

ALASKA LEGISLATURE COMMITTEE FILES 1993-1994 8672

8290 SENATE HEALTH EDUCATION & SOCIAL SERVICES




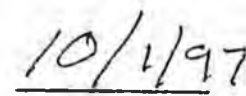
RECORDS



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Signature of Camera Operator


Date

HJR

30

Alaska State Legislature



Speaker of the House of Representatives

P.O. Box V
State Capitol
Juneau, Alaska 99811
(907) 465-1720

Official Business

RECEIVED APR 6 1993

SPONSOR STATEMENT

HJR 30

HJR 30 was introduced at the request of the Commissioner of Health and Social Services as a preventative measure. The Centers for Disease Control and Prevention has discontinued epidemiological and quarantine services at Ports of Entry in Alaska including Anchorage International Airport. Therefore there is no screening of the condition of health of persons entering Alaska from foreign countries.

With the increase in travel between Russia and other Pacific Rim countries and Alaska, the potential for an increase in communicable disease outbreaks in Alaska is significantly increased. For example, there is currently a case of drug resistant tuberculosis in Alaska that is believed to have been brought in from Korea. A health officer may not notice all illnesses being carried by travelers. However with careful scrutiny, a qualified observer should notice signs and symptoms of illnesses and hence require further investigation or examination.

HJR 30 asks the Centers for Disease Control and Prevention to support additional epidemiological staff to increase Alaska's capability to monitor potential outbreaks of communicable diseases carried by travelers.

FISCAL NOTE

STATE OF ALASKA
1993 LEGISLATIVE SESSION

BILL NO. HJR 30

Revision Date: _____ Dept. Affected: Health and Social Services
 Title: Relating to epidemiological and quarantine BRU: State Health Services
services in ports of entry in the state. Component: Epidemiology
 Sponsor: Barnes, Toohy
 Requestor: House HE&SS COMPONENT SERIAL NO. #296

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY94	FY95	FY96	FY97	FY98	FY99
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0
CAPITAL						
REVENUE FUND SOURCE						

FUNDING: (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year (FY93) impact: None

ANALYSIS: (Attach a separate page if necessary)

HJR 30 urges Congress and the Centers of Disease Control and Prevention to support additional staff in Alaska. Placement of this staff would be a federal expense and the department would not be obligated to fund these, or other associated services.

Prepared by: Peter M. Nakamura, M.D. MPH, Director Phone: 465-3090
 Division: Public Health Date: 3/1/93
 Approved by Commissioner: *[Signature]* Date: 3/2/93
 Agency: Department of Health and Social Services

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POSITION PAPER

HOUSE JOINT RESOLUTION NO. 30

A Resolution relating to epidemiological and quarantine services in ports of entry in the state.

BACKGROUND

The U.S. Centers for Disease Control and Prevention (CDC) is responsible for recommendations and regulations governing health requirements for international travelers and immigrants to the United States. The United States has adopted the World Health Organization's International Health Regulations which cover quarantenable diseases (cholera, yellow fever, and plague).

The CDC operates seven Quarantine Stations in the United States. After the closure of the Anchorage Quarantine Station in 1985, its functions were transferred to Seattle. Quarantine functions at Anchorage International Airport are conducted by the Federal Inspection Services (FIS) consisting of the Immigration Service which is responsible for monitoring and surveillance and the Customs Service which provides enforcement. All Immigration and Customs officials are trained in quarantine duties and report to the Washington-Seattle Quarantine Station.

There are few diseases now included by the U.S. to be covered by Quarantine Stations. They are cholera, yellow fever, plague, smallpox, diphtheria, infectious tuberculosis, and viral hemorrhagic fever. There are no requirements for medical screening for any of these diseases for international travelers, although intended immigrants are required to undergo medical evaluation and are excluded from entering the U.S. if they have any of these diseases or if they are determined to be mentally ill under the Immigration Nationality Act.

By law, airline pilots must report to the destination airport the presence of any illness (fever, rash, diarrhea, death) aboard an aircraft. The Quarantine Division contracts with three Anchorage physicians to provide for medical evaluation of all reported or detected illness. None of the federal health programs operating in Alaska (the Anchorage Arctic Investigations Program of the CDC, the Native Health Service) is involved in quarantine duties. After individuals with suspected quarantenable diseases are seen by a contract physician in Anchorage, the cases are reported to and discussed with the Seattle Quarantine Station. If appropriate, the CDC Headquarters in Atlanta and the Alaska Division of Public Health are notified.

DISCUSSION

HJR 30 notes that Alaska is becoming increasingly important as an international center for trade and travel with the Russian Far East and other Pacific Rim countries. It also recognizes that disease monitoring and the availability of medical screening services may be inadequate in Russia as a result of recent political and economic changes. It urges the Congress and the CDC to support additional epidemiological staff to increase in-state capability to monitor potential outbreaks of communicable diseases originating with travelers from the Russian Far East or other Pacific Rim countries.

The Department of Health and Social Services shares these concerns. Increasingly, international flights reaching Anchorage or other ports of arrival in Alaska originate in provincial cities where a shortage of medical screening services may be more acute than in the major cities of European Russia. This circumstance may increase the risk of disease importation.

POSITION

The Department of Health and Social Services supports the intent of HJR 30.

Prepared by: *Peter Nakamura*
Peter M. Nakamura, MD, MPH,
Director, Division of Public Health

Date: 3/1/93

Approved by: *Ted Mala*
Theodore A. Mala, MD, MPH
Commissioner, Department of Health and Social Services

Date: 3/2/93

STATE OF ALASKA

WALTER J. HICKEL, GOVERNOR

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

DIVISION OF PUBLIC HEALTH

P.O. BOX 110610
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RE: INFORMATION RELATIVE TO HJR 30 - INFECTIOUS DISEASE

Health care data from the former Soviet Union has not always been available or validated.

Disease incidence reports from the Yagodroye District, which is in close proximity to Alaska, demonstrated higher incidence for the following conditions (rates per 100,000):

	<u>Yagodroye</u>	<u>Alaska</u>
Hepatitis A	109.9	34.5
Salmonellosis	68.5	19.5
Shigelloses	85.0	2.0
Tuberculosis	24.9	12.0

In 1992, 17 of 57 active cases of tuberculosis in Alaska were diagnosed in foreign-born persons.

Both multi-drug resistant TB cases diagnosed in Alaska in 1992 were in immigrants from Asia.

Two tourists returning from Russia via Alaska in 1992 were diagnosed with salmonellosis.

An epidemiologic survey of travelers from Alaska to Russia conducted in 1992 showed that 13 of 353 developed travelers' diarrhea.

HJR

36

SENATE COMMITTEE REPORT

DATE: 4.26/93

FURTHER: JUDICIARY
FINANCE

DATE TURNED INTO OFFICE: 1/19/94

HES Committee considered CS FOR HOUSE JOINT RESOLUTION NO. 36(HES)

Urging the federal Department of Health and Human Services to repeal the "100-hour rule" relating to employment of certain persons receiving AFDC and to replace it with a regulation that will serve as an incentive for AFDC recipients to accept employment of more than 100 hours a month.

and recommends:

- [] replace with _____ CS _____ ()
 or [] adopt previous _____ CS _____ ()
 [] attaches amendment(s)

- [] same title
 [] new title
 [] technical title change (HB only)

- [] adopts _____ Letter of Intent
 [] further referral to the _____

- [] do pass
 [] do not pass
 [] no recommendation
 [] individual recommendations

NEW FISCAL NOTES

Department	Date	Zero	Fiscal
HSS	1/18/94	✓	

PREVIOUS FISCAL NOTES

Department	Date	Zero	Fiscal

[] Appropriation No Fiscal Note

DO PASS:

Duke Miller
Jim Duncan
Al Ellis
Bob Sharp
Judith E. Ballo
Steven A. Lemmon

OTHER RECOMMENDATIONS:

Steve Klein Do Pass
 Chair: Signature and Recommendation

FISCAL NOTE

STATE OF ALASKA
1994 LEGISLATIVE SESSION

Cs;
BILL NO. HJR 36 (HES)

Revision Date: _____ Dept. Affected: Health and Social Services
 Title: A Resolution urging the federal Department of Health and Human Services to repeal the "100-hour rule" BRU: Assistance Payments
 Component: AFDC
 Sponsor: Brice, et al
 Requestor: _____ COMPONENT SERIAL NO. 0220

Expenditures/Revenues:

(Thousands of Dollars)

OPERATING	FY95	FY96	FY97	FY98	FY99	FY00
PERSONAL SERVICES	0.0	0.0	0.0	0.0	0.0	0.0
TRAVEL	0.0	0.0	0.0	0.0	0.0	0.0
CONTRACTUAL	0.0	0.0	0.0	0.0	0.0	0.0
SUPPLIES	0.0	0.0	0.0	0.0	0.0	0.0
EQUIPMENT	0.0	0.0	0.0	0.0	0.0	0.0
LAND & STRUCTURES	0.0	0.0	0.0	0.0	0.0	0.0
GRANTS, CLAIMS	0.0	0.0	0.0	0.0	0.0	0.0
MISCELLANEOUS	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL	0.0	0.0	0.0	0.0	0.0	0.0
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REVENUE FUND SOURCE	0	0	0	0	0	0
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FUNDING:

(Thousands of Dollars)

1002 Federal Receipts	0.0	0.0	0.0	0.0	0.0	0.0
1003 GF Match	0.0	0.0	0.0	0.0	0.0	0.0
1004 GF	0.0	0.0	0.0	0.0	0.0	0.0
1005 GF/Program Receipts	0.0	0.0	0.0	0.0	0.0	0.0
1006 GF/MHTIA	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

Estimate of current year (FY94) impact: NONE

ANALYSIS: (Attach a separate page if necessary)

HJR 36 calls for repeal of the federal AFDC "100-hour rule" for AFDC Unemployed Parent families. This resolution has no direct fiscal impact on AFDC program costs. Neither the effective date of any change in federal policy that might result from this resolution nor the impact of an alternate federal definition of unemployment can be predicted.

Prepared by: Jan L. Hansen, Director
 Division: Division of Public Assistance
 Approved by Commissioner: Margaret R. Lowe, M.Ed., Ed.S.
 Agency: Department of Health & Social Services

Phone: 465-2680
 Date: 1/18/94
 Date: 1-18-94

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Representative Tom Brice

ALASKA STATE LEGISLATURE

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907-465-3466

REPRESENTATIVE TOM BRICE Sponsor Statement for HJR 36

The federal Department of Health and Human Services has developed and implemented regulations relating to the Aid to Families with Dependent Children Unemployed Parent Program that set out the number of hours a grant recipient can work and maintain eligibility for the program. That threshold is set at 100 hours per month. If a job that exceeds 100 hours per month is accepted by the unemployed parent, that family becomes ineligible for AFDC and Medicaid even if employment earnings are less than the amount of the AFDC grant.

This rule in effect encourages dependency on the AFDC program and discourages people who want to work from accepting full time employment. Many low income families do not accept jobs because those jobs will not support the family or have no health benefits. Therefore, many families stay on the AFDC program in order to meet basic living needs. In addition to the issue of fostering dependency, it means that the state is incurring increased costs to the program.

Repealing the 100 hour rule will allow those families to accept employment that exceeds 100 hours per month that may partially support them and reduce the amount of aid they receive. This will promote self sufficiency and save state dollars at the same time.

Additionally, President Clinton's federal welfare reform working group has been meeting to formulate recommendations that will be forwarded to the administration for inclusion in a welfare reform package later this year. Preliminary indications suggest that the repeal of the 100 hour rule will be one of those recommendations. It is important that we add our voice of support for this element of welfare reform.

In order to seriously consider responsible welfare reform, we must encourage the development of laws and regulations that help rather than hinder families to become more self sufficient.



POSITION PAPER

HOUSE JOINT RESOLUTION No. 36

A Resolution urging the federal Department of Health and Human Services to repeal the "100-hour rule" relating to employment of certain persons receiving AFDC and to replace it with a regulation that will serve as an incentive for AFDC recipients to accept part-time employment.

Discussion:

HJR 36 calls for repeal of the AFDC "100-hour rule" for AFDC Unemployed Parent families. The Department of Health and Social Services supports this resolution. We have found that the 100-hour rule, rather than promoting self-sufficiency, contributes to AFDC dependency for all of the reasons stated in HJR 36. Both the Department and Governor Hickel have recently issued position papers calling for repeal of the 100-hour rule along with enactment of other federal welfare reform measures.

Federal statute requires the Department of Health and Human Services to establish a regulatory definition of unemployment for purposes of determining eligibility for two-parent AFDC families where the parents do not have enough income to support themselves and their children. The 100-hour rule provides that AFDC eligibility does not exist for such a family if the parent with the most substantial earnings history is working 100 hours or more per month, regardless of the amount of earnings.

This regulation, while designed to draw a clear line of distinction between the unemployed and the underemployed, actually has the result of discouraging AFDC parents from accepting full-time, low-paid jobs that, while they would not produce enough earnings to support the family at the AFDC standard of need, would reduce the amount of their AFDC benefits and could eventually lead to self-sufficiency. Such jobs are often the only jobs available to AFDC parents, and we want to encourage them to accept any employment that is available to them. The 100-hour rule is inimical to the Department's goal of encouraging work and supporting the self-sufficiency of welfare recipients.

Position Paper
HJR 36
Page 2

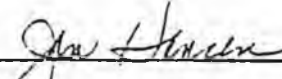
Proposed Amendments:

Page 2, lines 9 and 10 of the bill request that the regulation be revised to "encourage AFDC recipients to accept *part-time* employment." That is essentially what the existing rule already does, and the crux of the problem. We propose that this language be changed to "encourage AFDC recipients to accept employment regardless of the number of hours worked, remaining eligible for AFDC benefits so long as the amount of their income does not exceed the state's standard of need."

To be consistent with this change in text, it is also necessary to strike the word "part-time" from the bill title.

Recommendation:


The Department of Health and Social Services supports HJR 36 and recommends that it be adopted with the proposed amendments.



Jan L. Hansen, Director
Division of Public Assistance
Department of Health and
Social Services

4/3/93

Date



Theodore A. Mala, MD, MPH
Commissioner
Department of Health and
Social Services

4/2/93

Date

STATE OF ALASKA

POSITION PAPER

March 8, 1993

FEDERAL POLICY CHANGES NEEDED FOR STATE WELFARE REFORM

The State of Alaska needs changes in federal policy to enable it to move forward with initiatives to reduce welfare dependency and promote the self-sufficiency of welfare recipients. We propose changes in the following policy areas.

- AFDC Waiver Authority: Provide more options to states. Allow statewide waivers without demonstration project methodology.
- AFDC Unemployed Parents: Repeal the "100-hour rule."
- AFDC Eligibility Policy: Expand work incentives; allow options for the vehicle value limit.
- JOBS Program Policy: Drop unrealistic requirements and recognize the value of paid work.

Re-allocate lapsed federal JOBS funds to states that have fully matched 100% of federal CAP.

Eliminate "new job" requirement for Work Supplementation.
- Work Experience: Provide federal matching funds for work experience programs for non-JOBS AFDC recipients.
- Health Care: Expand Transitional Medicaid coverage for AFDC recipients who go to work.

Background

The State of Alaska has found that federal policies severely limit its ability to try new approaches in the Aid to Families with Dependent Children (AFDC) program and in the Job Opportunities and Basic Skills Training (JOBS) program for AFDC recipients. Many Alaskans have expressed a growing sense of frustration as it has become clear that the federal government must act before we can hope to make real, positive changes in our AFDC program.

Along with many other states, Alaska has experienced a rapid rise in its AFDC caseload over the past four years, with serious impact on the state budget. Alaska's caseload grew by 49.3 percent between July 1989 and September 1992 and is projected to continue to grow by at least 5 percent per year.

The Alaska Department of Health and Social Services has been working to identify the causes of welfare dependency and developing measures to curb the growth of the AFDC program. The January 1993 issue of Alaska Economic Trends includes an article that summarizes the Department's study of welfare dependency and welfare restructuring measures. The study revealed that federal requirements stand in the way of state initiatives to reduce welfare dependency. Many of the most eloquent critics of existing federal policies are themselves AFDC recipients.

Proposed Federal Changes

AFDC Waiver Authority

Provide Options to States: The states' policy options are too limited. Policy waivers are difficult to obtain, expensive to operate, and inequitable in their application. Section 1115 of the Social Security Act establishes the only authority for waiver of federal AFDC policies. The waiver requirements are a major obstacle to welfare reform. The cost of designing and operating the demonstration projects required for waiver approval is prohibitive for small states like Alaska. A project of any significant size requires major modifications to electronic data processing systems and additional staff to design, monitor, and operate the project in compliance with the rigid federal guidelines. Some of the federal statutes and regulations governing AFDC and JOBS make so little sense that there is no further need for experimentation to test alternatives.

