal and interest when a half-time borrower returns to school (this same deferral provision applies to full-time students). Specifies that deferral of a half-time loan may not exceed eight years (no such limitation applies to full-time loans). Clarifies that the student must be enrolled full-time, not half-time, in order to defer a full-time loan.

Sec. 14 Allows for deferral of interest payments while the half-time borrower is in school (Sec. 13 applies only to a borrower who returns to school). This general deferral currently applies to full-time students.

Sec. 15 Conforming amendment per defunct Student Financial Aid Committee.

Sec. 16 Amends the eligibility provisions of the student loan program to include half-time, as well as full-time, enrollment in a career education, associate, baccalaureate, or graduate degree program in the state or in an "external degree program" (enrolled in an out-of-state school but physically present in the state). Full-time students may enroll out of state also.

Sec. 17 Defines half-time student as an undergraduate, graduate, or career education student enrolled and in regular attendance at classes for at least six semester credit hours, or a career education student enrolled and in regular attendance at classes for at least 15 hours a week. The definition of a full-time student is enrollment and regular attendance in at least 12 semester credit hours or the equivalent of undergraduate or career study, or 9 hours of graduate study.

Sec. 18-27 Conforming amendments per defunct Student Financial Aid Committee.

Sec. 28 Defines "commission" as the Alaska Postsecondary Education Commission.

Sec 29 Two repealers per defunct Student Financial Aid Committee.

Sec. 30 Effective date of July 1, 1991.

NOTE: All sections of CSSB 77(HESS) amend sections of existing law. Provisions of existing law that currently apply to full-time students but that are not referenced in SB 77 would apply to half-time students as well (8% interest, interest accrual during grace period, begin repayment within one year of completing study, default at 120 days, maximum five years worth of loans except eight years if obtain loans for both undergraduate and graduate study, garnishment of Permanent Fund dividends for defaulted loans, two year residency requirement).

Alaska State Legislature

Sen. Pat Pourchot, Co-Chairman
Sen. Jay Kerttula, Co-Chairman

Sen. Al Adams
Sen. Jim Duncan
Sen. Lyman F. Hoffman
Sen. Dick Shultz
Sen. Rick Uehling

P.O. Box V
State Capitol
Juneau, Alaska 99811

907-465-3712

Senate Finance Committee

CSSB77 (HES)

It is the intent of the Legislature that the Postsecondary Education Commission adopt regulations establishing a percentage of total loan funds that may be loaned to half-time students in any fiscal year. Under current policy, the Commission sets aside 20% of loan funds for career education students. This serves both to limit the amount of money that may be loaned to vocational students, and to ensure that vocational students have access to state student loan funds. If demand for vocational loans in any given year is less than the allocation, the funds are loaned to full-time students.

It is the intent of the Legislature that a similar allocation system be adopted for half-time students.

Further, it is not the intent of the Legislature that future program modifications be made that would allow students attending school less than half time to receive state student loans.

STATE OF ALASKA

WALTER J. HICKEL, GOVERNOR

ALASKA COMMISSION ON POSTSECONDARY EDUCATION

P.O BOX FP
JUNEAU, ALASKA 99811-0599
PHONE: (907) 465-2854

CS for Senate Bill No. 77

On March 29, 1991, members of the Commission on Postsecondary Education voted to continue to support legislation in the form of CSSB 77, offering a half-time Student Loan Program for those Alaskan students who are unable to pursue postsecondary education on a full time basis.

Jane Byers Maynard

Jane Byers Maynard
Executive Director

April 15 1991

Date

STEVE COWPER, GOVERNOR

ALASKA COMMISSION ON POSTSECONDARY EDUCATION

P.O BOX FP
JUNEAU, ALASKA 99811-0599
PHONE: (907) 465-2854

Senate Bill No. 77

The members of the Commission on Postsecondary Education endorse the concept of a half-time Student Loan Program to provide opportunities for those Alaskan students who are unable or disinclined to pursue postsecondary education on a full-time basis.

Jane Byers Maynard

Jane Byers Maynard
Executive Director

05-E53LH

Pourchot
4/18/91

FREQUENTLY ASKED QUESTIONS ABOUT CSSB 77(HES):

1. What is the financial impact of expanding the student loan program to include half-time students?

Due to a number of occurrences in the late 1980's -- probably including the downturn in the state's economy and changes made to the student loan program to accommodate bonding (repeal of forgiveness, increased interest rate, and accrual of interest during the grace period) -- demand for student loans has dropped.

During this same period, revenues available to the program have increased. A reduced default rate and the fact that loans made in the high volume years are coming due have resulted in increased loan repayments. Repayments have been supplemented with bond proceeds since 1988, and an annual general fund appropriation of $10 million.

Evensen Dodge, Inc., the financial advisor to the Student Loan Corporation, predicts that if this funding pattern continues and loan demand remains static, the loan fund will be revolving by the year 2000-2002. It is conceivable that demand for half-time and full-time loans combined will not result in total program growth -- full-time demand may continue to decline; current full-time borrowers may convert to half-time borrowing.

Under no circumstance will borrowing grow unchecked. Current statute limits loan awards to a total value that exceeds by no more than 3% the loans awarded the previous year, regardless of demand. Even with the inclusion of half-time borrowers, it is unlikely that demand will grow in the near term at this rate.

According to Evensen Dodge, Inc., with an annual $10 million general fund appropriation and 8% default rate:

	1% Decline	No Growth	1.5% Growth	3% Growth
Last year for bonds	1998	1999	2003	200[illegible]
Last year for GF	2000	2002	2004	2006

2. What if loan demand (half-time and full-time combined) exceeds the amount of loan funds available?

The amount of loan money available is controlled by the statutory limit on growth and by legislative appropriations to the fund. It is not anticipated that additional money would be appropriated, but rather that available funds would be allocated between half-time and full-time students, which is the current practice for vocational loans. A Senate Finance Committee letter of intent addresses this allocation.

3. What has loan demand been the last several years?

Highest year	FY 85	75.1 million	(17,173 borrowers)
	FY 86	75.0 m	(15,983)
	FY 87	71.6 m	(16,566)
	FY 88	68.6 m	(16,453)
	FY 89	61.1 m	(14,625)
	FY 90	55.4	(13,065)
	FY 91	54.0 m	(11,000)
Estimate	FY 92	56.0 m	

4. What is the program's default rate?

7.5%

5. What is the definition of a half-time borrower?

A student must be enrolled in good standing in a career education, associate, baccalaureate, or graduate degree program and must be taking at least 6 semester credit hours or be in regular attendance in career education classes at least 15 hours a week.

6. How many half-time borrowers are we talking about?

While it is hard to predict how many students would actually seek a half-time loan, we do know that there are many students currently attending school half-time. Fall 1989 University of Alaska students taking 6-12 credit hours:

Undergraduate	2,847	(average age 31)
Graduate	190	(average age 31)

7. What would the loan terms be?

Loan terms would be less than half what they are for full-time students.

	HALF-TIME	FULL-TIME
UNDERGRAD MAXIMUM	$2,000/YR.	$5,500/YR.
GRADUATE MAXIMUM	$2,500/YR.	$6,500/YR.
REPAYMENT	5 YEARS	10 YEARS
INTEREST	8%	8%

In addition, there are two major differences in the use of loan funds.

HALF-TIME	FULL-TIME
BOOKS, TUITION, FEES	BOOKS, TUITION, FEES, ROOM, BOARD
IN-STATE SCHOOLS ONLY	IN-STATE & OUT-OF-STATE SCHOOLS

8. What is the average cost of half-time attendance?

Use of half-time loan funds is limited by SB 77 to books, tuition, and fees. Loan awards are based on each student's actual costs.

	6 Credits	9 Credits	6 Graduate
UAA	$855	$1,283	$1,374
UAF	$702	$1,285	$1,230
APU	$2,974	$4,461	$3,346

9. How many years would a borrower be able to receive a half-time student loan?
Current statute limits the number of years that a borrower may receive a loan to 5 years of undergraduate study, 5 years of graduate study, or not more than 8 years of undergraduate and graduate study combined. Half-time borrowing or a combination of half-time and full-time borrowing would be limited to these same maximums.

10. Does limiting use of half-time loans to in-state schools present a Constitutional problem?
No, according to an opinion released by the Legislative Legal Division.

11. What is the effect of the amendment made in Senate HESS (add Sec. 14)?
Under current statute, interest accrual on loans is delayed (the statute reads "the state shall pay the interest"; this has always been implemented as a simple delay in payments) until the student leaves school. Sec. 14 would apply this same provision to half-time students. This was the original intent of the sponsor; Sec. 14 corrects an oversight in the original bill.

12. What is the effect of the amendment made on the Senate floor?
Language was added in Sections 11, 13, and 16 to allow half-time loans to be made for enrollment in "external degree programs." These are programs offered by out-of-state institutions that allow students to study in their home state. These programs differ from ineligible correspondence study programs in that they require regular attendance for a time certain at the out-of-state campus each semester. Currently, loans are made to full-time students enrolled in external degree programs.

13. What is the role of the Student Loan Corporation?
The corporation was created in 1987 to finance student loans through the issuance of bonds, notes, or other obligations. Its 5-member board of directors is appointed by the Governor. 1990 was the third year the corporation issued bonds.

14 What is the make-up of the Postsecondary Education Commission?
Established in 1974, the commission has 14 members representing public and private postsecondary education in Alaska.

HOUSE COMMITTEE REPORT

(7)

Date Referred: April 15, 1991 FURTHER REFERRALS: Finance

Date of Committee Action: 5/13

The HEALTH, EDUCATION AND SOCIAL SERVICES Committee considered: CSSB 77(HES)am

CS FOR SENATE BILL NO. 77 (HES) am STUDENT LOANS: 1/2 TIME, CAREER ED, ETC.

"An Act relating to loans for half-time students, loans to attend a career education program, deferral of loan repayment, conditions of scholarship loans, and to the Alaska Postsecondary Education Commission; repealing the student financial aid committee; and providing for an effective date."

RECOMMENDATIONS: [ ] the same title
be replaced with ______ [ ] a new title

[ ] have attached amendments(s)
[ ] do pass
[ ] do not pass
[ ] no recommendations
[✓] individual recommendations
[ ] additional referral to the ______ Committee

ADOPTS: ______ letter of Intent

ATTACHES NEW FISCAL NOTE(s): (Dept) APPROVES PREVIOUS: (Dept/Date)

[ ] fiscal impact ______ [X] fiscal note(s) Postsecondary Ed. 1/28/91

[ ] zero fiscal note ______ [ ] zero fiscal note(s) ______

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
[signature]	✓				
[signature]	✓	Mark Hanley		X	
J. C. Gonzales	✓				
Bettye Davis	✓				
Cheri Davis	✓				

[signature]
CHAIRMAN'S SIGNATURE

No. 1

FISCAL NOTE

Bill Version: SB77

(S) Publish Date: 2/19/91

STATE OF ALASKA
1991 LEGISLATIVE SESSION

Revision Date:

Department Affected: Education

Title: RE: Loans for half-time students

BRU: Postsecondary Education/Student Loan Cor

Component: Student Loan Fund. Student Loan Adm

Sponsor: Pourchot

Requestor: Senate HESS

COMPONENT SERIAL NO. 0 2 1 3

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL	42.0	42.0	42.0	42.0	42.0	42.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	42.0	42.0	42.0	42.0	42.0	42.0
CAPITAL						
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER Corp. Receipts	42.0	42.0	42.0	42.0	42.0	42.0
TOTAL	42.0	42.0	42.0	42.0	42.0	42.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year impact: None

ANALYSIS: (Attach a separate page if necessary.)

Costs for printing and mailing of loan documents.

Changes in CSSB77 (HES) reflect NO FISCAL CHANGE from the original fiscal note. This fiscal note is appropriate.

1/26/91 MAF

date Comte Aide (initial)

Prepared By: Jane Byers Maynard, Executive Director

Phone: 465-2165

Division: Alaska Commission on Postsecondary Education

Date: January 28, 1991

Approved by Commissioner:

Agency:

Date:

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

Rev 10/90

SB 77

Analysis of Fiscal Impact

A. Assumptions

1. Total loan awards cannot exceed the statutorily required limit of three percent annual growth and will not exceed the FY 1992 budget appropriation.

2. A portion of borrowers who would have chosen to request a loan for full-time student status will elect to apply for a loan for half-time student status; i.e., a percentage of full-time loans will be supplanted by half-time loans.

3. Present staff level will be sufficient to service the addition of loans for half-time students.

4. New documents will be printed annually assuming annual borrower levels of up to 5,000.

#0579N

THE FOLLOWING PAGES MAY NOT FILM LEGIBLY BECAUSE OF THE POOR QUALITY OF THE ORIGINAL

University of Alaska

Statewide System

Position Paper

SENATE BILL 77
Sen. Pat Pourchot

"An Act Relating to loans for half-time students, loans to attend a career education program, deferral of loan repayment, conditions of scholarship loans, and to the Alaska Postsecondary Education Commission; repealing the student financial aid committee; and providing for an effective date."

The Alaska Student Loan Program, while providing financial support for thousands of Alaskan students to pursue higher education opportunities, has effectively discriminated against the majority of students attending the University of Alaska. **Nearly 70% of the 32,000 students attending the University of Alaska campuses during the past year were part-time students, and thus ineligible for participation in the Alaska Student Loan program.**

This inequity is compounded by the demographics of our part-time student population, which represents a significantly older group of students as well as a larger proportion of women and minority students. A further impact of the current program has been to essentially disenfranchise rural students from access to financial assistance. **Over 90% of the 7500 students attending the branch campuses last year were part-time students.**

Providing student loan opportunities for part-time students will be an excellent investment for Alaska.

- Part-time students are more likely to be permanent and committed residents of the state who will apply the benefits of their education in Alaska;
- Part-time students are often seeking career up-grades or job-training that will allow them to earn higher salaries and thus contribute more to the Alaska economy;
- Providing loans for part-time students will encourage more individuals to seek educational opportunities that will enhance their performance and productivity;

The University of Alaska strongly supports this legislation and urges its adoption by the Senate HESS Committee.

contact:

Wendy Redman, Vice President
University Relations
474-7582
February 8, 1991

SENT BY:UA_SW_202_Butrovich ; 2- 7-91 ; 16:19 ; 9074747570→ ;# 1
02/06/91 13:35 ☎ 907 474 5157 ASUAF P.01

UNIVERSITY OF ALASKA FAIRBANKS

Associated Students University of Alaska Fairbanks
Fairbanks, Alaska 99775-0220 • (907) 474-7355 • FAX (907) 474-5157

February 6, 1991

To: Members of the HESS Committee

From: Rick Whitbeck, ASUAF Legislative Coordinator

Re: Support for SB 77

Please note, for the record, that I am in support of SB 77, "An Act relating to loans for half-time students...and providing for an effective date".

