

ALASKA LEGISLATURE COMMITTEE FILES 1999-2000 8672

10067 SENATE HEALTH EDUCATION & SOCIAL SERVICES

(7)

HOUSE COMMITTEE REPORT

Date Referred to Committee: May 14, 1999

FURTHER REFERRALS:

HSS
Finance

Date of Committee Action: 8/8/00

The STATE AFFAIRS Committee considered:

HB 236

HOUSE BILL NO. 236

CREDITED PART-TIME SERVICE TRS

"An Act relating to credited service in the teachers' retirement system for part-time employment."

recommends it be replaced with the following committee substitute _____ the same title a new title

additional referral to _____ Committee
 attached amendment(s)

ADOPTS: _____ Letter of Intent

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

fiscal note(s) _____ fiscal note(s) _____

zero fiscal note(s) _____ zero fiscal note(s) _____

SIGNING WITH RECOMMENDATIONS	DP	DNP	NR	AM
<i>Jeanette James</i>	✓			
<i>Hal Schaller</i>	✓			
<i>Bern Koptala</i>	✓			
<i>Bill Hudson</i>	✓			
<i>M. J. ...</i>	✓			
<i>...</i>		✓		

CHAIR'S SIGNATURE Jeanette James

(7)

HOUSE COMMITTEE REPORT

Date Referred to Committee: February 9, 2000

FURTHER REFERRALS:

Date of Committee Action: 2/15/00

The FINANCE Committee considered:

HB 236

HOUSE BILL NO. 236

CREDITED PART-TIME SERVICE TRS

"An Act relating to credited service in the teachers' retirement system for part-time employment."

recommends it be replaced with the following committee substitute _____ the same title a new title

additional referral to _____ Committee
 attached amendment(s)

ADOPTS: _____ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) _____ APPROVES PREVIOUS: (Dept/Date) _____
 fiscal note(s) _____ fiscal note(s) _____

zero fiscal note(s) _____ zero fiscal note(s) no 2/9/00

SIGNING WITH RECOMMENDATIONS		DP	DNP	NR	AM
	Theriault	X			
	Mulder	X			
	Foster	X			
	J. Davis	X			
	G. Davis	X			
	Phillips	✓			
	Austerman	✓			

CHAIR'S SIGNATURE
Theriault Mulder

Journal Text



02/21/00
HB 236

House Journal

Page 2257

Objection was heard, and Representative Davies was required to vote.

The question being: "Shall HB 236 pass the House?" The roll was taken with the following result:

HB 236
Third Reading
Final Passage

YEAS: 34 NAYS: 2 EXCUSED: 3 ABSENT: 1

Yeas: Austerman, Barnes, Berkowitz, Brice, Bunde, Cissna, Coghill, Cowdery, Croft, Davies, Davis, Dyson, Foster, Green, Grussendorf, Harris, Hudson, James, Joule, Kapsner, Kookesh, Kott, Masek, Morgan, Mulder, Murkowski, Phillips, Porter, Rokeberg, Sanders, Smalley, Therriault, Whitaker, Williams

Nays: Kohring, Ogan

Excused: Halcro, Kemplen, Kerttula

Absent: Moses

And so, HB 236 passed the House and was referred to the Chief Clerk for engrossment.

Bill Root:

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HB

270

FISCAL NOTE

Bill Version: CSSSHB 270 (STA)
 (H) Publish Date: 3/15/00

**STATE OF ALASKA
 2000 LEGISLATIVE SESSION**

Revision Date _____ Dept. Affected Public Safety
 Title SEXUAL ASSAULT & SEXUAL ABUSE BRU Alaska State Trooper Detachments
 Component: Alaska State Trooper Detachments
 Sponsor Representative Croft
 Requester H. State Affairs Committee Component No. 2325

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING						

CAPITAL EXPENDITURES	0.0	0.0	0.0	0.0	0.0	0.0
-----------------------------	------------	------------	------------	------------	------------	------------

CHANGE IN REVENUES ()	0.0	0.0	0.0	0.0	0.0	0.0
-------------------------------	------------	------------	------------	------------	------------	------------

FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2000) cost: 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

ANALYSIS: (Attach a separate page if necessary)

This bill is not expected to have an adverse impact on the budget.

Prepared by: Royce Weller, Special Assistant Phone 465-4322
 Division Office of the Commissioner Date/Time 3/3/2000
 Approved by: [Signature] Date 3.6.00
 Agency Commissioner Ronald L. Otte, Dept. of Public Safety

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SENATE COMMITTEE REPORT

DATE: 4/13/00

FURTHER:

DATE TURNED
IN TO OFFICE: 4/18/00

Health, Education and Social Services Committee considered CS FOR SS FOR HOUSE BILL NO. 270(HES)

"An Act relating to payment for certain examinations in cases of sexual assault."

and recommends:

- be replaced with _____ CS _____ (_____)
- adopt previous _____ CS _____ (_____)
- attached amendment(s)
- adopt Letter of Intent by _____ Committee
- further referral to the _____ Committee

- Senate Bill:**
- same title
 - new title
- House Bill:**
- same title
 - technical title
 - new: SCR# _____

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	NR	DNP	AM
<i>George Miller</i>	→	<i>Pete Kelly</i>			
<i>REP: [Signature]</i>	✓				
<i>Greene</i>	✓				
CHAIR: <i>Mike Miller</i>	✓	CHAIR:			

NEW FISCAL NOTE(S):

Department Date Zero Fiscal

PREVIOUS FISCAL NOTE(S):*

Department Date Zero Fiscal

<i>DPS</i>	<i>3/6/00</i>	✓	

APPROPRIATION -- no fiscal note

*include fiscal notes accompanying Governor's bill

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STATE OF ALASKA

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State Capitol
Juneau, Alaska 99801-1182
Deliveries to: 129 6th St., Rm. 329

MEMORANDUM

April 14, 2000

SUBJECT: CSSSHB 270(HES) - Sexual Assault Examinations
(Work Order No. 21-LS1108W)

TO: Representative John Coghill Jr.
Attn: Rynniva

FROM: Gerald P. Luckhaupt 
Legislative Counsel

You have asked if there are any constitutional or other problems with the provisions of the bill that provide that a law enforcement agency, health care facility, or other entity may not require a victim of certain sexual assaults, who is 16 years of age or older, to pay for the costs of a rape examination. Conceivably, this allows a law enforcement agency, health care facility, or other entity to require a sexual assault victim under the age of 16 to pay for rape kit examinations.

Substantive Due Process. Basically, substantive due process guarantees that laws must make some sense and cannot merely be arbitrary in their scope but must be based upon some rational policy.

Substantive due process is denied when a legislative enactment has no reasonable relationship to a legitimate governmental purpose. It is not a court's role to decide whether a particular statute or ordinance is a wise one; the choice between competing notions of public policy is to be made by elected representatives of the people. The constitutional guarantee of substantive due process assures only that a legislative body's decision is not arbitrary but instead based upon some rational policy.

A court's inquiry into arbitrariness begins with the presumption that the action of the legislature is proper. The party claiming a denial of substantive due process has the burden of demonstrating that no rational basis for the challenged legislation exists. This burden is a heavy one, for if any conceivable legitimate public policy for the enactment is apparent on its face or is offered by those defending the enactment, the opponents of the measure must disprove the factual basis for such a justification.

Concerned Citizens of South Kenai Peninsula v. Ken, 527 P.2d 447 (Alaska 1974). And, a substantive "due process claim will only stand if the state's actions 'are so irrational or

Representative John Coghill Jr.
April 14, 2000
Page 2

arbitrary, or so lacking in fairness, as to shock the universal sense of justice." *Church v. State*, 973 P.2d 1125 (Alaska 1999), quoting *Application of Obermeyer*, 717 P.2d 382, 386-87 (Alaska 1986). Thus, in *Church*, Permanent Fund Dividend residency requirements - that a person must be in Alaska at least 185 days if the person does not qualify for an excused absence - were not unreasonable and were a valid imposition of a bright line rule to ease the administrative burden on the state of determining residency. Also, the Alaska courts have consistently recognized that the protection of minors is a valid legislative purpose for purposes of substantive due process and in so doing have rejected numerous challenges to age limits imposed to prevent minors from drinking, smoking marijuana as a protected activity, etc.

Within our system of government, subject to constitutional limitations, it is the legislature's prerogative to restrict or forbid the use of dangerous intoxicants and, if a restriction is based on age, to establish the age at which persons can presumably be trusted to handle those intoxicants in a mature and socially acceptable manner.

Allum v. State, 830 P.2d 435 (Alaska 1992).

What is unique about this bill is that instead of protecting minors, the bill protects adults and minors 16 years of age or older from being required to pay for sexual assault examinations including administration of the rape kit under AS 18.68.010, while allowing minors under 16 years of age to be required to pay for these examinations no matter how the examination is conducted and regardless of the purpose. The purpose of the bill is to protect victims of sexual assault from being required to pay for forensic examinations that conceivably are being conducted for the benefit of the police. While this is a laudable goal, and clearly a legitimate one that in my opinion would survive a substantive due process challenge, the bill does not apply this protection to all victims but it excludes from its protection those persons who are most unable to protect their interests: children under the age of 16. I fail to see any "legitimate public policy" for this differentiation and the exclusion of minors under the age of 16 from the protective reach of this bill.

I understand that the Alaska Cares program which exists in the Anchorage and Mat-Su areas pays for sexual assault examinations for some children under the age of 16 in the Anchorage and Mat-Su areas and that the existence of this program may explain why the bill excludes children under the age of 16. I do not believe that the existence of this program provides a sufficient "legitimate public policy" to meet a substantive due process challenge. The Alaska Cares program apparently uses Medicaid funds to provide services to certain children but not all children in the Anchorage and Mat-Su areas. I also understand that while this program does not exist throughout the state there is a plan that in the future it eventually would be extended to other urban areas of the state but again not to all areas of the state. The limited nature of this program provides the evidence that it cannot supply the "legitimate public policy" to allow this bill to survive a substantive due process attack. The bill excludes all children under the age of 16 from the protective umbrella it creates for sexual assault victims. The fact that some of the children excluded may be covered by this program does not justify

Representative John Coghill Jr.

April 14, 2000

Page 3

the legislature excluding all children. Further, the fact that this program in the future may exist in all the urban areas of the state, but not the rural areas, points up the "illegitimate" nature of this justification. A justification, or in this case a classification, that discriminates on the basis of whether the sexual assault victim has obtained the talismanic age of 16, or in the future whether the sexual assault victim is lucky enough to live in an urban area, and thereby allows the child sexual assault victim to be required to pay for a sexual assault examination - a loss of property - does not provide a legitimate public policy that comports with the due process clause of the Alaska or United States Constitutions nor with the equal protection clauses of those Constitutions.

Equal Protection. In Alaska, the courts apply the equal protection clause in the following manner:

This court must first identify the individual interest impaired by the statute and evaluate its importance; we then identify the social purposes underlying the statute and evaluate their importance. The level of justification required for the statute rises in proportion to the importance of the individual interest it affects. Depending upon the importance of that individual interest, the government's interest in enacting the statute must fall somewhere on a continuum between "mere legitimacy" to a "compelling interest". . .

Second, if the government's interest in enacting the statute is sufficiently strong, this court must examine the connection between the social policies underlying the statute and the means adopted in the statute to further those policies. Again, depending upon the importance of the individual interest affected, this nexus between ends and means must fall somewhere on a continuum between "substantial relationship" and "least restrictive alternative".

Allum, supra. at 439-440. The classification provided in the bill based upon the age of the sexual assault victim does not, in my opinion, meet even the mere legitimacy standard even if the child sexual assault victim's interest is found to be unimportant.

GPL:lmb:jr:glc
00-024.lmb



Representative Eric Croft

Sponsor Statement

Sponsor Substitute for House Bill 270

"Payment of Evidentiary Forensic Exams"

SSHB 270 makes sure that adult victims of sexual assault are not charged the costs of evidentiary forensic exams.

A victim of sexual assault has by definition been victimized once. In order to facilitate investigation of the crime and prosecution of the criminal, a victim is often asked to submit to a forensic exam to gather evidence. The forensic exams often involve taking physical samples and photographs. While it is the ordinary police practice to pay for these evidence gathering exams, some victims now report that they have been asked to pay for the cost of the forensic exam itself through their medical insurance. To victims of sexual assault, this is a third victimization.

When a house is burglarized and law enforcement takes photos or fingerprints of evidence, the victim is never sent the bill, directly or indirectly, or asked to have their homeowners' insurance billed. Nor should they. We have faith that most law enforcement agencies take responsibility for victims' needs and appropriately pay for evidentiary exams as needed. Those few agencies that attempt to transfer this cost to the victim should be stopped.

With the passage of SSHB 270, victims would be assured that they could not be required to pay for evidentiary forensic exams.

Bill History/Action Display



BILL: HB 270 SHORT TITLE: PAYMENT OF SEXUAL ABUSE EXAMINATIONS
 BILL VERSION: CSSSHB 270(HES)
 SPONSOR(S): REPRESENTATIVES(S) CROFT, Halcro, Kerttula, Smalley, Dyson,
 Coghill, Green, Whitaker, Morgan, Kemplen, Hudson, Bunde, Phillips,
 Cowdery, James, Kapsner, Joule, Harris, Murkowski, Williams, Therriault,
 Cissna

CURRENT STATUS: (S) HES

STATUS DATE: 4/13/00

TITLE: "An Act relating to payment for certain examinations in cases of sexual assault."

[Full Text](#)[Fiscal Notes](#)

Detailed 2000 fiscal note information currently not available on-line.

[Bill History](#)

Jrn-Date	Jrn-Page	Action
1/10/00	<u>1890</u>	(H) PREFILE RELEASED 1/7/00
1/10/00	<u>1890</u>	(H) READ THE FIRST TIME - REFERRALS
1/10/00	<u>1890</u>	(H) STA, HES, FIN
1/21/00	<u>1976</u>	(H) COSPONSOR(S): KERTTULA
2/16/00	<u>2224</u>	(H) COSPONSOR(S): SMALLEY
2/18/00	<u>2236</u>	(H) SPONSOR SUBSTITUTE INTRODUCED
2/18/00	<u>2237</u>	(H) READ THE FIRST TIME - REFERRALS
2/18/00	<u>2237</u>	(H) STA, HES, FIN
3/07/00	<u>Text</u>	(H) STA AT 8:00 AM CAPITOL 102
3/07/00	<u>Text</u>	(H) Scheduled But Not Heard
3/09/00	<u>Text</u>	(H) STA AT 8:00 AM CAPITOL 102
3/09/00	<u>Text</u>	(H) Moved CSHB 270(STA) Out of Committee
3/09/00	<u>Text</u>	(H) MINUTE(STA)
3/15/00	<u>2487</u>	(H) STA RPT CS(STA) NT 4DP
3/15/00	<u>2487</u>	(H) DP: JAMES, GREEN, HUDSON, OGAN
3/15/00	<u>2488</u>	(H) ZERO FISCAL NOTE (DPS)
3/16/00	<u>Text</u>	(H) HES AT 3:00 PM CAPITOL 106
3/16/00	<u>Text</u>	(H) Scheduled But Not Heard
3/23/00	<u>Text</u>	(H) HES AT 3:00 PM CAPITOL 106
3/23/00	<u>Text</u>	(H) Heard & Held
3/28/00	<u>Text</u>	(H) HES AT 3:00 PM CAPITOL 106
3/28/00	<u>Text</u>	(H) Moved CSHB 270(HES) Out of Committee
3/31/00	<u>2801</u>	(H) HES RPT CS(HES) NT 4DP 2NR
3/31/00	<u>2801</u>	(H) DP: GREEN, DYSON, COGHILL, WHITAKER;
3/31/00	<u>2801</u>	(H) NR: MORGAN, KEMPLN
3/31/00	<u>2801</u>	(H) ZERO FISCAL NOTE (DPS) 3/15/00
3/31/00	<u>2819</u>	(H) COSPONSOR(S): DYSON, COGHILL, GREEN,
3/31/00	<u>2819</u>	(H) WHITAKER, MORGAN, KEMPLN
4/10/00	<u>Text</u>	(H) FIN AT 1:30 PM HOUSE FINANCE 519
4/10/00	<u>Text</u>	(H) Moved CSHB 270(HES) Out of Committee
4/10/00	<u>Text</u>	(H) MINUTE(FIN)
4/10/00	<u>2979</u>	(H) FIN RPT CS(HES) NT 10DP
4/10/00	<u>2980</u>	(H) DP: THERRIALT, BUNDE, AUSTERMAN,
4/10/00	<u>2980</u>	(H) DAVIES, GRUSSENDORF, MOSES, DAVIS,
4/10/00	<u>2980</u>	(H) WILLIAMS, FOSTER, PHILLIPS
4/10/00	<u>2980</u>	(H) ZERO FISCAL NOTE (DPS) 3/15/00
4/10/00	<u>2992</u>	(H) COSPONSOR(S): HUDSON, BUNDE, PHILLIPS
4/11/00	<u>3062</u>	(H) COSPONSOR(S): COWDERY
4/12/00	<u>3081</u>	(H) RLS TO CALENDAR 4/12/00
4/12/00	<u>3081</u>	(H) READ THE SECOND TIME
4/12/00	<u>3081</u>	(H) HES CS ADOPTED UNAN CONSENT

4/12/00	<u>3081</u>	(H)	ADVANCED TO THIRD READING UNAN CONSENT
4/12/00	<u>3081</u>	(H)	READ THE THIRD TIME CSSSHB 270 (HES)
4/12/00	<u>3081</u>	(H)	PASSED Y37 A3
4/12/00	<u>3084</u>	(H)	CROFT NOTICE OF RECONSIDERATION
4/12/00	<u>3084</u>	(H)	RECONSIDERATION WITHDRAWN
4/12/00	<u>3096</u>	(H)	COSPONSOR(S): JAMES, KAPSNER, JOULE,
4/12/00	<u>3096</u>	(H)	HARRIS, MURKOWSKI, WILLIAMS,
4/13/00	<u>3096</u>	(H)	THERRIAULT, CISSNA
4/12/00	<u>3096</u>	(H)	TRANSMITTED TO (S)
4/13/00		(S)	READ THE FIRST TIME - REFERRALS
4/13/00		(S)	HES
4/13/00		(S)	REFERRED TO HEALTH, EDUCATION & SOCIAL S

Similar Subject or Exact Subject Match

- CRIMES
- CRIMINAL PROCEDURE
- HOSPITALS
- LAW ENFORCEMENT
- MEDICAL CARE
- PHYSICIANS

Bill Root:

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Journal Text



04/10/00

House Journal

Page 2980

HB 270

and recommends it be replaced with:

CS SPONSOR SUBSTITUTE FOR HOUSE BILL NO.
270 (HES)

"An ing to payment for certain examinations in cases of
sexual assa

The report was signed by Representative Therriault, Co-chair, with the
following individual recommendations:

Do pass (10): Therriault, Bunde, Austerman, Davies, Crussendorf,
Moses, Davis, Williams, Foster, Phillips

The following fiscal note applies to CSSSHB 270 (HES):

Zero fiscal note, Dept. of Public Safety, 3/15/00

SSHB 270 was referred to the Rules Committee for placement on the
calendar.