Allow Essential Waivers without Demonstration Project Methodology: The demonstration project requirement to impose different eligibility rules on experimental and control groups raises the issue of inequitable treatment of similarly situated people and makes it impossible to apply innovative rules to the state's entire AFDC caseload. Much has been written in the popular press about the innovations advanced by some of the larger states like Wisconsin, New Jersey, Maryland and California. These stories tend to ignore the fact that the alternative rules being tested apply only to a selected number of individuals.

The general perception of the ability of the states to restructure their welfare programs stands in sharp contrast to the reality of applying waivers under the current requirements. Waivers should be granted to allow statewide changes without requiring a control group.

AFDC Unemployed Parents

Repeal the 100-hour Rule: The limit on the number of hours that AFDC parents in intact families may work encourages dependency and wastes state and federal program dollars. The "100-hour rule" for AFDC Unemployed Parent cases, which denies benefits to families where a parent works more than 100 hours per month, actually fosters AFDC dependency and drives up the cost of the program. Low-income families frequently choose not to accept jobs that are available to them because they can't afford to take them. Families that might eventually work themselves off welfare stay on, hoping for a job that will pay enough to support them, and give up a source of income that would partially support them and reduce the cost of their AFDC benefits. The 100-hour rule must be repealed.

AFDC Eligibility Policy

Expand Work Incentives: Financial incentives for welfare recipients to work are inadequate. The statutory policy on treatment of earned income provides little real incentive for AFDC parents to work. States must be given the authority to disregard substantially larger amounts of working recipients' income so they will have real incentives to get jobs and keep working.

Allow Options for the Vehicle Value Limit: The regulatory restriction on the value of the family automobile keeps people at home when they could be working or training for work. It doesn't allow potential workers to have the reliable transportation they need to get training, search for work, get children to child care, or commute to available jobs. Federal policy must be changed to empower the states to set much higher limits on the value of vehicles than the \$1500 allowed under existing regulations.

JOBS

Drop Unrealistic Requirements: Participation quotas for the JOBS program for AFDC recipients are unrealistic and do not recognize work itself as a legitimate training activity.

As the American Public Welfare Association pointed out in a recently adopted resolution, the statutory requirement to have 40 percent of AFDC Unemployed Parent families participate in individual work experience beginning in fiscal year 1994 is unrealistic when you consider the cap on federal JOBS funding, the general lack of job skills of most recipients, and the high cost of developing sites and operating and monitoring the program.

Recognize Paid Work: The 40 percent requirement, combined with the other JOBS program participation quotas, sets the states up for failure and loss of federal funding.

This problem is exacerbated by the fact that the Department of Health and Human Services refuses to recognize unsubsidized employment as a legitimate work experience for unemployed parents. Paid employment -a real job- is the best possible work experience and must be the primary aim of the JOBS program. The JOBS participation quotas must be adjusted to reflect what can reasonably be accomplished with the amount of funding available.

Reallocate Lapsed JOBS Funds to States Who Use Cap: The authorization for Title IV-F JOBS funds is inadequate to carry out federal mandates for JOBS. Some states have fully expended their capped allocation and some states have lapsed JOBS funds by failing to appropriate adequate state match. The federal government should re-allocate lapsed JOBS funds to states that utilize their full cap and are making a welfare-to-work commitment with adequate state match. Alaska could be entitled to an additional \$1,000,000 for its JOBS program if a reallocation policy were in place.

Eliminate "New Job" Requirement for Work Supplementation: There is welfare dependency-breaking value in JOBS Work Supplementation (welfare recipients working for a pay check from an employer, partially funded by diversion of the welfare grant.) The federal requirement that Work Supplementation job placements be made only in jobs which did not previously exist severely restricts the use by public assistance agencies of the Work Supplementation program. JOBS program policy must be changed to allow Work Supplementation placements in any job slot available in the employment market.

Work Experience for non-JOBS AFDC Recipients

Restore Federal Funding for Title IV-A Work Experience: The Family Support Act of 1988 repealed federal funding and authority for mandatory work experience activities for AFDC recipients who are not enrolled in JOBS. Comprehensive welfare reform requires federal support of work experience for AFDC clients who, because of limited funding, are not served by the JOBS program. An impetus to work must be placed on all welfare recipients, not just those enrolled in JOBS. Authority and funding for non-JOBS AFDC work experience must be restored.

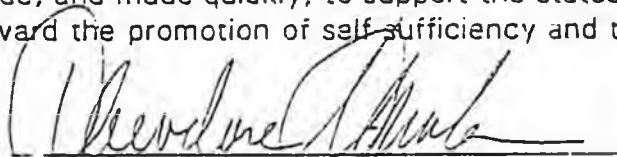
Health Care

Expand Transitional Medicaid: Under the current rules, the maximum Transitional Medicaid coverage is twelve months for people who lose eligibility for AFDC due to increases in earned income. It has been widely acknowledged that access to health care is one of the major reasons people stay on welfare. The twelve-month coverage limitation is a barrier to long term employment for people entering the labor force, particularly at the lower wage levels. The twelve-month limitation must be supplemented by an extension of coverage at state option, based either on length of employment, total income of the household, or both.

Conclusion

Regulatory and statutory provisions which promote dependency and hinder the states' efforts must be repealed. The federal government must move away from the demonstration project concept toward a statutory expansion of the states' policy options. The states also need a simple, comprehensive administrative process for waiver of statutory and regulatory requirements. The states are well motivated to control costs while assuring that their citizens are protected from poverty. States are not going to adopt changes that do not promise to yield results.

These federal policy changes must be made, and made quickly, to support the states in their desire to affect positive changes toward the promotion of self-sufficiency and the reduction of welfare costs.



Theodore A. Mala, MD, MPH
Commissioner
Department of Health & Social Services

For more information, contact:

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Welfare in Alaska—Help or Hindrance to Self-Sufficiency?

by Cristina Klein

There is a simple but revealing tale set in Japan which explores the nature of truth. In this story, the tale of Rashomon, four individuals witness the same event—a death on the road which they are traveling. Later, when these witnesses recount what they have seen to the police, four vastly different stories emerge. Was it a suicide or murder? If murder, by whom?

Beliefs about welfare and how it should work are like the contrasting "truths" in the tale of Rashomon.

A working person who has never applied for welfare may see the system as an unfair dole to people too lazy to work. Someone without skills and with little work experience, newly separated, with two young children, may see welfare as her salvation, keeping her family off the streets. An eligibility technician in a welfare office with a growing caseload may see welfare as a frustrating complex of regulations to wade through while attempting to help clients. And in the various states, policy makers express their views about welfare in poli-

Cristina Klein is a Project Coordinator with the Alaska Department of Health & Social Services. She has previously worked as a Labor Economist for DOL/Research and Analysis, and as a writer, social worker, business owner and Peace Corps Volunteer. Her article, "Is There a Nurse in the House?" appeared in the December 1989 *Alaska Economic Trends*.

Welfare in Alaska

Aid to Families with Dependent Children (AFDC) is known simply as welfare. Some facts about welfare in Alaska:

- The AFDC program provides support to needy children. Grants are given to families because this is the most efficient way to deliver financial aid.
- The AFDC-Basic program helps low income families deprived of one or both parents. AFDC-Unemployed Parent (UP) provides cash assistance to families with both parents in the home.
- AFDC participation makes members of households eligible for Medicaid and energy assistance.
- In 1993, a household comprised of a mother and two children receives \$950 a month or 79% of the federal poverty level for Alaska.
- \$814 was the average AFDC payment in August 1992.
- Each month in 1992, about 11,000 families in Alaska received AFDC assistance. Family members included about 12,000 adults and about 20,600 children, a total of about 32,600 individuals.
- Between FY 84 and FY 91, roughly 67% of AFDC families received AFDC for less than two years.
- In FY91, 45% of all AFDC families served had only one child. Only 9% of AFDC families had more than three children.
- Child support payments for AFDC families reimburse state and federal AFDC programs and partially fund the Alaska Department of Revenue's Child Support Enforcement Division. AFDC clients are allowed the first \$50 of child support payments as a collection incentive.
- The federal government pays 50% of the Alaska AFDC program costs for both clients' benefits and for program administration.
- The federal government requires states to provide education, employment and training services to AFDC recipients. Alaska provides these services through the Job Opportunities and Basic Skills (JOBS) program.
- AFDC-UP was federally mandated for all states by October 1, 1990. Alaska began including two parent households in AFDC on October 1, 1990.

cies which range from the innovative to the punitive.

Self-Sufficiency project seeks answers

The Alaska AFDC Self-Sufficiency Project set out in May of 1992 to find out about welfare. Does it create a group of dependent people with no incentive to work? Is the system a nightmare of regulations and forms? How can the welfare system help recipients get jobs and become independent of the system? And how can the system reduce or maintain costs in a time of growing caseloads—a problem fit for a sage to ponder.

The project surveyed AFDC clients and staff and looked at the innovative programs which other states are undertaking to find new ways to promote self-sufficiency.

Table 1 gives the number of AFDC clients and program costs by district in August, 1992. Table 2 shows AFDC recipients' length of stay in the program.

Poverty is growing in Alaska and the U.S.

According to the U.S. Bureau of the Census annual poverty report, *Poverty in the United States: 1991*, the number of poor is at its highest level since anti-poverty programs began in the mid-1960s. The number of Americans living below the poverty line in 1991 was 35.7 million, or 1 in every 7 Americans. In 1991, 35.4 million Americans (14.1%) had no medical insurance.

One of the primary reasons given for the national increase in poverty is the increasing number of people in low wage jobs which do not provide medical benefits. In the 1960s and 1970s, the earnings of a full-time, year-round worker in a minimum wage job typically exceeded the poverty level for a family of three. In the 1980s, that changed.

Nationally, the minimum wage for a full time worker would have to be raised to \$5.40 to equal the poverty level for a family of three. In Alaska, the minimum wage would have to be raised to \$7.20 for a family of three in order to equal the poverty level (\$1,205) set for that family size by the federal government. At the current minimum wage level of \$4.75 in Alaska, a wage earner with two dependents would be earning just 66% of the poverty level.

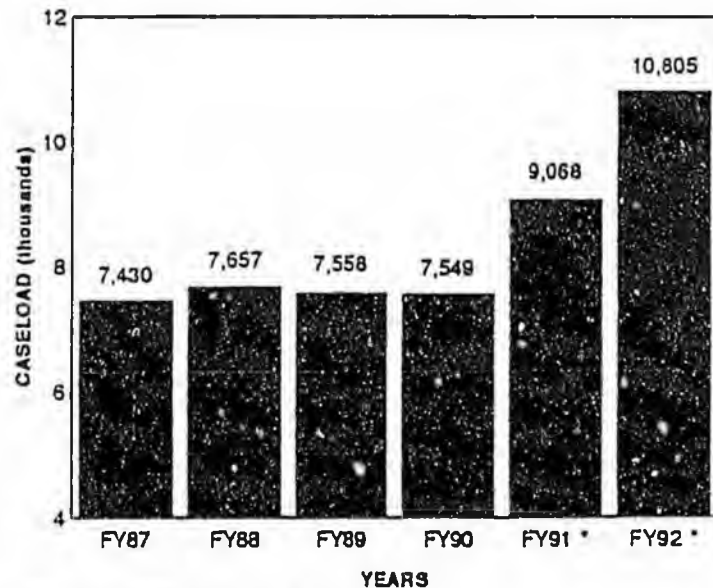
Length of Stay Summary
January 1, 1992

Length of Time on AFDC	# of Clients	Percentage
1-12 Months	2,800	28.9
13-24 Months	1,997	20.6
25-36 Months	1,183	12.2
37-60 Months	1,716	17.7
Greater than 60 Months	2,007	20.7
Total	9,703	

Source: Alaska Department of Health & Social Services, Division of Public Assistance.

Figure • 1

AFDC Program Average Caseload in Alaska
by Fiscal Year—1987 to 1992



*AFDC-UP (two parent) added in October 1990.

Source: Alaska Department of Health & Social Services, Division of Public Assistance.

Welfare in Alaska—Help or Hindrance to Self-Sufficiency?

by Cristina Klein

There is a simple but revealing tale set in Japan which explores the nature of truth. In this story, the tale of Rashomon, four individuals witness the same event—a death on the road which they are traveling. Later, when these witnesses recount what they have seen to the police, four vastly different stories emerge. Was it a suicide or murder? If murder, by whom?

Beliefs about welfare and how it should work are like the contrasting "truths" in the tale of Rashomon.

A working person who has never applied for welfare may see the system as an unfair dole to people too lazy to work. Someone without skills and with little work experience, newly separated, with two young children, may see welfare as her salvation, keeping her family off the streets. An eligibility technician in a welfare office with a growing caseload may see welfare as a frustrating complex of regulations to wade through while attempting to help clients. And in the various states, policy makers express their views about welfare in poli-

Cristina Klein is a Project Coordinator with the Alaska Department of Health & Social Services. She has previously worked as a Labor Economist for DOL/Research and Analysis, and as a writer, social worker, business owner and Peace Corps Volunteer. Her article, "Is There a Nurse in the House?" appeared in the December 1989 *Alaska Economic Trends*.

Welfare in Alaska

Aid to Families with Dependent Children (AFDC) is known simply as welfare. Some facts about welfare in Alaska:

- * The AFDC program provides support to needy children. Grants are given to families because this is the most efficient way to deliver financial aid.
- * The AFDC-Basic program helps low income families deprived of one or both parents. AFDC-Unemployed Parent (UP) provides cash assistance to families with both parents in the home.
- * AFDC participation makes members of households eligible for Medicaid and energy assistance.
- * In 1993, a household comprised of a mother and two children receives \$950 a month or 79% of the federal poverty level for Alaska.
- * \$814 was the average AFDC payment in August 1992.
- * Each month in 1992, about 11,000 families in Alaska received AFDC assistance. Family members included about 12,000 adults and about 20,600 children, a total of about 32,600 individuals.
- * Between FY 84 and FY 91, roughly 67% of AFDC families received AFDC for less than two years.
- * In FY91, 45% of all AFDC families served had only one child. Only 9% of AFDC families had more than three children.
- * Child support payments for AFDC families reimburse state and federal AFDC programs and partially fund the Alaska Department of Revenue's Child Support Enforcement Division. AFDC clients are allowed the first \$50 of child support payments as a collection incentive.
- * The federal government pays 50% of the Alaska AFDC program costs for both clients' benefits and for program administration.
- * The federal government requires states to provide education, employment and training services to AFDC recipients. Alaska provides these services through the Job Opportunities and Basic Skills (JOBS) program.
- * AFDC-UP was federally mandated for all states by October 1, 1990. Alaska began including two parent households in AFDC on October 1, 1990.

Table 1

AFDC Caseload and Expenditures August 1992

	AFDC-Basic Cases	AFDC-UP Cases	AFDC Total Cases	AFDC Avg. Expenditure	AFDC Total Expenditure	
<i>*SC/South Central includes Kodiak, Dillingham, Nome, Kotzebue and Aleutian Chain.</i>	Anchorage	4,108	458	4,566	5826	\$3,772,077
	Fairbanks	1,061	151	1,212	793	961,518
	Wasilla	987	232	1,219	838	1,021,887
<i>**NR/Northern Region includes Fairbanks, Ft. Yukon and surrounding area.</i>	Southwest Region	623	315	938	808	757,641
	Kenai	640	111	751	800	601,133
	Juneau	471	66	537	754	404,834
<i>Source: Alaska Department of Health & Social Services, Division of Public Assistance.</i>	South Central Field*	410	68	478	781	373,366
	Ketchikan	432	48	480	809	288,428
	Northern Region Field**	312	78	390	850	331,477
	Nome	205	55	260	833	216,495
	Kotzebue	184	52	236	762	179,928
	Sitka	86	11	97	829	80,384
	Total	9,519	1,645	11,164	5814	\$9,089,168

AFDC Self-Sufficiency Project

The Alaska Department of Health and Social Services/Division of Public Assistance is conducting the Aid to Families with Dependent Children Self-Sufficiency Project, a one year study of strategies for helping AFDC clients become self-sufficient. The project is also looking at ways to reduce (or) contain AFDC program costs.

The study is composed of:

- 1) A survey of AFDC clients' and staff's perceptions of barriers to self-sufficiency. Forty AFDC clients were interviewed in person, another forty were interviewed by phone, and over 1,000 randomly selected clients were mailed an extensive questionnaire. This statistically valid survey focused on barriers to employment, ideas for changing the welfare system, and the kind of help clients need to get jobs and move off welfare.

AFDC clients returned 48% (485) of the mailed questionnaires.

All eligibility technicians, JOBS staff and Native JOBS staff were mailed questionnaires with questions about clients' barriers to self-sufficiency. About 50% (181 questionnaires) were returned.