The passage of this bill would make it more affordable for part-time students to obtain an education, but would not hinder the full-time students' efforts to obtain the same. The monetary amount of being able to receive no more than $2000.00 per (undergraduate) academic year from the loan program is fair; not only to the students who will be taking out the loan, but to those of us who are full-time and are able to receive up to $5500.00 during the same amount of time.

Furthermore, the repealing of the student financial aid committee, and the replacement of this body by a Postsecondary Education Commission, is a good idea, and is one which should be implemented. This new commission's purpose, under (the amended) AS 14.42.030(b), would be of much greater benefit to the students who are seeking a postsecondary education in this state.

Please note that this support is my own; it does not necessarily reflect any of the other UAF students' views.

Thank you for your consideration. Please support SB 77.

Post-it™ brand fax transmittal memo 7671	# of pages ▸ 2
To Sandra Shubert	From UAF
Co. Sen. Pat Pourchot	Co. Student Govmt.
Dept. Ak State Senate	Phone # 474-6036
Fax # 465-2069	Fax #

Distributed by Sen. Pourchot

The Chronicle of Higher Education • February 22, 1989

More States Are Providing Aid to Those Who Study Part Time

By GOLDIE BLUMENSTYK

Pamela J. Powell has a demanding schedule. A single parent of two grade-school-aged children, she commutes 30 minutes each way to her job at a drug company, and spends two evenings a week and Saturday afternoons in classes at the Newark campus of Rutgers University.

Fortunately for Ms. Powell, who aspires to be a lawyer, New Jersey's student financial-aid policies no longer force her to choose between a job and a college education. Ms. Powell, whose load of three courses a semester makes her a part-time student, can continue to receive state financial aid under a special program started this year.

Changing Nature of Student Body

Unluckily for Jennifer J. Daniels, the State of Washington does not have a similar program. Ms. Daniels is blind and says it is too difficult for her to attend Tacoma Community College full time because transportation poses special problems and she would need to spend an extra $700 a semester to pay people to read to her.

But students like Ms. Daniels could soon receive help. This year state lawmakers are expected to approve a new program that would provide money to needy part-time students.

"It's really a recognition of the changing composition of the student body," says State Rep. Ken G. Jacobsen, chairman of the Higher Education Committee.

Washington is not alone. Increasingly, state officials are dealing with the financial needs of the fastest-growing segment of the higher-education market by expanding their financial-aid programs so that working people, parents, and students with disabilities who must attend college part time can receive state aid. Today at least 30 states offer some kind of financial aid for part-timers, although some of the programs are restricted to certain kinds of students.

For example, the New Jersey program that serves Ms. Powell is only for students accepted under special conditions and who require academic help and counseling.

More than half of the 11,000 students in the program come from families with annual incomes of less than $6,000, and even though they also qualify for federal financial aid, "there's pressure on them to pick up some additional money," says Kwaku Armah, executive director of the program.

Some students, like Ms. Powell, seek to study on a part-time basis, so that they can take a better-paying job, he says. Others are advised to take a lighter course load to help them adjust to college work. But until the state changed its financial-aid policy for them, they could not afford to do so.

In several other states—including Maryland, where the Higher Education Commission will re-evaluate its entire range of state student-aid programs next summer—coordinating boards are considering proposals to create such programs.

State Action Called Overdue

The federal government has made Pell Grants available since 1980 to students carrying at least a "half load" of courses. Beginning in 1990 needy students enrolled for less than half a course load also would be eligible, although it is still unclear whether there will be enough money in the budget to meet the demand after first satisfying the needy full- and half-time students.

Typically, the financial aid for part-time students provided by states is available only to students taking at least a half load, although Vermont provides aid for students not pursuing a degree if they are taking courses related to their job, and Iowa next year will expand its part-time aid program to include students who take even one course.

For many advocates of financial aid to part-time students, state action of any kind is long overdue.

Students who are working or supporting families "need the help the most," says Joseph S. Murphy, chancellor of the City University of New York and a leading proponent of government support for part-time students.

New York has had such a program for five years. Even so, CUNY lobbyists this year hope to remove some of what Mr. Murphy calls the program's "onerous" requirements. If the student fails to maintain a passing grade-point average, the colleges must return most of the aid to the state, a cumbersome and expensive process. As a result, Mr. Murphy says, institutions are reluctant "to advertise the program, make it widely available, or even participate."

Lawrence N. Gold, a lobbyist in Washington who used to be employed by CUNY and worked to expand the Pell Grant program to students attending less than half time, says the problems with the New York program illustrate a more troublesome issue. Even in states where officials have committed substantial resources—$11-million in the case of New York—other factors can undermine the effectiveness of programs.

Working students often cannot go to a financial-aid office during regular business hours, and sometimes program budgets do not provide enough money for those offices to maintain evening hours. Also, Mr. Gold says, some financial-aid officials are reluctant to promote the programs. They require more work than preparing an aid package for a full-time student, since smaller sums are distributed to a greater number of students.

To overcome such barriers, states such as Michigan, which spent $2-million for aid to part-time students last year, sponsor special campaigns to publicize the programs, including public-service announcements on radio and television stations.

Still, in some states, lawmakers and higher-education officials have rejected the idea of using state money for such programs altogether.

In some of those states, the officials believe the part-time student "is probably not a very serious student, whatever serious means," says Jerry S. Davis, director of policy and research analysis for the Pennsylvania Higher Education Assistance Authority. He compiles an annual survey on state financial-aid programs.

In Pennsylvania, for example, a bill to establish an aid program for part-time students has failed to win support from the General Assembly for each of the last three years, although the state does have an extensive financial-aid program for full-timers.

'A Solomon-Like Decision'

Lawmakers believe "their need isn't as great because they have a job and they're only paying half the tuition and most of them are attending lower-cost community colleges," Mr. Davis says.

Others see the need to help part-time students, but believe that the states should not be the ones to meet it.

W. Ann Reynolds, chancellor of the California State University System, contends that it is a much more appropriate role for the federal government. She notes that many states, including California, are constrained financially by laws that restrict state spending and by cyclical economic conditions.

"We don't have the funding" to pay for the needs of both full-time and part-time students, she says. Deciding which group to serve would present "a Solomon-like decision for us and kind of an awful one."

Ms. Reynolds says California already assists part-time students with its low college costs.

The opposite is true in Vermont, a state with a policy of charging high tuition in public colleges and matching it with large financial-aid awards for needy students.

The Vermont experience also illustrates another problem for state financial-aid programs. Before Vermont started its aid program for part-time students, it was able to meet 60 per cent of the financial-aid needs of full-timers. Today it can afford to meet only 40 per cent of those needs.

Suzanne A. Valenti, executive director of the Vermont Higher Education Planning Commission, says that is the reason she was initially uneasy about the program, now in its fourth year.

"I had some questions about divvying up the pie," she says. "I think it has hurt in that regard."

But Ms. Valenti says she also realizes that not every student "needs or wants a degree," and that many of the part-time students—81 per cent of whom are women—could not have had a college experience without the state program.

"There was obviously an erosion of aid for traditional students," she says, but "it's probably helping the people who need it most."

SB

79

TABLE OF CONTENTS

NEA-ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

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

JUNEAU OFFICE
105 MUNICIPAL WAY, SUITE 302
JUNEAU, ALASKA 99801
(907) 586-3090

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

January 30, 1991

To: Senator Sturgulewski, Chair
Members, Senate HESS Committee

Re: **SB 79:** "An Act relating to a curriculum for environmental education."

NEA-Alaska supports the basic concepts in SB 79.

Relative to sub-section 7 on page 2, line 5, it may be appropriate to provide that all curricular areas in a school district be germane to the annual "District Report Card To The Public" assessment.

We commend the sponsor and strongly encourage Committee support for Section 2 of this legislation. Heightened awareness and emphasis on environmental education is critically important to all of us.

Thank you for your consideration of our position.

Respectfully submitted,

Bob Manners
Executive Director

Don Oberg
President

cc: Senator Adams

Alaska Environmental Lobby, Inc.

P.O. Box 22151 Juneau, Alaska 99802 907-463-3366

SB 79: Environmental Education Curriculum

Testimony by Linda Franklin, Volunteer for the Alaska Environmental Lobby
February 1, 1991
Senate Health, Education and Social Services Committee

It is important to broaden the public's awareness of environmental issues, and taking a leadership role in promoting environmentally oriented education is fundamental to this process.

As students become aware of environmental issues, education can inhance their understanding of our relationship to the environment.

The future health of the environment is in the hands of today's children, and this type of interdisciplinary education is the kind that lasts a lifetime.

Once again, the Alaska Environmental Lobby strongly supports this bill, and we urge you to pass it out of committee.

Alaska State Legislature
Al Adams
District L

Official Business

WHILE IN SESSION
P.O. Box V
State Capitol
Juneau, Alaska 99811
(907) 465-3707

OUT OF SESSION
P.O. Box 333
Kotzebue, Alaska 99752
(907) 442-3245

3111 C Street
Anchorage, Alaska 99503
(907) 561-7622

TO: Representatives Pat Carney and Georgianna Lincoln
Co-Chairs
House Health, Education and Social Services Committee

FROM: Senator Al Adams ASA

RE: Senate Bill 79, "An Act relating to a curriculum for environmental education."

DATE: February 11, 1991

This is to request your scheduling of the aforementioned legislation in your committee.

Attached to this memo is committee background information as follows:

- original and Senate amended version
- fiscal note to original version
- letters of support from the NEA-Alaska, Alaska Environmental Lobby and the Discovery Foundation
- news articles on the success of environmental education nationwide and in Alaska
- congressional record on the National Environmental Education Act
- the State of Arizona's mandatory environmental education bill
- sample curriculum of environmental education
- strategic plan for establishing the EPA Environmental Education Program

During the Senate floor session, amendments were attached to the legislation that do not read well grammatically and which are causing the bill to become a boxing mat for environmental versus resource development interests. Because the concept behind the bill could well become lost with these changes, I have drafted a proposed committee substitute for your committee which gets this bill out of a special interest fray.

The substitute bill deletes the sentence on Page 2, line 13 that begins with "The program should..." and ends on line 16 with "development". The substitute also deletes on page 2, line 17 the words, "and not" and inserts "or" in their place.

A copy of the proposed substitute should be delivered to you within the next two days.

Generally bill grasps the nationwide concept of environmental education and seeks to emphasize the importance of that concept in Alaska school studies. While other states have mandated the inclusion of this type of curriculum as an adjunct to basic academic studies, I have concerns with the possibility of diluting focus on core curriculum, particularly at a time when we are already concerned with school performance.

Instead this bill asks for educators to infuse environmental concepts into regular curriculum. At the elementary level, knowledge of the environment can easily be mixed into math, spelling, reading and writing courses. In high school, courses such as physics, chemistry and literature can blend knowledge of personal and industrial environmental ethics into traditional course material.

Section 1 of the bill requests that school districts include in their annual "School District Report Card To The Public" a summary of environmental education activities. This is hoped to have a dual purpose of eliciting compliance and the sharing of successes in environmental education among districts.

Section 2 of the bill adds environmental education to our education statutes, encourages programs and directs that the subject matter can be infiltrated into regular studies.

I appreciate your consideration of this legislation.

HOUSE COMMITTEE REPORT

(7)

Date Referred: February 11, 1991 FURTHER REFERRALS: Finance

Date of Committee Action: 3/13/91

The HEALTH, EDUCATION AND SOCIAL SERVICES Committee considered: SB 79 am

SENATE BILL NO. 79 am ENVIRONMENTAL EDUCATION CURRICULUM

"An Act relating to a curriculum for environmental education."

RECOMMENDATIONS:

be replaced with CSSB 79 am (HES) [x] the same title [ ] a new title

[ ] have attached amendments(s)
[x] do pass
[ ] do not pass
[ ] no recommendations
[ ] individual recommendations
[ ] additional referral to the ______ Committee

ADOPTS: ______ letter of Intent

ATTACHES NEW FISCAL NOTE(s): (Dept)

[ ] fiscal impact ______

[ ] zero fiscal note ______

APPROVES PREVIOUS: (Dept/Date)

[ ] fiscal note(s) ______

[✓] zero fiscal note(s) ______

SIGNING DO PASS:	SIGNING OTHER RECOMMENDATIONS: Check appropriate column:	Do Not Pass	No Rec	Amend
	Cheri Davis		X	
	Mary Miller	X		
	[illegible]		X	
	Bettye Davis			X
	[illegible]		X	
	[illegible]		✓	

[illegible]

Chairman's Signature

FISCAL NOTE

No. 1

Bill Version: SB 79

(S) Publish Date: 2/1/91

STATE OF ALASKA
1991 LEGISLATIVE SESSION

Revision Date:
Department Affected: Education

Title: Curriculum for environmental education

BRU: Education Program Support

Component: Data Management

Sponsor: Adams

Requestor: Adams

COMPONENT SERIAL NO. 164

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						

REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year impact: -0-

ANALYSIS: (Attach a separate page if necessary.) SB 79 does not require an increased appropriation to the Department. However, it will increase costs at the local level to the extent required by the reporting and evaluation function.

Prepared By: Mary Hakala
Phone: 465-2800

Division: Commissioner's Office
Date: 1/28/91

Approved by Commissioner: Steve Hole, Acting Commissioner

Agency: Education
Date: 1/28/91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

Rev 10/90

FISCAL NOTE

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO. SB 79

Revision Date:
Title: Curriculum for environmental education
Sponsor: Adams
Requestor: Adams

Department Affected: Education
BRU: Education Program Support
Component: Data Management
COMPONENT SERIAL NO. 1 6 4

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-
CAPITAL						
REVENUE						

FUNDING: (Thousands of Dollars)

	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year impact: -0-

ANALYSIS: (Attach a separate page if necessary.) SB 79 does not require an increased appropriation to the Department. However, it will increase costs at the local level to the extent required by the reporting and evaluation function.

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Approved by Commissioner: ~~Steve Hole~~ Acting Commissioner
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Date: 1/28/91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

Senate Bill No. 79

The **critical** aspect of this bill lies in Article 4A which **encourages** local school boards to **infuse** environmental education into their **existing** general curriculum.

Environmental education is an **interdisciplinary** program, focused on the **environment**, which brings students on a learning path from **awareness to action**. Part of the **effectiveness** of environmental education comes from the fact that it is **not** a **separate** discipline from already **existing** disciplines. **Instead**, it **infuses** the study of the environment into **all** areas of curricula. Environmental education is used to **enhance** current disciplines by introducing within these disciplines, a study of the environment that acts as a **vehicle** for **increased** environmental **awareness, knowledge** and **responsibility**.