Bill Root:

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John Lucking, Jr., Member
Unalaska
Pres. Aleutian Islands Chapter

February 3, 2000

Representative Eric Croft
Alaska State Legislature
State Capital
Juneau, Alaska 99801-1182

Dear Representative Croft:

Thank you for providing us yesterday with a copy of the current (attached) work draft of CSHB 270.

Our original opposition was to the financial responsibility for testing for sexually transmitted diseases and emergency contraception. Those matters were not law enforcement related. Now that those components have been removed from the bill, we have changed our position. We agree that victims should not have to pay for evidentiary exams. We've reviewed the changes and now endorse the attached work draft of CSHB 270.

You may contact us at the APOA office in Anchorage at 277-0515.

Sincerely,

John Charbonneau
State President

Attachment

cc: Representative Jeannette James

Key Faulkner
403 N Hill
Kenai, AK 99661

To whom it may concern,
I would like to ask that
you please support the
HB-270 bill.

Thank you,

Key Faulkner

TO WHOM IT MAY CONCERN,

PLEASE SUPPORT HB 2770. WE RAPE VICTIMS
WOULD REALLY SUPPORT YOU IF YOU NEEDED
HELP TOO. THANK YOU.

Sincerely
TLC client
403 N Gill
Kenai AK
-99611-

To: Alaska Network on Domestic Violence
and Sexual Assault:

I'd like to support an HB270
for rape exam bill.

From:

Frances C. Stuart
403 N. Gill St.
Kenai, Alaska
99611

HB

277

FISCAL NOTE

No: 1

Bill Version: HB 277

(H) Publish Date: 2/15/00

**STATE OF ALASKA
2000 LEGISLATIVE SESSION**

Revision Date <u>2/9/00</u>	Dept. Affected <u>Administration</u>	
Title <u>An act relating to payment of retirement benefits for subsequently reemployed retired members</u>	BRU <u>Centralized Administrative Services</u>	
Sponsor <u>Representative Halcro</u>	Component <u>Retirement and Benefits</u>	
Requester <u>(H) HESS</u>	Component No. <u>64</u>	

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	*	*	*	*	*	*

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

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

FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type)						
TOTAL	*	*	*	*	*	*

Estimate of any current year (FY2000) cost: 0.0

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

See attached analysis.

Prepared by: <u>Guy Bell</u>	Phone <u>465-4471</u>
Division <u>Retirement and Benefits</u>	Date/Time <u>2/9/00</u>
Approved by Commissioner <u>Robert Poe Jr.</u>	Date <u>2/9/00</u>
Agency <u>Department of Administration</u>	

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House Bill 277

The fiscal impact of this legislation is difficult to quantify for the following reasons:

1. The Teachers' Retirement System (TRS) is funded with rates charged against the salaries of active members (certificated teachers and administrators), and earnings from fund investments. Teachers currently pay 8.65% and employers pay 12% of salary into TRS.

The State of Alaska employs only approximately 100 of the 9,300 active TRS members. The rest of the members are employed by Alaska school districts. Therefore, the fiscal impact of any legislation falls on school districts, not the State of Alaska. Since a fiscal note reflects the cost of legislation to state government, even legislation with a high cost to TRS could show minimal fiscal note impact.

2. Currently, when a retired TRS member returns to TRS covered employment, the member's retirement benefit is suspended until the member again retires. Under this legislation, the benefit would no longer be suspended, so the member would receive a TRS retirement check and a TRS employer paycheck. System demographics indicate that relatively few TRS retirees currently return to employment covered by TRS. If this were to continue, our actuaries have estimated that the legislation would only increase TRS rates by approximately 0.01 percent of payroll. If this were the case, the long-term employer contribution rate of 12 percent of payroll would be adequate to fund the System.

However, relieving the penalty for retired members to come back to work may increase the number who choose to do so. We asked our actuaries to quantify the possible impact if this occurs.

Our actuaries focused on the portion of the population for whom the legislation produces a measurable cost increase – members who earn 20 years of service before otherwise becoming eligible for retirement. We found that for these members, retiring when they first achieve 20 years of service, returning to work for two years and then re-retiring increases the liability associated with their benefits by about 10%. If half of the members elect to do this, we estimate that the annual cost increase would be approximately 0.75% of total TRS payroll. The cost increase is roughly proportional to the assumptions. For example, if all employees who attain 20 years before other retirement eligibility return to work for 2 years, the cost increase should be about 1.5% of payroll. Moreover, if the period of return is doubled, so is the cost.

SENATE COMMITTEE REPORT

DATE: 4/11/00

FURTHER: Finance

DATE TURNED
IN TO OFFICE: _____

Health, Education and Social Services Committee considered CS FOR HOUSE BILL NO. 277(FIN)

"An Act relating to payment of retirement benefits for certain subsequently reemployed retired members of the teachers' retirement system; and providing for an effective date."

and recommends:

- be replaced with _____ CS _____ (_____)
- adopt previous _____ CS _____ (_____)
- attached amendment(s)
- adopt Letter of Intent by _____ Committee
- further referral to the _____ Committee

- Senate Bill:**
- same title
 - new title
- House Bill:**
- same title
 - technical title
 - new: SCR# _____

SIGNING <u>DO PASS</u>	DP	OTHER RECOMMENDATIONS	NR	DNP	AM
<i>George</i>	✓	<i>Gary White</i>	✓		
<i>[Signature]</i>	✓	<i>Pete Kelly</i>	✓		
<i>[Signature]</i>					
<i>[Signature]</i>					
<i>[Signature]</i>					
CHAIR: <i>Mike Miller</i>	✓	CHAIR:			

NEW FISCAL NOTE(S):

Department	Date	Zero	Fiscal

PREVIOUS FISCAL NOTE(S):*

Department	Date	Zero	Fiscal
<i>D Admin.</i>	<i>2/9/00</i>		<i>XX</i>

APPROPRIATION -- no fiscal note

*include fiscal notes accompanying Governor's bill



COMMITTEE: SENATE HESS

Subject of meeting:

DATE: APRIL 18, 2000

HB 277-RETIREMENT BENEFITS FOR REHIRED TEACHERS

SIGN-IN

PLEASE PRINT!

NAME

ADDRESS (MAILING) &
(ZIP)

PHONE

REPRESENTING

DO YOU
WANT TO
TESTIFY?

Guy Bell		465 2292	Retirement + Benefits	Y
Kathi Gillespie	Anch	345 - 5355	Anch School Board	Y
Carol Rose	Juneau	6-1083	AASB	Y
Tom Vele	Dillingham	842 2219	Dillingham School Board	
Don Ford	Dillingham	842 - 5280	Dillingham City Schools	
John Cyr	Juneau	586-3090	NEA-AK	Y
Don Graves	P.O. Box 921088 Dutch Harbor, AK. 99692	581-2378	AASB Unalaska City Schools	

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SPECIAL COMMITTEE
ECONOMIC DEVELOPMENT AND TOURISM

ALASKA STATE LEGISLATURE



SESSION
STATE CAPITOL, SUITE 418
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1-800-465-4939

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716 WEST 4TH, SUITE 620
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REPRESENTATIVE ANDREW HALCRO
District 12

CSHB 277 (FIN)

SPONSOR STATEMENT

The pool of qualified teachers in Alaska is shrinking dramatically. The situation is particularly dire in the area of special education. To address this shortage I have sponsored HB 277.

This legislation will allow teachers who have retired to return to teaching in the public schools without forfeiting their retirement benefits. Retired teachers would be able to be re-employed by a school district. They would continue to receive their retirement benefits. However, individual school districts could negotiate what pay range the rehired teachers would enter at, thus reducing the cost to school districts, but compensating experienced teachers through a combination of pay and benefits.

Presently, teachers, once retired, may only work 40% of full-time in a school district without forgoing their retirement benefits. HB 277 would provide school districts with the opportunity to rehire experienced teachers at a lower cost to the public.

The House Finance Committee Substitute would require individual school districts to establish policies and standards for determining when a shortage in a teaching discipline or specialty occurs. Once those standards have been fulfilled, the school district could then self-certify a need and rehire retired teachers to fulfill that need. This restricts the number of teachers who may retire and then return to teaching in order to prevent a mass retirement of teachers who would then expect to be able to return and receive benefits.

The Finance version also provides that the Teachers Retirement System shall report to the legislature within the first 30 days of session any effect of HB 277 on the Teachers Retirement System. It also includes a sunset clause that takes effect on July 1, 2003 so the legislature will be required to review any effect HB 277 may have on the Teachers Retirement System.

Alaska State Legislature



State Capitol
Juneau AK
99801-1182

Official Business

Letter of Intent CSHB 277(FIN)

It is the intent of the Legislature that individual school districts would establish policies and standards for determining when a shortage in a teaching discipline or specialty occurs. Once those standards have been fulfilled, the school district could then self-certify a need and rehire retired teachers to fulfill that need.

Additionally, school districts will annually report to the Teachers Retirement System the number of retired teachers who are rehired under the provisions of HB 277. The report should, at a minimum, include the following information for each rehired retiree: 1) the specialty or discipline of the teaching position to be filled, 2) the salary at retirement, 3) the salary upon rehire, 4) the rehire date, 5) the re-retirement date if applicable, and 6) a description of efforts made to otherwise fill openings. Each school district taking advantage of the provisions in HB 277 shall also provide a copy of their rehire policy to the Division of Retirement and Benefits.



Advocates for Alaska's Youth

POSITION PAPER IN SUPPORT OF HB 277

The Association of Alaska School Boards (AASB) supports House Bill 277, sponsored by Rep. Halcro. The proposal addresses a priority issue of AASB—urging the state and university to address the severe shortage of teachers, specialists, and administrators in Alaska.

AASB believes this proposal is a necessary step to entice experienced, retired teachers back into the classroom. It adds another tool to address Alaska's teacher shortage.

Specifically, the proposal allows retired educators to continue to receive retirement benefits after they've been rehired. Current law requires benefit payments be suspended for one year when a retired teacher is rehired.

BACKGROUND

There is a national debate going on right now over whether or not there is, indeed, a teacher shortage. "According to the National Commission on Teaching and America's Future, the U.S. is not facing a teacher shortage...IF you're in the right geographical area and IF you need teachers that are not in the high demand areas," says Mary Ellen LaBerge, University of Alaska/Fairbanks' Alaska Teacher Placement Office. "That's good for districts in the Seattle area or for districts looking for elementary level teachers. It's not good if you're in Alaska and looking for mathematics teachers, special education teachers, counselors, administrators, English teachers and science teachers."

Alaska's recent Retirement Incentive Programs gave school districts short-term financial relief, but at a price. It exacerbated the teacher shortage in Alaska.

Some additional issues and remedies to consider:

--establishing licensing reciprocity across states. Alaska recently signed the NASDTEC Interstate Contract, an agreement which facilitates the movement of educators among the various states which have signed the contract. Goes in to effect in June 2000.

--alternatives to licensure.

--signing bonuses, raising salaries, or at least compensating educators for years of experience when they arrive in a district.

--national recruitment initiatives, streamlined hiring procedures, online information technologies to speed up hiring, scholarship programs and forgivable loans to prepare candidates in shortage fields, teacher education programs.

BERING STRAIT SCHOOL DISTRICT

DISTRICT OFFICE • P.O. BOX 225 • UNALAKLEET, ALASKA 99684-0225 • (907) 624-3611 • FAX 624-3099

BREVIG MISSION • DIOMEDE • ELIM • GAMBELL
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GOLOVIN • KOYUK • SAINT MICHAEL • SAVOONGA
UNALAKLEET • WALES • WHITE MOUNTAIN

24 January, 2000

The Honorable Andrew Halcro
State Capitol, Room 418
Juneau, AK 99801-1182

Re: HB 277: Retirement benefits re-employed teachers

Dear Representative Halcro,

Thank you listening to me regarding HB 277. I feel this is productive legislation and should enjoy the support of your colleagues. As stated in my comments to you, I feel certain issues, if addressed, would make this more productive for everyone. Here are a few ideas for your consideration.

- Allow retired TRS members to return to the classroom and continue to collect their retirement stipend.
- Do not make TRS contribution - contribute to Social Security.
- Let school districts decide how to pay - do not legislate.
- Retired TRS members should not earn tenure.
- Allow Districts to issue multi-year (two) contracts.
- Returning TRS members should not earn additional years in TRS.

These changes will allow the teacher pool to increase and save Districts money.

Your efforts with issues addressing education are important and should you require information or assistance, please instruct your staff to contact me as needed. I hope this session is productive for you and I look forward to meeting you again.

Sincerely,

A handwritten signature in black ink, appearing to be "John A. Davis".

Dr. John A. Davis
Superintendent

cc. J. Walsh

"OUR MISSION"

The Mission of the Bering Strait School District is to educate students to become self-sufficient productive citizens in a changing world, recognized for their social, academic, and marketable skills, by providing standards of excellence, quality programs, and a supportive environment for both traditional Native and Western styles of learning.



Alaska Association of Elementary Schools Principals
 Alaska Association of Secondary School Principals
 Alaska Association of School Administrators
 Sponsor of the Alaska Staff Development Network

326 Fourth St. Suite 404 • Juneau, Alaska 99801-1101
 Phone: (907) 586-9702 (800) 478-9702 Fax: (907) 586-5879
 E-mail: acsa@ptlalaska.net • HOME PAGE: www.ptlalaska.net/~acsa

Alaska Council of School Administrators

Excerpt from the *ACSA Education Bulletin* January 2000 Issue

Where are the Teachers?

**WE NEED
 A MORE POWERFUL
 MAGNET!**

By Darroll Hargraves,
 Executive Director, ACSA

What's the problem?

What's getting the attention?

Interesting isn't it? During the past few years, public attention has been focused on funding, construction, standards, and testing. Each of these issues is important. However, whenever superintendents get together to talk about immediate and future concerns, another issue tops the agenda—the need to recruit, hire, and keep certified and qualified teachers and administrators.

The recent announcement by the University of Alaska that a five-year program will be required for certification will further reduce the number of Alaskans to fill positions in our schools.

Alaska is not alone. In fact, teacher shortages are entering a critical stage across the nation. U.S. Secretary of Education Richard Riley consistently expresses a concern about the ability of our schools to attract the very brightest and best into education careers. As student enrollments continue to climb nationally, demand is outstripping supply at a time when the hurdles are being lifted even higher. For example, the shortage is becoming even more acute because many states are increasing their standards

for teachers and some are requiring them to have majors in the subjects they teach or to pass qualifying tests. The recent announcement by the University of Alaska that a five-year program will be required for certification will further reduce the number of Alaskans to fill positions in our schools.