- 2) Focus group meetings: The project coordinator held eleven focus group meetings on the barriers to self-sufficiency. Meetings were held with AFDC clients and staff, JOBS clients and staff, and Native JOBS clients and staff. Meetings were held in Juneau and Anchorage. About 175 people attended these meetings.
- 3) An analysis of the federal process (called a Section 1115 Waiver) which Alaska would have to undertake in order to run a demonstration project exempt from the usual federal provisions governing the AFDC program.
- 4) An analysis of the AFDC waiver demonstrations proposed or carried on by other states.
- 5) A review of rural job possibilities for AFDC clients that might be developed with other agencies.

The Self-Sufficiency Project will produce an interim report in early 1993.

Table • 2

Length of Stay Summary
January 1, 1992

cies which range from the innovative to the punitive.

Self-Sufficiency project seeks answers

The Alaska AFDC Self-Sufficiency Project set out in May of 1992 to find out about welfare. Does it create a group of dependent people with no incentive to work? Is the system a nightmare of regulations and forms? How can the welfare system help recipients get jobs and become independent of the system? And how can the system reduce or maintain costs in a time of growing caseloads—a problem fit for a sage to ponder.

The project surveyed AFDC clients and staff and looked at the innovative programs which other states are undertaking to find new ways to promote self-sufficiency.

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Total	9,703	

Source: Alaska Department of Health & Social Services, Division of Public Assistance.

Table 1 gives the number of AFDC clients and program costs by district in August, 1992. Table 2 shows AFDC recipients' length of stay in the program.

Poverty is growing in Alaska and the U.S.

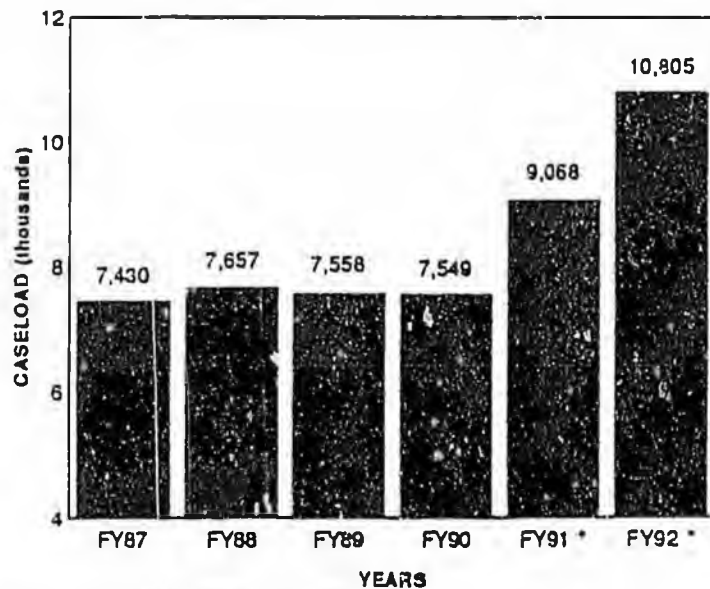
According to the U.S. Bureau of the Census annual poverty report, *Poverty in the United States: 1991*, the number of poor is at its highest level since anti-poverty programs began in the mid-1960s. The number of Americans living below the poverty line in 1991 was 35.7 million, or 1 in every 7 Americans. In 1991, 35.4 million Americans (14.1%) had no medical insurance.

One of the primary reasons given for the national increase in poverty is the increasing number of people in low wage jobs which do not provide medical benefits. In the 1960s and 1970s, the earnings of a full-time, year-round worker in a minimum wage job typically exceeded the poverty level for a family of three. In the 1980s, that changed.

Nationally, the minimum wage for a full time worker would have to be raised to \$5.40 to equal the poverty level for a family of three. In Alaska, the minimum wage would have to be raised to \$7.20 for a family of three in order to equal the poverty level (\$1,205) set for that family size by the federal government. At the current minimum wage level of \$4.75 in Alaska, a wage earner with two dependents would be earning just 66% of the poverty level.

Figure • 1

AFDC Program Average Caseload in Alaska
by Fiscal Year—1987 to 1992



*AFDC-UP (no parent) added in October 1990.

Source: Alaska Department of Health & Social Services, Division of Public Assistance.

Table • 3

**AFDC-UP in Alaska and Western States
(As a % of total AFDC)**

State	Recipients				Families			
	AFDC-UP	% of Total	Basic	% of Total	UP	% of Total	Basic	% of Total
Alaska	6,645	22.2	23,245	78.8	1,449	14.3	8,710	85.7
California	480,611	21.3	1,775,530	78.7	114,213	14.5	647,097	85.5
Oregon	15,884	13.1	100,897	86.4	3,826	9.2	37,708	90.8
Washington	58,469	21.7	210,666	78.3	13,827	14.6	80,974	85.4

Source: Alaska Department of Health & Social Services, Division of Public Assistance.

In 1991, 11.8% of Alaskans were living below the poverty line. About 5% of Alaskans, or less than half of those living below the poverty line, were recipients of AFDC.¹

due to both the growth of Alaska's population and to the national recession. The growth in Alaska's caseloads correlates closely with a national trend of increasing caseloads.

¹AFDC-UP added in October, 1990.

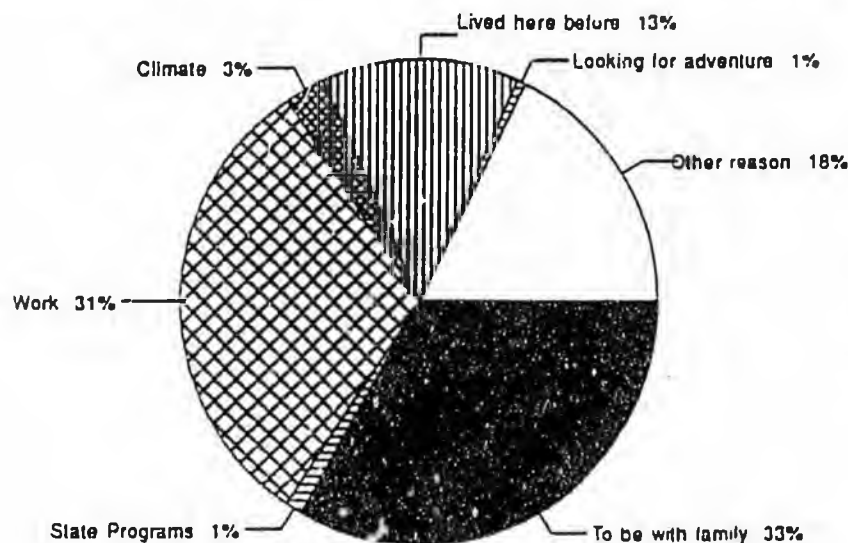
AFDC caseloads on the rise

Alaska is experiencing a phenomenon common to most other states. AFDC caseloads have been growing dramatically since 1990. This increase is

Another significant reason for the increase in caseloads has been the federally mandated addition of two parent households (AFDC-UP) in October, 1990. This mandate was contained in the Family Support Act (FSA) of 1988, a major package of federal welfare reform legislation designed to promote family self-sufficiency. About half the states were providing coverage to two-parent families before the mandate of the Family Support Act in 1988.

Figure • 2

**Primary Reason for Coming to Alaska
Field Operations Client Survey**



Note: Although 13% gave "lived here before" as primary reason, 24% of total respondents had actually lived in Alaska before.

Source: Alaska Department of Health & Social Services, Division of Public Assistance.

Alaska's addition of AFDC-Unemployed Parent (UP) households in October, 1990, accounted for over half the increase in the state's caseloads in 1991-92. Average AFDC caseloads grew by 43% from the 1989 level to the 1992 average caseload level. AFDC caseloads in virtually every other state grew during this period. (Nationally, there were 4,973,200 families receiving AFDC in June, 1992.)

Sustained caseload increases correlate closely with periods of economic downturn in Alaska. Following the boom of the oil pipeline construction which ended in 1976, the Alaskan economy went into a recession. AFDC caseloads at this time (1977-80) increased dramatically. From 1981 until 1984, AFDC caseloads decreased. When oil revenues fell in 1985, AFDC caseloads again increased sharply until 1988. Caseloads then leveled off and decreased in 1989.

Figure 1 shows the average caseload growth of AFDC in Alaska from 1987 through 1992. Table 3 shows that AFDC-UP makes up about the same percent of AFDC costs for Alaska, Washington, Oregon and California.

Are people coming to Alaska to collect welfare?

Two studies say no.

Two recent surveys have been conducted by the Alaska Department of Health and Social Services/ Division of Public Assistance. The first is an anonymous questionnaire given to new applicants for AFDC to find out if AFDC applicants are coming to Alaska to collect benefits.

This survey shows that being with family, previous residence in Alaska and work are the primary reasons new applicants give for coming to Alaska. Figure 2 gives the results of the field survey.

The second confidential questionnaire was given to over 1,000 clients through the AFDC Self-Sufficiency Project in July, 1992. The primary reasons given for coming to Alaska were that recipients used to live here, that their families live in Alaska, that the quality of life in Alaska is better than in other places, and that work is abundant in the state. Figure 3 shows the results for both rural and urban clients.

Does Alaska pay too much to welfare clients?

That depends on who you ask. Ask a typical client, a mother with two children, who is trying to pay rent and expenses on \$950 a month, and surely the answer will be no. Ask a government employee whose job provides the security of a reasonable wage, excellent medical coverage, and a pension plan. The answer may well be yes.

But the reality which continues to emerge from the Self-Sufficiency Project study is not that welfare pays too much. Rather, it is that low paid jobs simply do not pay enough for a family to live on. And this situation is exacerbated by the lack of medical coverage.

Alaska pays about 79% of the federally determined poverty level to a typical AFDC family of three. Approximately 50% of the funds for grants to recipients and for administration of the AFDC

program is paid by the federal government. About 60% of these recipients also receive food stamp assistance, and about a third of AFDC families receive housing assistance.

Figure 4 compares the federal poverty level for Alaska with AFDC grants in the state in 1993. Figure 5 compares maximum AFDC benefits for a family of three in the ten states which pay the highest AFDC grants. Table 4 gives the American Chamber of Commerce Research Association (ACCRA) Cost of Living Index.

Does welfare discourage work?

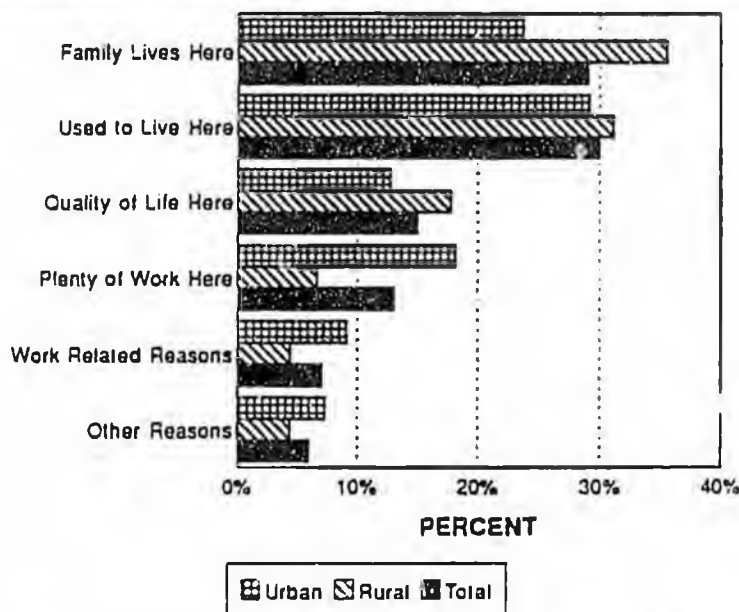
In some ways it does.

Some federal regulations are an albatross around the state's neck because they discourage work. These regulations are:

- ✓ The 100-hour rule. This rule limits an unemployed parent in a two parent (UP) household to 100 hours of work a month in order to remain eligible for AFDC. If the parent starts working full time, he or she becomes ineligible for AFDC and Medicaid even if she or he earns less than the AFDC grant.

Figure • 3

Primary Reason for Moving to Alaska Client Survey/Self-Sufficiency Project



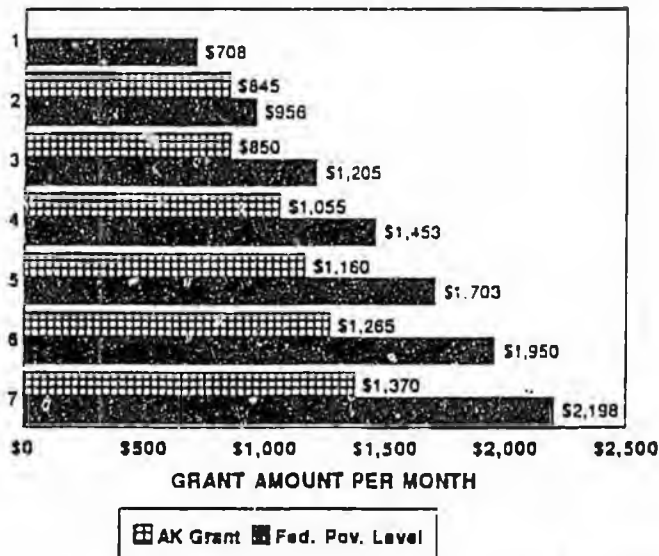
Note: Based on 485 client responses in August 1992.

Source: Alaska Department of Health & Social Services, Division of Public Assistance Self-Sufficiency Project.

Figure • 4

Alaska* Grants Below Federal Poverty Level

FAMILY SIZE



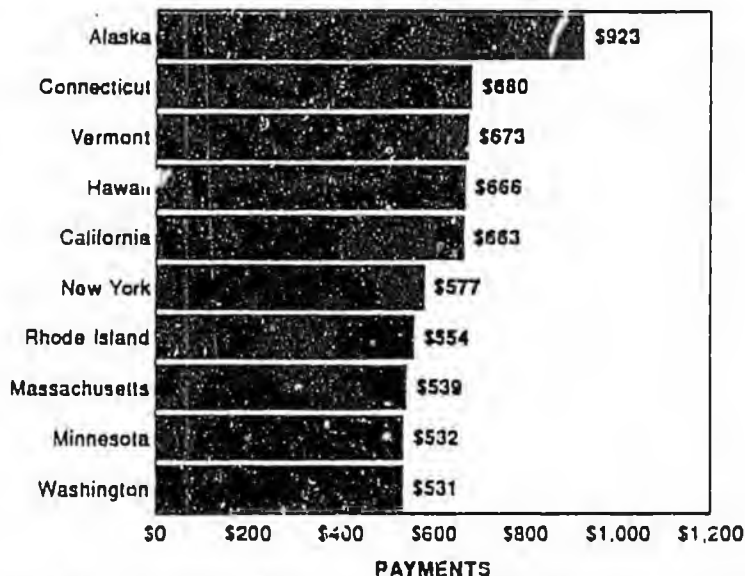
*The Alaska Legislature has appropriated an annual Cost of Living Allowance (COLA). These figures revised November 1992.

Source: Alaska Department of Health & Social Services, Division of Public Assistance.

Figure • 5

AFDC Benefits in States with Highest Grant Levels—January 1992

FAMILY OF THREE GRANT AMOUNT



Source: Congressional Resource Service, Center on Budget and Policy Priorities, Center on Social Welfare Policy and Law.

✓ The resource limit. AFDC clients can only have assets or cash holdings of up to \$1,000. This low savings limit puts clients in a precarious position when leaving the security of the AFDC program. Some states have sought waivers from this regulation while other states are creating escrow accounts to allow recipients to save funds which can only be tapped after they leave AFDC.

✓ The vehicle limit. Families are allowed to own one vehicle worth no more than \$2,500 (if family has no assets). Such vehicles are in frequent need of costly repairs. Unreliable transportation is also a barrier to recipients seeking and keeping jobs and getting children to day care.

✓ Low earned income "disregards". These disregards are earnings which are not counted against the AFDC grant when a recipient works. For AFDC clients working at jobs paying close to the amount of the AFDC grant, this policy provides little incentive to work. Some states are operating demonstrations which allow recipients to keep more of their earned income without losing their grant. These policies encourage work and make the transition from AFDC to work easier.

✓ Transitional medical benefits. Welfare recipients who become employed are now eligible for one year of transitional Medicaid coverage as they leave the AFDC program. Some states are allowing target groups of recipients two years of transitional Medicaid rather than the current one year. The loss of medical coverage is a major concern of AFDC clients when they try to leave the AFDC program.

Most clients want to work

On the Self-Sufficiency Project questionnaire, 88% of clients responding said they would prefer working to receiving AFDC.

In focus groups, clients said the same thing.

AFDC recipients want to work, but they stress that the available jobs pay too little and usually do not offer medical coverage. The cost of day care, generally about \$400 per child, is another barrier for AFDC clients who want to work.