Let's take an example of a fifth grade student who is **progressively** studying a stream environment through **four** different subject areas. **First**, within the discipline of **language arts**, a student can develop a keen **awareness** of what the components of the ecosystem are by simply looking closely and expressing their initial findings in an exploratory walk. **Second**, within the discipline of **math** the student can calculate volume and velocity of the stream by conducting simple experiments that measure depth, width and speed of the water. **Third**, within the discipline of **science**, the student builds on the previous studies and, through active inquiry, gains important **knowledge,** about the plants and animals contained within the stream. At this point they can begin to ask and answer questions such as: Why do the salmon spawn up this stream? Why do they lay their eggs in this type of stream bottom? What do they eat while in the stream? What do they breath and where does it come from? **Fourth**, within the discipline of **social studies**, a student takes the **awareness** and **knowledge** they have gained through these studies and practices **valuable problem solving skills,** and develops **civic and social responsibility** by being posed with imaginary or actual environmental concerns **where**, if they were involved in the situation, and given what they have learned about the stream environment, they would need to **weigh alternatives**, **consider implications** of each alternative, and **make decisions** on

THE ECOKID CORPS

School-age crusaders can be a pain in the neck, but they may be the best hope for the cause of preservation

By PHILIP ELMER-DEWITT

Kimberly Carr, 10, of Montgomery, Vt., recycles her garbage and is designing a board game in which the goal is to save the elephants. Elizabeth Bayley, 17, is active in a Seattle-based youth group that organizes tree plantings, stencils storm drains with DUMP NO WASTE notices and monitors pollution in Puget Sound. Jeremiah Johnson, 10, from Brentwood, N.Y., puts his McDonald's detritus in recycling bins, tells his mother how long it takes each shopping bag to biodegrade and intervenes whenever his younger brother is about to commit an environmental outrage, like pulling the legs off a defenseless (and ecologically valuable) spider.

These determined do-gooders are just a few of the ecokids, the new generation of conserva'ion-conscious, environmentally active schoolchildren. The Earth Day ardor of their parents may be cooling, but these pint-size crusaders have lost none of theirs. Bombarded with ecomessages in school, in the press, on TV and in pop-music lyrics, the youngsters have become convinced that they were put on the planet for the express purpose of saving it.

LARRY HAMILL FOR TIME

At Tecumseh Elementary School in Xenia, Ohio, children pour lunchroom scraps into the compost heap of their "land lab" behind the school

RICK FALCO—SIPA

Pledging to do their part for the environment, thousands of youngsters celebrated Earth Day in New York City's Central Park last April

The trend is a natural, especially for the sons and daughters of thirty- and forty-something parents raised during the activist 1960s. "Environmentalism is youthful now in the way that feminism was in the late '60s," writes Rosalind Coward in the British magazine *New Statesman & Society*. "It is the dominant political concern among the young, the main place where perceived discontents are articulated."

That is true in other countries as well. Swedish school kids have bought and preserved 65,000 hectares (160,000 acres) of virgin rain forest in Costa Rica with money earned collecting old newspapers and recycling aluminum cans. Japanese students have mounted a campaign to eliminate disposable wooden chopsticks and replace them with reusable plastic models. Children in one Soviet town were able to persuade the sluggish local government to hasten construction of a roundabout that would allow traffic to bypass the center of town and thus reduce pollution. In Braz'l the number of nongovernment environmental groups has swelled from 500 three years ago to nearly 4,000; they include many children.

But nowhere is the kiddie movement stronger than in the U.S. Youngsters are picketing supermarkets, boycotting restaurants and writing Congressmen, sometimes on recycled paper they have painstakingly mixed, pressed and dried themselves. The White House reports that it receives hundreds of environmental entreaties every day from citizens too young to make their views known in the ballot box.

Their efforts can be surprisingly effective. Barbara Lewis' sixth-grade class at Jackson Elementary School in Salt Lake City not only pressured the Environmental Protection Agency into clearing a 50,000-bbl. hazardous waste dump but helped push through a reluctant state legislature a bill to pay for such cleanups. "Parents believe you can't beat city hall, and find reasons not to get involved," says Andrew A''man, a spokesman for Greenpeace. "Kids don't have that kind of cynicism. They just get things done."

The younger generation's feelings about the environment have not escaped the notice of corporate America. Many companies, including fossil fuel-burning utilities and the manufacturers of nonbiodegradable plastics, have begun looking for ways to present a better face to their future clientele. *Recycle This*, a professional theater production touring U.S. high schools and featuring rock-'n'-roll and rap songs about landfills and solid waste, is sponsored by Dow Chemical, a major producer of polystyrene.

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The kids do not need much convincing. Like their parents, who remember the nuclear-blast drills of the 1950s and grew up fearing the Bomb, they have heard frightening stories of leaking waste drums, growing ozone holes and vanishing species. "I hope the earth is O.K. when I grow up," says young Kimberly Carr, speaking for many in her generation, "because I don't want to have to find another place to live." ***—Reported by Janice M. Horowitz/New York, with other bureaus***

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

Senate Bill No. 79

The **critical** aspect of this bill lies in Article 4A which **encourages** local school boards to **infuse** environmental education into their **existing** general curriculum.

Environmental education is an **interdisciplinary** program, focused on the **environment**, which brings students on a learning path from **awareness to action**. Part of the **effectiveness** of environmental education comes from the fact that it is **not** a **separate** discipline from already **existing** disciplines. **Instead,** it **infuses** the study of the environment into **all** areas of curricula. Environmental education is used to **enhance** current disciplines by introducing within these disciplines, a study of the environment that acts as a **vehicle** for **increased** environmental **awareness, knowledge** and **responsibility**.

Let's take an example of a fifth grade student who is **progressively** studying a stream environment through **four** different subject areas. **First**, within the discipline of **language arts**, a student can develop a keen **awareness** of what the components of the ecosystem are by simply looking closely and expressing their initial findings in an exploratory walk. **Second,** within the discipline of **math** the student can calculate volume and velocity of the stream by conducting simple experiments that measure depth, width and speed of the water. **Third,** within the discipline of **science**, the student builds on the previous studies and, through active inquiry, gains important **knowledge,** about the plants and animals contained within the stream. At this point they can begin to ask and answer questions such as: Why do the salmon spawn up this stream? Why do they lay their eggs in this type of stream bottom? What do they eat while in the stream? What do they breath and where does it come from? **Fourth**, within the discipline of **social studies**, a student takes the **awareness** and **knowledge** they have gained through these studies and practices **valuable problem solving skills,** and develops **civic and social responsibility** by being posed with imaginary or actual environmental concerns **where**, if they were involved in the situation, and given what they have learned about the stream environment, they would need to **weigh alternatives**, **consider implications** of each alternative, and **make decisions** on which course of action **they** believe is most appropriate.

Environmental education is **non-political** and **non-advocating**. It includes such programs as mining education, aquatic studies, timber management, wildlife ecology, solid waste management and the study of the earth's delicate water cycle. **It takes no sides.**

So why is environmental education **important**? Because it is the best **investment** we can make to **insure** an **environmentally literate people** for the future. The **delicate natural balance** of our state, nation and planet **critically** depends on youth who will grow into **informed** and **skilled** adults **concerning** the environment.

This bill is **not** the first of its kind. Preceding Alaska on legislative action toward environmental education, including mandates, rules and funding are Minnesota, Iowa, Wisconsin, California, Florida, Pennsylvania, Kentucky, Arizona, New Mexico, Washington and Michigan. **Many** states have **already recognized** and are **taking action** on how **important** this form of education is to our **youth** and our **environment**.

I **encourage** you to approve this bill. Environmental education can help to **insure** that an **environmentally literate people** can work toward sustaining the **exemplary** quality of life we enjoy in the most **healthful**, **enjoyable** and **productive** environment possible. It is up to us to offer them the **awareness**, **knowledge**, **skills** and **sense of responsibility** toward the environment that they will need in their future **within** this environment.

Submitted by,

Cinda Stanek, Executive Director
Discovery Foundation
P.O. Box 21867
Juneau, Alaska 99802

THE ECOKID CORPS

School-age crusaders can be a pain in the neck, but they may be the best hope for the cause of preservation

By PHILIP ELMER-DEWITT

LARRY HAMILL FOR TIME

At Tecumseh Elementary School in Xenia, Ohio, children pour lunchroom scraps into the compost heap of their "land lab" behind the school

RICK FALCO—SIPA

Pledging to do their part for the environment, thousands of youngsters celebrated Earth Day in New York City's Central Park last April

Kimberly Carr, 10, of Montgomery, Vt., recycles her garbage and is designing a board game in which the goal is to save the elephants. Elizabeth Bayley, 17, is active in a Seattle-based youth group that organizes tree plantings, stencils storm drains with DUMP NO WASTE notices and monitors pollution in Puget Sound. Jeremiah Johnson, 10, from Brentwood, N.Y., puts his McDonald's detritus in recycling bins, tells his mother how long it takes each shopping bag to biodegrade and intervenes whenever his younger brother is about to commit an environmental outrage, like pulling the legs off a defenseless (and ecologically valuable) spider.

These determined do-gooders are just a few of the ecokids, the new generation of conservation-conscious, environmentally active schoolchildren. The Earth Day ardor of their parents may be cooling, but these pint-size crusaders have lost none of theirs. Bombarded with ecomessages in school, in the press, on TV and in pop-music lyrics, the youngsters have become convinced that they were put on the planet for the express purpose of saving it.

The trend is a natural, especially for the sons and daughters of thirty- and forty-something parents raised during the activist 1960s. "Environmentalism is youthful now in the way that feminism was in the late '60s," writes Rosalind Coward in the British magazine *New Statesman & Society.* "It is the dominant political concern among the young, the main place where perceived discontents are articulated."

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Box-Office Brawn

Body builder to megastar: Arnold Schwarzenegger has a huge following everywhere and the world on a string. It could only happen in the movies.

By RICHARD CORLISS

Arnold Schwarzenegger is a director too. This year he did *The Switch*, a 25-minute episode on the cable-TV series *Tales from the Crypt*. It's a little morality play that asks the question, What do you have to do to become Arnold Schwarzenegger?

To win the love of his fickle girlfriend, a rich, withered old man named Webster spends $1 million on plastic surgery; he trades faces with a young Adonis named Hans. But the girl still finds Webster repulsive, so he spends $2 million more for Hans' handsome torso. Webster is a big hit on Muscle Beach, but when he's in a swimsuit his spindly legs make his lady ill. So he squanders the last $3 million of his fortune on Hans' legs and one or two other appendages. Perhaps finally he can win his beloved's heart? No; she's eloped with Hans, who now has an old man's body and $6 million. As for Webster, he's got a great physique—but pity the guy. He still looks puny compared with Arnold Schwarzenegger.

Who could hope for money, fame, power, love, brains *and* muscles? Only Arnold, as he is everywhere known. Just now he is the movies' top star, the one whose name above the title of a film—*Conan the Barbarian, The Terminator, Predator, Twins, Total Recall* or his new *Kindergarten Cop*—guarantees that people will buy tickets or snatch up the videocassette. He didn't need a plastic surgeon or a movie-agent Mephistopheles to become Arnold: his eminence is a triumph of the will. Even if he weren't a celebrity, he would be richer than Webster: his shrewd entrepreneurship and real estate investments have made him tens of millions. As for the girl, he got her: Maria Shriver, NBC newscaster and Kennedy niece. When he is not chumming with the clan in Hyannis Port, he is stumping for George Bush or serving as chairman of the President's Council on Physical Fitness and Sports. Conan is a Republican.

And $6 million wouldn't come close to buying Schwarzenegger's body, not even for a single movie. He asks and gets twice

Superintendent aims to link cultures in school

Patsy Aamodt was a teacher in Point Hope when the North Slope Borough School District was formed in 1973.

In those days, teaching materials were in short supply. Most school buildings were cramped and falling apart. Administrators had to worry as much about running out of fuel as raising student test scores.

Patsy Aamodt

Seventeen years later, the district is up to national standards in terms of facilities and staffing. Its focus is now on academics. And Patsy Aamodt is beginning her first full year as the district's first Inupiaq superintendent.

Patsy still remembers some of the lessons she learned as a teacher in Point Hope. One of those lessons had to do with the importance of conducting the educational process in terms that kids understand.

Qausagniq spoke with Patsy about the challenge of education and its relationship to Inupiaq culture. Here are some of her comments.

* * *

"One of my priorities is to formally acknowledge that we are here on the North Slope. In trying to teach concepts, we have to start with the knowledge and the environment that is here. Kids learn best when they start with things that are familiar to them.

"For example, if a teacher is doing a unit on fish, he or she should start with pictures of the kinds of fish we catch around here. If they're doing a lesson on the water cycle, use photographs of our lakes and our ocean and our land to show how it works here.

"Some teachers have been doing this, and they've had great success with it.

"One teacher brought whaling captains into the classroom. She used them to teach her students about the reasons for things.

"The whaling captains told the kids why it's important to be quiet and follow directions when you're out on the ice. Otherwise you might lose a whale.

"They also explained that there needs to be a person in charge in order to be successful in the hunt.

"Afterwards the teacher appointed 'whaling captains' among her students to make sure that papers got passed out or to be line leaders.

"The children learned two things from this. They learned about the concepts of being quiet and following directions. They also learned that their parents' way of life is okay. It has to be okay, because the teacher used that way of life in her teaching.

"So we've been using this approach, but only in pockets. Now we're going to do it district-wide. We're formally telling teachers that they have lots of local resources.

"We have Inupiaq cultural learning banks at all the schools. Elsie Itta is our new Coordinator for Cultural Integration. She will work closely with teachers throughout the district to help them incorporate local materials in the curriculum. We're just taking what's around us into the classroom.

"I think my role as Superintendent is to see how it all connects. I have to make sure we're connecting to both worlds. This was not done in the past. That's why a lot of our parents have painful memories of schooling. We don't need to shut out the Inupiaq world to teach basics." Δ

Healing ourselves from fears

Old fears oppress us. They can hamper our growth. We learn nothing from them.

Yet many of us continue to be afraid, for reasons we have long since forgotten or never knew. Our bodies sometimes carry the weight of these old fears. A cringing of the shoulders or a knot in the gut may be part of the legacy.

Our growth as free beings may depend on shedding these old fears. They are as real as viruses, and they make us ill in similar ways.

When we discard old fear, we have a sense of liberation. Whatever wound that old fear was protecting can be healed. We are ready to face life as it comes, not as we fear it might come.

Healing myself empowers me to shed the fears that limit my growth.

- A health tip from the NSB Health Educator

THE FOLLOWING DOCUMENTS MAY NOT FILM LEGIBLY BECAUSE OF THE POOR QUALITY OF THE ORIGINAL this passes by, braving the cold. This particular Santa has been spreading advertising words for Coca-Cola at the intersection of Sixth Avenue and

chilly north wind picks up to 15 mph — dropping the wind chill to 30 below by afternoon. But the weather is expected to warm up Monday.

month asking for some variation of the word fornicator," she said with a laugh. "You know, they'll use 4NCATR or FRNKTR, or

... as many as 200 applications on her desk at once.

Ever seen tags with the prefixes TOY or CAL? They belong

See Plates, page A11

School reforms are making the grade

Alaska educators find new solutions to old problems

By NANCY PRICE
TIMES WRITER

There's a quiet revolution being waged in Alaska education in the state's largest cities and a tiny Eskimo village, from the North Slope to Southeast.