Salaries have not kept pace with what talented people can make outside the classroom. A recent Quality Counts 2000, 50-state survey, conducted by *Education Week*, found that one in five college graduates who began teaching in 1993-94 left within three years. The brightest novice teachers, as measured by their college-entrance exams, were the most likely to leave, the study revealed.

**There was a time,
 not so long ago, when Alaska
 was a magnet for educators.**

What's at stake here? The immediate concern for many educators is having excellent teachers in the classroom—preparing students to pass exit exams that are looming in their future. Even more importantly, they are concerned about preparing students for life in the 21st century.

There was a time, not so long ago, when Alaska was a magnet for educators. Our salaries were the highest in the nation. Our recruiters could promise adventure, good hunting and fishing, and a lifestyle that attracted exceptional talent. Let's face it. What worked in the past is not getting us the number and level of certified, qualified educators we need today and will need in the future.

While average teacher salaries in Alaska are still above the national average, we are now caught in what the *New York Times* calls a bidding war. That war has spread from coast to coast, and we are not winning. In fact, we are being out-manuevered as never before. Take, for example, the incentives being offered in several states. California is offering \$10,000

interest-free loans for buying a home, \$30,000 bonuses for attaining advanced certification, and \$11,000 to repay college loans. In Texas, \$2,000 signing bonuses are becoming commonplace. Southern states such as Florida, Georgia and Mississippi have districts paying bonuses of up to \$6,000 to retain quality teachers.

As crises show signs of becoming catastrophes, some state legislatures and state departments of education have gotten the ball rolling on bringing retired teachers and administrators back into the system. Those early retirement incentives that were sold, in some case, as a way to remove the "dead wood" are now looking more like they've caused a "brain drain."

Salaries are a major problem, both for teachers and administrators. Alaska's largest districts provide an example of how noncompetitive our salaries are. These districts have budgets, enrollments, numbers of employees, physical plants, and demands comparable to large districts outside the state that are paying their superintendents nearly double. In fact, an Alaska board member recently admitted to the media that their superintendent is underpaid and speculated that if the present superintendent left and had to be replaced, it would require an additional \$50,000. Even that level of an increase would be low compared to salaries paid in comparable districts outside.

Granted, we need to pay attention to standards, facilities, and a number of other critical issues. At the same time, let's not forget that our ability to attract and keep outstanding teachers and administrators is basic to everything we hope to accomplish. Alaska needs a constant flow of quality, certifiable educators. While the problem may not be completely solved during this session of the Legislature, we simply must make sure that it receives the attention it deserves. The future of our kids depends on it.

4.5 ADDRESSING TEACHER, SPECIALIST, AND ADMINISTRATION SHORTAGE

The Association of Alaska School Boards does hereby urge the Alaska State Legislature, Alaska State Board of Education, and Teacher Education Programs in Alaska's universities to address the severe shortage of teachers, specialists, and administrators in the State of Alaska.

Rationale. It has been painfully demonstrated that a severe shortage of teachers, specialists, and administrators is being experienced in the school districts in every region of Alaska. Because of the "flat" funding of school districts imposed by the Alaska State Legislature, districts have been forced to hold salary levels of teachers and administrators at an equally "flat" level, resulting in actual decreases in salary levels. Such decreasing salary levels are highly detrimental to attracting new teachers to Alaska and detrimental to recruiting people into education.

It is equally difficult under the funding structure imposed over the last 10 years to offer district incentives to attract teachers and administrators. At the same time, standards for teachers have been raised significantly, making it more difficult for prospective teacher to gain certification in Alaska. Incentives need to be provided by universities to attract new candidates and by the State Board of Education to attract new teachers to the state, both to be funded by the State Legislature. In addition, the State Legislature needs to provide funding for district incentives to attract new teachers.

Adopted 1999

HB

346

FISCAL NOTE

No: 1

STATE OF ALASKA
2000 LEGISLATIVE SESSION

Bill ~~Number~~: CSHB 346 (HES)
(H) Publish Date: 3/6/00

Revision Date/Time (Note if correction): _____ Dept. Affected: Health and Social Services
 Title: An Act relating to services for persons with BRU: Community Dev. Disabilities Grants
developmental disabilities Component: Community Dev. Disabilities Grants
 Sponsor: Representatives Joule and Brice COMPONENT SERIAL NO. 309
 Requestor: House (HES, FIN) See also (SN#): _____

Expenditures/Revenues: (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL	0.0	0.0	0.0	0.0	0.0	0.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

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

CHANGES IN REVENUES ()						
-------------------------	--	--	--	--	--	--

FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
1092 MHTAAR						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2000) cost: \$0.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

The Alaska Developmental Disabilities Information System (ADDIS) is expected to come on line for service providers and division staff the end of FY 2000. This information management tool will greatly enhance the division's ability to provide current information on the developmental disabilities population being served. With the information ADDIS will provide, the division estimates meeting the reporting requirements proposed under HB 346 would take approximately three full days of a staff person's time, which could be absorbed into current workloads.

Prepared by: Anne Henry Phone: 465-4852
 Division: Mental Health & Dev. Disabilities Date/Time: 2/17/00 9:46 AM
 Approved by Commissioner: Karen Perdue, Commissioner Date: 2/22/00
 Agency: Department of Health & Social Services

COMMITTEE COPY

Approved by Commissioner:
Agency:

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SENATE COMMITTEE REPORT

DATE: 4/12/00

FURTHER:

DATE TURNED
IN TO OFFICE: 4/18/00

Health, Education and Social Services Committee considered CS FOR HOUSE BILL NO. 346(HES)

"An Act requiring the Department of Health and Social Services to establish a waiting list for state-funded services for persons with developmental disabilities and requiring the department to submit an annual report concerning the waiting list and persons with developmental disabilities."

and recommends:

- be replaced with _____ CS _____ (_____)
- adopt previous _____ CS _____ (_____)
- attached amendment(s)
- adopt Letter of Intent by _____ Committee
- further referral to the _____ Committee

Senate Bill:

- same title
- new title

House Bill:

- same title
- technical title
- new: SCR# _____

SIGNING <u>DO</u> PASS	DP	OTHER RECOMMENDATIONS	NR	DNP	AM
<i>George K... [Signature]</i>	✓				
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				
CHAIR: <i>Mike Miller</i>	✓	CHAIR:			

NEW FISCAL NOTE(S):

Department Date Zero Fiscal

PREVIOUS FISCAL NOTE(S):*

Department Date Zero Fiscal

<i>(A) of (DHSS)</i>	<i>3/6</i>	<i>✓</i>	

APPROPRIATION -- no fiscal note

*include fiscal notes accompanying Governor's bill

CS for HB 346 SPONSOR STATEMENT

An act relating to services for persons with developmental disabilities

This bill helps address the needs of individuals with developmental disabilities and their families by requiring the Division of Mental Health and Developmental Disabilities to conduct periodic reviews of their wait list and by requiring an annual report to the legislature and governor regarding the same. For some time now there have been more individuals with developmental disabilities requesting services than there are available resources to provide those services. Thus, in 1989 the Division of Mental Health and Developmental Disabilities began a waitlist for individuals waiting for services. The waitlist is the Division's way of prioritizing individual requests and is the gateway to services. There are presently 786 people on the developmental disabilities waitlist and 333 on the Infant Learning Program waitlist.

The CS to HB 346 only makes some minor changes to the original bill. The title has been changed to more accurately represent the purpose of the bill. The second amendment changes Section 1(d)(3) by deleting language that the division is not required to collect. This section now asks for the basic demographic information across all regions about the age, sex, and racial and ethnic background of the individuals on the waiting list. The last amendment changes section 1 (d)(8) to allow the department to provide copies of the department's policies, manuals and procedures in either written or electronic form. The amendment added the option of providing the data in electronic format.

In the future, it is estimated that the need for services for individuals with developmental disabilities will continue to grow faster than available resources. In order to meet the needs of individuals with developmental disabilities and their families, planning regarding the wait list and available services must continue. Effective planning requires the collection and analysis of relevant data regarding people who are currently receiving services, the length of time it takes to obtain services, and the effectiveness of the services received, among other things. This bill will require the collection and dissemination of this data to relevant parties. There is a zero fiscal note for this bill.

In order to make the best use of available resources and to ensure fair administration of the waitlist, this bill will establish periodic reviews of the wait list along with an annual report to the legislature and governor. The periodic reviews will ensure individuals with developmental disabilities and their families that the waitlist is being fairly administered, reviewed, and updated on a regular basis. The information provided in the annual report will be useful to the individuals with developmental disabilities and their families, the administration, the legislature and a variety of service agencies. Additionally, the bill will require the Division to establish written procedures and consumer information that will be available to aid the general public. Currently, this is a fifty million-dollar industry without uniform statewide information available to the public who accesses and uses the service. This new information will greatly benefit the public.

SECTIONAL ANALYSIS CS to HB 346

Section 1 A.S. 47.80.130 is amended by adding a new section (d). This section establishes that the Division of Mental Health and Developmental Disabilities must establish a wait list when state funding is not adequate to meet the need of developmentally disabled people needing services. The department shall also perform an annual review of the wait list, and give an annual report to the legislature and governor. The report must contain the following information:

- (1) Provide a description of the purposes for the wait list and how people are notified regarding the same. As part of the report, submit copies of form letters and other information used to notify developmentally disabled individuals regarding their rights.
- (2) Provide an explanation of how the wait list works to select individuals equitably across the state for services ie; criteria, placement and rank determination.
- (3) Provide basic demographic information across all regions for the individuals on the wait list ie; age, sex, race, and ethnic background.
- (4) Identify level of need, supports, preferences, and estimated cost of the services the developmentally disabled individuals require.
- (5) For the last 12 months, identify why and how many developmentally disabled individuals were removed from the wait list. Identify how long individuals were waiting for services before they were received.
- (6) Identify how many developmentally disabled individuals were on the wait list for 90 days or more. Identify steps taken to review wait list status.
- (7) Provide educational data to include the number of special education students graduating, dropping out, or reaching age 22 without graduating.

(8) Provide a copy in written or electronic format of the department's written policies, manuals and procedures.

SECTION 2 Provide first report by Nov. 15, 2000 based on wait list existing from Oct. 1, 1999 to Sept. 30, 2000.

Waiting Lists for DD and ILP Services Analysis by Legislative District

House District	Senate District	Consumers in these communities	ILP-12/1/99 Wait List	DD-12/1/99 Wait List
1	A	Ketchikan, Hyder, Annette, Metlakatla	10	16
2	A	Sitka, Petersburg, Wrangell	14	10
3,4	B	Juneau, Douglas, Funter Bay, Auk Bay	26	51
5	C	Craig, Gustavus, Yakutat	7	13
6	C	Kodiak, Port Lions, Afognak	3	10
7	D	Homer, Seldovia, Anchor Point	4	32
8	D	Seward, Soldotna, Moose Pass	14	41
9	E	Kenai, Nikiski, Salmanoff	4	25
10-23	E-L	Anchorage	83	265
24,25	L,M	Eagle River	16	33
25,26	M	Chugiak	6	10
26,28	M,N	Wasilla	1	60
27	N	Palmer	1	43
28	N	Willow, Houston		12
29-31	O,P	Fairbanks	47	62
32-34	P,Q	North Pole, Two Rivers, Salcha	9	23
35	R	Valdez, Delta, Cordova, Paxson	14	16
36	R	Aniak, Fort Yukon, Chitina	6	14
37	S	Barrow, Kotzebue, Shismaref	46	8
38	S	Nome, Unalakaleet, St. Marys	11	22
39	T	Bethel, Dillingham, Kwethluk	5	16
40	T	Adak, St. Paul, Sand Point	6	4
		Total	333	786



TONY KNOWLES, GOVERNOR
State of Alaska

GOVERNOR'S COUNCIL ON DISABILITIES AND SPECIAL EDUCATION

P.O. Box 240249 • Anchorage, Alaska 99524-0249 • Phone: 907-269-8990 • Fax: 907-269-8995

February 18, 2000

House HESS Committee
Representative John Coghill Jr., Co-Chair
Representative Fred Dyson, Co-Chair
State Capitol, Room 120
Juneau, AK 99801-1182

Dear Committee Co-Chairs:

The Governor's Council on Disabilities and Special Education writes this letter in support of HB 346, which requires that the Division of Mental Health and Developmental Disabilities (DMH/DD) conduct periodic reviews of the Waitlist. HB 346 also requires that the DMH/DD produce an annual report to the legislature that covers its findings.

The Waitlist is the DMH/DD's method of prioritizing consumer requests for services. The process of prioritization began in 1989. At that point in time there were 400 individuals waiting for services. As of December 15, 1999 the information provided by DMH/DD indicated that there were 843 eligible individuals on the Waitlist.

HB 346 directs the DMH/DD to commit their process to writing. Currently, DMH/DD does not have a formalized description of the following: the procedure for determining eligibility, assignment to the Waitlist, selection of those to be enrolled in services, a description of the available services under the Medicaid Waiver Program, and information about consumer rights.

Currently, there are more individuals who are requesting services than there are resources to meet their needs. As a result, many developmentally disabled (DD) individuals and their families are not receiving the services they require. Often individuals on the Waitlist reach a crisis situation before they are eligible to receive services.

The need for services will continue to escalate faster than the availability of services. To effectively, and efficiently meet the needs of DD individuals and their families, planning regarding the Waitlist must occur. Successful planning must include a regular examination of the relevant data pertaining to the Waitlist. HB 346 seeks to do this by requiring the collection and analysis of relevant data regarding people who receive services; the length of time it takes to obtain services; and the effectiveness of services received.

Your continued consideration of HB 346, as well as your attention to the needs of Alaskans with developmental disabilities and their families is very much appreciated.

Sincerely,

A handwritten signature in cursive script, appearing to read "David Maltman".

David Maltman,
Executive Director.

P. J. ...

BULLET POINTS FOR FLOOR

4/11/00

1. For some time now there have been more individuals with developmental disabilities requesting services than there are available services; thus a waitlist was created. However, the waitlist was ineffective. During the committee hearings many of us heard some compelling testimony regarding the waitlist. An Anchorage man testified of how he waited 6 years to get services for his severely disabled child. During this time he was unable to get answers to many of his questions and no one could tell him where his child was on the wait list. A woman from Kenai testified that her child waited fourteen years for services only to disappear from the wait list without explanation. Another Kenai man waited ten years for services for his child. Many other people testified as well about the problems they have faced. Can you imagine how frustrating it would be to have a problem and be unable to get help? How difficult it would be as a parent to watch your child suffer knowing that critical stages of development were being missed?
2. As of December 1999, there were 786 people on the developmental disabilities waitlist and 333 on the ILP wait list. Of note is recent brain development research that strongly indicates that young children should not wait for services at all and that it is cheaper and more effective to intervene while a child is still young.
3. HB 346 proposes to provide a tool to better internally manage the wait list process. The bill requires evaluation of existing services and accountability through annual reporting and periodic reviews. It requires a constant internal monitoring to ensure that individuals are receiving the best services for the available resources in the timeliest manner possible. It helps ensure that the money is being spent in the most effective way for the most individuals in need.
4. Our sincere hope is that HB 346 will help individuals with developmental disabilities and their families to receive better services, to receive services more quickly, and that a greater population of individuals will be able to be served. I urge your support of HB 346.



Alaska Department of Education and Early Development • Quarterly Report • Winter 2000

Alaska's Children

The First Three Years

Myth or Miracle?

About five years ago, some well-known organizations and individuals began to publish some pretty exciting information about child growth and development. **The information drew our attention to the first three years of a child's life and to the development of the human brain.** Among the most comprehensive

published reports were *Starting Points* by the Carnegie Corporation and *Rethinking the Brain, New Insights into Early Development* by the Family and Work Institute. A nationwide public education campaign, "I Am Your Child," extended this complicated information to the public through articles in magazines like *Time* and *Newsweek*, a one-hour television special and other media events. In 1997, the White House held a conference on Early Childhood Education and Learning: *What New Research*

on the Brain Tells Us About Our Youngest Children. Building on these nationwide efforts, individual states began presenting information about the importance of the first three years through conferences, publications, training and educational programs. Alaska was one of these states. In early 1997, a team of public and private organizations and businesses began planning a conference to focus on the state's youngest children. On September

Please turn to next page

First Three Years, continued

ber 23-25, 1998 over six hundred Alaskans attended *The Early Years, The Critical Years – Implications of Brain Research on Early Childhood Policy and Practice in Alaska*.

It is as predictable as rain in Southeast Alaska, that soon after one group of educators or researchers releases new information about child development, an opposing view will soon arrive to challenge or discredit the information. Last summer, John Bruer a consultant on educational issues, authored several articles and a book, *The Myth of the First Three Years – A New Understanding of Early Brain Development and Lifelong Learning*. Bruer is very critical of the "brain-based research" and what he considers misinterpretations about neuroscientific information. He claims brain science is a "myth," that is too theoretical at this point to be real science and has "little to offer educational practice or policy."