ACCRA Cost of Living Index
First Quarter 1992—10 High Cost Urban Areas

City	Index	Grocery	Housing	Util.	Trans.	Health
1. New York, NY	219.1	141.4	394.2	196.1	127.9	209.9
2. ANCHORAGE, AK	131.0	132.1	141.1	98.5	106.9	178.5
3. KODIAK, AK	145.7	160.6	156.8	172.8	112.2	171.4
4. FAIRBANKS, AK	129.8	125.5	123.2	140.7	115.7	189.9
5. JUNEAU, AK	133.1	137.7	131.7	157.6	129.9	182.2
6. Los Angeles/Long Beach, CA	132.6	107.7	185.3	80.0	119.6	136.5
7. Palm Springs, CA	120.3	106.5	136.8	107.2	118.1	132.9
8. Baltimore, MD	122.3	136.0	118.1	145.8	126.0	126.4
9. Washington, DC	134.4	118.6	175.8	113.7	130.4	142.2
10. Albany, NY	114.2	110.8	119.8	128.2	104.4	112.5

Source: American Chamber of Commerce Research Association (ACCRA).

Common barriers to employment

Figure 6 shows what AFDC clients consider to be the primary barriers to employment. (There may be other barriers to employment such as substance abuse which were under-reported by AFDC clients on the survey results.)

Focus groups were held in Anchorage and Juneau on the topic of AFDC clients' obstacles to work. AFDC clients and staff, AFDC/JOBS clients and staff, and AFDC/Native JOBS clients and staff stated the same points over and over again:

- ✓ Jobs don't pay enough.
- ✓ Clients fear the loss of medical coverage.
- ✓ Day care is too expensive and often unreliable.
- ✓ Clients need basic education, skills and experience.
- ✓ There are no jobs available in rural Alaska.

JOBS training program comprehensive

The Job Opportunities and Basic Skills (JOBS) Training Program, created by the Family Support

Act (FSA) of 1988, addresses the need for skills training, basic education, and work experience which AFDC clients list as primary barriers to becoming employed and getting off welfare. The JOBS program is a federally mandated welfare-to-work program which is currently funded to serve a small percentage of AFDC clients.

JOBS case managers work with participants to identify employment goals and needed job skills. Personal and family needs are also identified and addressed in support groups and with supportive services.

Natives have their own JOBS program

The Family Support Act offered Alaska Native regional corporations the option of operating their own JOBS programs with 100% federal funding. (The JOBS program is required to match federal funds with state funds.) In 1992 there were eleven Native regional corporation grantees which received \$814,470 in federal funds. The largest Native JOBS grantee is Cook Inlet Tribal Council (CITC).

Alaska JOBS and CITC JOBS are working with the Alaska Department of Education and the Mat-Su School District to provide case management

and other special services to teen parents at an alternative school in Wasilla.

JOBS faces difficult task

The Family Support Act mandates states to provide JOBS services to an increasing number of AFDC clients each year. By 1995, JOBS must serve 20% of nonexempt (mandatory) AFDC-Basic (single parent) clients and 50% of AFDC-UP (two parent) clients while federal allocations do not increase proportionally.

The JOBS program is financed by a state appropriation that matches a "capped" allocation of federal funds. Alaska's FY93 share of the national JOBS allocation is \$1.7 million. Alaska appropriates state general funds in excess of this federal match for adult basic education and alternative high school projects.

In focus groups JOBS participants stressed that the program gave them skills, basic education, help with problems like substance abuse and help in finding work. Intensive case management helped participants with a variety of problems. JOBS participants repeatedly stated that the program provided them with the basic life skills which they lacked.

Both AFDC clients and AFDC/JOBS participants were asked in focus groups and on questionnaires about their expectations for becoming employed and leaving AFDC. JOBS participants responded that the program had prepared them for work and helped them overcome multiple obstacles to becoming self-sufficient. AFDC clients, on the other hand, were frustrated because growing caseloads mean that eligibility technicians are less and less able to provide AFDC clients with the support and resource referrals they need to find jobs and become self-sufficient. The AFDC staff echoed this frustration.

What are other states doing?

Fourteen states have created task forces and commissions to study how to help AFDC clients reach self-sufficiency. Some of these groups are on a parallel course with Alaska's Self-Sufficiency Project, using focus groups and questionnaires to survey AFDC clients and staff. States are watching closely to see what succeeds in other parts of the country. There is an encouraging exchange of information and ideas as the states tackle the same problems—a tight job market, clients with multiple needs, and growing caseloads.

All of the states are in the process of implementing and refining their JOBS programs. Some of the states are allocating additional money to their JOBS programs so that they can serve more participants and provide more support services.

Some states are using federal waivers from the usual provisions governing AFDC programs to experiment with changing behavior and/or with changing the system.

What are waivers?

Simply put, waivers are exemptions from the usual federal provisions governing a state's AFDC program.

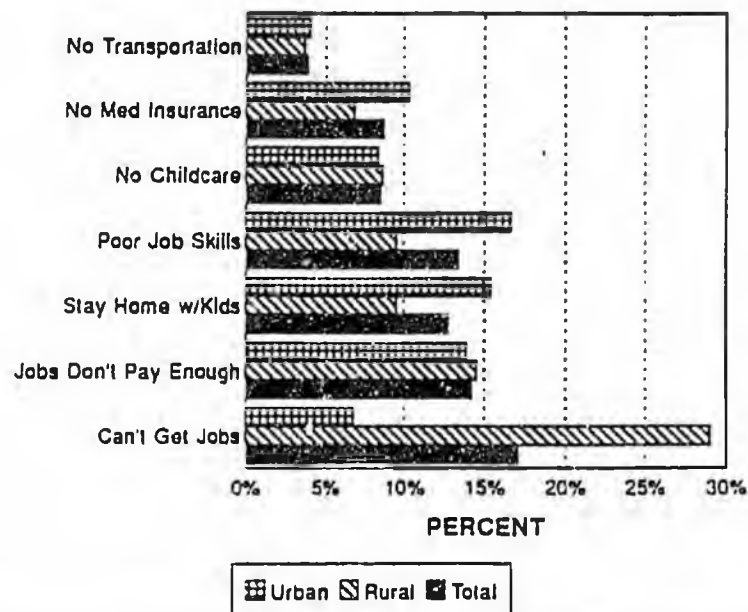
In recent years twelve states have conducted waiver demonstration

Figure • 6

Primary Reason for Being on AFDC in Alaska Client Survey/Self-Sufficiency Project

Note: Based on 485 client responses in August 1992.

Source: Alaska Department of Health & Social Services, Division of Public Assistance Self-Sufficiency Project.



projects: California, Florida, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, Ohio, Pennsylvania, Washington and Wisconsin.

The waiver approval process was accelerated in 1992. As of December 1, 1992, "accelerated" waivers had been approved for eight states: Wisconsin, Maryland, California, Oregon, New Jersey, Michigan, Utah and Missouri. Virginia's proposal was pending.

Waiver projects run the gamut

Demonstrations range from those which attempt to change behavior with either positive or negative incentives to those which undertake a complete restructuring of the welfare system and its regulations.

The primary types of behavior encouraged are: school attendance (LEARNFARE), preventive health measures (HEALTHFARE), marriage (WEDFARE or BRIDEFARE), employment (WORKFARE) and not having children while on welfare (FAMILY CAP). Penalties in the form of grant reductions or incentives in the form of bonuses are used to influence behavior.

Some states are trying to discourage migration from other states with two-tiered payment systems. An AFDC client is paid the grant amount of the previous state (if lower) until a recipient is considered a resident of the new state (6 to 12 months).

Some states are proposing to tie benefits to employment, community work or training.

A few states are attempting to save money by reducing grants to earlier levels, by time limiting grants and by limiting eligibility.

Other states are using waiver projects to develop what amounts to alternative welfare programs. Examples of these are New York's Child Assistance Program (CAP), Minnesota's Family Investment Program (FIP), Michigan's "To Strengthen Michigan Families", and Utah's "Single Parent Employment Program."

Waivers Must Meet Two Conditions:

Experimental design and rigorous evaluation is the first condition. A demonstration project must include a rigorous evaluation conducted by an outside evaluator. The cost of this evaluation is shared by the state and federal government and is

Facts about JOBS:

- * JOBS serves hard-to-employ AFDC recipients targeted by federal and state law. These parents are:

Under 24 and lack a high school diploma or have little work experience

On welfare 36 of last 60 months

Parents whose youngest child is 16 years or older

- * 73% of all JOBS participants in Alaska in August 1992 were targeted, long-term, or likely to become long-term welfare recipients with multiple barriers to employment.
- * 460 AFDC recipients were participating at least 20 hours per week in JOBS education, training or employment activities in June, 1992, while a total of 808 were participating in JOBS at some level.
- * During August, 1992, 97 JOBS participants were employed for wages.
- * In August 1992, 37 JOBS participants were gaining work experience in Job Sampling, an unpaid work experience activity. During the first nine months of 1992, a total of 86 participants had participated in Job Sampling.
- * In any month, 18-28% of JOBS participants need adult basic education services before they are "training ready."
- * JOBS achieved a 15.5% federally measured participation rate in FY91, double the 7% requirement.
- * 341 children were served by JOBS Child Care in July 1992; 65% of JOBS parents needed child care to participate in JOBS.

exempt from the second required condition, cost neutrality. Control and experimental groups are typically required in such experiments. Cost estimates by states run from \$20,000 for a simple waiver project to several million dollars for more complicated projects.

Cost neutrality is the second condition. When a state undertakes a waiver project, it must show that total federal costs are no higher than they would have been without the demonstration project. The state must assume any fiscal risk if the project turns out to cost more than anticipated.

Pros and cons of some waivers for Alaska

The Self-Sufficiency Project has reviewed various waiver demonstrations to see if they are appropriate for Alaska. To date, Alaska has not submitted any waiver applications.

Some of the more noteworthy demonstrations:

The Family CAP Program reduces or eliminates increases in the AFDC grant for children conceived after a parent is on welfare. New Jersey has a Family CAP program and Wisconsin's Supreme Court is reviewing the Family CAP program for constitutionality. In 1992, thirteen state legislatures rejected Family CAP proposals.

The two main arguments for Family CAP are that the traditional grant increase for additional children encourages welfare parents to have children and that working people do not receive salary increases for the birth of a child.

The arguments against this policy are that only a small percentage of AFDC clients have large families (9% with over three children in Alaska); that the birthrate for AFDC and non-AFDC families is about the same; that the grant increase is small (\$102 per month for an additional child in Alaska); that the program was created to serve children, not penalize them; that working parents do in fact get an "incentive" in the form of additional tax deductions for additional children.

The *two-tiered benefit program* pays a lower grant to new AFDC clients to a state if the state of previous residence had a lower AFDC grant. Usually clients receive the lower grant for 6-12 months, until they become residents of the new state.

Results of two surveys show that people are not coming to Alaska for the AFDC benefits. Some anecdotal stories persist, however, and there is an occasional AFDC recipient who has moved to Alaska to collect AFDC benefits.

The primary disadvantage of the two-tiered program is that clients may be unable to live on the interim amount provided while in a state such as Alaska with much higher costs. Again, it may well be the children who suffer.

New Jersey and Maryland have two-tiered payment programs which began in 1992. Wisconsin's two-tiered benefit payment program is scheduled to commence in 1994.

Learnfare is aimed at keeping children in school to help break the welfare cycle. After a child misses school a certain number of times, the family may be penalized with a reduction in their grant. Other states use a bonus system to encourage children to go to school.

Other Subsidies Available to Recipients

Medicaid is a medical payment program funded about equally by the federal government and by the state. Medicaid is provided to low income individuals. In September 1992 there were about 28,100 Medicaid cases. All AFDC recipients (about 11,000 cases or 32,600 recipients) are eligible to receive Medicaid. About 660 adults are receiving one year of transitional Medicaid benefits as they leave the AFDC program. The balance of Medicaid recipients is made up of the aged, blind and disabled and poverty level children and pregnant women.

Food Stamps are fully funded by the federal government. Recipients must meet certain federal guidelines which include income and resource limits. The maximum amount which a household of three can receive per month is \$376 in urban areas and between \$479 and \$583 in rural areas. Benefits are made in the form of food coupons. In September 1992, approximately 13,600 households received Food Stamps in Alaska. About 8,000 of these were AFDC households.

Housing Assistance in the form of low rent housing, Native rent subsidies and Section 8 assistance is used by about 30% of AFDC clients statewide. After deductions for each child in the family and for utility costs, a housing subsidy recipient pays 30% of their income as rent.

Energy Assistance is available to households in the state with an income less than 140% of the poverty level. This program makes payments to renters for home heating costs. The Energy Assistance Program served 11,380 households in 1991-92. An estimated 3,400 of these were AFDC households. The yearly grant averaged \$380 but varied from region to region in the state.

Initial results from a University of Wisconsin, Milwaukee, study show that children in the counties studied actually missed school more often than those not targeted for a benefit reduction. Wisconsin plans to do a more rigorous evaluation of the program to check the results of the first study.

One criticism of this program is that attendance in itself does not guarantee learning. Another is that the program adds a substantial administrative burden to schools and AFDC agencies.

Healthfare programs encourage preventive health care through grant reductions (Maryland) or through grant bonuses (Virginia). These programs are administratively complex. Results are not available on their impact.

Wedfare/Bridefare programs encourage marriage with bonuses or penalties. Wisconsin is experimenting with this program which tests the hypothesis that encouraging marriage will cause single mothers to leave the welfare rolls.

Alternate welfare systems are New York's Child Assistance Program (CAP), Michigan's program and Minnesota's Family Investment Program (FIP) which have been mentioned earlier in this article. These programs, unlike the demonstrations which isolate types of behavior and attempt to change them, allow clients to keep more of their earned income (earned income disregards) and to accumulate more resources. New York's Cap program allows participants to own a vehicle of any value. Participants in these programs are usually exempt from the 100 hour rule.

Utah has also designed a program which waives some of the regulations which discourage work. Iowa is designing a program which moves from income maintenance to an asset-based policy which encourages AFDC clients to save and invest in the state's economic development.

What do these waiver demonstrations show?

Most of these projects are still in the planning stage or have just commenced. For example, Wisconsin's much publicized Family Cap which cuts benefits for children born on AFDC is still under review by the Wisconsin Supreme Court. There is data available on some early projects which indicates that the waiver of the 100-hour rule (Fresno and Merced Counties, California) encourages work. Alternate welfare systems like New York's Child Assistance Program (CAP) appear to foster self-sufficiency by making the transition off welfare easier for clients.

Other projects may not require waivers

There are two other types of projects which provide work experience and which encourage employment. Depending on how the programs are designed, they may or may not require federal waivers.

Community Work Experience (CWEP) creates unpaid public sector jobs for AFDC clients so that they will gain work experience. These jobs could provide useful community services which are not currently provided. But again, the cost of running such a program would be high, and an administra-

Self-Sufficiency Project Survey Highlights

The Self-Sufficiency Project survey elicited the following information from clients and staff:

- 88% of AFDC clients responding said that they would rather work than receive welfare.
- 94% of clients responding said that AFDC regulations about such items as asset limits and transitional benefits should be changed.
- 78% of clients responding said that they would do community or volunteer work to gain experience.
- Lack of medical coverage is a major barrier to self-sufficiency.
- Day care is too costly, often unavailable, sometimes unreliable.

AFDC clients and staff and JOBS/Native JOBS participants and staff were asked a variety of questions about barriers to employment, the help needed to get off welfare, and changes which should be made to the welfare system. Some interesting information provided by the survey is found in Charts 7 through 12.

tive structure would need to be created for the program.

Work Supplementation pays part of the cost of an employee so that employers are encouraged to hire AFDC clients. The employee's AFDC grant makes up the balance of the employee's wage. The principal disadvantage of such a program is that it may take jobs from non-AFDC workers. On the positive side, employers might be encouraged to add additional staff because the cost for the added employee would be low.

Should Alaska do a waiver demonstration?

As a welfare reform coordinator in another state put it, "Welfare reform ain't cheap."

The Self-Sufficiency Project has looked at demonstration projects and waiver proposals in other states. Those projects which eliminate federal regulations discouraging work and which make the transition off welfare easier for clients have merit. But waivers cost money and they only affect a target group of AFDC clients.

Project design and application costs, computer system redesign, and additional staff to monitor and collect data required for the evaluation are some of the additional costs which a state faces in conducting a waiver project. Another cost is the outside evaluation which runs from \$20-30,000 for a simple waiver to several million dollars for more complex waivers. States with large AFDC populations have the advantage of a larger administrative budget to absorb these costs. Alaska's AFDC population is relatively small compared to other states.

A waiver would require that some AFDC recipients are treated differently than others. Since waiver demonstrations are intended to gain research data, clients are divided into experimental and control groups. Different sets of program rules would be applied to experimental and control groups over the life of the demonstration project.

The Alaska Division of Public Assistance is assessing the costs and benefits of experimental projects which would create increased incentives to work.

What is Alaska doing?

A great deal.

One of Alaska's key strategies for helping AFDC clients attain self-sufficiency is the JOBS program. The JOBS program, a federally mandated welfare-to-work program for AFDC clients, provides basic education and skills to a small percentage of AFDC clients with multiple barriers to self-sufficiency.