On the front lines are school teachers, university faculty and parents, armed with a variety of battle plans but sharing a common goal: to improve their local schools and give students a fighting chance at academic success.

Alaska has more than its share of what educators call "at-risk" students who, because of physical, mental or sexual abuse, parental neglect, drug or alcohol abuse and frequent transfers to new schools, are likelier to fail in school and drop out, thus crippling their chances for success later in life.

State officials estimate that 80 percent of Alaska's at-risk students are Natives, whose battle against low self-esteem sometimes ends in alcohol or substance abuse or suicide.

But with the help of public and private universities, local schools with high numbers of at-risk students are being restructured with programs and curriculum that address their needs.

The schools' efforts are being boosted by a small federal grant making a big difference for hundreds of Alaska school children.

The state was awarded a 3-year, $200,000 annual grant from the U.S. Department of Education's Fund for the Improvement and Reform of Schools and Teaching.

Alaska's was one of 1,350 proposals submitted to the U.S. Education Department, of which only 15 were chosen for funding, said J. Kelly Tonsmeire, director of the Coalition for Alaskan At-Risk Youth and the Alaska Staff Development Network in Juneau and the proposal's architect.

"The focus is on school restructuring," Tonsmeire said.

See Schools, page A8

Times photo by ROB LAYMAN

Cale Witham, left, and Cody Davis, third-graders at Denali Elementary School in Fairbanks, examine the remnants of the Pedro Dome fire collected by the class on a science field trip this fall. The fifth-graders collected burned insects, leaves and charred aluminum cans. Denali is one Alaska school developing new teaching techniques to improve academic success. In today's story the Times profiles efforts at Denali, Point Hope, Sitka and two Anchorage schools to make education more relevant and help at-risk children.

ANCHORAGE TIMES DEC. 16, 1990

Schools

Continued from page A1

"We need dramatic alternatives to meet the needs of kids. Kids today have a lot of problems, compared to when you and I were going to school."

Training seminars and workshops have taken place throughout the state, providing teachers with additional skills useful in educating at-risk students.

But the project is most visible at five schools — two in Anchorage, and one each in Fairbanks, Point Hope and Sitka, where science, extensive teacher training, visits by village elders and peer counseling are making a difference.

NEARLY 300 MILES north of Anchorage, the students at Fairbanks' Denali Elementary School are learning about the environment, Alaska's boreal forests, magnetism, snakes and acid rain.

Denali, nicknamed "The Discovery School," is the state's first science magnet elementary.

A 40-year-old, two-story cinderblock building in Fairbanks' downtown, Denali is the district's oldest continuously operating school. In the past, the multicultural student body — nearly half the students are minorities — had low standardized test scores and a demoralized faculty.

But now student performance is skyrocketing, teacher vacancies are few and far between, and many of the school's 450 students are talking about becoming scientists when they grow up.

When she was younger, Angela Ernst wanted to become an artist. But about two years ago, "all of a sudden I started thinking about whales and stuff," the fifth-grader said. "Now I want to be a marine biologist. One night I started thinking up questions, like, do they sing the same songs, or different ones? Also I'd like to go to where they sell fishing (drift) nets and make them stop."

Third-grader Jaren Philleo "used to hate math," reports her mother, Barbara. "But in the car on the way to school she told me she likes to do math homework. Whether that has to do with the math-science emphasis I can't say, but she's definitely an artsy-letters type of person."

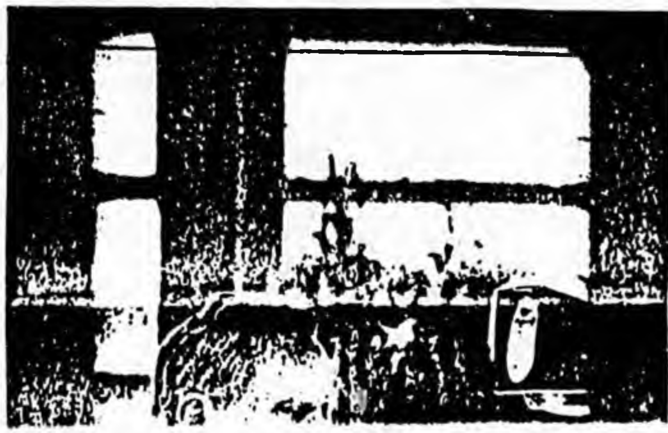
The idea of a science magnet school developed during a discussion about two years ago among a few teachers and parents, said principal David Hagstrom and Sandy Lanning, a physical education teacher.

"We asked, are we really doing enough inside school to tap how kids are?" Lanning said. "We said, yeah, we ought to do more exploring inside of school. Instead of being wedded to some boring science textbook, we should let them discover things for themselves."

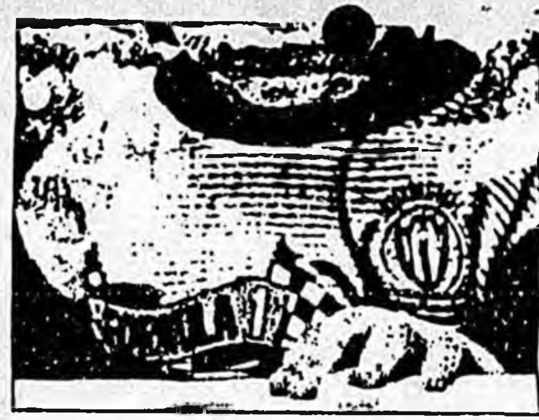
Denali's transformation into a magnet school occurred with little capital expense, said Hagstrom, an associate professor of education at the University of Alaska Fairbanks who was granted a 3-year leave to become Denali's principal.

"We decided at the beginning we were talking about a mind set," he said. "Other schools get themselves all equipped and then teachers are slow to use the equipment. I've seen it with computers. We decided to go at it differently."

Point Hope elder Irene Gallihorn tells tales of going to reindeer camp when she was a little girl as fourth-grader Helen Attungana listens in disbelief.



Bruce Tillit, the curriculum specialist at Denali Elementary School in Fairbanks, leads his class of teachers in a new science module.



Crawford Philleo, a kindergarten student at Denali Elementary in Fairbanks, listens to a read-along book during his free time in class. The 5-year-old was just awarded the school's terrific kid award.

Nearby woods serve as the school's outdoor laboratory, where students can study trees, leaves and the occasional wild animal.

The school also has a garden, suggested and supervised by parent Jan Hanscom, where students learn how plants grow. Parents constructed grow carts last year so plants can get an early start on Fairbanks short growing season.

What the school saved on equipment is going for manpower. The school hires substitutes on Fridays to fill in for regular classroom teachers when they meet with UAF professors to explore science and devise the curriculum.

Knowing that their teachers are also students has been an exciting discovery for Denali's youngsters, Lanning said.

"Edith Dunehew's sixth-graders, she goes back to her class and they ask, 'Hey, what did you learn today?' " she said. "She tells them, 'Hey, I have an assignment due,' and they help her with the assignment."

Denali's teachers decided to concentrate on science in part because elementary teacher training usually focuses on language arts and social studies, said Bruce Tillitt, the school's curriculum specialist.

But the teachers knew they needed help and called on Doug Schamel, an instructor in biology and wildlife at UAF's College of Natural Sciences, and Nancy Murphy, an assistant professor of education with the Rural College.

"When they're learning about a topic and how to go about teaching it, they feel a couple of things," Schamel said. "It's the same things their students feel when they're introduced to a new topic — 'Aaaargh' — and then, 'wow, this is fun.' "

Schamel said imparting the process of science is one of his goals, because it will enable teachers to become "comfortable investigating something where they may not have much information. If they're brave enough, they can learn with their students."

The attitudes of the teachers toward their instructors has changed perceptibly over the past year and a half, Murphy said.

"When Doug came in, people were very honored, and acted like 'What can you do for us?' " she said. "It's evolved into, 'That's nice, but what do we really need? What can we tell the university that teachers need? And they're seeing Doug take their suggestions back."

The science instruction absorbed by teachers is being integrated into the entire curriculum, including reading and social studies.

"One of the reasons I was glad to come here is because science is a wonderful way to get children to start building language," said Felicia Leipzig, who is in her second year as Denali's reading specialist. "People are beginning to integrate more of their day. We've got to put it all together in an integrated way. I'm probably the biggest advocate of the garden — it's a wonderful experience."

Even the youngest students get a regular science diet. Kindergarten teacher Katie Brown explained how she used poems from a reading series to teach math concepts.

With the poem "Crackers and Crumbs," she gave the students plastic bags with crackers and had the students count and sort the crackers and then graph the results.

For "Nine Things I Like To Keep In My Pocket," students were given magnetic and nonmagnetic items and then predicted which would stick on different surfaces."

On a recent Friday, third-graders learned about the after effects on flora and fauna of last summer's Pedro Dome fire in a slide show presentation by fifth grade students Jim Adams and Mike Fink.

Afterward, they handled specimens such as tree sections and leaves that students collected on a visit to the burned forest.

"Ooh, I have a stinker bug," one student commented as he gazed into a specimen container.

"Use your magnifying glass," a nearby student urged.

Meanwhile, fifth-graders were turning their downstairs classroom into a jungle, complete with crepe paper palm trees, a waterfall of blue paper stuck to the blackboard, insects created from modeling clay, snakes constructed out of balloons and papier-mache and a purple flamingo.

Later the students wrote short essays about crash-landing on a desert planet surrounded by the sights and sounds of their "jungle."

Denali's reform is succeeding because parents, teachers, school staff and students consider themselves members of the "Denali family," all responsible for the school's success, Hagstrom said.

"This is allowing change to be occurring from the inside out," he said. "I've been irritated for years because someone from Washington or Juneau or the school district tells you what you have to do. This project encompasses a lot of local initiative in terms of folks doing the kinds of things they identify as important. That's when people get excited."

The school's scores on last spring's Iowa Tests of Basic Skills bear testimony to the school's renaissance.

"Generally, Denali started below the rest of the district and gained substantially more than the rest of the district," said Nick Stayrook, director of program planning and evaluation for the Fairbanks North Star Borough School District.

Gains were posted in each grade level in math and science. The biggest gain came in the fourth grade science scores, which jumped from the 60th to the 71st percentile.

"When you have a standardized test like the Iowa Basic to change five to 10 points, something significant is happening," Stayrook said.

The project has reaped other bonuses, said Tillitt, the school's curriculum specialist.

"One, there's a lot more parent involvement and input," he said. "Two, it's helped the faculty to pull together and focus our energies for the good of the kids. And three, it's had a positive impact on the students, not only in science and math but on school in general. They can see the connections between what we do in school and life outside school."

ANCHORAGE'S MOUNTAIN VIEW Elementary School, a 25-year-old school on the southern boundary of Elmendorf Air Force Base, and downtown Denali Elementary School, the city's oldest school, see transient students come and go on a too-regular basis.

Both schools faced an explosion in their student population this year, with 630 students at Mountain View and 470 at Denali.

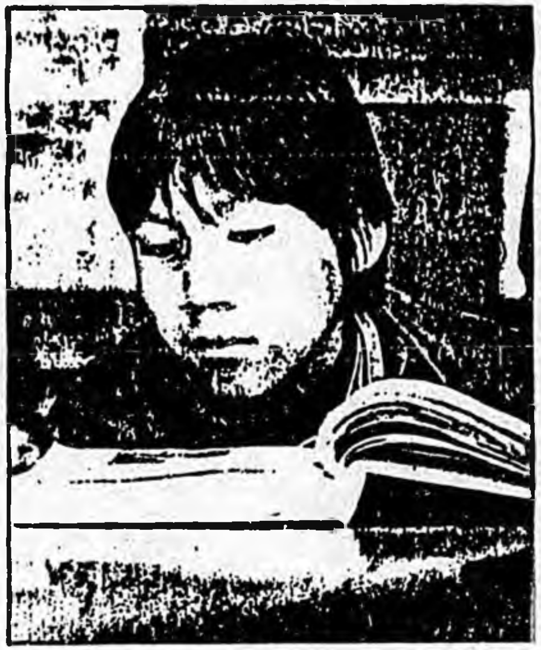
"Some schools change year to year," said Denali's principal, Susan Moore. "In this school, it changes week to week."

"There's no continuity in education," said Marsha Van Abel, a language arts specialist at Mountain View. "They're (students) not at risk because they cannot do the work. But when they're here three months and there three months, there are gaps in their education."

Transiency puts students such as Mountain View's Robert Felthauser and Rose Watson at risk of failure. Both are students in Roger McCommon's sixth grade class, a mix of special education and gifted students. Felthauser, 13, said he has attended eight different elementary schools, while Watson, 11, has lost track of how many schools she

Continued on page A8

Photos by Rob Layman — Story by Nancy Price



Sixth-grade student Jason Tiepelman at Tikigaq Elementary School, left, studies hard during a history lesson. Tiepelman, like most Tikigaq students, is learning Inupiat in the new bilingual program in this small Point Hope school. Above, Roger McCommon, a sixth-grade teacher at Mountain View Elementary School in Anchorage, helps student Monica House with a graph during a science lesson.

Continued from page A8

has attended but knows she has attended "more than Robert."

They have benefited this year from the arrival of University of Alaska Anchorage and Alaska Pacific University students, all education majors, who in turn are benefiting from the opportunity to work with at-risk kids.

The presence of university students helps decrease Mountain View's and Denali's class sizes, a district-wide problem for the Anchorage School Board.

Having more teachers in the classroom "helps us keep in line," said Nick Kison, 12, one of McCommon's sixth graders. "When we're doing something, there's more to watch over us."

"Sometimes one teacher can't go all the way around the room," added his classmate, 11-year-old Aminah Abdul-Jilil.

Multiple teachers can be confusing occasionally, Watson reports, "when one teacher is talking and another starts to talk."

But students adapt pretty quickly, Felthauser said: "It's just another person in to start the work."

View's federal Chapter I math and home-based computer instructor, who works with disadvantaged students. "They know if they can ask questions in private, they're more apt to raise their hands."

"Some researchers say class size doesn't make much of a difference, but at work time, that's when it makes a difference," Van Abel said. "For a lot of children, it's important for them to know that someone really cares about me, to get one-on-one time, which they may not get during the rest of the day."

Because they are getting more attention, students are less apt to act up in class and more apt to learn, Williams said.

But for the university students, more teachers may not necessarily be better, said Kathy Smith, who is earning her teacher's certificate at UAA.

"I was the first, and as we get more and more practicum students it falls apart. You're just one of them," she said. "The rapport seems to diminish."

However, Smith added, she has observed her fellow students, each of whom uses a different style and methods to connect with the students, and "so maybe it's better to have more."

Kids at Mountain View face a tough existence. Murders, rape and shootings are common occurrences in the community, and kids bring the

But students' self-esteem and academic performance have been improving gradually, school officials say.

Scores from this fall's Iowa Tests of Basic Skills were available only for the schools' fourth and sixth grades. A comparison with last year's scores indicates a drop in reading and math scores at both schools.