Who's Right Anyway

Bruer's theories have sparked some important debates about child development. Debates between scholars and scientists are part of how science works. Sometimes it takes years of discussion before old ideas are replaced by new ones. Bruer's side of the debate challenges current brain-based research and aims to discredit theories about the importance of the first three years of a child's life. On the other side of the debate, there are many studies, publications and experts in the field of child development and neuroscience that support the importance of the first three years and the new findings about brain growth and development. Parents, teachers, policy makers and the public have been caught in the middle of this debate. Those who are interested in the well-being of children must decide, after studying opposing views, if they are willing to wait for absolute decisions among scientists or choose to support current research that makes the most sense.

To begin with, making sense of the wealth of information about human brain development and early childhood development is a huge job. Bruer's book has pulled together an impressive review of brain-based literature and research; even reaching as far back as three centuries to prove a point. But his work does come with a few problems:

- First, Bruer has no formal training in neuroscience or early childhood development. His interpretations of neuroscientific research are only one opinion.

- The "Myth" book is written to appeal to and be purchased by middle class Americans, rarely addressing issues of poverty, violence, poor health or other worries.
- Bruer's work does not give readers a true picture of all the research, studies and information about child growth and development. His work is limited to analysis of neuroscientific research, studies and publications. He does not include current research from other fields like early childhood education, child care, Head Start or the behavioral sciences.
- There are inconsistencies in his work. For example, he cautions the public not to rely on single studies or think that experiments on rats can be used to prove a point about children. However, when it is convenient, he uses these tools to support his own theories.
- Bruer has been promoted as the person responsible for "debunking" popular beliefs about a child's brain development. But, in some areas, Bruer's own theories are right in line with current brain development information.

There are no popular bookstore publications like the "Myth" that packages research

and studies supporting brain development and the importance of the first three years. This alone makes it difficult for parents or the public to compare opposing views. And there is a lot to study and compare. At Alaska's *Early Years, Critical Years Conference*, experts in the field of neuroscience, child development, early childhood education and public policy presented key information about current knowledge and practice. Three full days of educational workshops and training sessions, public forums, keynote speeches and work sessions were planned to help educate participants about the first three years of a child's life. Conversations among participants weeks and months after the conference illustrated the interest in, and importance of, current research about early brain development. As a result of the continued interest of participants, conference proceedings were published that summarized, to the extent possible, key findings presented at the conference. These key findings can also serve as an excellent forum to discuss Bruer's opposing views about early brain development. (note: a copy of the full Conference Proceedings is available from the Alaska Department of Education and Early Development, contact Dorothy Douglas at (907) 465-4547 or e-mail dot_douglas@eed.state.ak.us)

Alaska Key Findings and The Myth

Key Finding 1: There are new discoveries about early brain growth and development. Aided by new scientific research tools, the field of neuroscience has gained more knowledge about early brain growth and development than ever before. Scientists have been able to observe brain structure and function in greater detail and have provided new insights about how the brain grows and develops. Despite this new wealth of knowledge, the neuroscience of early childhood is, in a sense, in its own infancy. Neuroscience alone cannot tell us how to run schools or be better parents. But we do have a great deal of knowledge about child development and learning from other sources. The social sciences, psychology - especially cognitive psychology, early childhood education, medical and developmental research are also key sources of information. Current findings about brain growth and development support and, in many cases, build on many years of early childhood knowledge and accepted practice.

Bruer agrees that neuroscience has put

forth some new discoveries about brain development. He states that "in the past fifteen years many theoretical barriers about brain growth and development have fallen." However, he still believes that brain-based science is too new to be taken seriously - that is, until many of these theories have gone through a rigorous scientific review and testing process they should not be used to influence parents, teachers or policy makers. Bruer does not discuss brain-based science in relation to other fields of study. He does not review research and current practice from other sources, or discuss important links between brain-based information and over 50 years of early childhood knowledge.

Key Finding 2: The greatest period of brain growth and development is during the first three years of life. At birth, the brain is remarkably unfinished - only those parts of the brain that are necessary for survival are functioning. A baby can see, hear and smell - but only dimly. During the next three years the brain

will grow and develop at an astounding rate. By age three, roughly 85% of the brain's core structures will be organized. The basic building blocks of the brain are neurons (nerve cells) – long wiry cells that carry electrical messages through the nervous system and brain. Neurons are connected by synapses, the plug that allows impulses to flow between them. During prenatal development, the brain forms about 100 billion neurons, but only about 50 trillion synapses, not nearly enough to complete all of the circuits that are required for the complex tasks the brain must do. Soon after birth, neurons begin to organize and the brain begins to form the trillions of additional connections needed to complete brain growth. By the age of three, the number of synapses in the human brain will increase from 50 to 1,000 trillion.

The synapses formed during this growth period are thin and weak at first. As the child receives repeated stimuli and experiences from the environment, synapses become stronger. In this way the connections become "hard wired" into the brain's circuitry. Those synapses that are seldom stimulated remain weak and will eventually be discarded by the brain. By the time a child reaches late adolescence, half of all synapse connections will be discarded, leaving the brain about 500 trillion synapses. In this way, the experiences, both positive and negative, that young children receive are critical for determining how the brain will be organized for all future functioning.

Both neuroscientists and Bruer agree that what happens to synapses during development, and why, are fundamental questions for modern neuroscience, and that much research remains to be done in these areas. Bruer also supports neuroscientific findings about synapse growth and elimination. "What we see from the research is that synaptic densities follow an inverted-U pattern over our lifetimes, as it does over the life span of rhesus monkeys. At birth, we have approximately the same synaptic densities in our cortex that we do as adults. Rapid synapse formation following birth leads to a plateau period. Synapse elimination beginning at puberty reduces densities to adult levels."

Bruer also is willing to speculate that experience may play a part in strengthening synapses. ". . . this also leaves open the possibility that early experience might strengthen existing synapses and that these strengthened synapses would be more likely to survive through the high-plateau period and into adulthood."

Key Finding 3: The human brain has a remarkable capacity to change, but timing is crucial. While learning continues throughout the life cycle, there are "prime times" for optimal development – periods during which the brain is particularly efficient at specific kinds of learning. These periods have been described as "critical periods" when the brain must receive the right experiences at the right time in order to organize and develop correctly. Each functional area of the brain organizes according to its own timetable and level of experience. During the first three years of life, the brain will develop the neurological foundations for vision; hearing and oral language; motor development, including balance; hand/eye coordination; crawling and walking; social attachment and emotional response; cognitive

functioning; memory; reasoning and sensory perceptions such as taste, smell and touch. Each of these foundations sets the stage for future learning and more complex activities.

As knowledge about brain development spreads, there has been a tendency to misinterpret some key issues, particularly the "prime times" concept that has been popularly characterized as "windows of opportunity." For example, some people have reasoned that if a two-year old is capable of learning one new word every hour, then teaching her two words must be better. However, more is not always better. Over-stimulating children can interfere with development that is occurring in other functional areas of the brain, or simply be a waste of time. Children learn at an age and stage that is appropriate for their individual development; and not all children will reach the developmental milestones at the same time.

Bruer also would agree with much of this key finding. "Although the synaptic preservation strategy does not make much neurological sense, we do know that for some brain systems, normal development does require that certain kinds of experiences occur at



certain times during development." He is also supportive of the "more is not better" concept and in particular, is critical of the "windows of opportunity" picture. Bruer and most neuroscientists agree, that the "windows" concept misleads parents into thinking that at some point the "window" will slam shut and a child's learning along with it.

Bruer rightly points out that the critical periods are complex. There are critical-period constraints for specific and limited kinds of learning and development, such as critical periods for vision and hearing. Most learning is not subject to critical-period constraints, not confined to windows of opportunity that slam shut. Learning can and does take place throughout life. What Bruer fails to discuss in any meaningful way, however, are the foundations that are built during the first three years of life. For example, a child does not simply "learn to read" in first grade.

Children begin acquiring language during the first months of life. A child will establish neural circuits for the phonetic structure of language, combine syllables into words and words into simple sentences. Around the

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First Three Years, continued

age of 36 months, a child can build simple sentences into more complex sentence structure. At the same time a child is acquiring oral language skills, they are building the foundation for turning words into print. At age six months a child will pay attention when an adult reads to them. By 1 year a child will turn the pages of a book or grasp a crayon and discover it will make marks on paper. By age 36 months, a child will follow a simple plot in a story book and join in when being read to. Between the age of 3 and 5, a child will begin to recognize letters of the alphabet, tell the difference between one letter and another, reproduce letters in drawings, and learn that words have meaning. The ability to integrate oral language (sounds) with written language (print) is critical if children are to become competent readers and writers. It is one of the best predictors of success in becoming literate.

Key Finding 4: Early care and Education has a decisive impact on how people develop, their ability to learn, and their capacity to regulate their emotions. The experiences a child receives during the first three years of life play a critical role in healthy brain growth and development. More than anything else, children need to have nurturing, responsive, predictable care and secure attachments to their parents and caregivers. Today, parents are not the only caregivers for children. Approximately 60% of Alaska's preschool-age children have working parents and are receiving some type of care

outside the home well before they're three years old. If a child is spending a large part of his day in an environment that is not stimulating and lacking in positive experiences, precious time is being wasted.

In the final chapter of his book, "What's a Mother To Do," Bruer presents his premise about quality early care programs for children. Based on his lengthy discussion of published research, studies and other information, Bruer concludes that quality child care can only boost a child's intelligence 1 to 4 % in the long run. Although he gives the reader no actual information about the cost of care or what defines quality care, he nevertheless concludes that high quality child care is too costly for most families. "You as a parent," he cautions "would also have to know how much the 1 to 4% improvement would cost." "Questions about reasonable trade-offs between quality and cost are fundamental to childcare policy. Given the small incremental impact of high-quality care versus good to mediocre care, what is the preferable way to invest the resources that we are likely to have..."

Of all of the theories Bruer puts forth, this is one of his most dangerous. The sole reason for choosing quality child care never has been or should be, about boosting a child's intelligence. Quality child care provides a safe, secure and stable environment; enriched with the daily experiences that support a child's overall health and development while his/her parents are working. Child care providers should be well-trained and capable of providing appropriate care according to the age and stage of the individual child's development. For example, the needs of infants and toddlers

are very different from the needs of a school-age child, as are the needs of a disabled or medically fragile child from the needs of a healthy, stable child. Parents should not have to choose between poor, mediocre and quality care. All parents should be able to access quality care and all providers

should be compensated for the important work they do. Sadly this is not the case. Nationwide, the majority of child care is rated as mediocre to poor and in some cases, unsafe.

Parents should seriously consider what mediocre and poor child care means for a child. For example, it could mean that:

- Providers have not had adequate training or education, possibly including first aid and CPR training.
- Child/staff ratios are too high so that children may be unsupervised at times.
- Children may not have access to healthy activities like outdoor play or field trips.
- Watching videos may be a primary activity instead of being read to or helping with a cooking project.
- Providers are constantly leaving their jobs because of low wages and poor working conditions. Parents are forced to find new child care arrangements and children are forced to adjust to another new situation.

Bruer is also critical of other early care and education programs like Head Start, totally disregarding current longitudinal studies about the program. Findings from a recently published Head Start Family and Child Experiences Survey (FACES) show that a typical Head Start four-year-old completing Head Start has knowledge and skills in early literacy and numeracy, improved health and social skills signifying readiness to learn in kindergarten. The FACES study also shows that families are involved in their children's education despite challenges they face such as lack of employment, poverty, inadequate housing or poor medical care.

Key Finding 5: Early negative experiences, abuse and neglect, or the absence of appropriate stimulation can have serious and sustained effects on brain growth and development. Research has documented that sustained early abuse and neglect, emotional deprivation or exposure to violence at an early age can interfere with normal brain development in children. If a child's early experiences are fear and stress, then the neurochemical responses to fear and stress become the stimuli that shape the developing brain. For example, early trauma elevates stress hormones, such as cortisol. High cortisol levels during the vulnerable years of zero to three increase activity in the part of the brain involved in vigilance and arousal. As a result the brain remains in a constant state of high alert. The slightest stress unleashes another surge of stress hormones



causing hyperactivity, anxiety and impulsive behavior. Children who are abused early in life or live in un-stimulating environments are much more likely to suffer impairments in cognitive learning abilities, physical development, emotional and impulsive behavior control, and the ability to form secure attachments later in life.

Bruer's book is written to appeal to middle class America. He devotes very little time or effort to issues like poor health, lack of adequate medical care, poverty, abuse, neglect, family violence or homelessness. Bruer does not address the immense and crucial social and emotional development that begins in early childhood and the effects of abuse, neglect and violence. Trauma and abuse are not the only conditions that can lead to developmental delays or impairments. Research has shown that emotional neglect, social deprivation and a chronic lack of stimulation are among major factors that jeopardize early development. Long-term research has also confirmed the link between poor attachment to parents and primary caregivers and violence. Children, whose primary caregivers were emotionally unavailable in the early years of life due to depression, substance abuse and other risk factors, exhibit more aggression and conduct problems in childhood and adolescence.

Key Finding 6: Evidence about early brain development points to the critical need for prevention and early intervention. During the first three years of life, the profusion of synapses in a child's brain gives the brain exceptional flexibility or malleability. At no other time will the brain be able to master new skills so readily, or rebound from setbacks so easily. If there is a way to compensate for brain injury, disabilities, or early negative experiences, the brain can be taught to find it. Study after study shows that intensive, well-designed, timely intervention can improve the prospects and the quality of life for many children who are considered to be at risk.

One of the findings that Bruer is adamant about is the brain's "plasticity." He states, "... the first three years are not the only years we have to build better brains. The brain is not "cooked" by age 3 or age 10. Our brains remain remarkably plastic and we retain the ability to learn throughout our lives." If a child does not acquire early literacy skills in preschool, they can still learn to read in first grade; and if they are still not readers by age 18, there are still adult literacy programs. What Bruer does not emphasize, however, is that the chance of a functionally illiterate adult becoming a

competent reader is very slim, or that adult literacy programs require intensive instruction and are very expensive.

Both Bruer and neuroscience would agree that children whose early emotional circuits were wired by abuse and neglect, or who experienced developmental delays due to injury or poor health are not doomed to lives of violence or school failure. As children move into the second decade of life, it appears to be more difficult to bring about change, but with timely and well-designed interventions, it is possible. Interventions, however, are costly and come with no guarantee. Bruer, however, chooses not to discuss the dollar or emotional costs associated with helping children with developmental delays. Nor does he talk about the financial benefits and need for preventing problems before they occur in the first place.

Key Finding 7: Research on brain growth has critical implications for improving public policy and practice, education systems and business practices. There is a wide gap between what is known and about early brain growth and development and what is being done on a local, state and national level to support a child's healthy growth and development. Nationwide we invest the least amount of our public resources in children under age five. Early education programs, public schools and policy makers can benefit from new information about brain research and long-standing information about child development.

Bruer believes that this is one of the dangers of the "first three years myth." He cautions readers that once the "Myth" is accepted by policy makers, it will mean re-



sources will be taken away from programs for older children and adults and diverted to programs for young children. Advocates for young children have never supported such a position. This position is clearly stated in the publication *Rethinking the Brain*. "Optimal development and learning for Americans of all ages must be a top national priority, so that a good start in life for our youngest children is not purchased at the expense of their older brothers and sisters."

"What's A Mother (or the rest of us) To Do"

The final chapter of the "Myth" book - "What's A Mother To Do," pretty much sums up Bruer's feelings about the brain science. He concludes that educators, policy makers and, in particular, parents . . . "would all do well to abandon the Myth." "There is little that is new in the brain-based parenting advice, and the articles do not give you much specific

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COLLABORATION
B•R•I•E•F•I•N•G•S

Head Start Beats Mercedes

For the first time, government agencies are participating in the measurement of customer satisfaction as part of the American Customer Satisfaction Index (ACSI). ACSI is the national indicator of customer evaluations of the quality of goods and services available to U.S. residents. It is the only uniform, cross industry/government measure of customer satisfaction. Since 1994, ACSI has measured satisfaction, its causes and effects, for seven economic sectors, 34 industries, over 170 private sector companies, two types of local government services, the U.S. Postal Service and the Internal Revenue Service. This year, a substantial portion of the federal government joined the ACSI. The 30 agencies participating in ACSI serve 90% of federal government customers.

The Department of Health and Human Services, Administration for Children and Families (ACF) chose Head Start as the program to measure for their agency. The ACF decided that parents are the measure of customer satisfaction in Head Start programs. They provided a listing of its entire directory of Head Start Centers totaling more than 1,600 nationwide. A geographically representative sample of former and current Head Start parents were contacted and interviewed about their satisfaction with their Head Start Program. The 1999 overall customer satisfaction index for Head Start is 87, 15 points above the current national score of 73. **Head Start received the highest score of any government agency or private company, even surpassing the ratings of Mercedes-Benz and BMW.**

Governor Tony Knowles' 1999 State of the Child Address

On November 9, 1999 Governor Knowles presented his Annual State of the Child Address before the Association of Alaska School Boards. The annual address grew out of a recommendation from the Alaska Children's Cabinet five years ago. This is the fourth report to the people of Alaska on the status and progress of the well being of Alaska's children. Following are excerpts from this speech.