The JOBS program was created by the Alaska State Legislature, the Department of Health and Social Services, and the Departments of Labor, Community and Regional Affairs, and Ed-

Figure • 7

AFDC Clients' Plans for Self-Sufficiency in Alaska

Note: Based on 485 client responses in August 1992.

Source: Alaska Department of Health & Social Services, Division of Public Assistance Self-Sufficiency Project.

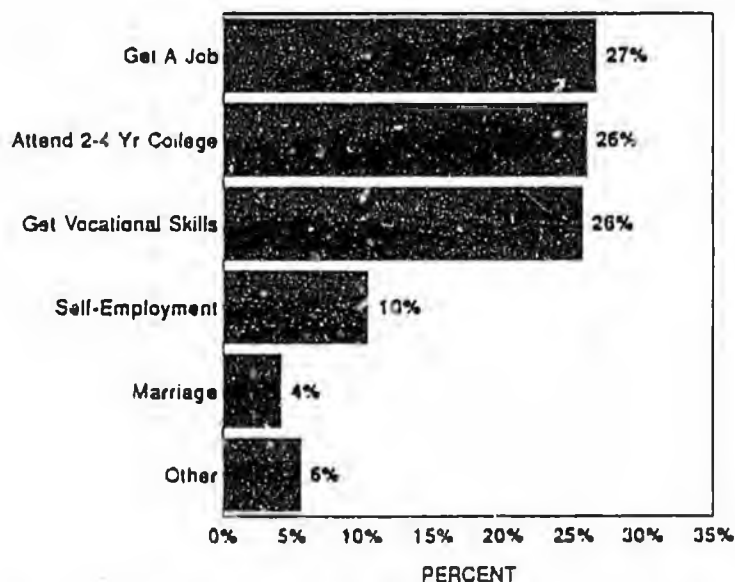


Figure • 8

How Long Since AFDC Clients' Last Job? Alaska Self-Sufficiency Project

ucation. The legislature has appropriated additional funds to the JOBS program for adult basic education and teen parent services. Preliminary results show that this program is effective in moving long term dependent clients into jobs and off welfare.

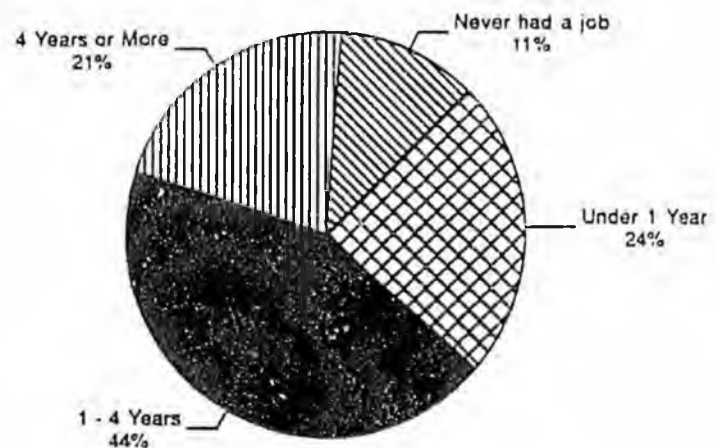
The Child Support Enforcement Division of the Department of Revenue is establishing and enforcing child support orders at a dramatically increasing rate.

Several agencies are working together to explore the creation of rural jobs. The Department of Health and Social Services has awarded contracts to private agencies to provide homecare services in six of ten regions statewide, enabling clients to stay in their homes. Individuals in rural communities can train to become Personal Care Attendants. (See insert.)

The Alaska Housing Finance Corporation (AHFC), Public Housing Division is initially targeting the Anchorage area for the Family Self-Sufficiency Program. (See insert.)

Alaska is looking at the coordination of social services so that AFDC clients are provided with increased access to mental health and substance abuse programs.

Alaska will also watch closely the waiver projects conducted by other states to see what works in helping clients get off AFDC and become self-sufficient.



Note: Based on 485 client responses in August 1992.

Source: Alaska Department of Health & Social Services, Division of Public Assistance Self-Sufficiency Project.

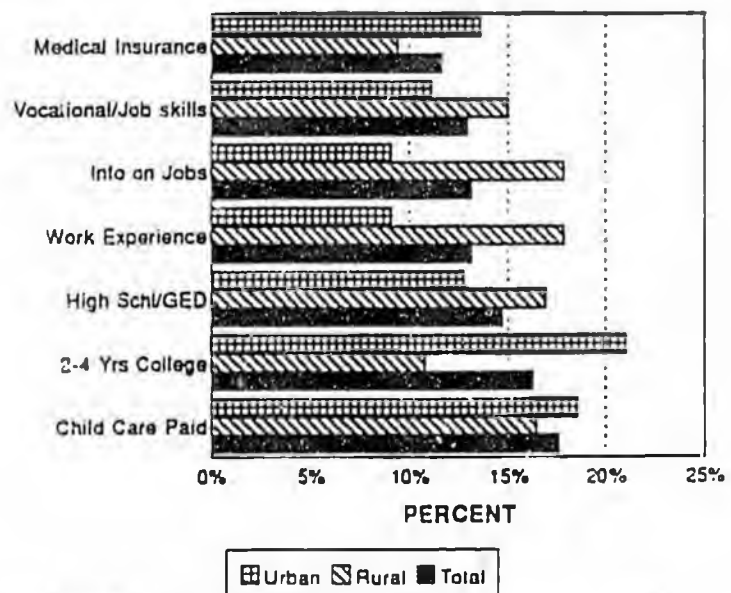
Figure • 9

Primary Help Needed to Become Self-Sufficient Client Responses/AK Self-Sufficiency Project

Self-Sufficiency Project Client and Staff Survey

A comprehensive questionnaire was sent out in July, 1992 to over 1,000 AFDC clients in a statistically valid survey. Another 40 clients were interviewed by phone and 40 clients were interviewed in depth during Quality Control interviews. Random sampling was done for each of these questionnaires. There were 485 responses received back (49% of questionnaires sent out to clients.)

Clients were asked a number of questions about what they perceived to be their barriers to employment and self-sufficiency, about what help they needed to get work and leave welfare, and about how the welfare system could be changed to better serve clients and promote their self-sufficiency.



Note: Based on 485 client responses in August 1992.

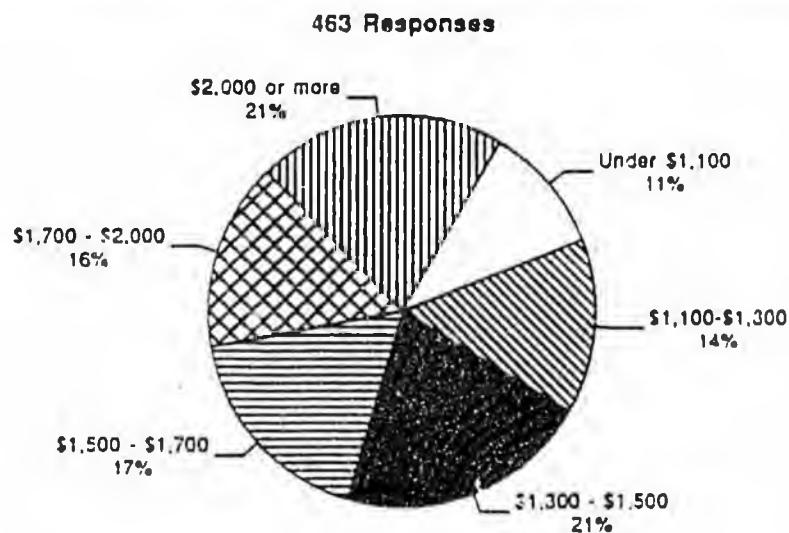
Source: Alaska Department of Health & Social Services, Division of Public Assistance Self-Sufficiency Project.

A questionnaire was also sent out to all eligibility technicians (about 200 staff statewide), and to all JOBS case managers (about seventy staff statewide). Approximately 50% of staff returned these questionnaires. Eligibility technicians and JOBS staff were asked what they perceived to be clients' barriers to employment, what help they thought that clients needed to become self-sufficient, and about changes that could be made to the AFDC program to make it serve clients better and to promote self-sufficiency.

The following charts give some of the information derived from the Self-Sufficiency project survey: Figure 7 gives AFDC clients' plans for becoming self-sufficient; Figure 8 shows how long it has been since AFDC clients' last full time employment; Figure 9 shows the help which clients stated that they needed in order to get jobs; Figure 10 shows how much clients think that they need to earn to leave AFDC; Figure 11 shows what eligibility technicians think is the most important help that clients need to leave AFDC; Figure 12 shows what eligibility technicians perceive to be the primary reason for being on AFDC.

Figure • 10

How Much Pay Do You Need to Get off AFDC* Client Survey



* Per month.

Note: Based on 463 client responses in August 1992.

Source: Alaska Department of Health & Social Services, Division of Public Assistance.

Project held focus groups

Eleven focus group meetings were held by the Self-Sufficiency Project Coordinator in Juneau and Anchorage. Meetings were held with AFDC clients and staff and JOBS/Native JOBS participants and staff. A total of about 175 people participated in these meetings.

"Jobs don't pay enough." One of the issues that surfaced most often was the fact that jobs which AFDC clients are likely to get don't pay enough to live on and do not provide medical benefits. Clients stressed their concerns about losing Medicaid once off AFDC. They also spoke of the high cost of day care. AFDC clients talked about their lack of skills and basic education which hampered them in getting jobs.

"Being an eligibility technician is like putting your head in a washing machine and screaming." Eligibility technicians who work with AFDC clients complained of an overwhelming and growing caseload. They were frustrated at having little time to refer clients to community and job resources. They also criticized federal regulations which discouraged their clients from seeking employment.

"In the villages, we're the new middle class. If AFDC says we have to get married, then that is what we do." Rural clients were frustrated by the lack of jobs in village areas and by their dependence on AFDC.

"The JOBS Program works." JOBS participants spoke of their success at acquiring basic education and skills for jobs. Some mentioned that the intensive case management provided helped them with problems like substance abuse and the need for parenting and general life skills. JOBS staff were pleased with the successes of the participants with whom they worked. Both staff and participants were concerned about a job market that offered JOBS participants mainly low paid service work without benefits like medical insurance.

Native JOBS staff and participants were happy with the intensive case management, education and skills training which they received.

Other Issues Surfaced in Meetings

- Medical insurance is too costly for low income families.

Figure • 11

- Day Care is too costly, often unavailable, sometimes unreliable. Large employers should be required to provide day care.
- The AFDC regulations provide little incentive to work. Regulations which were mentioned repeatedly were the 100-hour rule, the amount of earned income an AFDC client could keep, the amount of assets a client could have (\$1,000), and the value of an automobile that AFDC clients can have (\$1,500 or \$2,500 if no assets).
- AFDC clients need to learn many life skills.
- Pregnancy prevention should be taught in schools.
- More transitional medical benefits should be made available to clients trying to get off AFDC.

Conclusions

The major issues are obvious and shared by all states, but it is the federal government which can act.

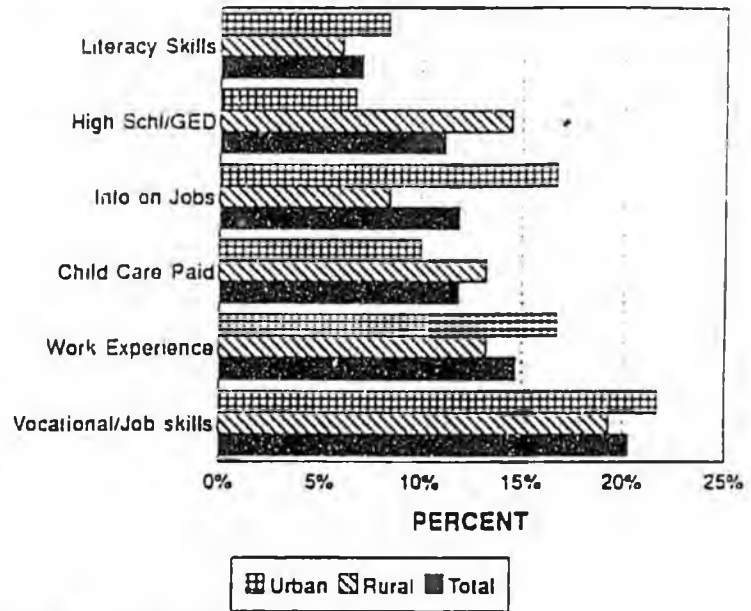
The accelerated waiver process is the federal government's attempt to look for ways to change the welfare system. States, including Alaska, are in agreement that some AFDC changes are obvious ones:

Eliminating the 100-hour rule for AFDC-UP families would encourage work. Under the current provisions, clients are discouraged from taking full time, low paid jobs because they lose benefits like Medicaid. Eliminating the 100-hour rule would allow AFDC-UP eligibility to be based solely on income rather than on income and number of hours worked.

Allowing AFDC clients to retain more of their earned income on a graduated scale over a longer period of time would encourage work. This work incentive could be accomplished by changing the earned income disregard provisions in the AFDC program.

Allowing clients to save more money would provide them with more security when leaving the AFDC system. This work incentive could be accomplished with a change in the resource limit provisions in the AFDC program.

**Most Important Way to Help Get Off AFDC
Eligibility Technician Survey**

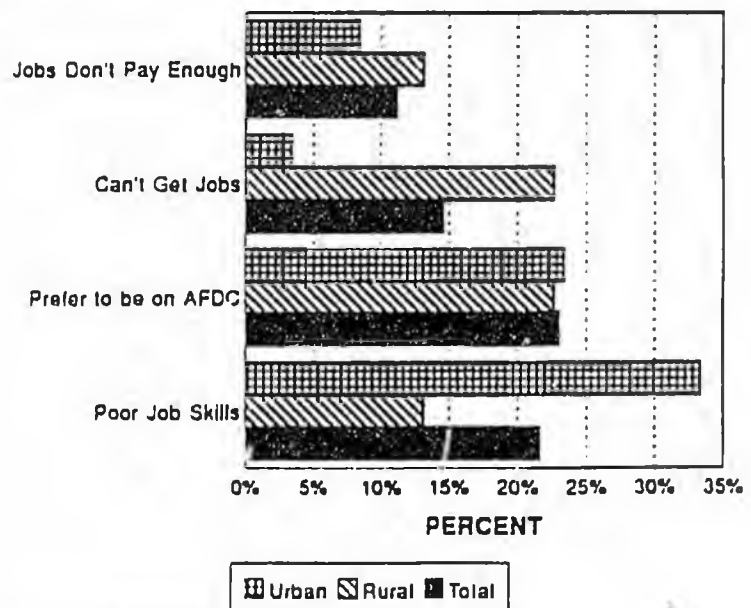


Note: Based on 150 eligibility technician responses in August 1992.

Source: Alaska Department of Health & Social Services, Division of Public Assistance, Self-Sufficiency Project.

Figure • 12

**Primary Reason for Being on AFDC
Eligibility Technician Survey**



Note: Based on 150 eligibility technician responses in August 1992.

Source: Alaska Department of Health & Social Services, Division of Public Assistance, Self-Sufficiency Project.

Providing clients with longer transitional benefits would encourage work. Clients often leave AFDC for jobs which do not provide medical coverage. These clients are now provided with one year of transitional benefits like Medicaid.

And a major national issue remains to be addressed—the lack of medical coverage for a large

part of the U.S. population. AFDC clients in Alaska stated that the lack of medical coverage is a major barrier to leaving AFDC. (See Figure 8.)

Welfare reform staffs in all states agree on one thing—a hope that this time of turmoil, questioning and change will lead to a program that works.

Public Housing and Family Self-Sufficiency

In the National Affordable Housing Act of 1990, Congress mandated that the Public Housing Authorities develop and operate a Family Self-Sufficiency (FSS) Program by October, 1993. The FSS program encourages low income families to pursue education, training and/or supportive services leading to employment. The program uses rent vouchers as an incentive for participation.

Statewide, about 30% of all families in assisted housing are also receiving AFDC. In Anchorage that figure is closer to 40%. The Alaska Housing Finance Corporation (AHFC) is initially targeting the Anchorage area for the FSS program.

The Alaska Departments of Labor, Health and Social Services and the Anchorage JTPA program are working to provide social services for the program.

Homecare Services/Developing Jobs In Rural Communities

The Department of Health and Social Services has awarded contracts to private agencies to provide homecare services in six of ten regions statewide, thus expanding private sector employment.

The purpose of homecare services contracts is the provision of personal care and chore services to elderly and disabled people throughout the state. Homecare services will enable clients to stay in their own homes and communities. The consolidation of the Home Health Aide, Homemaker and Personal Care Attendant programs into one program simplifies access for clients.

Funding will be available through the Department of Community and Regional Affairs for job training for individuals in rural communities to become Personal Care Attendants.

Approximately 700 individuals are served each month in 55 communities throughout the state. About 67% of those communities are considered to be rural.