But Moore and Mountain View's principal, Linda Black, said comparisons are meaningless because of the schools' high rate of student transiency.

"Matching them from last fall to this fall has not happened yet," Black said. "We expect to have that information by January."

Student academic improvement is showing in other areas. For example, Mountain View won the math derby the last two years in a row, whereas the school used to come in last, McCommon said.

Students are benefiting as well from a slowdown in teacher transfers, which used to occur too regularly at Mountain View.

"At-risk youth are typically from homes where there's a high turnover of parents," said Cable Starlings, an assistant professor of education at UAA. "Schools used to be a safe place. But teachers were turning over as fast as parental figures."

Turnover slows when teachers are properly prepared for teaching at-risk children, and so university students and first-year teachers are getting

[illegible] the village elders who [illegible] Tikigaq to unfold facets of the Inupiat [illegible] so students "would learn how the old days are," elder Irene Gallahorn said.

Money from the federal grant is used to pay the elders $25 for each one-hour visit.

An elder's arrival in a classroom brings a dramatic transformation among otherwise rambunctious students.

When the 63-year-old Gallahorn entered the fourth grade classroom recently, the students became quiet and quickly pulled their chairs in a half-circle around her.

"What you guys want to hear about stories, what kind of stories?" she said.

"Old-time stories," came the response.

So Gallahorn told them about her life in a reindeer herding family, showing them a photograph of her father standing next to a reindeer.

"Every winter we have to move to our camp," she said. "We had mukluks — no boots, no tennis shoes — caribou skins, pants, parkys and mittens. We had a wood stove and made the fire — no electric. We were busy every day. We chopped wood and went hunting for rabbits and ptarmigan."

Because there were no gas lamps, "we would take caribou fat," Gallahorn said. "You have to chew it and put it in a cloth and light it. It was bright."

Credit for creating the elder visit program goes in part to Steve Grubis, who was Tikigaq's principal last year but subsequently returned to UAF's Rural College, where he is an associate professor of cross-cultural education.

But credit also goes to Connie Oomittuk, an Ohioan who met Point Hope Native Steve Oomittuk when both worked in Barrow. After they married, the Oomittuks returned to Point Hope to raise their family.

Connie Oomittuk, who is working toward her master's degree in curriculum development through UAF while serving as the elder visit coordinator at Tikigaq, taught at the school last year and was instrumental in developing projects that drew elders to school.

Under the elders' guidance, students worked on a variety of projects, including building an umiak — a bearded sealskin whaling boat — learning about butchering seals and making sakuaq, or seal skin that is bleached white.

Students say they like learning about their traditions from the elders.

"Some of the elders teach us about our lands, they tell us where to go and stuff, like the Kukpuk River," said Calvin Oktollik, 15, a ninth-grader.

Interest among students in school is heightened, and that may be leading to higher standardized test scores.

The sixth and seventh grade classes, that had the most involvement with elders last years, had the biggest gains on last spring's Iowa Tests of Basic Skills.

The sixth-graders' average vocabulary scores climbed by almost 20 points over a year, from the 33rd to the 52nd percentile, while math computation scores climbed from the 50th to the 61st percentile.

Likewise, the seventh-graders' average scores skyrocketed, with scores in three categories at or near the 75th percentile. Vocabulary increased from the 48th to the 57th percentile, while math computations rose from the 57th to the 64th percentile.

However, principal Terry Fenne urges caution in interpreting the test score increases.

> 'We said, yeah, we ought to do more exploring inside of school. Instead of being wedded to some boring science textbook, we should let them discover things for themselves.'
>
> — Sandy Lanning, teacher

Lucas Voelker, 8, a third-grader at Denali Elementary School in Fairbanks, uses a magnifying glass to count the rings on a charred piece of wood from the Pedro Dome fire. Counting the rings helps determine the age of the wood.

as mentors at Mountain View and Denali.

The schools are using some of the grant to hire substitutes who fill in for mentor teachers, allowing them to observe other teachers in action and engage in team teaching.

"It has changed my attitude toward teaching," said Katherine O'Mara, a kindergarten teacher at Denali. "There's no hierarchy but a group approach, how we can group ourselves and improve our skills.

"I find myself more prepared for everything that comes up because of the support around me. That's a benefit to the students."

Mentoring can encourage new teachers, who might otherwise become discouraged, to remain in the teaching profession, Tonsmeire said.

"Nationally, half leave in the first four to five years because their experience is so rocky," he said. "We're trying to set up a system to encourage them to be successful."

Veteran teachers like Denali's Mary Doppelfeld and Paula Hite get a professional boost knowing their experience is valued by younger teachers and university faculty.

"It's the first time we've been consultants," said Doppelfeld, a 25-year veteran who teaches second grade. "It's a new concept for us. We like to feel, when we've been in teaching as long as we have, that we can make a difference."

"It's become a two-way exchange of information," said Paula Hite, who teaches first-graders. "At least they're listening when we say there's a need for this kind of training."

And university education officials are definitely paying attention, Starlings said.

"We in higher education haven't given them the opportunity to be leaders in their field," he said. "It's almost as if you have to go off and get a doctorate. But you don't.

"There's no professional development ladder for classroom teachers. Most don't want to be administrators — they want to work with kids. This is a way for them to feel like experts in their field. To me, they are adjunct faculty members."

TEACHER TRANSIENCY IS a problem as well at Tikigaq School in Point Hope, an Eskimo village on the edge of the Chukchi Sea nearly 300 miles northwest of Anchorage.

Tikigaq, a sprawling kindergarten to 12th grade school which dominates the village's center, is plagued with a high annual turnover. This fall about three-fourths of the school's 21 teachers were newcomers, mostly experienced teachers hired from Outside.

The barren Arctic environment and Point Hope's remote location can be overwhelming for the teachers, but their continual arrival and departure is disruptive to students.

Continuity for students, however, is provided by the village elders who come to Tikigaq to unfold

Learning

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"It's a little dangerous to compare groups of kids," he said. "It's too small a sampling, and too many other factors can affect it."

But Tikigaq's scores ran contrary to those of other North Slope Borough School District schools, which declined over the past four years, Fenne said.

"To say the elders were responsible for this, no," he said. "But to believe it didn't work, no. It gave them more peace, more concrete experiences. So when it came to more theoretical learning, they were more prepared."

Studies have shown that schools achieve the most gains in literacy where students are exposed to oral stories and open-ended discussions, because "you need a good oral background before you can understand the written word," Oomittuk said.

However, the program could be more effective if teachers could better integrate the elders' lessons into the curriculum, she said.

"The thrust of this is to let teachers know they have something else to offer, not just Western education," she said. "The ideal would be to have teachers incorporate it with the curriculum. But it takes a lot of planning and time teachers don't have."

In Greg Kingsley's fourth grade class, for example, students drew pictures of a traditional story told recently by elder Kirk Oviok Sr. about how a hunter loses his arrows on the ice, and when confronted by a polar bear, grows a set of tusks and scares the bear away.

In Dana Bartman's sixth grade class, two timelines were taped to the blackboard so students could compare Chinese and Point Hope civilizations side by side.

Although the elder visits have the enthusiastic support of the community, a snag has developed. Because the elders have waited nearly two months for their pay, some are reluctant to return to Tikigaq.

"Steve Grubis made such a big deal last year, saying 'We value what you have to teach. We'll pay you. It's as important as Western education,' " Oomittuk said. "Now they're not paying them. They feel like they're being taken advantage of again."

But the pay snafu should be cleared up in a week or two, Grubis said last week.

"We've had a real hassle with that," he said. "One of the problems with federal money is it has to go to Juneau first, and then to the university, so you're dealing with two large bureaucracies. Last year I was on-site and able to borrow funds until the federal funds were available."

Suspicion of educators remains for many in the North Slope village of 600. And with good reason.

In the past the school was run by outsiders who tried to stamp out all signs of Inupiat culture. Ella Kowunna, who at 17 years has the longest tenure among Tikigaq's teachers, recalls that when she was a youngster growing up in Point Hope, teachers would tape students' mouths shut for speaking their Native language.

Teacher Dorcus Rock remembers a time when she was in the seventh grade and gave an oral report on her summer vacation.

"The class was real quiet, and afterward the teacher, he gave me an F," she said. "I went home and wouldn't come out of the bathroom, so my uncle got mad and went to school and found out I did it all in Eskimo. I was bilingual and didn't know it — I didn't know if I was speaking in English or Eskimo."

Ironically, Rock is now the school's bilingual teacher, instructing students in Inupiaq, the same language their parents and grandparents were punished for speaking.

Overcoming the villagers' suspicion of school is difficult, but the elders' visits appear to be making a difference, Oomittuk said.

"I see this program, the whole goal, of turning the school back over to the community," she said. "For 100 years, the school was separate, a domineering force, and a lot of parents and grandparents in school had negative experiences. I'm almost hesitant to say this, but I think they're taking it out on the school now, for what the BIA (Bureau of Indian Affairs) did before.

"I wish they could forget the past, but it's a heavy thing to do to kids."

The students are learning from elders outside the classroom as well, Oomittuk said.

"Last year we had a three-week unit on seals, and we were preparing sealskin in the classroom. The smell of rotting sealskin in your classroom is a heavy thing to do, and we started to take on the smell.

"The girls in class cried — 'How could you do this to us?' — but when they went home on the bus one of the elders noticed the smell and just praised them, saying, 'You smell like a real Eskimo. You're going to be the ones who know how to do it. Never complain about the smell of animals, it insults the animals.'

"The next day at lunch, some students started giving them a hard time, and they turned and said, 'Don't you ever complain about the smell of an animal!' "

KEEPING STUDENTS IN school and encouraging Native students to consider a teaching career are among the goals of Mt. Edgecumbe High School, the state's boarding high school in Sitka, 450 miles southeast of Anchorage.

The federal grant is helping school officials achieve those goals, said Larrae Rocheleau,' the school's superintendent.

Two Mt. Edgecumbe graduates have been hired as resident assistants "primarily as a counseling tool, but in minority settings," Rocheleau said. "They're excellent role models. And they've helped us with some substance abuse things. It seems we're on top of things quicker."

In exchange for serving as resident assistants, the graduates get free room and board and free tuition at the University of Alaska Southeast's Sitka campus.

The number of homesick students who decide to leave Mt. Edgecumbe has been cut from 15 to 5 this year, he said. "We think it's a direct result of that program."

In addition, Mt. Edgecumbe is preparing to start a future teacher program to encourage its Native students to become teachers, "especially secondary teachers," Rocheleau said. "Alaska has a gap of secondary teachers, especially Natives."

Currently 15 of Mt. Edgecumbe's 213 students are in the program.

The future teachers will be traveling to colleges and to observe teacher training programs in and out of Alaska, Rocheleau said.

The school also used part of its grant money last year to do its first survey of recent graduates, resulting in some interesting findings, he said.

"We found that 47 percent of the graduates were still enrolled in a post-secondary institution, of which 80 percent were Natives," Rocheleau said. "That's a pretty impressive statistic."

recreation. For these reasons and because coastal barriers are so vulnerable to damage from erosion and flood, they are dangerous places to live, expensive places to insure, and the wrong places to build.

The Coastal Barriers Resources System was created 7 years ago to ban Federal flood insurance, housing loans, highway grants, and other support for ecologically harmful development in certain coastal barriers. According to the Department of the Interior, the system has already saved the Federal Government more than $1 billion.

The bill before us today reflects 2 years of hearings, meetings, and site visits conducted by members and staff, using recommendations provided by the Department of the Interior as a starting point. The amendments made by the bill would add over 750,000 acres of undeveloped coastal barriers and associated wetlands to the system. Included in the system, for the first time, would be almost 30,000 acres along the shores of the Great Lakes; 65,000 acres in the Florida Keys; over 20,000 acres in Puerto Rico; and 3,700 acres in the Virgin Islands. Hundreds of thousands of acres of wetlands and secondary coastal barriers along the Atlantic and gulf coasts would be added to the system, as well.

It is important to emphasize that under the bill, citizens will not be prevented from developing currently undeveloped coastal barriers, but they will have to do so, not at the risk of the Federal taxpayer, but at their own risk and expense.

In closing, I would like to thank the chairman of the full committee, the gentleman from North Carolina [Mr. JONES]; the chairman of the Subcommittee on Oceanography and Great Lakes, the gentleman from Michigan [Mr. HERTEL]; and the ranking minority member of our committee, the gentleman from Michigan [Mr. DAVIS]; for their help in bringing this bill to the floor. I also congratulate the junior Senator from Rhode Island for his leadership in gaining approval for the bill in the other body.

Mr. Speaker, it is not often we come up with a program that protects the environment, protects people, and protects the Federal Treasury, but that's wnat the Coastal Barrier Resources System has been doing for the past 8 years, and that's what this bill will help us do twice as effectively in the future.

Mr. GOSS. Mr. Speaker, I yield myself such time as I may consume.

(Mr. GOSS asked and was given permission to revise and exend his remarks.)

Mr. GOSS. Mr. Speaker, I rise in support of H.R. 2840 and urge its adoption.

H.R. 2840 was passed by the House earlier this year. It is the product of extensive work by House and Senate committees, including hearings, site visits, and consultations with the affected public. The bill we are addressing today contains primarily the House language with the exception of small changes made by the Senate. The members of our committee have examined these changes and found them to be acceptable.

H.R. 2840 is one of those rare pieces of legislation that help protect the environment while saving the taxpayers money. I believe it should be supported by the Members of the House.

Mr. STUDDS. Mr. Speaker, I yield such time as he may consume to the gentleman from Texas [Mr. ORTIZ].

(Mr. ORTIZ asked and was given permission to revise and extend his remarks.)

Mr. ORTIZ. Mr. Speaker, I do support the bill. It is a good bill. I thank the chairman of the committee, the gentleman from Massachusetts [Mr. STUDDS].

Mr. DAVIS. Mr. Speaker, I rise in support of H.R. 2840, a bill that may well affect the lives of the 2,300 Great Lakes landowners who live in my district. The reason I know this is because I contacted every one of them to explain the Coastal Barrier Resources System and to ask for their help in our deliberations. Because of this, I would like to thank Chairmen HERTEL and STUDDS for their extraordinary cooperation in seeing that the extension of the Coastal Barrier Resources System to this new geographic area is done as fairly and accurately as possible. Chairman HERTEL should be especially commended for marshaling this bill through the House and seeing that our interests were protected when the Senate considered this bill.

The bill before us will include 33,000 acres of Great Lakes shoreline and habitat in the system, of which over 13,000 acres are in my district alone. In fact, my district will have more coastal barrier units—36—than any other in the country, and Michigan will have more new CBRA areas—46—than any other State in the Nation, save Virginia and New York.

The areas which were not included in the bill in many cases were misidentified by the Department of the Interior because of outdated maps, unclear aerial photography, and lack of site visits to verify their eligibility. However, the included areas represent the Great Lakes' most fragile coastal shores which are prone to erosion and flooding caused by severe winter storms and which serve as important fish and wildlife habitat.