... "one of our greatest challenges is providing safe, loving homes to hundreds of children in state custody. Thousands of Alaskans selflessly open their homes as foster parents..." "Because our new child protection law and response to reports of harm are working so well, there are a record high number of children in foster care today—more than 1,100. Yet a third of our foster homes are over-capacity. To address their needs quickly and effectively for the coming year, I will ask the Legislature for the necessary funds (for foster care). To provide for children with severe behavioral and physical needs unsuitable for traditional foster care, we must expand our system of round-the-clock residential care homes in four communities—Anchorage, Fairbanks, Juneau and Kenai.

"We have a special obligation and duty to ensure that foster and residential care is safe. So for the coming year, I will seek the necessary resources for fingerprint and background checks of all adults who work with foster children.

"Many foster children who are adopted have special challenges—medical and behavioral problems that would tax any family. I have made it a priority to help these families through our subsidized adoption program—by placing into permanent homes this past year more than 300 children who lingered for three years or longer in the foster care system. This program helps families in a modest way with the expenses of raising an adopted child with challenges. It could never repay the love, sweat and tears lavished on these needy children. I expect—I hope—this program can grow by 500 families in the next two years, and I will be asking for the necessary financial support.

"We also will seek more child protection workers and better ensure their safety by fi-

nally providing them with adequate emergency and communications equipment.

"By meeting that commitment today with the necessary resources, we save millions tomorrow in the cost of prisons, welfare and heartbreak. The special focus on foster care, adoptions, and child protection needs I've spelled out this morning may well mean additional funds approaching 10 million dollars.

"While we are still in the preliminary stages of budgeting, my direction to state departments is that we will fund children's priorities. My bottom line is: we will not balance our budget on the backs of our children's health, safety or education.

"Safe, healthy children are just part of our goal. Once we get kids to school ready to learn, we need to make sure schools are ready to deliver. To achieve that, we launched two major improvements: the quality schools initiative and sorely needed additional funds for public schools. The 26 million additional dollars for public schools last year and this, is the first increase in the foundation formula beyond enrollment growth in more than a decade. I believe the Quality Schools Initiative is the most profound opportunity for positive change in Alaska's public education system since statehood.

"The Quality Schools Initiative is based on five principles:

- First, if we raise the academic bar, children will respond;
- Second, accountability is a necessary component of education—the public is demanding it;
- Third, teachers and administrators need training to teach in standards-based schools;
- The fourth principle requires parents

and community members, including businesses to be active partners;

- Our final principle is that schools must be safe. We don't need armed guards and metal detectors. We need to identify at-risk children and intervene meaningfully to stop youth violence at school and in our communities.

"But the Initiative has many other moving parts – higher standards for teachers and students; skills profiles for beginning students; benchmark testing in 3rd, 6th and 8th grades; and required improvements for low-performing schools. To keep our end of the bargain, we will continue our financial commitments to education in the coming year. The cost of fully meeting our obligation for pupil enrollment, quality schools and transportation could reach 15 to 20 million dollars over current-year funding. Final enrollment numbers are due at the end of this month. But whatever that cost, I will ask the Legislature to fund it for Fiscal 2000. And I repeat, we will not retreat nor balance the budget on the backs of our children's health, safety or education.

"Our commitment to education also demands smart management and efficiency. Alaskans are willing to pay more when they are convinced they're getting the best value for each dollar. I believe we can achieve efficiencies in school district expenditures through consolidated business functions. Some districts can regionalize or combine with municipality's functions such as payroll, personnel, information systems and purchasing. Applying best business practices can lead to significant savings. No amount is too small.

"So I'd like to issue this challenge. School districts statewide spend about \$60 million a year on traditional business functions. I believe that can be trimmed by 10 percent – a \$6 million savings. And I pledge that any savings will be returned to that district for use in the classroom.

"Value and efficiency also includes being smart about how we build and maintain schools. Crumbling classrooms, leaking roofs and honey buckets as plumbing are unacceptable. Despite solutions we've offered for rural school needs, the Legislature has overlooked them in recent years. Now the courts have spoken. We are working to bring all parties to the table and agree on a funding plan to put all Alaska children in schools they deserve. Our hope is to resolve this in the schoolhouse not the courthouse.

"As the Quality Schools Initiative moves forward, two important dates lie ahead. One is 2002. That's when the state will designate every public school in Alaska 'distinguished,'

Calendar of Events



February 2-4 Anchorage, AK	Bilingual Multicultural Education Equity Conference	
February 24-26 Washington, D.C.	National Association of Child Care Resource and Referral Agencies 12 th Annual Symposium	
February 28-29	Alaska Head Start Association Pre-Conference Meeting	Pam Gingue (907) 883-5159
March 1-3 Captain Cook Hotel Anchorage, AK	Region X Head Start Training Conference "Celebrating The Past: Creating The Future"	
March 6-9 Albuquerque, NM	19 th Native American Child and Family Conference	(405)360-2919
March 16-19 New Orleans, LA	2000 National Child Care Association Annual Conference	(800)543-7161
March 25-28 New York City, NY	Children's Defense Fund National Conference 2000 – Taking Responsibility for Our Children In the 21 st Century	(800)CDF-1200
March 31- April 2 Anchorage, AK	Weaving a Circle of Care, Alternative Care Conference Alaska Foster Parent Training Center	1-800-478-7307
April 26-29 Washington, D.C.	Head Start Fulfilling the Promise, NHSA 27 th Annual Training Conference	
June 28-July 1 Washington, D.C.	Head Start's Fifth National Research Conference" Developmental and Contextual Transitions Of Children and Families: Implications for Research, Policy and Practice.	(703) 821-3090 ex.233
July 9-13 Arlington, VA	National Indian Head Start Directors Association's 10 th National Training Conference and 20 th Year Celebration	(405) 360-2919
October 23-25 zxx Anchorage, AK	Alaska Children's Mental Health Conference Ways to Care – Connections to Make (Call for papers by February 29, 2000)	

'successful,' 'deficient' or 'in crisis.' We will honor top-flight schools. For those not doing the job, we will insist on improvement.

"The other key date is more imminent - March 2000. That's when the high school qualifying exam will be given. Sophomores will take it first so they'll have plenty of time to try again, if necessary. They'll be tested in reading, writing and math – based on academic standards taught in high school and

earlier grades.

"(The) handbook the School Boards Association produced – 'Helping Kids Succeed, Alaskan Style' – has a quote highlighted inside. It serves as a reminder to each of us who get up every day dedicated to improving the state of Alaska's children. It says: 'Shoot for the Moon. Even if you miss it, you will land among the stars.'"

Alaska Head Start Association

NEWS

Region X Head Start Association Training Conference.

The Alaska Head Start Association is very honored to host the Region X Head Start Association Training Conference. The theme of this Conference is "Celebrating Our Past; Creating Our Future." A rich selection of workshops and training sessions has been built around this theme. The Conference will begin on Monday, February 28, with preconference meetings and workshops. The Opening Session for the conference will begin on Wednesday, March 1. All events will be held at the Captain Cook Hotel in Anchorage, Alaska. Invited Guests for the Conference include: Governor Tony Knowles; Patricia Montoya, Commissioner, Administration of Children, Youth and Families, Washington, D.C.; Anne Linehan, Operations Manager, National Head Start Association, Washington, D. C.; Nancy Hutchins, Region X Head Start; and Helen Scheirbeck, Region XI American Indian Program Branch Head Start. Alaska Conference Co-chairs are Shirley Pittz, RurAL CAP, and Krishna Moore, Chugiak Children's Services. Reference the chart below for events during Head Start week in Alaska.

Head Start Directors Complete Fellowship Program

Four Alaska Head Start Directors have completed the Johnson and Johnson Head Start Management Fellow Program. Valerie

Larson, Director of Bristol Bay Native Association Head Start; Theo McIntyre, Director of Metlakatla Indian Community Head Start; Shirley Pittz, RurAL CAP Head Start Director; and MaryEllen Fritz, Southcentral Foundation Head Start Director were selected to attend the Fellowship Program. Conducted by the Anderson Graduate School of Management, University of California (UCAL), the intensive two-week program aims to enhance management skills of Head Start Directors around the nation. Johnson & Johnson awarded the Anderson Graduate School a \$584,000 grant to administer the program, which has graduated more than 500 Head Start Directors since 1991. To compete for the management fellowship, applicants must have been directors for at least three years. A team of UCAL faculty members selects the directors who participate in the program. The selection process guarantees that the program represents Head Start Programs nationwide in terms of urban/rural mix, size and other demographic factors. Johnson & Johnson, the corporate leader supporting Head Start, has invested over \$4 million in the program since 1991. Report from the Northwest Region - Alakanuk, Chevak, Emmonak, Hooper Bay

Report from the Northwest Region - Alakanuk, Chevak, Emmonak, Hooper Bay

by Teresa Pingayak

Recently, I went to support a family who had lost a loved one in another village. As usual, the whole village got together, and

relatives of the family came from everywhere to help the family. This has always been a wonderful part of being in a close knit community, not only in villages, but in other places as well. Having the support of relatives and friends is one of the priceless ways that one can give to another in the time of need.

I thought about each one of my children. Have I taken the time to let each one know through my actions and words that I appreciate them for who they are? Have I taken the time to spend quality time with each child, or do I pay attention only when something negative happens? I thought about how I could become a more responsive parent and all the other things I could do better in my life because I am the teacher in the life of my children. I always believed that my children are the extension of who I am and what values I teach them will reflect on them for the rest of their lives and be passed onto the next generation to come.

Today is a new day and a new beginning for me.

First Three Years, continued

guidance on what to do, other than to follow traditional middle-class parenting practices."

Bruer is partially correct. The first three years of a child's life have been described as a time of natural learning. Parents, no matter what their socioeconomic status, educational background, marital status or cultural/ethnic background is, are natural teachers. Everyday, the instinctive things that parents do support their children's learning. Holding and cuddling an infant helps to develop a child's emotional attachment. Talking, singing or naming objects in the grocery store supports a child's language development. Reading to a child, helping them learn to use a crayon or paint brush, sends them on their way to becoming competent readers and writers. Healthy food, naps, outdoor play and exercise helps a child develop physically. Medical check-ups, immunizations, a home free of hazards,

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Schedule of Events — Head Start Week

Monday - 2/28	Tuesday - 2/29	Wednesday - 3/1	Thursday - 3/2	Friday - 3/3
RX Meeting	RX Board Mtg. Meeting	AHSA Breakfast 7:30-9:30	8:30-12:00 Workshops	8:30 - 10:00 Workshops
	1) Region X Disabilities Coordinators Retreat	10:00 - 1:00 Opening Session	1:00 - 4:30 Workshops	10:30 - 12:00 Closing Session
	2) Quilt	8:00 - 6:00 Vendors Open	7:30 am-6:00 pm Vendors Open	No Exhibits
	3) Culturally Based Curriculum	1:00 - 4:30 Workshops	5:30-7:30 Reception and Keynote	
		5:30 - 7:00- AHSA Reception		

STATUS REPORT

Alaska's Children

A national poll of Police Chiefs called for state and national policy makers to boost funding for after-school programs and child care. The poll shows that:

- 86% of the Chiefs said "Expanding after-school programs and educational child care programs like Head Start would greatly reduce youth crime and violence";
- 69% of Chiefs gave the highest priority to providing "more after-school programs and educational childcare," when asked to guide elected officials by ranking four strategies to reduce youth violence. The other strategies were: 17% prosecute more juveniles as adults, 13% hire more police officers to investigate juvenile crime; 1% install more metal detectors and surveillance cameras in schools.
- 91% of Chiefs agreed: "If America does not make greater investments in after-school and educational child care programs to help children and youth now, we will pay far more in crime, welfare and other costs."

Source: Fight Crime, Invest in Kids

A national poll conducted in August asked participants to respond to questions about children's issues and programs. Questions and results were:

As children head back to school what are you most concerned about:

- violence/crime – 47%
- Inadequate education – 18%
- The cost of education – 2%
- Any other concerns – 21%
- No concern/answer – 11%

To provide kids in your community with access to good after-school programs and early childhood development programs like Head Start, would you be willing to pay more taxes or pass up a tax cut:

- Pay more taxes – 50%
- Unwilling to pay more taxes, but willing to pass up a tax cut – 24%

Which of these priorities are more important than cutting taxes?

Providing access to after-school and early childhood development

- programs like Head Start – 67%
- Paying off national debt – 66%
- Building new highways – 32%
- Building more advanced military weapons/ spending more on military pay – 27%
- Don't know/none of these – 5%

Source: Opinion Research Poll International for Fight Crime – Invest in Kids

Only ten percent of children eligible for federal child care assistance in 1998 received it. Approximately 14.7 million children in low-income families were eligible to receive a subsidy under federal income limits in 1998, but funding allowed for only 1.5 million children to actually receive assistance. Parents who must wait for child care support are seven times more likely to rely on public assistance than employed parents who receive a subsidy.

Source: Access to Child Care for Low-Income Working Families, HHS

Military child care centers pay staff about \$1.04 an hour more than civilian centers. As a result, staff turnover in military child care centers declined to 40% annually from as much as 300% during the 1980s.

Source: Preschool Programs Biweekly Newsletter, November 24, 1999

The Anchorage School District reported that their new Independent Reader Assessment showed that 41% of third-grade students last year – about 1,400 pupils – could not read without help.

Source: Anchorage Daily News, 10/12/99

Alaska's Children

Alaska Head Start State Collaboration Project
Alaska Department of Education and Early Development
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First Three Years, *continued*

support a child's health and safety. Children do not need to listen to an expensive Mozart CD to support their cognitive development - learning traditional Native dancing and songs will be much more enriching. Parents do not need to rush out and buy the latest toy "guaranteed to boost your baby's brain power." Some homemade play dough and a few hours of an adult's time is one the best brain boosters. Brain science certainly confirms that these kinds of natural learning supports from parents and caregivers are just what a developing brain needs.

Brain science also supports many other things that parents and care givers need to know. Parents need to be very sensitive to possible problems and quick to seek help if necessary. We need to understand that if an infant has vision problems that are not corrected early, the sensory system can be compromised for a lifetime. Chronic ear infections can affect hearing and impede language development, literacy and subsequent educational success. Parents also should be aware of developmental milestones, like learning to crawl, walk, manipulate small objects, and

know where and when to seek help if developmental problems are evident. Parents also need to know that neglect, abuse, family violence and other challenges can have a lifelong effect on children.

As for the "rest of us" - can brain science answer important questions about child development, or help us make policy and budget decisions? The answer for most of us should be - "It would be foolish to ignore it." Unfortunately, Bruer chooses to do just that by thinking that middle-class-parenting practices (whatever those are) will solve all our problems and answer all our questions.

The debate about the first three years is far from over. Neuroscience is one of the fastest growing fields of scientific study and everyday, more information is being added to the body of knowledge about brain development and young children. We can draw on this knowledge, as well as knowledge from other fields, from parents, caregivers, health care professionals and many others. All of this information can help us answer the most important question we should be asking: whether or not we can make life better for our children.

For those who are interested in this question, an important opportunity awaits you. This March, Dorothy Routh, one of the keynote speakers and workshop presenters for Alaska's *Early Years, Critical Years Conference* will return to our state. Ms. Routh will hold intensive training sessions on how the brain develops, brain research findings, and why these findings are important for parents, teachers and policy makers. The schedule of training sessions is Juneau - March 17 and 18, Anchorage - March 20 and 21, Fairbanks - March 23. Anyone interested in attending this training, or receiving additional information about the training events can contact Marilyn Webb at (907)465-4861.

Information sources: Conference Proceedings, The Early Years, The Critical Years - Implications of Brain Research on Early Childhood Policy and Practice in Alaska. Rethinking the Brain, Rima Shore, Families and Work Institute. The Myth of the First Three Years, John T. Bruer. "In Search of . . . Brain Based Education", John T. Bruer, Phi Delta Kappa International. "Factors Need to Know about the Human Brain", Ron Brandt, Phi Delta Kappa, 11/99. "Response to The Myth of the First Three Years, ZERO TO THREE." Starting Points - Meeting the Needs of Our Youngest Children, Carnegie Corporation of New York.