HOUSE COMMITTEE REPORT

(9)

Date Referred: March 26, 1993

FURTHER REFERRALS:

Date of Committee Action: 4-14-93

The HEALTH, EDUCATION AND SOCIAL SERVICES Committee considered:

HJR 36

HOUSE JOINT RESOLUTION NO. 36 . REPEAL 100 HOUR RULE FOR AFDC PROGRAM
 Urging the federal Department of Health and Human Services to repeal the "100-hour rule" relating to employment of certain persons receiving AFDC and to replace it with a regulation that will serve as an incentive for AFDC recipients to accept part-time employment.

RECOMMENDATIONS:

be replaced with CS HJR 36 (HSS) the same title
 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 _____

fiscal note(s) _____

zero fiscal note HSS

zero fiscal note(s) _____

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
<i>[Signature]</i>		<i>[Signature]</i>		X	
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				

[Signature]
 CHAIRMAN'S SIGNATURE

HJR

37

SENATE COMMITTEE REPORT

gmd

DATE: 1/12/94

FURTHER:

DATE TURNED INTO OFFICE: 2/2/94

HES Committee considered HOUSE JOINT RESOLUTION NO. 37

Urging the Congress to enact H.R. 1033 or similar legislation authorizing construction grants for publicly-owned treatment works in economically distressed rural communities.

and recommends:

replace with _____ CS _____ ()

or adopt previous _____ CS _____ ()

attaches amendment(s)

same title
 new title
 technical title change (HB only)

adopts _____ Letter of Intent

further referral to the _____

do pass

do not pass

no recommendation

individual recommendations

NEW FISCAL NOTES

Department	Date	Zero	Fiscal

PREVIOUS FISCAL NOTES

Department	Date	Zero	Fiscal
LAA	1/12/94	✓	

Appropriation No Fiscal Note

DO PASS:

Mike Miller
Drew A. Roman
Judith E. Salo
Albert Mang

OTHER RECOMMENDATIONS:

Steve Klein Do Pass

Chair: Signature and Recommendation



Representative Lyman F. Hoffman

Alaska State House
State Capitol • Juneau, Alaska 99801-1182 • (907) 465-4453

DISTRICT 39

- AKIACHAK
- AKIAK
- ALEKNAGIK
- ATMAUTLUAK
- BETHEL
- CHEFORNAK
- CLARKS POINT
- DILLINGHAM
- EEK
- EKUK
- GOODNEWS BAY
- KASIGLUK
- KIPNLIK
- KONGIGANAK
- KWETHLUK
- KWIGILLINGOK
- MANOKOTAK
- NAPAKIAK
- NAPASKIAK
- UNAPITCHUK
- OSCARVILLE
- PLATINUM
- PORTAGE CREEK
- QUINHAGAK
- TOGIAK
- TUNTUTULIAK
- TWIN HILLS

DATE: January 31, 1994

TO: Senator Steve Rieger, Chairman
Senate HESS Committee

FROM: Representative Lyman F. Hoffman 

RE: HJR 37 - Urging Congress to enact H.R. 1033
or similar legislation authorizing construction
grants for publicly-owned treatment works in
economically distressed rural communities.

Mr. Chairman, just over one month ago, a 4 year old girl drowned in a sewage lagoon in the community of Newhalen.

In the summer of 1990, nearly 1/4 of the residents of the village of Kotlik were victims of viral meningitis caused by two leaky underground pits filled with human sewage.

Fifty-two village clinics have no running water or flush toilets, forcing community health aides to find alternative sources to clean themselves between patients. Some have resorted to heating water on the stove.

Less than 6 years from the turn of the millennium, while many national economies become dependent on advanced science and technology, Alaskan villagers rely on honeybucket dumpsters for sewage disposal and central watering spigots for drinking water.

90% of the wastewater facilities in Alaska Native villages have been assessed by the federal government as inadequate and DEC has identified a need for \$1.2 billion to correct water and sewer problems in rural Alaska.

Congress is now considering HR 1033 which establishes a federal grant program for construction of treatment works in economically

distressed rural communities. This program would provide \$300 million per year for 6 years to fund these grants.

During the 1993 legislative session, our legislature passed SJR 25 urging the federal government to recognize the dire water and sanitation conditions in rural Alaska and to become a full partner with this state in improving this health-threatening situation.

I believe HR 1033 in Congress could be an integral part of the solution. I also believe it is imperative that the Alaska State Legislature voice its support for this measure by endorsing HJR 37.

Thank you for your consideration.

FISCAL NOTE

STATE OF ALASKA
1994 LEGISLATIVE SESSION

BILL NO: HJR 37

Revision Date: _____
Title: Urging the Congress to enact H.R. 1033
or similar legislation authorizing construction grants. ...
Sponsor: Representative Hoffman
Requestor: House C&RA

Department Affected: Legislative Affairs Agency
BRU: All
Component: All

COMPONENT SERIAL NO:

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 95	FY 96	FY 97	FY 98	FY 99	FY 00
PERSONAL SERVICES	0	0	0	0	0	0
TRAVEL	0	0	0	0	0	0
CONTRACTUAL	0	0	0	0	0	0
SUPPLIES	0	0	0	0	0	0
EQUIPMENT	0	0	0	0	0	0
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
----------------	----------	----------	----------	----------	----------	----------

REVENUE FUND SOURCE	0	0	0	0	0	0
----------------------------	----------	----------	----------	----------	----------	----------

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER FUND SOURCE						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

Estimate of current year impact: _____

ANALYSIS: (Attach a separate page if necessary)

Zero fiscal impact.

Prepared By: Karla Schofield, Deputy Director
Division: Administrative Services

Phone: 465-3852
Date: 1/12/94

Approved By: Pamela A. Stoops, Executive Director
Agency: Legislative Affairs Agency

Date: 1/12/94

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

FISCAL NOTE

103D CONGRESS
1ST SESSION

H. R. 1033

To amend the Federal Water Pollution Control Act to establish a grant program for construction of publicly owned treatment works in economically distressed rural communities.

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 23, 1993

Mr. HAYES introduced the following bill; which was referred to the Committee on Public Works and Transportation

A BILL

To amend the Federal Water Pollution Control Act to establish a grant program for construction of publicly owned treatment works in economically distressed rural communities.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SECTION 1. SHORT TITLE.

4 This Act may be cited as the "Rural Community
5 Clean Water Assistance Act of 1993".

HR 1033

1 SEC. 2. AMENDMENT TO FEDERAL WATER POLLUTION CON-
2 TROL ACT.

3 The Federal Water Pollution Control Act (33 U.S.C.
4 1251-1387) is amended by adding at the end the follow-
5 ing:

6 **"TITLE VII—CONSTRUCTION**
7 **GRANT PROGRAM FOR**
8 **TREATMENT WORKS IN**
9 **RURAL COMMUNITIES**

10 **"SEC. 701. GRANTS.**

11 **"(a) IN GENERAL.**—The Administrator is authorized
12 to make grants to any State, municipality, or
13 intermunicipal or interstate agency for the construction of
14 publicly owned treatment works located in economically
15 distressed rural communities and for any purpose for
16 which a grant may be made under sections 319(h) and
17 319(i) of this Act (including innovative and alternative ap-
18 proaches for the control of nonpoint sources of pollution).

19 **"(b) APPLICATION.**—Any State, municipality, or
20 agency referred to in subsection (a) interested in receiving
21 a grant under this title shall submit to the Administrator
22 an application for such grant. Such application shall be
23 in such form and contain such information as the Admin-
24 istrator may require by regulation.

25 **"(c) TERMS AND CONDITIONS.**—Grants made under
26 this title shall be subject to such terms and conditions as

1 the Administrator may require by regulation to carry out
2 the objectives of this title.

3 **"SEC. 702. FEDERAL SHARE.**

4 "The Federal share of any grant made under this
5 title shall be 90 percent of the cost of construction. The
6 non-Federal share of such costs shall be provided from
7 non-Federal sources of funding.

8 **"SEC. 703. ALLOTMENT.**

9 "(a) IN GENERAL.—Sums authorized to be appro-
10 priated for a fiscal year pursuant to section 704 shall be
11 allotted among the States for such fiscal year by the Ad-
12 ministrator not later than the 10th day which begins after
13 the date of the enactment of this title in the ratio which
14 the population in economically distressed rural commu-
15 nities of each State bears to the total population in eco-
16 nomically distressed rural communities of all the States.

17 "(b) PERIOD OF AVAILABILITY; REALLOTMENT.—
18 Sums allotted to the States for a fiscal year shall remain
19 available for obligation for the fiscal year for which au-
20 thorized and for the period of the next succeeding 12
21 months. The amount of any allotment not obligated by the
22 end of such 24-month period shall be immediately reallocot-
23 ted by the Administrator on the basis of the same ratio
24 as applicable to sums allotted for the then current fiscal
25 year, except that none of the funds reallocated by the Ad-

1 administrator for a fiscal year shall be allotted to any State
2 which failed to obligate any of the funds being reallocated.
3 Any sum made available to a State by reallocation under
4 this subsection shall be in addition to any funds otherwise
5 allotted to such State for grants under this title during
6 any fiscal year.

7 "SEC. 704. AUTHORIZATION OF APPROPRIATIONS.

8 "There is authorized to be appropriated to carry out
9 this title \$300,000,000 per fiscal year for fiscal years
10 1994, 1995, 1996, 1997, 1998, and 1999. Such sums
11 shall remain available until expended.

12 "SEC. 705. DEFINITIONS.

13 "In this title, the following definitions apply:

14 "(1) CONSTRUCTION.—The term 'construction'
15 has the meaning such term has in section 212.

16 "(2) ECONOMICALLY DISTRESSED RURAL COM-
17 MUNITY.—The term 'economically distressed rural
18 community' means a rural community in which the
19 median household income of the residents of such
20 community is less than 75 percent of the national
21 median household income, as determined by the lat-
22 est decennial census of the United States.

23 "(3) RURAL COMMUNITY.—The term 'rural
24 community' means a political subdivision of a State

1 with a population of less than 20,000, as determined
2 by the latest decennial census of the United States.

3 “(4) TREATMENT WORKS.—The term ‘treat-
4 ment works’ has the meaning such term has in sec-
5 tion 212.”.

○

HOUSE COMMITTEE REPORT

(7)

Date Referred: March 30, 1993

FURTHER REFERRALS:

HESS

Date of Committee Action: 4-6-93

The COMMUNITY AND REGIONAL AFFAIRS Committee considered:

HJR 37

HOUSE JOINT RESOLUTION NO. 37

FED MONEY FOR RURAL WATER/SEWER PROJECTS

Urging the Congress to enact H.R. 1033 or similar legislation authorizing construction grants for publicly-owned treatment works in economically distressed rural communities.

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 _____

fiscal note(s) _____

zero fiscal note L.H.A.

zero fiscal note(s) _____

SIGNING <u>DO</u> PASS	DP	<u>OTHER</u> RECOMMENDATIONS	DNP	NR	AM
<i>Jim Sanders</i>	✓				
<i>Pat N. Curtis</i>	✓				
<i>Ed Willis</i>	✓				
<i>W.K. Williams</i>	✓				
<i>W.D. D. [unclear]</i>	✓				
<i>Harley Olberg</i>	✓				

(H) C & RA Report

Harley Olberg
CHAIRMAN'S SIGNATURE

SENATE COMMITTEE REPORT

DATE: 4/26/93

FURTHER: HES

DATE TURNED INTO OFFICE: 5/11/94

CRA Committee considered HOUSE JOINT RESOLUTION NO. 37

Urging the Congress to enact H.R. 1033 or similar legislation authorizing construction grants for publicly-owned treatment works in economically distressed rural communities.

and recommends:

replace with _____ CS _____ ()

or adopt previous _____ CS _____ ()

attaches amendment(s)

same title
 new title
 technical title change (HB only)

adopts _____ Letter of Intent

further referral to the _____

do pass

do not pass

no recommendation

individual recommendations

NEW FISCAL NOTES

Department	Date	Zero	Fiscal

PREVIOUS FISCAL NOTES

Department	Date	Zero	Fiscal
LAA	4/6/93	0	

Appropriation No Fiscal Note

DO PASS:

ROD E. CULLY D. Pass
Paul Adams
James D. Flinn
Robin Taylor
And. J. Hoff

OTHER RECOMMENDATIONS:

SENATE CIRA Report

EPA offers help

Bush sanitation woes addressed

By STACEY JOYCE
States News Service

WASHINGTON — EPA Administrator Carol Browner promised Thursday to help Alaska combat unsanitary water and sewage conditions that are jeopardizing the health of rural villagers.

Browner appeared before the Senate Appropriations subcommittee that has jurisdiction over the Environmental Protection Agency to discuss the agency's future environmental strategy and funding.

At the hearing, Sen. Ted Stevens, R-Alaska, asked Browner to form a federal-state alliance dedicated to improving sanitation facilities and rural Alaska's quality of life.

About 170,000 villagers in Alaska have no running water or flush toilets, Stevens told Browner. In rural areas it is customary for people to

WATER: EPA takes a look

Continued from Page B-1

use honey buckets or cart waste out to a sewage lagoon. To shower or wash clothes, residents often must rely on a community water point. Such accommodations are not just primitive, but unhealthy, Stevens said.

The senator displayed poster-sized photographs of children playing near lagoons containing raw sewage and of waste floating down streams in warm weather.

Calling the photos "compelling," Browner said, "It's far too easy to forget that some people don't have basic health and hygiene facilities."

Since August, more than 150 people in Alaska have contracted hepatitis A, which can cause liver damage or — in extreme cases — death, said Keith Kelton, director of facility construction and operation for the state's Department of Environmental Conservation.

Browner told the lawmakers that EPA already has convened a joint task force to address the inadequate, and in some cases nonexistent, water and sewage facilities.

"We are working to address these very pressing concerns, and we look forward to working with you and the Alaska delegation to develop whatever it takes to solve this problem," Browner said.

Stevens also spoke of the difference a financial partnership could make.

"If state and federal government put up \$10 million for 10 years at least we could make a dent," he said.

To succeed, however, priorities are critical, Stevens said. Otherwise, money can be wasted and the program could unravel if projects are not thought out.

Jeff Silverman, spokesman for the Alaska Federation of Natives, echoed those sentiments.

"It's more than just capital outlays. More than that, success depends upon human resources," such as training people in a village to operate new sewage facilities, Silverman said in a phone interview.

"The problem is going to take five to 10 years to be resolved, but each step is very valuable," he said. "It's clear from what Carol Browner said that we're started on our way."

Alaska Federation of Natives, Inc.

April 23, 1993

Representative Lyman Hoffman
Alaska House of Representatives
Box V
Juneau, Alaska 99811

Dear Representative Hoffman:

The Alaska Federation of Natives supports House Joint Resolution 37 which urges the passage of HR 1033 in the Congress authorizing construction grants for publicly owned treatment works in rural communities.

AFN has been an active advocate for water and sewer availability in rural Alaska and encourages the State and Federal cooperation in addressing these needs. AFN has worked closely with the Alaska Sanitation Task Force on these issues and encourage the Legislature's support in addressing and alleviating these health and sanitation problems by supporting passage of HJR 37.

We hope you will do what you can to urge passage of HJR 37 immediately in the Alaska Legislature and convey the message to the Congress supporting HR 1033. Thank you.

Sincerely,


Julie Kitka
President

Association of Village Council Presidents, Inc.
P.O. Box 219
Bethel, Alaska 99559

Ph# (907) 543-3521
 FAX(907) 543-3596

April 12, 1993

Representative Cynthia Toohey
 Room 104
 State Capitol
 Juneau, AK 99801

Post-It™ brand fax transmittal memo 7871		# of pages	2
To	Rep. Hoffman	From	AVCP
Co.		Co.	
Dept.		Phone #	543-3521
Fax #	465-2278	Fax #	543-3596

Dear Representative Toohey:

Water and sewer needs in rural Alaska are extreme. The "Rural Community Clean Water Assistance Act of 1993" (H.R. 1033) introduced to the House in Washington D.C. is a positive step in the direction of alleviating the problems poor drinking water and unsanitary sewage systems that continue to plague our rural communities. I urge you to further state efforts to secure funding for this bill by supporting House Joint Resolution 37.

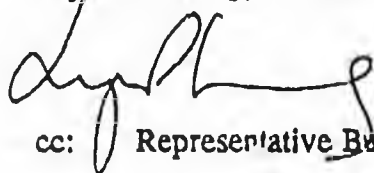
As almost everyone of the forty-eight villages in the AVCP region lacks adequate sanitation facilities, AVCP strongly supports statewide efforts to secure both capital project and community development assistance for sanitation system upgrades in rural communities. Currently, the majority of AVCP member villages lack the resources, technical expertise and managerial structure to adequately insure safe drinking water and sanitary sewage disposal systems. Without such systems, the immediate health and future well-being of AVCP member villages is severely jeopardized.