Mr. Speaker, I urge my colleagues to support the bill as is, which may do much to protect Federal investments when the Great Lakes rise to record levels again, while preserving a delicate balance for those who live and work there. Much time and energy has been spent here, especially by Chairman HERTEL, and we should not leave this legislation unfinished.

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Mr. STUDDS. Mr. Speaker, I have no further requests for time. Let me just assure Members that all the usual and requisite commendations of Members on both sides of the aisle are included in the Extensions of Remarks.

Mr. GOSS. Mr. Speaker, I yield back the balance of my time.

Mr. STUDDS. Mr. Speaker, I yield back the balance of my time.

The SPEAKER pro tempore (Mr. MAZZOLI). The question is on the motion offered by the gentleman from Massachusetts [Mr. STUDDS] that the House suspend the rules and concur in the Senate amendments to the bill, H.R. 2840.

The question was taken and (two-thirds having voted in favor thereof) the rules were suspended and the Senate amendments were concurred in.

A motion to reconsider was laid on the table.

NATIONAL ENVIRONMENTAL EDUCATION ACT

Mr. JONTZ. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the Senate bill (S. 3176) to promote environmental education, and for other purposes, and ask for its immediate consideration.

The Clerk read the title of the Senate bill.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Indiana?

Mr. GOODLING. Reserving the right to object, Mr. Speaker, I will not object, and I take this time only to allow the gentleman to explain his motion.

Mr. JONTZ. Mr. Speaker, will the gentleman yield?

Mr. GOODLING. I yield to the gentleman from Indiana.

Mr. JONTZ. Mr. Speaker, I would be happy to explain.

This is the National Environmental Education Act, S. 3176. This is a revised version of the legislation which passed this House on Friday, September 28.

S. 3176 would establish an Office of Environmental Education within the EPA to administer and coordinate the Federal Government's environmental education contributions.

The bill establishes an environmental education and training program for teacher training in the development and delivery of environmental education programs.

The bill also establishes an environmental educational grant program to support activities of local school systems, colleges, and public broadcasting organizations.

In addition, this legislation would establish college-level environmental internships in Federal agencies and would establish a National Environmental Education and Training Foundation.

The bill authorizes $12 million for each fiscal year 1992 and 1993, $13 million for fiscal year 1994, and $14 million for fiscal year 1995 and 1996 for the EPA and the Foundation for these activities.

Mr. Speaker, I want to take a moment first of all to thank my colleague on the Education and Labor

Committee, the gentleman from California [Mr. MILLER], who introduced the original House legislation; also Chairman HAWKINS, the ranking member; the gentleman from Pennsylvania [Mr. GOODLING], and on our Select Education Subcommittee, Chairman OWENS; the ranking member, the gentleman from Texas [Mr. BARTLETT], and also thanks to Chairman DINGELL of the Energy and Commerce Committee.

Mr. Speaker, I urge support of the Members for this motion.

Mr. GOODLING. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Indiana?

There was no objection.

The Clerk read the Senate bill, as follows:

S. 3176

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.

(a) TITLE.—This Act may be cited as the "National Environmental Education Act".

(b) TABLE OF CONTENTS.—

SEC. 2. FINDINGS AND POLICY.

(a) FINDINGS.—The Congress finds that—

(1) Threats to human health and environmental quality are increasingly complex, involving a wide range of conventional and toxic contaminants in the air and water and on the land.

(2) There is growing evidence of international environmental problems, such as global warming, ocean pollution, and declines in species diversity, and that these problems pose serious threats to human health and the environment on a global scale.

(3) Environmental problems represent as significant a threat to the quality of life and the economic vitality of urban areas as they do the natural balance of rural areas.

(4) Effective response to complex environmental problems requires understanding of the natural and built environment, awareness of environmental problems and their origins (including those in urban areas), and the skills to solve these problems.

(5) Development of effective solutions to environmental problems and effective implementation of environmental programs requires a well educated and trained, professional work force.

(6) Current Federal efforts to inform and educate the public concerning the natural and built environment and environmental problems are not adequate.

(7) Existing Federal support for development and training of professionals in environmental fields is not sufficient.

(8) The Federal Government, acting through the Environmental Protection Agency, should work with local education institutions, State education agencies, not-for-profit educational and environmental organizations, noncommercial educational broadcasting entities, and private sector interests to support development of curricula, special projects, and other activities, to increase understanding of the natural and built environment and to improve awareness of environmental problems.

(9) The Federal Government, acting through the coordinated efforts of its agencies and with the leadership of the Environmental Protection Agency, should work with local education institutions, State education agencies, not-for-profit educational and environmental organizations, noncommercial educational broadcasting entities, and private sector interests to develop programs to provide increased emphasis and financial resources for the purpose of attracting students into environmental engineering and assisting them in pursuing the programs to complete the advanced technical education required to provide effective problem solving capabilities for complex environmental issues.

(10) Federal natural resource agencies such as the United States Forest Service have a wide range of environmental expertise and a long history of cooperation with educational institutions and technology transfer that can assist in furthering the purposes of the Act.

(b) POLICY.—It is the policy of the United States to establish and support a program of education on the environment, for students and personnel working with students, through activities in schools, institutions of higher education, and related educational activities, and to encourage postsecondary students to pursue careers related to the environment.

SEC. 3. DEFINITIONS.

For the purposes of this Act, the term—

(1) "Administrator" means the Administrator of the Environmental Protection Agency;

(2) "Agency" means the United States Environmental Protection Agency;

(3) "Federal agency" or "agency of the United States" means any department, agency or other instrumentality of the Federal Government, any independent agency or establishment of the Federal Government including any Government corporation;

(4) "Secretary" means the Secretary of the Department of Education;

(5) "local education agency" means any education agency as defined in section 198 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 3381) and shall include any tribal education agency;

(6) "not-for-profit" organization means an organization, association, or institution described in section 501(c)(3) of the Internal Revenue Code of 1986, which is exempt from taxati-- pursuant to the provisions of section 501(a) of such Code;

(7) "noncommercial education broadcasting entities" means any noncommercial educational broadcasting station (and/or its legal nonprofit affiliates) as defined and licensed by the Federal Communications Commission;

(8) "tribal education agency" means a school or community college which is controlled by an Indian tribe, band, or nation, including any Alaska Native village, which is recognized as eligible for special programs and services provided by the United States to Indians because of their status as Indians and which is not administered by the Bureau of Indian Affairs;

(9) "Federal natural resource management agencies" means the United States Forest Service, the Bureau of Land Management, the National Park Service, and the Fish and Wildlife Service;

(10) "environmental engineering" means the discipline within engineering and science concerned with the development and application of scientific and technical solutions to protecting the aquatic and atmospheric environment, including, but not limited to, all phases of water resources planning, water supply, water treatment, air pollution characterization and control, remediation of hazardous substances, environmental transport of contaminants in surface and ground water and atmosphere, and methods for assessment and control of pollution;

(11) "environmental education" and "environmental education and training" mean educational activities and training activities involving elementary, secondary, and postsecondary students, as such terms are defined in the State in which they reside, and environmental education personnel, but does not include technical training activities directed toward environmental management professionals or activities primarily directed toward the support of noneducational research and development;

(12) "Foundation" means the National Environmental Education and Training Foundation established pursuant to section 10 of this Act; and

(13) "Board of Directors" means the Board of Directors of the National Environmental Education and Training Foundation.

SEC. 4. OFFICE OF ENVIRONMENTAL EDUCATION.

(a) The Administrator shall establish an Office of Environmental Education within the Environmental Protection Agency.

(b) The Office of Environmental Education shall—

(1) develop and support programs and related efforts, in consultation and coordination with other Federal agencies, to improve understanding of the natural and built environment, and the relationships between humans and their environment, including the global aspects of environmental problems;

(2) support development and the widest possible dissemination of model curricula, educational materials, and training programs for elementary and secondary students and other interested groups, including senior Americans;

(3) develop and disseminate, in cooperation with other Federal agencies, not-for-profit educational and environmental organizations, State agencies, and noncommercial educational broadcasting entities, environmental education publications and audio/visual and other media materials;

(4) develop and support environmental education seminars, training programs, teleconferences, and workshops for environmental education professionals, as provided for in section 5 of this Act;

(5) manage Federal grant assistance provided to local education agencies, institutions of higher education, other not-for-profit organizations, and noncommercial education broadcasting entities, under section 6 of this Act;

(6) administer the environmental internship and fellowship programs provided for in section 7 of this Act;

(7) administer the environmental awards program provided for in section 8 of this Act;

(8) provide staff support to the Advisory Council and Task Force provided for in section 9 of this Act;

(9) assess, in coordination with other Federal agencies, the demand for professional skills and training needed to respond to cur-

rent and anticipated environmental problems and cooperate with appropriate institutions, organizations, and agencies to develop training programs, curricula, and continuing education programs for teachers, school administrators, and related professionals;

(10) assure the coordination of Federal statutes and programs administered by the Agency relating to environmental education, consistent with the provisions and purposes of those programs, and work to reduce duplication or inconsistencies within these programs;

(11) work with the Department of Education, the Federal Interagency Committee on Education, and with other Federal agencies, including Federal natural resource management agencies, to assure the effective coordination of programs related to environmental education, including environmental education programs relating to national parks, national forests, and wildlife refuges;

(12) provide information on environmental education and training programs to local education agencies, State education and natural resource agencies, and others; and

(13) otherwise provide for the implementation of this Act.

(c) The Office of Environmental Education shall—

(1) be directed by a Director who shall be a member of the Senior Executive Service;

(2) include a headquarters staff of not less than six and not more than ten full-time equivalent employees; and

(3) be supported by one full-time equivalent employee in each Agency regional office.

SEC. 5. ENVIRONMENTAL EDUCATION AND TRAINING PROGRAM.

(a) There is hereby established an Environmental Education and Training Program. The purpose of the program shall be to train educational professionals in the development and delivery of environmental education and training programs and studies.

(b) The functions and activities of the program shall include, at a minimum—

(1) classroom training in environmental education and studies including environmental sciences and theory, educational methods and practices, environmental career or occupational education, and topical environmental issues and problems;

(2) demonstration of the design and conduct of environmental field studies and assessments;

(3) development of environmental education programs and curriculum, including programs and curriculum to meet the needs of diverse ethnic and cultural groups;

(4) sponsorship and management of international exchanges of teachers and other educational professionals between the United States, Canada, and Mexico involved in environmental programs and issues;

(5) maintenance or support of a library of environmental education materials, information, literature, and technologies, with electronic as well as hard copy accessibility;

(6) evaluation and dissemination of environmental education materials, training methods, and related programs;

(7) sponsorship of conferences, seminars, and related forums for the advancement and development of environmental education and training curricula and materials, including international conferences, seminars, and forums;

(8) supporting effective partnerships and networks and the use of distant learning technologies; and

(9) such other activities as the Administrator determines to be consistent with the policies of this Act.

Special emphasis should be placed on developing environmental education programs, workshops, and training tools that are portable and can be broadly disseminated.

(c)(1) The Administrator shall make a grant on an annual basis to an institution of higher education or other institution which is a not-for-profit institution (or consortia of such institutions) to operate the environmental education and training program required by this section.

(2) Any institution of higher education or other institution (or consortia of such institutions) which is a not-for-profit organization and is interested in receiving a grant under this section may submit to the Administrator an application in such form and containing such information as the Administrator may require.

(3) The Administrator shall award grants under this section on the basis of—

(A) the capability to develop environmental education and training programs;

(B) the capability to deliver training to a range of participants and in a range of settings;

(C) the expertise of the staff in a range of appropriate disciplines;

(D) the relative economic effectiveness of the program in terms of the ratio of overhead costs to direct services;

(E) the capability to make effective use of existing national environmental education resources and programs;

(F) the results of any evaluation under paragraph (5) of this subsection; and

(G) such other factors as the Administrator deems appropriate.

(4) No funds made available to carry out this section shall be used for the acquisition of real property (including buildings) or the construction or substantial modification of any building.

(5) The Administrator shall establish procedures for a careful and detailed review and evaluation of the environmental education and training program to determine whether the quality of the program being operated by the grantee warrants continued support under this section.

(d)(1) Individuals eligible for participation in the program are teachers, faculty, administrators and related support staff associated with local education agencies, colleges, and universities, employees of State education, environmental protection, and natural resource departments, and employees of not-for-profit organizations involved in environmental education activities and issues.

(2) Individuals shall be selected for participation in the program based on applications which shall be in such form as the Administrator determines to be appropriate.

(3) In selecting individuals to participate in the program, the Administrator shall provide for a wide geographic representation and a mix of individuals, including minorities, working at primary, secondary, postsecondary levels, and with appropriate other agencies and departments.

(4) Individuals selected for participation in the program may be provided with a stipend to cover travel and accommodations from grant funds awarded pursuant to this section in such amounts as the Administrator determines to be appropriate.

SEC. 6. ENVIRONMENTAL EDUCATION GRANTS.

(a) The Administrator may enter into a cooperative agreement or contract, or provide financial assistance in the form of a grant, to support projects to design, demonstrate, or disseminate practices, methods, or techniques related to environmental education and training.

(b) Activities eligible for grant support pursuant to this section shall include, but not be limited to, environmental education and training programs for—

(1) design, demonstration, or dissemination of environmental curricula, including development of educational tools and materials;

(2) design and demonstration of field methods, practices, and techniques, including assessment of environmental and ecological conditions and analysis of environmental pollution problems;

(3) projects to understand and assess a specific environmental issue or a specific environmental problem;

(4) provision of training or related education for teachers, faculty, or related personnel in a specific geographic area or region; and

(5) design and demonstration of projects to foster international cooperation in addressing environmental issues and problems involving the United States and Canada or Mexico.

(c) In making grants pursuant to this section, the Administrator shall give priority to those proposed projects which will develop—

(1) a new or significantly improved environmental education practice, method, or technique;

(2) an environmental education practice, method, or technique which may have wide application;

(3) an environmental education practice, method, or technique which addresses a skill or scientific field identified as a priority in the report developed pursuant to section 9(d) of this Act; and

(4) an environmental education practice, method or technique which addresses an environmental issue which, in the judgment of the Administrator, is of a high priority.

(d) The program established by this section shall include solicitations for projects, selection of suitable projects from among those proposed, supervision of such projects, evaluation of the results of projects, and dissemination of information on the effectiveness and feasibility of the practices, methods, techniques and processes. Within one year of the date of enactment of this Act, the Administrator shall publish regulations to assure satisfactory implementation of each element of the program authorized by this section.

(e) Within 90 days after the date on which amounts are first appropriated for carrying out this Act, and each year thereafter, the Administrator shall publish a solicitation for environmental education grants. The solicitation notice shall prescribe the information to be included in the proposal and other information sufficient to permit the Administrator to assess the project.