CONFERENCE PROCEEDINGS
The Early Years, The Critical Years

Implications of Brain Research on Early Childhood Policy and Practice in Alaska



CONFERENCE PROCEEDINGS
The Early Years, The Critical Years

Implications of Brain Research on Early Childhood Policy and Practice in Africa



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Acknowledgements

The Early Years, The Critical Years Conference owes its success to a long and diverse list of people and organizations. Their collective energy, knowledge, and commitment helped to build these three days into a conference that will make a difference in the lives of our youngest children and their families. To all of the following individuals and groups, our grateful thanks:

- ~• Each one of the 600+ conference participants who, on a daily basis, support the healthy growth and development of young children.
- ~• The conference steering committee whose vision and dream it has been for many years to have a conference devoted to our youngest and most vulnerable children.
- ~• The workshop trainers, educators and keynote speakers who serve as mentors and guides for those who work with young children.
- ~• Governor Tony Knowles, Lt. Governor Fran Ulmer, and the Knowles-Ulmer Children's Cabinet whose personal commitment to children is demonstrated in their professional lives.
- ~• The conference sponsors who donated time, funding and support, and without whom this conference would not have been possible.
- ~• Nine Star Enterprises who made all of the bits and pieces fit together.

Note: a list of registered conference participants can be obtained by contacting Shari Paul, Special Assistant to the Children's Cabinet, at 465-4870, e-mail: spaul@comregaf.ak.us. A complete list of conference sponsors and steering committee members can be found in the appendices.



Introduction

On September 23-25, 1998, over 600 Alaskans gathered in Anchorage to attend the first statewide conference about our youngest children, age birth to three focusing on early brain development. The conference was designed to:

- ~ Educate participants about current brain research and how the experiences a child receives during the first three years of life influence brain growth and development.
- ~ Give participants an opportunity to hear and discuss public policy with top state administrators and policy makers.
- ~ Provide a forum for participants to develop recommendations and activities to support the healthy growth and development of young children throughout Alaska.
- ~ Offer quality training and education workshops about early childhood development.
- ~ Continue the momentum of the conference by publishing the conference proceedings, which include action items and activities participants can use in their personal and professional lives.

Conversations between participants weeks and months after the conference illustrate the importance of the current information about early brain development, and the implications it has for future policy and practice. This document is intended to keep the momentum of the conference rolling by summarizing the information presented at the conference, providing recommendations and activities that can be used to support the healthy growth and development of all children, and providing resources participants can use for additional training and information.

Conference Participant Comment . . .

Children just need a chance for a good life—only adults can give them one.



The Early Years, The Critical Years

Journal of the National Academy of Sciences, Early Childhood Education, and Public Policy

Part I. Conference Highlights

The opening session of "The Early Years, The Critical Years" conference was devoted to educating participants about brain development during the first three years of a child's life and the implications of that new knowledge for families, child care providers, businesses, communities and public policy. Key information about current knowledge and practice concerning young children was presented by experts in the field of neuroscience, child development, early childhood education, and public policy and practice. The keynote presenters included:

- Dr. James L. McGaugh, Director of the Center for the Neurobiology of Learning and Memory at the University of California, Irvine;
- Nina Sazer O'Donnell, M.Ed., Senior Associate at the Families and Work Institute, New York;
- Dr. Ron Lally, Director, Center for Child and Family Studies at WestEd, California;
- Dorothy Routh, Director, Florida Starting Points Initiative and Faculty, Florida State University.

It is not possible to duplicate the collective knowledge and experience of the keynote speakers, or to restate all of the information presented in their remarks in these proceedings. The following information provides only a brief summary about early brain development and its implications.

Key Findings About Current Brain Research

There are new discoveries about early brain growth and development.

During the last ten years, the field of neuroscience has gained more knowledge about early brain growth and development than ever before. These new discoveries have been aided, in part, by new research tools and technologies such as Magnetic Resonance Imaging (MRI) and Positron Emission Tomography, or PET scan. These tools have allowed scientists to observe brain structure and function in greater detail, and have provided new insights into how the brain develops and functions. These stunning new discoveries about the brain, combined with many years of early childhood knowledge and practice and a growing concern about the well-being of young children, have led to new insights about growth and development during the first three years of a child's life.

Human development is a delicate dance between nature and nurture.

For many years, parents, educators, neuroscientists, child development specialists, and others have debated about what controls the growth and development of the human brain. Most of our thinking about the brain has been driven by old beliefs — that our genetic code (nature) determines how our brain develops, and that in turn determines how we will interact with the world around us. Research now shows that



Keynote Presenter—James McGaugh

our genetic code only controls brain growth up to a certain point. Nature is the dominant partner during prenatal brain growth and development. But once a child is born, a child's daily experiences and environment (nurture) interact with his/her genetic endowment to stimulate brain growth and development. Nature may open the doors, but experiences allow a child to walk across the threshold.

The greatest period of brain growth and development is during the first three years of life.

At birth, the brain is remarkably unfinished — only those parts of the brain that are necessary for survival are functioning. Our genetic codes have directed the brain to complete those circuits that control heart rate, breathing, reflexes, and body temperature. A baby can see, hear and smell— but only dimly. During the next three years, the brain will grow and develop at an astounding rate. By age three, roughly 85% of the brain's core structures will be organized.

The basic building blocks of the brain are neurons (nerve cells). Neurons are long wiry cells that carry electrical messages through the nervous system and brain. Every neuron has an axon — an "output" fiber that sends impulses, and dendrites— short hairlike "input" fibers that receive impulses. The neurons are connected by synapses— the plug that allows impulses to flow between them. This elaborate network can be referred to as the brain's wiring or circuitry. During prenatal development, the brain forms about 100 billion neurons, but only about 50 trillion synapses — not nearly enough to complete all of the circuits that are required for the complex tasks the brain must do. Soon after birth, neurons begin to organize and the brain begins to form the trillions more connections needed to complete brain growth and development. By the age of three, the number of synapses in the human brain will increase from 50 to 1,000 trillion. In this way, a child's brain becomes super dense— it contains about twice as many synapses as an adult brain and consumes twice as much energy.

The synapses formed during this remarkable growth period are thin and weak at first. As the child receives repeated stimuli and experiences from the environment, the synapses become stronger until they reach a threshold level. In effect, these connections become hard wired into the brain's permanent circuitry. Those synapse connections that are seldom or never stimulated remain weak and will eventually be discarded by the brain. By the time a child reaches late adolescence, half of all synapse connections will be discarded, leaving about 500 trillion synapses. In this way, the experiences, both positive and negative, that young children receive during the first years of life determines which synapses will be retained, which ones will be discarded, and how the brain will be organized for all future functioning.



Keynote Presenter—Dorothy Routh

Conference Participant Comment . . .

I plan to incorporate the information on brain development and developmental stages into the teen parenting classes I teach so they will understand the importance of early development.

The human brain has a remarkable capacity to change, but timing is crucial.

While learning continues throughout the life cycle, there are "prime times" for optimal development — periods during which the brain is particularly efficient at specific kinds of learning. These special periods are described as "critical periods" when the brain must receive the right experiences at the right time in order to organize and develop correctly. For example, the critical period for wiring vision is during the first six months of life. At birth, connections between the eye and brain are immature and visual experience is needed to "hard wire" the visual system. If visual impairments, like cataracts, cloud a newborn's vision during the first six months, the critical circuits between the eye and the brain cannot be formed and a visual system will not develop. Even if the cataracts are removed later in life and the eye mechanisms are functional, the brain will lack the ability to see.

Each functional area of the brain organizes according to its own timetable and level of experience. During the first three years of life, the brain will develop the neurological foundations for hearing and oral language; motor development, including balance, hand/eye coordination, crawling, and walking; social attachment and emotional response; cognitive functioning, memory, and reasoning; and sensory perceptions such as taste, smell and touch. Each of these foundations sets the stage for future learning and complex activities like the ability to perform a ballet, do mathematical calculations, paint a picture, play a musical instrument, write and read, learn a second language, form strong attachments to other people, become a critical thinker, experience joy/sadness and anger/compassion, and a host of other activities and experiences.

As knowledge about brain development spreads, there has been a tendency to misinterpret some of the key issues, particularly the "prime times for learning" concept. Parents and others may believe that if a child can learn one new word every hour at age 2, then teaching them two words will be better; or using math flash cards on a three year old will speed them on their way to algebra. But more is not always better. Rather, over-stimulating children to learn language faster or walk earlier can interfere with development that is occurring in other functional areas of the brain, or simply be a waste of time. Children absorb new experiences at an age and stage that is appropriate for their individual development; and not all children will reach developmental milestones within the time frames that have been suggested as "prime times."

Early care and education has a decisive impact on how people develop, their ability to learn, and their capacity to regulate their emotions.

The experiences a child receives during the first three years of life play a critical role in healthy brain growth and all future functioning. More than anything else, children need to have nurturing, responsive, predictable care, and secure attachments to their caregivers. The simple act of picking up a crying infant, holding her close, touching her face and hands, speaking in a calm and comforting voice; stimulates the emotional neurological pathways to become stronger. When a parent encourages an infant to coo and gurgle, neurons in the auditory cortex are stimulated to recognize the phonemic structure of language. Helping a child reach and grasp a toy develops small and large motor skills. Parents are recognized as the primary caregivers for children, and almost all parents have a natural disposition to support their child's growth and development. By paying attention to a child's cues and clues, parents help children learn that their environment is safe, loving and secure.

Children absorb new experiences at an age and stage that is appropriate for their individual development; and not all children will reach developmental milestones within the time frames that have been suggested as "prime times."



Keynote Presenter—Ron Lally

Study after study shows that intensive, well designed, timely intervention can improve the prospects and the quality of life for many children who are considered to be at risk.

In our society, parents are not the only caregivers for children. Today, over half of all children are receiving care outside the home. Caregivers can include extended family members, child care providers, preschool staff, foster parents, health care providers, and others. Because every interaction between an adult and an infant, toddler or preschooler initiates some type of learning experience for children, all caregivers need to be aware of the impact early care has on growth and development. If a child is spending a large part of his day in an environment that is not stimulating and lacking in positive experiences, critical time is being wasted.

Early negative experiences, abuse and neglect, or the absence of appropriate stimulation can have serious and sustained effects on brain growth and development.

Neuroscientists have documented that sustained early abuse and neglect, emotional deprivation or exposure to violence at an early age can interfere with normal brain development in children. If a child's early experiences were fear and stress, then the neurochemical responses to fear and stress become the stimuli that shape the developing brain, eventually changing the structure of the brain. For example, early trauma elevates stress hormones, such as cortisol. High cortisol levels during the vulnerable years of zero to three increase activity in the part of the brain involved in vigilance and arousal. As a result the brain is wired to be in a constant state of high alert. The slightest stress unleashes another surge of stress hormones causing hyperactivity, anxiety and impulsive behavior. While the brain is paying attention to fear and stress, other areas of the brain can un-develop. Autopsies on the brains of young children who were abused early in life revealed regions in the cortex and the limbic system (responsible for emotions, attachments, logic and reasoning) that were 20 to 30% smaller than those in normal kids. Children who are abused early in life or live in un-stimulating environments are much more likely to suffer impairments in: cognitive learning abilities, emotional and impulsive behavior control, the ability to form secure attachments later in life, and physical development.

Evidence about early brain development points to the critical need for prevention and early intervention.

During the first years of life, the profusion of synapses in a child's brain gives the brain exceptional flexibility or malleability. At no other time will the brain be able to master new skills so readily, or rebound from setbacks so easily. If there is a way to compensate for brain injury, disabilities or early negative experiences, the brain can be taught to find it. Study after study shows that intensive, well designed, timely intervention can improve the prospects and the quality of life for many children who are considered to be at risk. In some cases, effective intervention can even improve conditions once thought to be virtually untreatable, such as autism or mental retardation. Prevention and early intervention programs have also proven to be the least costly and most successful way to improve the lives of children.

The necessity for timely intervention has very strong implications for child protective services and the legal practices that support children who are at risk for abuse and neglect. The need for safe, secure environments for young children must be a priority when social service systems consider placements for children who have been, or are suspected of being, abused or neglected.

Research on brain growth has critical implications for improving public policy and practice, education systems and business practices.

There is a wide gap between what is known about early brain growth and development and what is being done on a local, state and national level to support healthy

growth and development during these critical years. For example, research demonstrates that the human brain achieves approximately 85 to 90 percent of its adult size by age three. The highest level of plasticity and responsiveness to environmental influences occurs in the earliest ages. Yet, nationwide, we invest the least amount of our public resources in children under age five. The national average spent per child under age five was \$1,472, compared to \$6,567 (in 1992 dollars) spent per child age 6-18. Only about 8% of our public funds are invested in promoting healthy growth and development during the most critical learning years. The new knowledge about the importance of the early years shows that children need and deserve policies and investment of resources that support this critical period of growth and development.

Public spending is not the only area where resources are limited. Child care providers receive the lowest wages, are required to have the least amount of training and education and have fewer regulations governing their work than most private businesses. Analysis of other resources like health care, parent training and education, education programs, and community and employer supports for families with young children, also show a lower level of support for this critical period of human development.

Nationwide, few corporations and businesses have recognized the benefits of developing family-friendly workplaces. Helping employees balance work and family obligations by supporting on-site or near-site child care facilities, allowing flexible leave and work schedules, and providing health, child development and parenting classes for employees can have positive benefits. Documented benefits for businesses include higher job satisfaction, increased productivity, lower turnover rates, and reduced employee absences.

Early education programs and public school systems can benefit from new information about brain research and child development. Middle and high school grades are a prime time to provide new insights into human development to the next generation of parents — before they become parents. Curriculums in preschools and elementary schools can take advantage of “prime times” for learning by teaching foreign languages at a much earlier age when children are still developing language skills. Teachers and educators of any grade level can benefit from information about how children develop and how their early experiences shape their individual learning styles and behaviors.

Conference Participant Comment . . .

I am appalled by the fact that 91% of infant toddler care in this country has been deemed “inadequate,” and 40% “harmful” . . . especially in light of the overwhelming and exciting evidence that infant development is so critical in life long success. I have decided I must become more politically active. . . to do what I can to help elect candidates who are seriously committed to our youngest children.



Keynote Presenter—Nina Sazer O'Donnell

Setting the Stage for Change — Alaska's Commitment to Children

The success of any conference does not just depend on educating and training the people who attend. Success also hinges on positive changes that happen as a result of new information and new insights gained at a conference. For real change to happen, participants must have the support of policy makers, elected officials, program managers and others who are responsible for developing public policy and investing resources. Alaska is very fortunate to have support for, and commitment to, our youngest children from the highest levels of policy makers and elected officials. Alaska's Governor, Lt. Governor, and the Knowles-Ulmer Children's Cabinet, were active supporters and participants in this conference. The opening session of the conference featured presentations by Lt. Governor Fran Ulmer and Governor Tony Knowles.

... There is mounting evidence about the importance of the birth to three age group — yet, the evidence is not getting as much attention as it deserves. Instead, we seem to be conducting business as usual in our nation.

Lieutenant Governor Fran Ulmer — A Call to Action

Lt. Governor Fran Ulmer has always been one of Alaska's most outspoken and respected advocates for children and their families. Her opening remarks at the conference served not only to reinforce the goals of the conference but to create an atmosphere charged with energy and determination that continued on through the remaining days of the conference. Following are excerpts from Lt. Governor Ulmer's speech.

... There is mounting evidence about the importance of the birth to three age group — yet, the evidence is not getting as much attention as it deserves. Instead, we seem to be conducting business as usual in our nation. One hundred years ago, 70% of the population lived in small communities and family relationships were more stable. Extended family — grandparents, aunts, cousins — usually lived within close proximity to one another. As a result, caregivers for young children were available in the home. For a long period of time, family and community structures changed very little. By 1960, more families were working in manufacturing jobs, but most individu-



als still lived in their home communities, and family support systems remained intact. Only 1% of America's children experienced divorce. The next decades, however, have seen some dramatic changes to our family structures that can no longer be ignored: over half of all children live at least 5 years in single parent households, 27% of children live with unmarried mothers, 66% of all preschoolers have working mothers, and 50% of all mothers are back in the workforce within the first year of a child's life. Other nations recognize these changes in family structure and have built policies and programs to meet the needs of their changing families. For example, some countries have one year maternity leave policies, child care holds the same professional status as higher education, training and retirement plans are part of a child care provider's employment package.

Our nation's public policies, public opinions and public laws still assume we are living in the 1950's when most children were cared for in the home and poverty and poor health was not a national concern. Today a quarter of families with children under three live in poverty, a total of 2.2 million children under the age of three have no health insurance, 25% of all two-year old children are not immunized, nine out of a thousand infants die before age one, an employee in a fast food restaurant makes more money than a child care provider, the highest rates of employee turnover can be found in the child care world, infant and toddler care for the majority of children in out of home care has been found substandard.

The alarming result of our attitudes shows up in the grimmest statistics: the level of violence in our society is higher than ever before and higher than any other industrialized nation; the U.S. has more gun related deaths of young children; school shootings, unheard of in other countries, are becoming commonplace in the U.S.; the majority of individuals in prisons in the U.S. and Alaska do not have a high school diploma, and 80% have experienced physical or sexual abuse as children; more children are spending more time in front of the television set and the level of violent programming on TV is higher and more graphic than ever before; and community violence is increasing every year.

All of these statistics prove what is being talked about in this conference — when young children experience inadequate nurturing, receive substandard care, are victims of family or community violence and cannot gain access to prevention and early intervention programs, their futures are very grim and scary.