If H.R. 1033 passes \$300 million per year can be made available for six years to upgrade wastewater treatment facilities in economically distressed, rural areas. Every one of our communities would benefit from such a program. Now the state must do its part and first acknowledge the problem and then make a commitment to stand behind rural Alaskans to raise their standard of living to a level that most Americans take for granted. Again, I urge your support of HJR 37.

Sincerely,

ASSOCIATION OF VILLAGE COUNCIL PRESIDENTS, INC.

Myron Naneng, President



cc: Representative Bunde, Representative Hoffman

AVCP

HJR

47

SENATE COMMITTEE REPORT

DATE: 4/15/94

FURTHER:

DATE TURNED INTO OFFICE: 4/30/94

HES Committee considered HOUSE JOINT RESOLUTION NO. 47 am
 Relating to schools on military installations.

and recommends:

- replace with _____ CS _____ () same title
- or adopt previous _____ CS _____ () new title
- attaches amendment(s) technical title change (HB only)

adopts _____ Letter of Intent

further referral to the _____

- do pass
- do not pass
- no recommendation
- individual recommendations

NEW FISCAL NOTES

Department	Date	Zero	Fiscal

PREVIOUS FISCAL NOTES

Department	Date	Zero	Fiscal
Education	2/23/94	✓	

Appropriation No Fiscal Note

DO PASS:

 Mike Miller

 Karen J. Leman

 Bob Sharp

OTHER RECOMMENDATIONS:

 [Signature] - Do Pass

 [Signature] Do Pass
 Chair: Signature and Recommendation

Sponsor Statement HJR 47

OVERVIEW

For several years, schools on Alaskan military facilities have been the subject of controversy between local school districts, the State D.O.E., the U.S. Dept. of Education and the Department of Defense. The schools are operated by local school districts, but are owned by the U.S. Department of Education and have reached a point of serious deterioration. In 1990, General McNerney held a conference on Military Schools that established a memorandum of agreement between the U.S.D.O.E. and the state, by which U.S.D.O.E. would provide funding to upgrade the schools in question to code and then transfer ownership to the local districts.

Since this agreement, funds from the federal government have been slow in coming. Two schools on Eielson AFB in Fairbanks, Taylor and Pennell Elementary, received \$3.9 million for upgrades. The deterioration of these facilities was so great however, that the school district determined that building a new elementary school would be more cost-effective. Consequently, these funds are being held until the balance needed for new construction is received. One school in Anchorage, Ursa Major Elementary, has received \$4.9 million from the federal government for needed upgrades and ownership of the school is in the process of transfer to the Anchorage School District. Besides these and a few other minor projects funded by Legislators' discretionary funds, no significant effort has been made to upgrade Alaskan military schools.

In response to this lack of action, I sponsored HCR 20, which created the Military Schools Task Force last session. The Task Force met during the fall of 1993 and reviewed maintenance requests, cost estimates and other pertinent information that related to the problem. After compiling an up-to-date list of projects and cost estimates, the Task Force determined that depending on the federal government to fund upgrades would be a lengthy process. During this time, children attending these schools would continue to suffer and Alaska could damage its position in attempting to retain its bases during future Dept. of Defense base closures. From this, the Task Force developed the idea of a matching fund program with the federal

government. Under this plan, that state and federal government would each contribute 50% of the costs for upgrades and new construction. HB 359 (currently in the House Finance Committee) and HJR 47 are the results of these deliberations.

WHAT HJR 47 DOES

HJR 47 states the findings of the Military Schools Task Force and urges the cooperation of the U.S. D.O.E., the Dept. of Defense, the Anchorage School Board and the Fairbanks North Star School District in securing funding for the schools. In addition, the Anchorage School District and the Fairbanks North Star Borough School District are urged to assume ownership of one or more of these schools immediately upon the obligation of funding necessary to bring each of these schools up to minimum standards.

FISCAL NOTE

STATE OF ALASKA

BILL NO. HJR 47

1994 LEGISLATIVE SESSION

Revision Date: _____ Dept. Affected: Department of Education
 Title: Relating to schools on military installations BRU: _____
 Component: _____
 Sponsor: Rep Mulder by request of the Military Schools Task Force
 Requestor: Rep Mulder COMPONENT SERIAL NO. _____

Expenditures/Revenues (Thousands of Dollars)

OPERATING EXPENDITURES	FY 95	FY 96	FY 97	FY 98	FY 99	FY 00
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
----------------------	--	--	--	--	--	--

CHANGE IN REVENUES ()						
------------------------	--	--	--	--	--	--

IND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY94) cost: \$ 0.0

POSITIONS

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)
 See attached position paper.

Prepared by: Duane Guiley Phone: 465-2891
 Division: School Finance Date: Feb. 8, 1994
 Approved by Commissioner: Miko Maher Date: Feb. 8, 1994
 Agency: Department of Education

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POSITION PAPER: DEPARTMENT OF EDUCATION

Division School Finance Bill Number HJR 47

Bill Title Relating to schools no military installations

Sponsor Representative Mulder by request of the Military Schools Task Force

By resolution, the Eighteenth Legislature created a task force on schools on military installations to examine options for repair and maintenance. HJR47 is a result of the recommendations of the task force. The Department supports HJR47 and is committed to a cooperative effort to secure funding necessary to bring the remaining military schools up to minimum code compliance, with the exception of remarks made concerning the specific condition of Taylor and Pennel Elementary schools. This reservation is due to the fact that department staff have not inspected the two facilities. However, the Department has approved a capital improvement project intended to provide a single replacement facility for the two existing elementary schools. Further, the Department is committed to assisting in the timely transfer of the same facilities to the local school districts.

APPROVED:

Director Duane Guiley Division SCHOOL FINANCE

Signature Duane Guiley Date 2/4/94

Commissioner/Deputy JERRY COVEY

Signature Jerry Covey Date 2/4/94

TASK FORCE ON SCHOOLS ON MILITARY INSTALLATIONS

PRELIMINARY REPORT

October 28, 1993

TABLE OF CONTENTS

I.	Introduction	1
II.	Background of the Task Force	1
III.	The Task Force's Findings	2
	a. Ownership of the Schools	2
	b. Total Cost of the School Problem	3
	c. Funding to Upgrade the Schools	4
	d. Role of Volunteerism	5
	e. Transfer of Ownership of the Schools	5
IV.	Conclusion	6

LIST OF ATTACHMENTS

1. Proposed Appropriation Bill
2. Proposed Resolution
3. North Star Borough School District Update on Eielson Air Force Base Schools
4. Anchorage School District Summary of Program Statement and Cost of On-Base/Post Schools
5. Resolution creating Task Force on Schools on Military Installations
6. Sourdough Sentinel article dated April 9, 1993
7. Anchorage Daily News Article dated April 18, 1993
8. Letter from Jerry Covey, Commissioner of Department of Education to Richard Riley, Secretary of Education dated March 16, 1993
9. Status of On-base Schools in Alaska - Facts and Figures by Parent Advocacy Committee dated March 23, 1993
10. Point Paper - Schools on Military Installations by Captain Porter dated August 18, 1993
12. Letter from Steve Hole, Commissioner of Department of Education to Carl LaMarr, Acting Superintendent of Anchorage Schools dated August 28, 1990

I. Introduction

By resolution, the Eighteenth Legislature created a Task Force on Schools on Military Installations to examine the options for the repair and maintenance of the schools on the military bases and posts that are currently below minimum acceptable school district standards.

After carefully studying the issues presented, the Task Force has determined that there are nine schools, namely, Aurora Elementary, Mount Iliamna Elementary, Mt. Spurr Elementary, Orion Elementary, John F. Kennedy, Ursa Minor Elementary, Ben Eielson Jr/Sr. High School, Anderson Elementary, Taylor Elementary School and Pennell Elementary school, which fail to meet minimum acceptable school district standards. These schools are currently owned by the federal government through the United States Department of Education (USDOE).

The Task Force has further determined that the most efficacious and expedient means of bringing these schools up to minimum acceptable standards and to ensure that they remain within acceptable standards is to secure a joint funding commitment from the federal government and the state government for the repair and upgrade of these schools. Once these monies have become obligated, the Task Force concludes that ownership of these schools should be transferred from the federal government to the respective school districts.

Consistent with these goals, the Task Force has drafted a proposed special appropriations bill and a proposed resolution designed to achieve these ends. (See Attachments 1 & 2).

II. Background of the Task Force

Representative Eldon Mulder chaired the Military Schools Task Force. Also sitting on the Task Force were Senator Loren Leman, Representative Terry Martin, Representative Ed Willis, Captain Dennis Porter representing the United States Air Force, Colonel George Vakalis, Garrison Commander at Fort Richardson, Lt. Colonel David Melcher representing Fort Wainwright, Janet Stokesbury, Chief Administrative Officer for the Anchorage School District, Barbara Martin, Assistant Superintendent for Business and Finance for the Fairbanks North Star Borough, Nancy Miller representing the Parent Advocacy Committee, Bonnie Carroll and Sue Wilken, acting as the Governor's appointees, and Patty Norheim, Chair of the State Board of Education.

The Task Force held its first meeting on September 8, 1993. It met again on September 25, October 12, and October 25, 1993. Prior to the September 25th meeting, the Task Force toured all of the schools on Fort Richardson Army Post and Elmendorf Air

Force Base. Prior to the October 12th meeting, the Task Force toured the schools on Eielson Air Force Base.

III. The Task Force's Findings

a. Ownership of the Schools

Through a number of meetings prior to the establishment of this Task Force, the United States Departments of Defense (USDOD) and Education (USDOE) have been working with the State of Alaska, in concert with its local school districts, to transfer ownership of the military base and post public schools from the USDOE to the local school districts. At this time, the schools identified above are the only Alaskan military post or base schools which the federal government still owns.¹ (See Attachments 8 through 12).

According to information gathered by the Task Force, the Anchorage and Fairbanks North Star Borough School Districts are reluctant to assume ownership of these schools until the existing life, safety, and health hazards have been corrected and the schools have been brought up to minimum school district standards. Securing the funding necessary to pay the costs associated with this upgrade has been the major stumbling block to effecting the transfer of these remaining schools.

As a part of its mission, the Task Force sought to identify the cost of bringing these schools up to minimum district standards and to identify a feasible method of funding the cost of these improvements. Once the funding is secured, it will then be possible to effect a transfer of ownership of these schools from the federal government to the state through the local school districts.

¹ There were originally fifteen schools on military bases in the State of Alaska slated to be transferred to the State. Through the cooperation of the United States Department of Defense (USDOD) and the State of Alaska, two new elementary schools were constructed on Fort Wainwright Army Post. These schools replaced seriously dilapidated and unsafe buildings. Additionally, the USDOE provided funds for the upgrade of schools on the Coast Guard base in Kodiak, and Mt. Hayes School on Fort Greely. The transfer of these schools is complete. In addition, the USDOE has committed \$4.9 million for the upgrade of Ursa Major Elementary School. Discussions are currently in progress between the Anchorage School District and the USDOE concerning the transfer of title of Ursa Major Elementary School.

b. Total Cost of the Problem

The Task Force members were presented with numerous documents at each of their meetings. Among these documents were extensive lists, prepared by the Anchorage and the Fairbanks North Star Borough School Districts, detailing the problems at each of the schools and the costs associated with correcting these problems. (See Attachments 3 & 4). A number of the problems identified on these lists constitute serious life, safety, and health violations. There are also basic program deficiencies contained on these lists.

After several modifications to these lists were made by the school districts, the Task Force determined that the information contained on the lists represented a reasonable assessment of the scope of work needed to bring these schools up to the minimum acceptable district standards needed before the school districts should be required to assume ownership of these schools. The Task Force also determined that the costs identified by the school districts in bringing these schools up to minimum standards represented a reasonable and realistic accounting in light of the scope of the problem.

With the exception of two of the schools, Taylor and Fennell Elementary Schools, all of the schools are amenable to repair at varying costs. The Task Force agreed with the Fairbanks North Star Borough School District, however, that Taylor and Fennell Elementary Schools, which are both located on Eielson Air Force Base, are so deteriorated and in need of repair that it is more cost effective to replace these two schools with one new elementary school than to attempt repair. A portion of the money for that repair - \$3.9 million - has already been committed by the federal government. The total funding necessary to complete construction of this school is \$14,761,600.

The sum total of the costs associated with rectifying the problems at these schools and bringing these schools up to the minimum acceptable school district standards is \$52,198,600. The following list, which is ordered by priority of need, identifies the cost of repair/construction for each school.

Elementary school to replace Taylor and Pennell Schools new construction	\$14,761,600
Aurora Elementary School upgrade existing facility	4,771,200
Ben Eielson Jr/Sr. High School upgrade existing facility	7,014,000
Ursa Minor Elementary School	

upgrade existing facility	4,998,000
Orion Elementary School upgrade existing facility	398,400
Mt. Iliamna Elementary School upgrade existing facility	3,147,200
Anderson Elementary School upgrade existing facility	2,530,000
J.F. Kennedy Elementary School upgrade existing facility	4,990,600
Mt. Spurr Elementary School upgrade existing facility	4,987,600
<u>TOTAL COST</u>	\$52,198,600

c. Funding to Upgrade the Schools

Although the state and the federal government have worked in cooperation in the past to effect the upgrade and transfer of several schools on Alaska military installations, the upgrade and transfer of the remaining nine schools promises to be a long and slow process unless a concerted effort is made to expedite the process. The Task Force is concerned that, in addition to jeopardizing the safety of the students, teachers and other personnel who occupy these facilities on a daily basis, the failure to resolve this matter expeditiously will result in even greater costs as the buildings continue to deteriorate and construction costs rise.

The Task Force finds that the most efficacious and expedient means of achieving the desired result is for the state and the federal government to share, on an equal footing, the costs of bringing these schools up to minimum acceptable district standards. By sharing the burden of this responsibility, both governments will be fulfilling their shared commitment to ensuring that the students receive a quality education in a safe environment. The Task Force members believe that this goal should be the highest priority.

The Task Force also recognizes, however, that there are other benefits to both the federal and the state government which flow from the fulfillment of this responsibility. Once ownership of these schools has been transferred to the school districts, the federal government will be relieved of responsibility for their physical maintenance and repair. While at first blush this may

appear to be a cost to the local communities which will then be responsible for these schools, the Task Force believes that the long term economic gain to the local communities as a result of the continued presence of the military bases and posts in Alaska more than offsets the costs associated with maintaining the schools. At a time when military bases and posts are being carefully scrutinized for closures, the state needs to be firm in its commitment to providing the basic services vital to their continued presence.

d. Role of Volunteer Services

In addition to examining sources of monetary funding, the Task Force also considered the role that volunteer services might play in upgrading and improving the schools. It concluded that the commitment of volunteer services to complete certain projects, such as the upgrade of playgrounds or ball fields, would be an invaluable asset.

First and most obvious, the Task Force foresees that the actual accomplishments to be realized as the result of a commitment of volunteer labor and resources could result in tremendous cost-savings. Second, but equally as important, the Task Force believes that the commitment of volunteer resources is critical in demonstrating the importance of this issue to the community as a whole. The Task Force believes that a display of community commitment and willingness to share in the responsibility for resolving the problem will encourage lawmakers to take the problem seriously and to secure the remaining funding necessary to upgrade the schools.

e. Transfer of the Schools

Finally, the Task Force believes that the local school districts must do their part by agreeing to assume transfer of ownership of the schools as quickly as possible. The expeditious transfer of these schools is critical to ensuring that there is a mechanism in place for the ongoing repair and maintenance of these schools.² The Task Force therefore believes that the optimum point

² Presently, there is no mechanism in place to ensure that future maintenance and repairs can be effected in the same manner as other schools within the districts. The cities cannot bond for the schools because they belong to the federal government. As a result, while the school districts have been operating the schools and performing minor repairs incident to that operation, there has been no mechanism in place through which more significant repairs can be made, unlike other schools in the respective districts. Once transfer is effected, the base schools can be improved in the

for transfer of ownership is upon obligation of the monies by the federal government and/or the state for the upgrade of the schools. Depending on how funding is accomplished, it may be that transfer will be by individual school rather than by transfer of the schools as a block. The key point is that transfer should occur upon obligation of the monies rather than upon completion of the work itself.

IV. CONCLUSION

In conclusion, the Task Force thanks those who have been involved in this effort throughout the years. Without the cooperation and support of these individuals, no progress would have been made. However, the progress must not stop here. It is critical that the safety of the students, teachers and other personnel who occupy these facilities on a daily basis no longer be compromised and that the federal government, the state government and the affected school districts make a concerted effort to resolve this problem once and for all by committing the funding necessary to expedite transfer of these schools.

Attachments

same manner as all other schools in the district.

ATTACHMENT 1

3-LS1319A

Utermohle

10/26/93

HOUSE BILL NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - SECOND SESSION

BY REPRESENTATIVE MULDER BY REQUEST BY THE MILITARY SCHOOLS TASK FORCE

Introduced:

Referred:

Funding Information:	General Fund	\$26,099,300
	Other Funds	<u>-0-</u>
		\$26,099,300

A BILL

FOR AN ACT ENTITLED

1 "An Act making special appropriations to the Department of Education for
 2 construction or upgrade of schools on military installations; and providing for an
 3 effective date."