(f) Any local education agency, college or university, State education agency or environmental agency, not-for-profit organization, or noncommercial educational broadcasting entity may submit an application to the Administrator in response to the solicitations required by subsection (e) of this section.

(g) Each project under this section shall be performed by the applicant, or by a person satisfactory to the applicant and the Administrator.

(h) Federal funds for any demonstration project under this section shall not exceed 75 percent of the total cost of such project. For the purposes of this section, the non-Federal share of project costs may be provided by inkind contributions and other noncash support. In cases where the Administrator determines that a proposed project merits support and cannot be undertaken without a higher rate of Federal support, the Administrator may approve grants under this section with a matching requirement other than that specified in this subsection, including full Federal funding.

(i) Grants under this section shall not exceed $250,000. In addition, 25 percent of all funds obligated under this section in a fiscal year shall be for grants of not more than $5,000.

SEC. 7. ENVIRONMENTAL INTERNSHIPS AND FELLOWSHIPS.

(a) The Administrator shall, in consultation with the Office of Personnel Management and other appropriate Federal agencies, provide for internships by postsecondary level students and fellowships for in-service teachers with agencies of the Federal Government.

(b) The purpose of internships and fellowships pursuant to this section shall be to provide college level students and in-service teachers with an opportunity to work with professional staff of Federal agencies involved in environmental issues and thereby gain an understanding and appreciation of such issues and the skills and abilities appropriate to such professions.

(c) The Administrator shall, to the extent practicable, support not less than 250 internships each year and not less than 50 fellowships each year.

(d) The internship and fellowship programs shall be managed by the Office of Environmental Education. Interns and fellows may serve in appropriate agencies of the Federal Government including, but not limited to, the Environmental Protection Agency, the Fish and Wildlife Service, the National Oceanic and Atmospheric Administration, the Council on Environmental Quality, Federal natural resource management agencies, the Department of Agriculture, and the National Science Foundation.

(e) Interns shall be hired on a temporary, full-time basis for not to exceed 6 months and shall be compensated appropriately. Fellows shall be hired on a temporary full-time basis for not to exceed 12 months and shall be compensated appropriately. Federal agencies hiring interns shall provide the funds necessary to support salaries and related costs.

(f)(1) Individuals eligible for participation in the internship program are students enrolled at accredited colleges or universities who have successfully completed not less than four courses or the equivalent in environmental sciences or studies, as determined by the Administrator.

(2) Individuals eligible for participation in the fellowship program are in-service teachers who are currently employed by a local education agency and have not less than 2 years experience in teaching environmental education, environmental sciences, or related courses.

(g) Individuals shall be selected for internships and fellowships based on applications which shall be in such form as the Administrator considers appropriate.

(h) In selecting individuals for internships and fellowships, the Administrator shall provide for wide geographic, cultural, and minority representation.

SEC. 8. ENVIRONMENTAL EDUCATION AWARDS.

(a) The Administrator shall provide for a series of national awards recognizing outstanding contributions to environmental education.

(b) In addition to such other awards as the Administrator may provide for, national environmental awards shall include—

(1) The "Theodore Roosevelt Award" to be given in recognition of an outstanding career in environmental education, teaching, or administration;

(2) The "Henry David Thoreau Award" to be given in recognition of an outstanding contribution to literature on the natural environment and environmental pollution problems;

(3) The "Rachael Carson Award" to be given in recognition of an outstanding contribution in print, film, or broadcast media to public education and information on environmental issues or problems; and

(4) The "Gifford Pinchot Award" to be given in recognition of an outstanding contribution to education and training concerning forestry and natural resource management, including multiple use and sustained yield land management.

(c) Recipients of education awards provided for in subsection (b) shall be nominated by the Environmental Education Advisory Council provided for in section 9 of this Act.

(d) The Administrator may provide for the "President's Environmental Youth Awards" to be given to young people in grades kindergarten through twelfth for an outstanding project to promote local environmental awareness.

(e)(1) The Chairman of the Council on Environmental Quality, on behalf of the President, is authorized to develop and administer an awards program to recognize elementary and secondary education teachers and their local educational agencies who demonstrate excellence in advancing environmental education through innovative approaches. One teacher, and the local education agency employing such teacher, from each State, including the District of Columbia and the Commonwealth of Puerto Rico, are eligible to be selected for an award pursuant to this subsection.

(2) The Chairman is authorized to provide a cash award of up to $2,500 to each teacher selected to receive an award pursuant to this section, which shall be used to further the recipient's professional development in environmental education.

(3) The Chairman is also authorized to provide a cash award of up to $2,500 to the local education agency employing any teacher selected to receive an award pursuant to this section, which shall be used to fund environmental educational activities and programs. Such awards may not be used for construction costs, general expenses, salaries, bonuses, or other administrative expenses.

SEC. 9. ENVIRONMENTAL EDUCATION ADVISORY COUNCIL AND TASK FORCE.

(a) There is hereby established a National Environmental Education Advisory Council and a Federal Task Force on Environmental Education.

(b)(1) The Advisory Council shall advise, consult with, and make recommendations to, the Administrator on matters relating to activities, functions, and policies of the Agency under this Act. With respect to such matters, the Council shall be the exclusive advisory entity for the Administrator. The Council may exchange information with other Advisory Councils established by the Administrator. The Office of Environmental Education shall provide staff support to the Council.

(2) The Advisory Council shall consist of 11 members appointed by the Administrator after consultation with the Secretary. Two members shall be appointed to represent primary and secondary education (one of whom shall be a classroom teacher); two members shall be appointed to represent colleges and universities; two members shall be appointed to represent not-for-profit organizations involved in environmental education; two members shall be appointed to represent State departments of education and natural resources; two representatives shall be appointed to represent business and industry; and one representative shall be appointed to represent senior Americans. A representative of the Secretary shall serve as an ex officio member of the Advisory Council. The conflict of interest provision at section 208(a) of title 18, United States Code, shall not apply to members' participation in particular matters which affect the financial interests of employers which they represent pursuant to this subsection.

(3) The Administrator shall provide that members of the Council represent the various geographic regions of the country, has minority representation, and that the professional backgrounds of the members include scientific, policy, and other appropriate disciplines.

(4) Each member of the Advisory Council shall hold office for a term of 3 years, except that—

(A) any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term; and

(B) the terms of the members first taking office shall expire as follows: four shall expire 3 years after the date of enactment of this Act, four shall expire 2 years after such date, and three shall expire 1 year after such date, as designated by the Administrator at the time of appointment.

(5) Members of the Advisory Council appointed under this section shall, while attending meetings of the Council or otherwise engaged in business of the Council, receive compensation and allowances at a rate to be fixed by the Administrator, but not exceeding the daily equivalent of the annual rate of basic pay in effect for grade GS-13 of the General Schedule for each day (including travel time) during which they are engaged in the actual performance of duties vested in the Council. While away from their homes or regular places of business in the performance of services for the Council, members of the Council shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in the Government service are allowed expenses under section 5703(b) of title 5 of the United States Code.

(6) Section 14(a) of the Federal Advisory Committee Act relating to termination, shall not apply to the Advisory Council.

(c)(1) The Federal Task Force on Environmental Education shall advise, consult with and make recommendations to the Administrator on matters relating to implementation of this Act and assure the coordination of such implementation activities with related activities of other Federal agencies.

(2) Membership of the Task Force shall include the—

(A) Department of Education,

(B) Department of the Interior,

(C) Department of Agriculture,

(D) the Environmental Protection Agency,

(E) National Oceanic and Atmospheric Administration,

(F) Council on Environmental Quality,

(G) Tennessee Valley Authority, and

(H) National Science Foundation.

(3) The Environmental Protection Agency shall chair the Task Force.

(4) The Administrator may ask other Federal agencies to participate in the meetings and activities of the Task Force where the Administrator finds it appropriate in carrying out the requirements of this Act.

(d)(1) The Advisory Council shall, after providing for public review and comment, submit to the Congress, within 24 months of enactment of this Act and biennially thereafter, a report which shall—

(A) describe and assess the extent and quality of environmental education in the Nation;

(B) provide a general description of the activities conducted pursuant to this Act and related authorities over the previous 2-year period;

(C) summarize major obstacles to improving environmental education (including environmental education programs relating to national parks and wildlife refuges) and make recommendations for addressing such obstacles;

(D) identify personnel skills, education, and training needed to respond to current and anticipated environmental problems and make recommendations for actions to assure sufficient educational and training opportunities in these professions; and

(E) describe and assess the extent and quality of environmental education programs available to senior Americans and make recommendations thereon; describe the various Federal agency programs to further senior environmental education; and evaluate and make recommendations as to how such educational apparatuses could best be coordinated with non-profit senior organizations across the Nation, and environmental education institutions and organizations now in existence.

(2) The Federal Task Force on Environmental Education shall review and comment on a draft of the report to Congress.

SEC. 10. THE NATIONAL ENVIRONMENTAL EDUCATION AND TRAINING FOUNDATION.

(a) ESTABLISHMENT AND PURPOSES.—

(1) ESTABLISHMENT.—(A) There is hereby established the National Environmental Education and Training Foundation. The Foundation is established in order to extend the contribution of environmental education and training to meeting critical environmental protection needs, both in this country and internationally; to facilitate the cooperation, coordination, and contribution of public and private resources to create an environmentally advanced educational system; and to foster an open and effective partnership among Federal, State, and local government, business, industry, academic institutions, community based environmental groups, and international organizations.

(B) The Foundation is a charitable and nonprofit corporation whose income is exempt from tax, and donations to which are tax deductible to the same extent as those organizations listed pursuant to section 501(c) of the Internal Revenue Code of 1986. The Foundation is not an agency or establishment of the United States.

(2) PURPOSES.—The purposes of the Foundation are—

(A) subject to the limitation contained in the final sentence of subsection (d) herein, to encourage, accept, leverage, and administer private gifts for the benefit of, or in connection with, the environmental education and training activities and services of the United States Environmental Protection Agency;

(B) to conduct such other environmental education activities as will further the development of an environmentally conscious and responsible public, a well-trained and environmentally literate workforce, and an environmentally advanced educational system;

(C) to participate with foreign entities and individuals in the conduct and coordination of activities that will further opportunities for environmental education and training to address environmental issues and problems involving the United States and Canada or Mexico.

(3) PROGRAMS.—The Foundation will develop, support, and/or operate programs and projects to educate and train educational and environmental professionals, and to assist them in the development and delivery of environmental education and training programs and studies.

(b) BOARD OF DIRECTORS.—

(1) ESTABLISHMENT AND MEMBERSHIP.—(A) The Foundation shall have a governing Board of Directors (hereafter referred to in this section as "the Board"), which shall consist of 13 directors, each of whom shall be knowledgeable or experienced in the environment, education and/or training. The Board shall oversee the activities of the Foundation and shall assure that the activities of the Foundation are consistent with the environmental and education goals and policies of the Environmental Protection Agency and with the intents and purposes of this Act. The membership of the Board, to the extent practicable, shall represent diverse points of view relating to environmental education and training.

(B) The Administrator of the Environmental Protection Agency shall, pursuant to paragraph (2), appoint the Director of the Office of Environmental Education established pursuant to section 4 of this Act as an ex-officio member of the Board. Ex officio membership shall also be offered to other Federal agencies or departments with an interest and/or experience in environmental education and training.

(C) Appointment to the Board shall not constitute employment by, or the holding of an office of, the United States for the purposes of any Federal law.

(2) APPOINTMENT AND TERMS.—(A) Members of the Board shall be appointed by the Administrator of the Environmental Protection Agency.

(B) Within 90 days of the date of the enactment of this Act, and as appropriate thereafter, the Administrator shall publish in the Federal Register an announcement of appointments of Directors of the Board. At the same time, the Administrator shall transmit a copy of such announcement to the Education and Labor Committee and the Committee on Energy and Commerce of the House of Representatives and the Committee on Environment and Public Works of the United States Senate. Such appointments shall become final and effective 90 days after publication in the Federal Register.

(C) The directors shall be appointed for terms of 4 years, except that the Administrator, in making the initial appointments to the Board, shall appoint 5 directors to a term of 2 years, 4 directors to a term of 3 years, and 4 directors to a term of 4 years. The Administrator shall appoint an individual to serve as a director in the event of a vacancy on the Board within 60 days of said vacancy in the manner in which the original appointment was made. No individual may serve more than 2 consecutive terms as a director.

(3) CHAIR.—The Chair shall be elected by the Board from its members for a 2-year term.

(4) QUORUM.—A majority of the current membership of the Board shall constitute a quorum for the transaction of business.

(5) MEETINGS.—The Board shall meet at the call of the Chair at least twice a year. If a Director misses three consecutive regularly scheduled meetings, that individual may be removed from the Board and that vacancy filled in accordance with this subsection.

(6) REIMBURSEMENT OF EXPENSES.—Members of the Board shall serve without pay, but may be reimbursed for the actual and necessary traveling and subsistence expenses incurred by them in the performance of the duties of the Foundation.

(7) GENERAL POWERS.—(A) The Board may complete the organization of the Foundation by—

(i) appointing officers and employees;

(ii) adopting a constitution and bylaws consistent with the purposes of the Foundation and the provisions of this section; and

(iii) undertaking such other acts as may be necessary to carry out the provisions of this section.

(B) The following limitations apply with respect to the appointment of officers and employees of the Foundation:

(i) Officers and employees may not be appointed until the Foundation has sufficient funds to pay for their service. Officers and employees of the Foundation shall be appointed without regard to the provisions of title 5 of the United States Code, governing appointments in the competitive service, and may be paid without regard to the provisions of chapter 51 or subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates, except that no individual so appointed may receive pay in excess of the annual rate of basic pay in effect for grade GS-18 of the General Schedule.

(ii) The first officer or employee appointed by the Board shall be the Executive Director of the Foundation who (I) shall serve, at the direction of the Board, as the Secretary of the Board and the Foundation's chief executive officer, and (II) shall be experienced in matters relating to environmental education and training.

(c) RIGHTS AND OBLIGATIONS OF THE FOUNDATION.—

(1) IN GENERAL.—The Foundation—

(A) shall have perpetual succession;

(B) may conduct business throughout the several States, territories, and possessions of the United States and abroad;

(C) shall have its principal offices in the District of Columbia or in the greater metropolitan area; and

(D) shall at all times maintain a designated agent authorized to accept service of process for the Foundation.

The service of notice to, or service of notice upon, the agent required under paragraph (4), or mailed to the business address of such agent, shall be deemed as service upon or notice to the Foundation.

(2) SEAL.—The Foundation shall have an official seal selected by the Board which shall be judicially noticed.