Our greatest challenge in the next century is turning this knowledge about the early development of children into action plans that reach into every home and into every baby's life. We can no longer tolerate even one child not having the love and care he or she needs to grow into a healthy and responsible adult. Childhood, in all its wonder and magic, is the most basic human right that we must guarantee as a society, and it is the responsibility of each person at this conference to protect and provide the right to a healthy and happy childhood.

Conference Participant Comment . . .

I'm glad I have the privilege of working with infants and toddlers because there is so much hope that quality care during those years will affect their lives, our lives—life.



Lt. Governor Fran Ulmer

Our greatest challenge in the next century is turning this knowledge about the early development of children into action plans that reach into every home and into every baby's life.





Governor Tony Knowles

Governor Tony Knowles — 1998 State of the Child Address

In 1995, Governor Knowles delivered his first statewide speech dedicated solely to Alaska's children. His continuing commitment to children and families since that first speech, have helped to establish a precedent for the state — an annual State of the Child Address. Each year his speeches serve to remind us that, in Alaska, planning for the future of our children is as important as planning the budget, the economy, and other affairs of the state. This year, the conference served as an appropriate forum for Governor Knowles to deliver his third official State of the Child Address. This third address cataloged and celebrated the progress the state has made on children's issues, and outlined some important new steps the administration will propose to build a better future for Alaska's children. Among the successes the Governor highlighted in his speech were:

- An active Children's Cabinet that brings the needs of Alaska's kids to the table in every top level policy discussion.
- The Alaska Children's Trust, an \$8 million trust that uses the interest generated from the account to fund community driven projects to prevent child abuse and neglect.
- The Governor's Conference on Youth and Justice that led to some important legal and policy initiatives to help prevent juvenile crime.
- A \$1 per pack state tax on cigarettes to help prevent children from using tobacco.
- The convening of this conference to focus more attention on brain research and the importance of early childhood development.
- A statewide education summit that paved the way for the Quality Schools Initiative and the biggest increase in classroom funding in a decade.
- More juvenile treatment beds to make sure young offenders get the help they need.
- A statewide domestic violence summit, a tough new law and more resources to help break the cycle of family violence.
- The Smart Start Initiative — a three-pronged approach to improve outcomes for children, including: expanded health care for pregnant women and uninsured children; investing in proven prevention programs that help break the cycle of abuse and neglect; better child protection laws and more resources to help intervene swiftly and forcefully when children are in danger.

Building on these past successes, the Governor and his administration have highlighted the following priority areas for continued improvements during the next year: improved child health outcomes through the continuation of health insurance for uninsured children and pregnant women, expanded proven prevention programs, continued emphasis on quality improvements for Alaska's schools, and zero tolerance for the abuse and neglect of children. Some specific strategies that will be used to accomplish these goals are:

- To continue to address and reduce incidents of child abuse and neglect by answering every report of harm to children and committing the necessary resources to do so.
- To expand the use of our schools by requiring every school district to have solid programs in place to help struggling students by doing whatever it takes, summer school, night school, Saturday or early morning classes.
- To increase access to health care for all uninsured children and pregnant women. By next March, 94% of Alaska's children will have access to basic health care. To make sure the

remaining 6% have that same opportunity, ideas such as insurance pooling plans will be thoroughly explored.

- To develop aggressive plans and actions to eliminate the pain and lifelong limitations inflicted on children as a result of Fetal Alcohol Syndrome. The first steps that will be taken are to expand alcohol treatment programs for women, increase public awareness about FAS, promote the philosophy that women should not carry the burden for prenatal health alone — spouses, parents, family members, friends and communities — all have the responsibility to prevent the tragedy of FAS birth defects.
- To renew the commitment begun in the Smart Start Initiative by expanding proven prevention programs like Head Start, Healthy Families and child care.
- To promote quality early care for young children through proposing to the legislature:
 - a 5% rate increase for licensed child care providers to pay for continuing improvements using funds from welfare reform savings.
 - a 50% increase in child care grants to licensed providers, from \$22 to \$33 per month — this approximately \$900,000 will go for learning supplies, staff training, long overdue salary increases and other quality improvements.

The Governor concluded his State of the Child Address by asking all Alaskans to work together on behalf of children:

"As we continue our journey to improve the lives of Alaska's children, I want to leave you with this simple message. Working together, we can make a difference in the lives of children — whether our specialties are providing child care, conducting research, teaching students in the classroom, enforcing the law or shaping public policy. . . Our mission together is this: We will make sure our children's earliest years are the foundation for success, not failure."

Conference Participant Comment

I am so inspired to apply all the information I have received. I want to help educate parents and provide the support needed to guide people to the correct resources. I won a scholarship through the Governor's council and what I didn't know, but I do now, is that I won a chance to help make a difference in other parents and children's lives.



Commissioner Shirley Holloway

Plotting the Future for Alaska's Children

Recommendations for Tomorrow

Under the guidance of the Knowles-Ulmer Children's Cabinet, participants moved on to accomplish the conference's third goal — to develop recommendations and activities to support the healthy growth and development of young children throughout Alaska. The Children's Cabinet is made up of a core group of policy makers from the Knowles Administration. They are:

- ~• Shirley Holloway, Commissioner - Department of Education
- ~• Ron Otte, Commissioner - Department of Public Safety
- ~• Margaret Pugh, Commissioner - Department of Corrections
- ~• Mike Irwin, Commissioner - Department of Community and Regional Affairs
- ~• Bruce Botelho - Attorney General
- ~• Karen Perdue - Commissioner - Department of Health and Social Services
- ~• Annalee McConnell - Director, Office of Management and Budget.

The Children's Cabinet represents not only the customary departments that administer state programs for children and families, but also some departments that, on the surface, do not seem to have a lot of responsibility for young children. But, both Commissioners Pugh (Corrections) and Otte (Public Safety), are the first to say that one of the most important ways to reduce prison populations and crime rates in the state through quality prevention and early intervention programs for at-risk children so they can have safe, secure and nurturing environments. Likewise, Attorney General Botelho and Budget Director McConnell understand that investing state resources in children is the key to our future wealth.

Members of the Cabinet acted as team leaders for discussion groups. These groups were asked to draft recommendations and activities for further action in homes, communities and businesses. Part II of these Conference Proceedings contains these specific recommendations.

New Knowledge, New Skills

The second and third days of the Conference gave each participant the opportunity to attend specialized workshops and training sessions. Over 30 workshops were offered by some of the best trainers in the state and the nation — people who work on a daily basis to improve the lives of children. One of the sessions offered was a "Training of Trainers" Program, presented by Dorothy Routh. This workshop was designed to prepare participants to take information from this conference back to their communities and workplaces to train others. A list of participants who attended this course is included in the Appendices. Individuals or organizations who are interested in training sessions can contact anyone from this list for more information.

*... one of the most
important ways to
reduce prison
populations and
crime rates in the
state through
quality prevention
and early
intervention
programs...*



Part II. Key Lessons, Recommendations and Suggested Activities

Participants at the conference played an active role in developing recommendations for future policy based on the information presented at the opening sessions of the conference. They were asked to join one of five discussions groups. Each group had a designated topic:

- Education, Learning and Schooling
- Prevention and Health Care
- Quality Early Development and Care
- Family, Community and Business Support
- Healthy and Safe Families.

Groups were given the task of identifying key lessons presented during the conference, considering the implications of those lessons, and developing recommendations and suggested activities to enhance planning for programs and services in Alaska. Participants were asked to consider not only what government could do to promote the healthy growth and development of young children; but how communities, schools, parents and families, business, service providers and others could contribute.

Following are the key lessons, recommendations and suggested activities that were developed by the discussion groups. Minimal editing of the recommendations has been done to preserve the intended action of the group participants. These recommendations are not meant to be the final answer, but a starting point for future action. Readers are encouraged to add their own recommendations, and to act on those relevant to their interests. Finally, during the next year, the conference steering committee would appreciate reports from you on action you have taken, or new ideas for future recommendations. Additional recommendations or activities can be sent to Shari Paul, Special Assistant to the Children's Cabinet at (e-mail) spaul@comregaf.ak.us or call (907) 465-4870.

Participants were asked to consider not only what government could do to promote the healthy growth and development of young children; but how communities, schools, parents and families, business, service providers and others could contribute.



Key Lesson: Public Awareness

There is a wide gap between scientific research about brain development and public knowledge about the current research. It is critical that information about this research and early childhood development find its way into our homes, early childhood centers, schools and communities. Every person should have basic information about the opportunities and risks of the first three years of life.

Recommendation: Explore non-traditional methods to increase public awareness of new research about brain development.

- ~• Meet with village Elders in each community.
- ~• Use the faith community, church programs and newsletters to educate others.
- ~• Give new parents gifts of books about child development and brain research instead of baby clothes or toys.

Recommendation: Develop a state-wide action plan to educate all Alaskans about brain development and the first years of life.

- ~• Identify all state programs and services that make direct contact with children and families. Require that information about brain research be provided to families through these programs.
- ~• Identify non-state programs, businesses and services that can be used to provide information.
- ~• Break down brain information into respectful and easily understood parenting tips.
- ~• Use existing resources like TV, radio, newspapers and newsletters to promote information.
- ~• "Think outside the box" and identify other resources that can be used to educate.
- ~• Go where children and families are: fast food restaurants, shopping malls, sports programs.
- ~• Initiate a year long, state-wide mass media campaign for Alaska.

Recommendation: Communities should develop action plans to educate residents on brain research and early childhood development.

- ~• Use community forums, celebrations, events, to inform community members.
- ~• Define needs and goals within each community.
- ~• Identify community resources that can be used.
- ~• Develop a calendar of events in the community and target events that can be used.
- ~• Sponsor children's events.
- ~• Hold a community conference on brain development.
- ~• Identify children's programs within the community that currently support sound early practices for young children; identify other community programs that could expand their services to include children's services.

Recommendation: Ask businesses, professional organizations, private and non-profit organizations to help.

- ~• Ask businesses, unions, schools, other groups to include information on brain development in their communications, newsletters, etc. to staff.

Conference Participant Comment . . .

I learned that brain research is applicable, it's not all "rocket science." It can really change the way I interact with families and children.



Key Lesson: Parent and Family Support

Parents and families are the brain's first and most important influence.

Even before birth, a child's environment influences the growth and development of the brain. The care, nourishment, attachment, experiences and teaching that parents and families provide during the first three years of life have profound and life-long effects on children. All parents and families need support to be their children's most important influence.

All parents and families need support to be their children's most important influence.

Recommendation: Provide information on brain research and child development to everyone before they become parents.

- ~• Beginning in middle school and high school, require school districts to expand science curricula to include units on human brain development and the first three years of a child's life.

Recommendation: Promote the health and well-being of all family members.

- ~• Extend health insurance benefits to all uninsured families.
- ~• Strengthen the child support enforcement agency and make access to their services easier.
- ~• Increase availability of individuals and couples counseling services.

Recommendation: Provide education and training for parents on brain research and child development.

- ~• Extend childbirth classes into support groups and parenting education classes.
- ~• Provide free child care for all parenting classes.
- ~• Help parents arrange for transportation to parenting classes.
- ~• Hold parenting classes at the work place during work hours or allow parents time off to attend classes.
- ~• Provide training and education at no cost to parents.
- ~• Require parent education classes for participation in child care assistance, welfare to work programs, or other subsidy programs.
- ~• Identify local experts in the community and develop a team of specialists and trainers to provide education and training, child screening and assessments, and health care education. For small communities with fewer resources, develop traveling teams to provide training.
- ~• Develop a distance delivery or correspondence study curriculum through the University on brain development and child development to accommodate isolated families or those who are unable to attend community classes.
- ~• Develop a state newsletter and other information on brain research that is sent out with all birth registration certificates.
- ~• Relate early childhood development to cultural practices of families and communities.

Recommendation: Expand existing family support programs to reach every new parent.

- ~• Universal access to home-visit and support services.
- ~• Make emergency or respite care available in all communities.
- ~• Explore waivers or exemptions for services like Infant Learning, Head Start, and Healthy Families to serve families who do not meet eligibility requirements.
- ~• Eliminate waiting lists for programs and services.

Recommendation: Identify risks to children resulting from poverty.

- ~• Develop position paper on poverty and the effects on child growth and development.
- ~• Allow parents on public assistance to waive 30 hour work week requirement in lieu of full or part-time educational programs.
- ~• Allow exemption for a parent on ATAP to stay at home with an infant for at least the first year.

*On any given day,
over 13 million
children under the
age of six spend part
or all of their day in
out-of-home care.*

Key Lesson: Quality Early Care and Education

Quality early care and education environments are essential for brain growth and development. The experiences children receive outside the home are also important for healthy growth and development. On any given day, over 13 million children under the age of six spend part or all of their day in out-of-home care. Over half of these children are under the age of three. A quality care environment, one that is predictable, nurturing, consistent and enriched with trained, well-paid providers, is not a luxury — but essential for healthy brain development.

Recommendation: Increase public awareness about the importance of quality child care and the crucial role child care providers have in children's lives.

- ~• Provide information on child development and quality child care to parents in prenatal, child birth and parenting classes.
- ~• Health care professionals should provide quality child care information to parents as part of their health care package.
- ~• Businesses, employers, unions and other related groups can provide quality child care information as part of an employment package, through lunch hour mini-training sessions, and other forums.
- ~• Educate policy makers about the link between brain development and quality care.

Recommendation: Provide high quality, on-going training to child care providers that is consistent with the latest research.

- ~• Ensure that all training and education opportunities promote developmentally appropriate practices.
- ~• Using established programs and models such as the CDA program, NAEYC and Alaska Partners, develop education and training standards and career development programs for child care providers.
- ~• Develop minimum education requirements of at least 20 hours annually for child care directors, 15 hours for staff members as a prerequisite for licensing and continuing education requirements to retain license.
- ~• Provide incentives for child care providers to obtain training and education through state/federal funding subsidies or business supported incentives like equipment, books, etc.

Recommendation: Promote safe, quality child care through child care licensing or monitoring standards.

- ~• Require and speed up background/security checks for all providers.
- ~• Publish provider training and scoring of licensing in newspapers.
- ~• Develop different levels of licensing based on training, education, number of children in care.
- ~• Eliminate exemptions for child care.
- ~• Develop formal waiver plans for child care providers that include minimum standards for training, education and safety.
- ~• Revisit state child care licensing regulations and monitoring practices to ensure policies are consistent with new research.

Recommendation: Help to reduce child care provider turn-over rates through non-wage incentives.

- ~• Develop a program for licensed providers to participate in state health insurance and/or retirement benefit plans.
- ~• Celebrate positive practices and high quality programs through media, business/employer sponsored recognition.



- ~• Reduce staff/child ratios through state subsidies.
- ~• Promote community support of child care through safe/accessible playground and recreational facilities, free or reduced public transportation, provider training and education opportunities, and community planning for child care facilities.

Recommendation: Promote quality child care through wage/salary benefits for providers.

- ~• Increase public awareness of the impact of low wages on quality child care.
- ~• Increase public funding for child care grants and subsidies through state budget and legislative approval process.
- ~• Tie increased grant/subsidy funding for providers to demonstrated competency, quality, training and education standards.
- ~• Provide a living wage and benefits to child care providers.

Recommendation: Provide support for parents to obtain and participate in quality child care.

- ~• Provide education and training for parents on quality child care through free community, business and university sponsored classes.
- ~• Model quality child care at all gatherings.
- ~• Provide on-site child care for community events, education and training.
- ~• Ask businesses to allow flexible work/leave hours to attend to child care needs.

Recommendation: Provide quality child care options to meet the diverse needs of children and families.

- ~• Expand care opportunities for infants, special needs children, foster families, respite care through specialized provider training programs, state financial subsidies, and other incentives.
- ~• Address the need for child care options for families who work evening and night shifts, travel for work related reasons, or have ill (especially chronically ill) children through specialized training, employer/business subsidies, provider wage subsidies, on-site child care at the workplace, and family-leave without penalty policies.

Conference Participant Comment

*This conference made me want to:
Be the best parent I can be
Start a child care business
Be kind and supportive to and with
everyone I meet, especially parents
Spread this information to everyone
I meet
Get active in promoting policies that
reflect this information*



*Windows of
opportunity do not
slam shut at a
given point.*

Key Lesson: Windows of Opportunity

While learning continues throughout the life cycle, there are critical times or “windows of opportunity” when the brain’s ability to learn is at its highest point. Providing the right information and experiences at the right time (developmentally appropriate practices) promotes healthy brain development. Caution about the concept of “learning windows” must also be exercised. Windows of opportunity do not slam shut at a given point. Learning does continue throughout life, but at a slower and less effective pace. All children should be supported at all ages and stages of development. It must also be realized that more is not necessarily better. There are risks associated with pushing children to accomplish tasks when it is not appropriate.

Recommendation: Ensure that all programs and services for young children are developmentally appropriate.