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

5 * Section 1. Contingent upon an agreement by the federal government to match the amount
 6 appropriated under this section on a dollar-for-dollar basis, the sum of \$7,380,800, or a lesser
 7 amount equal to the amount the federal government agrees to match on a dollar-for-dollar
 8 basis, is appropriated from the general fund to the Department of Education for the
 9 construction of a new elementary school facility at Eielson Air Force Base.

10 * Sec. 2. Contingent upon an agreement by the federal government to match the amount
 11 appropriated for upgrade of an existing school facility listed in this section on a dollar-for-
 12 dollar basis, the amount set out in this section, or a lesser amount equal to the amount the
 13 federal government agrees to match on a dollar-for-dollar basis, is appropriated from the
 14 general fund to the Department of Education for upgrade of that facility:

ATTACHMENT 2

HOUSE JOINT RESOLUTION NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - SECOND SESSION

BY REPRESENTATIVE MULDER BY REQUEST OF THE MILITARY SCHOOLS TASK FORCE

Introduced:

Referred:

A R SOLUTION

1 Relating to schools on military installations.

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

3 WHEREAS nine schools located at Elmendorf Air Force Base, Eielson Air Force
4 Base, and Fort Richardson Army Base, namely, Aurora Elementary, Mount Iliamna
5 Elementary, Mt. Spurr Elementary, Orion Elementary, John F. Kennedy Elementary, Ursa
6 Minor Elementary, Ben Eielson Jr. and Sr. High School, Anderson Elementary, Taylor
7 Elementary, and Pennell Elementary, fail to meet minimum acceptable standards established
8 by the respective school districts; and

9 WHEREAS Taylor Elementary and Pennell Elementary are in a state of deterioration
10 and disrepair, and it is more cost effective and feasible to build one new school to replace
11 them rather than to attempt to repair them; and

12 WHEREAS the other seven schools, which contain numerous fire, life and safety
13 problems, will continue to deteriorate, and the problems will be exacerbated if immediate
14 action is not taken; and

15 WHEREAS the federal government presently owns these schools; and

16 WHEREAS the respective school districts have agreed to assume ownership of these
17 schools provided minimum safety standards are met; and

1 **WHEREAS** a total of \$52,198,600 is required to bring these schools up to minimum
2 acceptable standards; and

3 **WHEREAS**, once transfer of ownership of these base schools is completed, future
4 funding needs for these schools can be met through the same funding avenues used for other
5 schools within the respective school districts; and

6 **WHEREAS** the state is committed to providing school children on military
7 installations with an education equal to that of other children in the state as evidenced by past
8 funding of the new Ladd Elementary School on Fort Wainright; and

9 **WHEREAS** the state is committed to exploring avenues to finance the upgrade of the
10 schools to ensure that the quality of education of school children on military installations is
11 not compromised; and

12 **WHEREAS** the state is committed to ensuring that no child or teacher in the state be
13 exposed daily to life, safety, and health hazards; and

14 **WHEREAS** the state recognizes that the military installations are a vital part of the
15 state's economy and that it is essential to provide basic services to meet the needs of the
16 military installation personnel;

17 **BE IT RESOLVED** by the Alaska State Legislature that the United States Department
18 of Education and Department of Defense are urged to cooperate and assist in securing the
19 funding necessary to bring these schools up to minimum acceptable district standards as
20 expeditiously as possible; and be it

21 **FURTHER RESOLVED** that the Anchorage School District and Fairbanks North Star
22 Borough School District are urged to assume ownership of one or more of the schools on Fort
23 Richardson, Elmendorf Air Force Base, and Eielson Air Force Base immediately upon
24 obligation of the funding necessary to bring each of these schools up to the minimum
25 acceptable standards; and be it

26 **FURTHER RESOLVED** that the Anchorage School District and Fairbanks North Star
27 Borough School District are urged to cooperate and assist in securing expeditious funding of
28 these schools and actively work until this problem is solved.

29 **COPIES** of this resolution shall be sent to the Anchorage Municipal Assembly, the
30 Fairbanks North Star Borough Assembly, the Anchorage School Board, and the Fairbanks
31 School Board; and to the Honorable Ted Stevens and the Honorable Frank Murkowski, U.S.
32 Senators, and the Honorable Don Young, U.S. Representative, members of the Alaska

'1 delegation in Congress.

ATTACHMENT 3

FAIRBANKS NORTH STAR BOROUGH SCHOOL DISTRICT

Update on Eielson Air Force Base Schools
September 17, 1993

** REVISED **

1. **New Elementary School**
Replacement elementary school for Eielson Air Force Base. Pennell and Taylor elementary schools are over 30 years old. A study conducted in 1989 and updated in 1990 determined it more economically feasible and reasonable to replace these schools with one new elementary school. (Bid date Spring 94)

Projected cost: \$14,761,615
2. **Ben Eielson Junior/Senior High School Renovation**
This school has numerous fire/life/safety problems and program deficiencies. These are outlined in the 1990 study of military base schools. (Bid date Spring 96)

Projected cost: \$7,013,913
3. **Anderson Elementary School Renovation**
This school has numerous fire/life/safety problems and program deficiencies. These are outlined in the 1990 study of military base schools. (Bid date Spring 97)

Projected cost: \$2,530,035

Excerpts From
Base/Post School Building Survey

Second Edition

January 3, 1990

Taylor	Yellow
Ben Eielson	Pink
Pennell	Green
Anderson	Blue

DESCRIPTION OF IDENTIFIED DEFICIENCIES
Fairbanks North Star Borough School District
BASE/POST SCHOOL BUILDING SURVEY

School: TAYLOR ELEMENTARY

Gross Area: 33,420 Square Feet, including "satelite" District
Physical Plant for Eielson, plus three portables
Grades Served: 5th & 6th
DOE Capacity: 264
Current Enrollment: 229 (229 FTE)
Current Staff: 25 total (Principal, 18 teachers, 6 classified)

1985 Uniform Building Code Classifications

Occupancy Type: E, Division 1

Construction Type: V-N (Sprinklered) discussion follows:

Taylor Elementary School would be considered Type V-N Construction. The gross area of 33,420 square feet (without the portables) is within the allowable area of 36,400 square feet (9,100 base x 2 for separation all sides x 2 for sprinklers).

Item No. 1: Construct Soccer Field

District standards for new elementary schools include the construction of a new 120' x 160' soccer field, which is also used for a variety of other athletic activities including softball, kickball and track and field. Taylor Elementary currently has no such facility. Typically, the field is covered with 4 inches of topsoil and seed over an average of 18 inches of subbase compacted to 95 percent. The field is equipped with two soccer goals and one baseball backstop. This facility could be shared with Ben Eielson Jr./Sr. High School which is immediately adjacent.

Item No. 2: Site Improvements

The existing parking lot needs grading/drainage improvements as ponding is common at break-up and during heavy rains.

General grading, topsoil and seeding is needed at play areas.

Item No. 3: Upgrade Playground Equipment

Taylor Elementary currently serves 5th and 6th Grade, and the playground equipment on site is inadequate. Existing equipment is old, and some should be replaced. New equipment suitable for these grades should be purchased and installed to supplement the existing playground equipment.

Item No. 4: Site Lighting Improvements

The existing site is inadequately lit, primarily at playground areas. Five additional pole mounted lights should be added.

Item No. 5: Headbolt Outlets and Parking

The number of existing headbolt outlets and parking spaces is inadequate for current staff, and existing circuits are undersized and often trip. The entire system should be upgraded and expanded by a minimum of 10 new outlets and 15 new gravel parking spaces.

Headbolt installation would include 10 - 20 amp circuits, 1 - 100 amp panel, 1 - 100amp contactor, time clock and thermostat for control.

Item No. 6: Corridor Modifications

The existing corridor does not meet current UBC requirements. UBC Appendix 1, Section 111 may permit the existing conditions to remain since the building is fully sprinklered. However, the corridor does not meet handicapped accessibility requirements. Therefore, it is recommended that corrections be made to the corridor which will bring it current with both UBC and handicapped accessibility requirements. The following items would be included:

- A. Replace 24 existing door/frame assemblies with new U.L. labeled 20 minute assemblies per UBC Section 3305(h)1. These doors are at classrooms, restrooms, and similar occupancies. At storage rooms and janitor's closets, 1 hour assemblies are required, and these are included in Item No. 7.
- B. Provide magnetic door hold open devices at 15 classroom doors, wired into the building's fire alarm system per UBC Section 3305(h)1. It is now a District Standard to provide such devices at classroom doors in order to eliminate the hazards of doors being propped open, or closers being removed.
- C. Provide lever type door hardware per ANSI A117.1, 4.13.9.
- D. Widen entry alcoves at 14 classroom doors to provide wheelchair clearances per ANSI A117.1, 4.13.6. This will require minor demolition at each entry door in order to provide 24 inch clearance at the latch side.
- E. The existing corridor ceiling/roof assembly must be 1 hour construction per UBC Section 3305(g). Subsequent to the previous version of this report, a ceiling replacement has been completed under DHS Project Nos. AK-87-F-04A37 and AK-87-F-05A37. The new ceiling includes a layer of fire taped 5/8 gypsum board, which now provides a 1 hour rated ceiling/roof assembly.

Item No. 7: Upgrade Janitor/Storage Areas to 1 Hr. Construction

Existing storage areas and janitor's closets must be separated from adjacent spaces by 1 hour rated construction per UBC Section 802(c). New 1 hour U.L. labeled door/frame assemblies will be required at 10 locations, including the Kitchen off the Multi-Purpose Room and the door to the Garage area. Subsequent to the previous version of this report, several more areas of missing gypsum board and new penetrations have appeared.

Item No. 8: Correct Level Changes

Most existing main entrances have changes in elevation greater than 1/2 inch, and most of the existing vestibule grates are depressed and should be replaced so that building entries conform to ANSI A117.1, 4.3.8 for wheelchair accessibility.

Item No. 9: Energy and Thermal Standards Upgrades

Taylor Elementary School's existing thermal envelope is notably deficient in the following areas which should receive attention in the immediate future:

A. The existing roof leaks in many areas, and damage to ceilings and walls is apparent throughout the building. Temporary roof repairs are only a stop gap measure, and the entire roof needs renovation. Along with the roof replacement, the existing rainleader/drywell system for roof runoff should be tested, and expanded or corrected as needed.

The existing exterior wall/window system exhibits extreme draftiness, and new weatherstripping is needed. Additionally, the exterior of the building is unsightly and badly degraded, and a facelift could be provided as part of an energy retrofit.

In order to bring the facility up to current Fairbanks North Star Borough Thermal and Energy Standards, and provide long term maintenance and operations savings, retrofit of the building's thermal envelope is recommended, including a roof renovation and the addition of exterior wall insulation. The roof renovation should replace the existing built-up system with a single-ply EPDM inverted roof membrane assembly (IRMA) with 8 inches of extruded polystyrene insulation (R=40), which is the current District standard for new schools. Exterior walls can best be retrofitted using a synthetic plaster/expanded polystyrene insulation system (Dryvit, R-Wall, or equal) with an average of 3 inches of insulation (R=10.5). This type of wall system retains the "thermal mass" of the walls within the envelope and eliminates thermal bridging, in addition to providing increased thermal resistance.

Item No. 10: Repair Water Damage/Ceiling System

The interior of the facility has been damaged by the effect of roof leaks, and existing ceilings in several areas will need repair. Although a new ceiling has been installed under DHSS Project Nos. AK-87-F-04A37 and AK-87-F-05A37 in the corridor, it has already become stained. More damage is anticipated in the spring thaw. This work should not be performed unless roof repairs are also undertaken.

Item No. 11: Replace Carpet and Base

Most of the carpet in the school, in particular the corridors, is old and in need of replacement. Seams are visible, as well as water damage from roof leaks. Rubber base should be replaced in most areas concurrently with the carpet replacement.

Item No. 12: Seal Penetrations

The following items need to be corrected in order to maintain the fire rating of the building:

Unsealed penetrations through walls and ceilings:

Shower Rooms (now used as storage): Numerous small penetrations

Corridors: Numerous penetrations at sprinkler pipes

Storage/Work Room: Two 1 inch holes

Janitor's Closet: Six 1/2 to 6 inch holes

Mechanical: Twelve 1 to 12 inch holes

Athletic Storage: Ceiling not fire taped

Mechanical: Six 1-1/2 to 6 inch holes

Smokers' Lounge: Numerous penetrations

Unrated access panels and hatches:

Kitchen: Unrated access in ceiling

Typical Classroom: 12 x 24 access panel to corridor

Mechanical: Unrated 24 x 24 access panel in floor

Janitor's Closet: Unrated 18 x 24 access panel in ceiling, unrated plumbing chase access

Lack of fire dampers:

Shower Rooms (now used as storage): Vents

Athletic Storage: 24 x 60 duct to Gym

Mechanical: 24 x 72 duct to Corridor

Janitor's Closet: Three 6 x 12 ducts

Item No. 13: Replace Humidifiers

Replace obsolete steam grid humidifier in air handler. Existing unit injects steam from the district heating system which has been chemically treated, directly into the building ventilation system.

Item No. 14: Upgrade Plenums

Mechanical room serves as return air plenum. Construction includes exposed wood beams, wood control panel bases, etc. The control air compressor is located in the room, as well as various janitors supplies and storage of combustible materials, counter to the intent of UBC Sec. 1002(a). Provide ducted return air system to directly connect fan inlet to mixed air plenum.

Item No. 15: Replace Steam/Water Converter Assembly

Subsequent to the previous version of this report, replacement of the steam/water convertor assembly has been completed under DHSS Project Nos. AK-87-F-04A37 and AK-87-F-05A37.

Item No. 16: Replace Radiant Heating Distribution System

Subsequent to the previous version of this report, replacement of the underslab radiant heating system, which was badly leaking, has been completed under DHSS Project Nos. AK-87-F-04A37 and AK-87-F-05A37. The new system uses radiant ceiling panels, and appears to have sufficient heat for -45 degrees F.

Item No. 17: Install Direct Digital Control System

This item provides for installation of a direct digital control system to provide, for each occupied space, lighting and temperature control with night setback. System will provide improved comfort, and energy savings.

Item No. 18: Install Exhaust Fans

The kitchen, janitor's closet/custodians office, and the office and work room adjacent to the library are not ventilated. Provide exhaust fan and ductwork to janitors closet, and extend existing supply and return air ducts to other areas, to provide ventilation in compliance with UBC Sec 805 and maintain adequate comfort levels.

Item No. 19: Sprinkler System Repairs & Upgrades

Subsequent to the previous version of this report, it has been determined that this work is not a requirement.

Item No. 20: Replace Hot Water Heater

Replace one vertical 300 gallon domestic hot water tank and heater, with semi-instantaneous high efficiency type. Existing tank and heater is original equipment, over 30 years old, in poor condition, lacks seismic restraint per UBC Sec 2312.

Item No. 21: Replace Main Service

Subsequent to the previous version of this report, the main service replacement has been completed under DHSS Project Nos. AK-87-F-04A37 and AK-87-F-05A37.

Item No. 22: Upgrade Classroom Receptacles

Install 4 - duplex receptacles in each of the 15 classrooms to bring the total up to the standard 8 per room, and add a 100 amp 3p4w 42 circuit panel to provide the 30 circuits necessary to serve them as well as requiring the existing receptacles.

Item No. 23: Install Cages on Gym Devices

Subsequent to the previous version of this report, this work has been completed by the School District.

Item No. 24: Install Standby Generator

Install a 30 KW diesel fueled emergency generator, complete with fuel storage, day tank, 100 amp Automatic Transfer Switch, 100 amp panel and 100 ft of 1-1/4" conduit with 4 - #3 to connect the system.

Item No 25: Replace Conduit/Wire to Lights

Subsequent to the previous version of this report, replacment of lighting/conduit/wiring has been completed under DHSS Project Nos. AK-87-F-04A37 and AK-87-F-05A37.

Item No. 26: Replace Fire Alarm System

Subsequent to the previous version of this report, replacement of the fire alarm system has been completed under DHSS Project Nos. AK-87-F-04A37 and AK-87-F-05A37.

Item No. 27: Replace Clock/Intercom System

Replace the existing Edwards clock system with a master clock/intercom system. The existing one has continual maintenance problems.

Item No. 28: Replace Branch Circuit Panels

Subsequent to the previous version of this report, replacement of branch circuit panelboards has been completed under DHSS Project Nos. AK-87-F-04A37 and AK-87-F-05A37.

Item No. 29: Install TV Distribution System

Install 1" conduit system and Belden Twinaxial cable system with jack in each classroom, the library, and the office for Television distribution, total 15 locations.

Item No. 30: Install Computer Network

Install 1" conduit system with pull cord and blank outlet box in each classroom, the library and the office for future computer networking cabling, total 20 locations.