(3) POWERS.—To carry out its purposes under section 10(a) of this Act, the Foundation shall have, in addition to the powers otherwise given it under this section, the usual powers of a corporation acting as a trustee, including the power—

(A) to accept, receive, solicit, hold, administer, and use any gift, devise, or bequest, either absolutely or in trust, of real or personal property or any income therefrom or other interest therein;

(B) to acquire by purchase or exchange any real or personal property or interest therein;

(C) unless otherwise required by the instrument of transfer, to sell, donate, lease, invest, reinvest, retain, or otherwise dispose of any property or income therefrom;

(D) to sue, or to be sued, and complain or defend itself in any court of competent jurisdiction, except that the Directors of the Board shall not be personally liable, except for gross negligence;

(E) to enter into contracts or other arrangements with public agencies and private organizations and persons and to make such payments as may be necessary to carry out its functions; and

(F) to do any and all acts necessary and proper to carry out the purposes of the Foundation.

(d) CONDITIONS ON DONATIONS.—

(1) For the purposes of this section, a gift, devise, or bequest may be accepted by the

Foundation even though it is encumbered, restricted, or subject to beneficial interests of private persons if any current future interest therein is for the benefit of the Foundation.

(2) No donation, gift, devise, bequest, property (either real or personal), voluntary services, or any other thing of value may be accepted by the Foundation if it—

(A) is contingent upon the transmission by the Foundation of materials or information prepared by the donor or a third party in such a fashion as to convey a particular point of view favorable to the economic interests of the donor or its constituents or associates; or

(B) in the judgment of the Board carries with it an explicit or implied requirement on the part of the Foundation to do a specific act or make general representations which are to the benefit of the donor and which are not consistent with the environmental and education goals and policies of the Environmental Protection Agency and with the intents and purposes of this Act.

(3) No materials bearing "logos", letterhead or other means of identification associated with a donor or third party may be transmitted by the Foundation for use in environment education and training except as required pursuant to subsection (f).

(e) ADMINISTRATIVE SERVICES AND SUPPORT.—Subject to the requirements of this subsection, the Administrator may provide personnel, facilities, and other administrative services to the Foundation, including reimbursement of expenses under subsection (b)(6) of this section, not to exceed then current Federal Government per diem rates, for a period of up to 4 years from the date of enactment of this Act, and may accept reimbursement therefor, to be deposited in the Treasury to the credit of the appropriations then current and chargeable for the costs of providing such services. With respect to personnel, the Administrator may provide no more than 1 full-time employee to serve the Foundation in a policy capacity, and may provide clerical and other support staff at a level equivalent to 2 full-time equivalent employees to the Foundation, for a period not to exceed 2 years from the date of initial assignment of any personnel for this purpose.

(f) REPORT.—The Foundation shall, as soon as practicable after the end of each fiscal year, transmit to Congress a report of its proceedings and activities during the year, including a full and complete statement of its receipts, expenditures, and investments.

(g) VOLUNTEER STATUS.—The Administrator may accept, without regard to the civil service classification laws, rules, or regulations, the services of the Foundation, the Board, and the officers and employees of the Board, without compensation from the Environmental Protection Agency, as volunteers in the performance of the functions authorized herein, in the manner provided for under this section.

(h) AUDITS AND PETITION OF THE ATTORNEY GENERAL FOR EQUITABLE RELIEF.—For purposes of the Act entitled "An Act for audit of accounts of private corporations established under Federal law", approved August 30, 1964 (Public Law 88-504; 36 U.S.C. 1101-1103), the Foundation shall be treated as a private corporation established under Federal law.

(i) UNITED STATES RELEASE FROM LIABILITY.—The United States shall not be liable for any debts, defaults, acts, or omissions of the Foundation nor shall the full faith and credit of the United States extend to any obligation of the Foundation.

(j) AMENDMENT AND REPEAL.—The Congress expressly reserves the right to repeal or amend this section at any time.

SEC. 11. AUTHORIZATION.

(a) There is hereby authorized to be appropriated to the Environmental Protection Agency to carry out this Act not to exceed $12,000,000 for each fiscal year 1992 and 1993, not to exceed $13,000,000 for fiscal year 1994, and not to exceed $14,000,000 for each fiscal year 1995, and 1996.

(b) Of such sums appropriated in a fiscal year, 25 percent shall be available for the activities of the Office of Environmental Education, 25 percent shall be available for the operation of the environmental education and training program, 38 percent shall be available for environmental education grants, 10 percent shall be available for support of the National Environmental Education and Training Foundation, and 2 percent shall be available to support awards pursuant to section 8(e) of this Act.

(c) Funds appropriated pursuant to this section may be made available to the National Environmental Education and Training Foundation to—

(1) match partially or wholly the amount or value of contributions (whether in currency, services, or property) made to the Foundation by private persons and State and local governments; and

(2) provide administrative services under section 10(d) of this Act

provided that the Administrator determines that such funds will be used to carry out the statutory purposes of the Foundation in a manner consistent with the goals, objectives and programs of this Act.

The Senate bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

GENERAL LEAVE

Mr. JONTZ. Mr. Speaker, I ask unanimous consent that all Member may have 5 legislative days within which to revise and extend their remarks and include therein extraneous material on S. 3176, the Senate bill just passed.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Indiana?

There was no objection.

ANNOUNCEMENT BY THE SPEAKER PRO TEMPORE

The SPEAKER pro tempore. The Chair will take 1-minute speeches.

THE SUMMIT AND THE MIDDLE EAST CRISIS

(Mr. GONZALEZ asked and was given permission to address the House for 1 minute, to revise and extend his remarks, and to include extraneous material.)

Mr. GONZALEZ. Mr. Speaker, I had anticipated addressing the House later, perhaps at the time that we would have completed all business. It pertains to a matter that is both sad, distressing, and disappointing for me to speak as I feel impelled I must.

When we adjourned on August 3 last, there were intimations that the President would take action with respect to the invasion of Kuwait.

As a matter of fact, no sooner were we adjourned, the President went to Camp David, decisions were made and announcements were made the following week that an expeditionary force would be considered and probably be sent.

The other thing was that the President held a conference and announced the Democrats who were participating in the so-called summit at Andrews Air Force Base, blaming them for the obstaclization that led to an inconclusive result. That bothered me considerably, because I had been very critical of the process of what I considered to be the equivalent of a super markup, in secret, and above all tragically labeled a summit, as if we had two foreign potentaries deliberating, instead of two of our most important branches of the Government, and in secret.

So I then wrote a letter to the Speaker and pled with him to open up the sessions of the so-called economic summit or budget summit. Naturally, the Speaker has not replied to the request, did not and has not since then.

In that letter, I pointed out that it was tantamount to a super markup session, and that we held our markups in open session and that when we did, we had results and that everyone would be privy to who said what, what positions were taken by what Member, and therefore these charges that were inflaming passions on a partisan basis in an election year would be diminished and probably avoided. I still feel that way.

The results, as I predicted, were that if leaders do not lead, if leaders do not communicate, the odds are great that they will lose their following, and this happened to both the President and the congressional leaders in that rather sad result in voting down that budget resolution. It was inevitable.

After all, we are peers in this body. If we elect our leaders, which is the prerogative of the majority, it is very much like the President. The President is not superior under our Constitution. He is a first among equals, as Madison so aptly put it, and it is the same thing with our leadership.

So I then became alarmed when the news was announced and the chairman of the Joint Chiefs, Gen. Colin Powell made speeches and denunciated the Iraqi leader. This to me was unheard of. This was something that, yes, the President we could see would be very critical of this rather unwholesome personage, but for the chief military leader to be out denouncing the ruler of another country, unpopular as he might be, seemed to me to be out of keeping with the position of the military.

□ 0330

Then the announcement of the calling up of the Reserves. It seems to me that clearly here it was the duty of

Senate Engrossed House Bill

ISSUED BY
JIM SHUMWAY
SECRETARY OF STATE

State of Arizona
House of Representatives
Thirty-ninth Legislature
Second Regular Session
1990

CHAPTER 265

HOUSE BILL 2675

AN ACT

RELATING TO EDUCATION, TRANSPORTATION AND THE ENVIRONMENT; ESTABLISHING A PROGRAM OF ENVIRONMENTAL EDUCATION; ESTABLISHING AN ENVIRONMENTAL NUMBER PLATE FUND; PRESCRIBING CERTAIN FUND PURPOSES; PROVIDING FOR ENVIRONMENTAL NUMBER PLATES AND FEES; PRESCRIBING DEFINITIONS; REQUIRING PUBLIC SCHOOLS TO INTEGRATE ENVIRONMENTAL EDUCATION INTO CURRICULUM; PRESCRIBING GUIDELINES AND AN ENVIRONMENTAL EDUCATION INFORMATION RESOURCE SYSTEM; PROVIDING FOR AN ASSESSMENT OF ENVIRONMENTAL EDUCATION PROGRAMS; PRESCRIBING THAT UNIVERSITIES ESTABLISH AN ENVIRONMENTAL EDUCATION TRAINING PROGRAM; ESTABLISHING A DEPARTMENT OF EDUCATION ENVIRONMENTAL EDUCATION FUND; PRESCRIBING CERTAIN FUND ADMINISTRATION; ESTABLISHING THE INTERAGENCY COMMITTEE ON ENVIRONMENTAL EDUCATION; PRESCRIBING APPOINTMENT, MEETINGS AND DUTIES OF THE INTERAGENCY COMMITTEE ON ENVIRONMENTAL EDUCATION; ESTABLISHING THE ARIZONA ENVIRONMENTAL EDUCATION TASK FORCE; PRESCRIBING APPOINTMENT, MEETINGS AND DUTIES OF THE ARIZONA ENVIRONMENTAL EDUCATION TASK FORCE AND THE CHAIRMAN; ESTABLISHING AN ARIZONA ENVIRONMENTAL EDUCATION TASK FORCE FUND; PRESCRIBING IMPLEMENTATION OF ENVIRONMENTAL EDUCATION PROGRAMS; AMENDING TITLE 15, CHAPTER 2, ARTICLE 1, ARIZONA REVISED STATUTES, BY ADDING SECTION 15-214; AMENDING TITLE 15, CHAPTER 7, ARTICLE 1, ARIZONA REVISED STATUTES, BY ADDING SECTION 15-706; AMENDING TITLE 15, CHAPTER 10, ARIZONA REVISED STATUTES, BY ADDING ARTICLE 7.1; AMENDING TITLE 15, CHAPTER 13, ARTICLE 2, ARIZONA REVISED STATUTES, BY ADDING SECTION 15-1643; AMENDING TITLE 28, CHAPTER 3, ARTICLE 1, ARIZONA REVISED STATUTES, BY ADDING SECTION 28-308.08; AMENDING TITLE 49, CHAPTER 1, ARIZONA REVISED STATUTES, BY ADDING ARTICLE 4; AMENDING SECTION 28-301.03, ARIZONA REVISED STATUTES, AND PROVIDING FOR A CERTAIN DELAYED REPEAL DATE.

Be it enacted by the Legislature of the State of Arizona:

Section 1. Legislative intent

The legislature recognizes that the education of the people in this state is critical to maintaining the delicate balance among all forms of life and their environments. It is the intent of the legislature that the public schools, community colleges, state universities and state agencies provide a continuing awareness of the essential mission to preserve the earth's capacity to sustain a quality of life in the most healthful, enjoyable and productive environment possible. It is the further intent of the legislature that the public schools, community colleges, state universities and state agencies integrate environmental education throughout the educational system and public education programs so that awareness of students and the general public is thorough, continuous and meaningful.

Sec. 2. Title 15, chapter 2, article 1, Arizona Revised Statutes, is amended by adding section 15-214, to read:

15-214. Environmental number plate fund; purpose

A. AN ENVIRONMENTAL NUMBER PLATE FUND IS ESTABLISHED IN THE DEPARTMENT OF EDUCATION CONSISTING OF MONIES RECEIVED BY THE DEPARTMENT PURSUANT TO SECTION 28-308.08.

B. THE DEPARTMENT SHALL DEVELOP A PLAN FOR THE EXPENDITURE OF MONIES IN THE FUND. ALL MONIES IN THE FUND SHALL ONLY BE USED FOR ENVIRONMENTAL EDUCATION.

C. THE FUND ESTABLISHED IN THIS SECTION IS EXEMPT FROM THE PROVISIONS OF SECTION 35-190, RELATING TO LAPSING OF APPROPRIATIONS. ON NOTICE FROM THE DEPARTMENT OF EDUCATION, THE STATE TREASURER SHALL INVEST AND DIVEST MONIES IN THE FUND AS PROVIDED BY SECTION 35-313. THE STATE TREASURER SHALL CREDIT ALL MONIES EARNED FROM THESE INVESTMENTS TO THE FUND.

Sec. 3. Title 15, chapter 7, article 1, Arizona Revised Statutes, is amended by adding section 15-706, to read:

15-706. Instruction in environmental education; assessment; definition

A. ALL SCHOOL DISTRICTS SHALL DEVELOP AND IMPLEMENT PROGRAMS WHICH INTEGRATE ENVIRONMENTAL EDUCATION INTO THE GENERAL CURRICULUM. THE PROGRAMS SHALL BE DESIGNED TO HELP PUPILS DEVELOP AN UNDERSTANDING OF THE IMPORTANCE OF THE ENVIRONMENT. THE ENVIRONMENTAL EDUCATION PROGRAM SHALL INCLUDE CURRICULA TO INCREASE AWARENESS OF THE ENVIRONMENT AND TO PROMOTE KNOWLEDGE OF ENVIRONMENTAL CONCEPTS, DEVELOP POSITIVE ATTITUDES AND VALUES TOWARD THE ENVIRONMENT AND ENCOURAGE CIVIC AND SOCIAL RESPONSIBILITY TOWARD ENVIRONMENTAL ISSUES. THE ENVIRONMENTAL EDUCATION PROGRAM OF EACH SCHOOL DISTRICT SHALL BE ASSESSED AS TO THE EXTENT TO WHICH PUPILS HAVE DEVELOPED AN UNDERSTANDING OF THE IMPORTANCE OF THE ENVIRONMENT TO THE FUTURE OF THIS STATE AND ITS CITIZENS.

B. THE STATE BOARD OF EDUCATION SHALL PRESCRIBE GUIDELINES FOR DISTRICTS TO FOLLOW IN DEVELOPING THEIR ENVIRONMENTAL EDUCATION PROGRAMS AND ASSESSMENTS FOR USE IN EVALUATING THE IMPLEMENTATION OF THE PROGRAMS.

C. THE DEPARTMENT OF EDUCATION SHALL ESTABLISH AND MAINTAIN AN ENVIRONMENTAL EDUCATION INFORMATION RESOURCE SYSTEM. THE SYSTEM SHALL INCLUDE A CURRENT DOCUMENTATION, REFERRAL AND DISSEMINATION PROGRAM FOR ENVIRONMENTAL EDUCATION MATERIALS AND INFORMATION.

D. THE DEPARTMENT OF EDUCATION SHALL COLLABORATE WITH THE UNIVERSITIES AND OTHER RECOGNIZED ENVIRONMENTAL EDUCATION PROGRAMS IN PROVIDING ENVIRONMENTAL EDUCATION TRAINING PROGRAMS FOR CERTIFICATED TEACHERS AS PRESCRIBED IN SECTION 15-1643.