- ~• Review all early care and education programs to ensure they are responsive to appropriate learning and development.
- ~• Use model curriculums such as Head Start to establish appropriate programs that are flexible enough to meet the diverse community and cultural needs in the state.
- ~• Require early childhood training and certification for all preschool and elementary public school teachers.
- ~• Use CDA training models as a starting place for training of early care and education providers.
- ~• Partner with the university system to offer quality early childhood education for early care providers, teachers and educators.

Recommendation: Help parents and teachers relax and not push children to experience things they are not ready to do.

- ~• Educate the public about developmentally appropriate early care and learning environments.
- ~• Do not emphasize “academic” programs as a measure of quality.
- ~• Provide easily understood information on developmental windows or milestones for parents.

Recommendation: Provide positive, helpful information about windows of opportunity to parents and the general public.

- ~• Develop media campaign to get this information to the general public.
- ~• Provide information through training, university courses, and teacher/care giver preparation.

Key Lesson: Education and Training

Education and training for parents, caregivers, early educators and other professionals is key to promoting healthy brain growth and development.

Transferring brain development research and information into daily practice in homes, workplaces, child care settings, schools and communities is important. Basic education, along with appropriate specialized training, about brain development and early childhood development must be available to parents, child care providers, teachers, service providers, medical and judicial practitioners, employers and policy makers.

Recommendation: Provide comprehensive, coordinated birth through three programs aligned with sound early childhood practices by increasing training opportunities at all levels.

- ~• Develop statewide coordination position to pull in key players (DOE, University of Alaska, school boards, educators, government, communities, parents, care givers, professional organizations) to plan and obtain funding to make training available.



- ~• Require interagency meetings from all players to do needs assessment and define how the recommendation will be practically implemented.

Recommendation: Make available model training/education curriculum on brain development and early childhood development.

- ~• Research or develop a curriculum that can be used for middle school and high school science courses on brain development.
- ~• Develop a quality curriculum that can be tailored to individual communities that is developmentally appropriate and culturally relevant.
- ~• Present information in a sensitive and dignified manner.

Recommendation: Educate policy makers.

- ~• Develop information that show the connection between early brain development and support for quality prevention and early intervention programs.

Recommendation: Continue education and training in brain development/early childhood development.

- ~• Using the same Early Years, Critical Years groups, plan and conduct annual workshops that are affordable and available.
- ~• Explore grants and funding sources for train-the-trainers workshops.
- ~• Conduct in-service days at child care centers.
- ~• Explore and promote training exchanges between Head Start and child care centers.
- ~• Make CDA training and certification more available and affordable.
- ~• Have coursework on brain development and early childhood education available through the University of Alaska as part of education programs.

Recommendation: Include information about brain development and research in education/training programs for all rural health providers.

- ~• Share information from "The Early Years, The Critical Years" conference with village clinic staff to get them interested.
- ~• Share information with tribal councils and encourage a resolution to tribal health providers/agencies.
- ~• Develop training for doctors, physician assistants, community health aides and public health nurses.
- ~• Develop a position statement and present to all state and tribal organizations.

Recommendation: Provide brain development information to a wider audience of people who work with young children.

- ~• Expand training to include brain development information for police, state troopers, public safety officers, fire fighters, EMT's, social workers, child-in-need of aid lawyers and guardians, etc.
- ~• Provide adult education classes for community members, educators, university personnel, tribal native groups, community action and civic groups.

Recommendation: Provide education and training on the effects of violence, abuse, neglect, and stress on brain development.

- ~• Require training for all mental health providers, domestic violence advocates, child health planners (Medicaid, EPSDT, etc.), Department of Corrections programs, etc.
- ~• Present training to boards and commissions that oversee programs such as the Alaska Mental Health Board, Governor's Council on Disabilities and Special Education, etc.





Recommendation: Develop a course on early brain development at post-secondary institutions.

- ~• Require training for teachers, administrators and nurses.
- ~• Make training on early childhood development a requirement for teacher certification.

Recommendation: Develop a long-term action plan for education and training.

- ~• Identify all groups/providers that should have brain development information.
- ~• Identify events, conferences, meetings that could be used to provide information.
- ~• Recruit businesses and community organizations to be part of the plan.

Recommendation: Make education and training on brain development part of public school programs.

- ~• Meet with school boards, education associations, and superintendents to discuss brain development research.
- ~• Require brain development information for in-service training for all teachers at all levels.
- ~• Provide specific training to special needs school aides, counselors, and other non-teaching school personnel.
- ~• Provide information at PTA meetings or to other parent groups in the state.

Key Lesson: Health Care

Proper health care during the prenatal period and first 3 years of life is critical for brain development. Providing preventive and primary health care education and coverage greatly reduces many health and safety risks for children.

Recommendation: Severe brain damage resulting from injury is irreversible. Efforts must be made to reduce injury rates for young children.

- ~• Promote public awareness about the consequences of brain injury.
- ~• Expand programs to promote the use of safety helmets and protective gear for sports activities, biking, etc.
- ~• Strengthen and enforce laws for the use of car seats and safety belts.

Recommendation: Provide universal access to prenatal health care.

- ~• Expand existing programs for low-income, uninsured pregnant women so no one goes without prenatal health care.
- ~• Eliminate insurance exemptions to ensure that all health insurance coverage includes pregnant women and infants.
- ~• Develop media campaign to reach and enroll all pregnant women in prenatal care.

Recommendation: Develop incentive programs for prenatal care and education programs for pregnant women.

- ~• Incentive programs could include a combination of health care, education and training. Participants would be required to complete all prenatal health check-ups, attend education and training classes in (at a minimum): parenting, CPR/first aid, nutrition, child development, child safety and FAS/FAE. Participants who complete health care and education components will receive vouchers for groceries, baby clothing, or other incentives.
- ~• Secure funding for incentive programs from state appropriations, business and community supports.

Recommendation: Provide continued health care and support for new parents.

- ~• Develop a welcome baby program through hospitals, health care providers, health aides that provides brain research information.

- ~• Provide at least one home visit for all new parents with follow-up visits, if needed.

Recommendation: Provide health care services or health insurance plans for all families regardless of income or work status.

- ~• Expand health insurance coverage to all families and all children.
- ~• Require insurance coverage to include well baby and well child check-ups and screening.

Key Lesson: Abuse and Neglect

Rich and positive experiences promote healthy brain development. Conversely, research indicates that early exposure to prolonged negative experiences such as abuse, neglect, violence, substance abuse, and successive out-of-home placements can have serious and sustained effects even into adulthood. When children need help, intervention must be swift and designed to provide healthy, consistent attachments during these critical years. Because prenatal and early exposure to substance abuse can have such devastating effects on brain development, efforts to prevent birth defects caused by drugs and alcohol must also be a priority.

When children need help, intervention must be swift and designed to provide healthy, consistent attachments during these critical years.

Recommendation: Expand substance abuse treatment center availability and services.

- ~• Provide on-site residential child care facilities for children whose mothers are receiving treatment.
- ~• Provide parenting education and training on brain development and early childhood development as part of treatment programs at rehabilitation centers.
- ~• Expand residential treatment facilities into parts of the state with no service availability.
- ~• Streamline access to abuse treatment for pregnant women and teens.

Recommendation: Develop statewide plan to address FAS/FAE.

- ~• By March, 1999, in collaboration with tribal providers, state and communities develop a realistic statewide action plan to eliminate FAS births.
- ~• Review state policies regarding substance abusing pregnant women and their partners.
- ~• Expand substance abuse programs for pregnant women so there is immediate response and admission to residential treatment centers.
- ~• Develop a statewide media campaign to educate everyone about FAS.
- ~• Require FAS education in all schools.
- ~• Provide training programs for providers and educators on adapting teaching methods to the learning style of FAS children.

Recommendation: Provide services for the whole family in cases of family violence.

- ~• Require domestic violence offenders to receive treatment services in anger management, conflict resolution, mental health, child development, including brain development information.
- ~• Require services be provided to children who are victims of abuse and family violence.

Recommendation: Child protective services (CPS) workers should be knowledgeable about brain development and the effects of abuse and neglect.

- ~• Provide training to CPS staff (state and tribal) in early childhood development.
- ~• Require university level work in child development as a condition of hire.
- ~• Form partnerships with early childhood programs to facilitate training, service collaboration and referrals.

Recommendation: Legal system personnel should be knowledgeable about early childhood development, and the effects placement changes and failed reunification have on healthy development.

- ~• Provide training to judges, attorneys, guardians ad litem, and social workers.
- ~• Require university level work in early childhood development as a condition of hire.
- ~• Change state laws to require out-of-home placements for infants and toddlers to meet criteria for forming healthy attachments and minimize trauma for children.
- ~• Fully fund guardian ad litem programs.
- ~• Create and fund more judicial positions for CPS.
- ~• Require state and tribal collaboration for cases which involve both to minimize total time for out-of-home placement.

Recommendation: Ensure all policies, practices and laws consider the risks of abuse and neglect during the first three years.

- ~• Review all policies to make sure they reflect new research about brain and early childhood development.
- ~• Any new policies affecting children should not be approved if they do not include an assessment on the effects of abuse and neglect on early brain development.

Recommendation: Promote interagency information sharing.

- ~• Review confidentiality requirements for each program to allow more information sharing.
- ~• Develop a statewide data system to track kids receiving services that includes input from each program they are enrolled in: (child protection, juvenile justice, Medicaid, etc.).

Recommendation: Provide support to parents with at-risk children.

- ~• Parenting, conflict resolution, and other related education programs should be required for any parent whose child enters the child protective system.
- ~• Provide secure housing for homeless families.

*One of the guiding
principles to emerge
from the brain
research is "Do No
Harm."*

Key Lesson: Primary Prevention

Supporting programs and services that promote healthy brain development through primary prevention should be our highest priority. One of the guiding principles to emerge from the brain research is "Do No Harm." All policies and practices should be geared toward primary prevention, that is, preventing problems from occurring in the first place.

Recommendation: Promote the importance of prevention through more public awareness.

- ~• Develop a cost analysis on the benefits of prevention versus treatment.
- ~• Identify model prevention programs and advertise their benefits.

Recommendation: Require hearing tests for all babies.

- ~• Newborn screening for hearing is now available and is required by law in 18 states. Alaska should explore a universal newborn screening program at no cost to parents.

Recommendation: Provide child and brain development information to everyone before they become parents.

- ~• Require classes to be completed before students graduate from high school.
- ~• Course work should include community service hours at a child care facility, health clinic or other children's service programs.



Recommendation: Make prevention a priority when creating state and local government budgets.

- ~• Educate elected officials, policy makers and the public about cost saving benefits and long term investments of prevention programs.
- ~• Require that budgets for prevention programs be the same size as treatment programs. Include judicial, juvenile justice and corrections programs in budget analysis.
- ~• Invest in Head Start until all eligible children are served — this can be in partnership with the federal Head Start Bureau.

Key Lesson: Early Intervention

Research demonstrates that well designed, intensive and timely intervention programs and services are even more important than previously thought. Risk is not destiny. The brain has an amazing capacity to overcome early negative experiences and neurological impairments when children have access to quality early intervention services.

Recommendation: Expand early diagnostic programs to allow all families access to health and developmental screening and services.

- ~• There should be no waiting lists for services from programs like Infant Learning for any child who is at-risk for developmental delays.
- ~• Set up clinics and programs so all parents can take advantage of screening.

Recommendation: Provide training and education on early screening and diagnostic techniques.

- ~• Provide more training opportunities for providers on new research and tools for at-risk children.
- ~• Provide more training for parents on the importance of screening and early intervention.

Recommendation: Require universal prenatal and neonatal screening for high risk stress indicators.

- ~• Train providers to screen high risk families.
- ~• Provide referrals for all high risk families.

Recommendation: All Alaskan families should have access to adequate mental health services.

- ~• Expand community mental health services so more families can be served without having a DSM-IV diagnosis.
- ~• Expand the capacity of existing programs to provide infant mental health services statewide by providing training to professionals in infant mental health.
- ~• Enlist tribal peoples in designing and delivering tribal controlled and culturally appropriate mental health services.

Conference Participant Comment

I plan to go back to my community and involve the business community in the support of Early Home Visiting support services. This means communicating the research on brain development to a more diverse audience.



*Each year, exciting
new interventions are
emerging that
specifically address a
range of special needs.*

Key Lesson: Special Needs and Disabilities

The brain's plasticity means that children with special needs can be helped to overcome or lessen the effects of many impairments. New insights into brain development have allowed researchers to develop interventions that address neurological impairments such as developmental, hearing and language delays. Each year, exciting new interventions are emerging that specifically address a range of special needs.

Recommendation: Increase screening initiatives such as universal newborn screening, using the ages and stages questionnaire; to identify problems and enable earlier access to services.

- Support identification and tracking initiatives to help ensure children with special needs are identified and have services.

Recommendation: Increase funding and explore ways to serve more children with mild to moderate delays, and those who are at risk for delays.

- There should be no waiting lists for services to any child at risk for developmental delays.
- Respite care needs to be available to families with children who have special needs.

Recommendation: Support parents with special needs children through training, education, and community support groups.

- Provide training opportunities for parents relative to the needs of their child.
- Expand child care opportunities for children with special needs through provider training and financial subsidies.
- Promote community access to all children in natural settings.

Recommendation: Implement a philosophy of teamwork and collaboration across agencies serving birth to age three children with special needs.

- Family support providers and medical providers should work together.
- Promote close collaboration between child protective services and family support providers.

Key Lesson: Programs and Services

Delivery of services for young children must be timely, appropriate and available during this critical period of development. When healthy brain development is at-risk due to abuse, neglect, the effects of poverty, or neurological impairments; children need immediate access to programs and services. Because interventions later in life are more costly and less successful, services for children prenatal through age 3, must have a higher priority in planning, funding and delivery.

Recommendation: Identify model early childhood programs in the state and promote their expansion and development in other communities.

- Identify what programs are working and how they can be used as models.
- Connect groups from throughout the state to train others.

Recommendation: Create a clearinghouse for information, services, and planning of services for young children.

- ~• Require coordination and collaboration for all children's services provided by the state.
- ~• Require that all planning for new services or expansion of existing services be approved through the clearinghouse.

Recommendation: Develop a philosophy of teamwork and collaboration.

- ~• Medical providers should consult with family support service providers at the first sign of problems (ILP, Head Start, Healthy Families, school counselors).
- ~• Share training and education opportunities with all providers in the community.
- ~• Re-evaluate referral systems within communities.
- ~• Develop stronger collaboration with hospitals to get information about services, early care and development to parents.
- ~• Create strong links between existing programs through required service coordination.
- ~• Cross-train providers (law, social services, mental health, disabilities, etc).

Recommendation: Expand early childhood programs through increased funding and support.

- ~• Write letters to legislators about brain development and importance of services and supports.
- ~• Invite legislators, policy makers, and community representatives to visit preschools, child care facilities, and accompany home visitors.
- ~• Video tape program activities and send to policy makers, tribal councils, native corporations, etc.
- ~• Fully fund established programs before starting new ones.
- ~• Encourage tribal governments, state agencies, voters, and legislators to identify new funding sources for underserved areas using existing program models.

Recommendation: Expand home-visiting programs for new parents and families.

- ~• Have universal access to home-visiting through hospitals or other programs for new parents with follow-up support if needed.
- ~• Eliminate waiting lists for people who qualify for existing home-visit programs like Healthy Families programs.
- ~• Find ways to waive requirements such as developmental need, socio-economic guidelines, ethnicity for proven home-visiting services.

Recommendation: Support parents and families that are enrolled in programs.

- ~• Develop a common approach to services.
- ~• Co-locate a variety of family support programs in one facility.



Conference Participant Comment

I plan to inform as many people as I can on the importance of the early childhood years, and of providing the highest quality of care. Every adult of voting age must value children as a national resource and be willing to support only those elected representatives who will work on behalf of children and make a financial commitment to making quality care accessible to every family.

Key Lesson: Community Support

Children live and grow in communities. Education, prevention, and early intervention programs for children and families that are community-based have proven to be the most enduring and most effective.

Enabling communities to have the flexibility and resources they need to create a vision for children, implement action plans, finance their efforts, and evaluate their results deserves community, state and national support.

Recommendation: Develop action plans in each community specific to early childhood programs, supports, and services.

- ~• Communities should develop forums that focus on the 0-5 population.
- ~• Existing community needs assessments or action plans should be revised to include information on brain development.
- ~• All communities should develop action plans to promote early growth, development, and quality care.

Recommendation: Educate the whole community.

- ~• Make sure translators are available when training is given.
- ~• Include legislators and elected officials in training programs.
- ~• Make training and education programs relevant to community needs.

Recommendation: Provide community-based services and resources for parents

- ~• Establish a resource center for parents that may include: lending library of clothes, books, toys and other resources; play groups for children; on-going education programs; health care information and clinics.
- ~• Inventory all community resources for families and develop a hot-line for parents. Use web-sites to advertise community resources.
- ~• Involve Elders in the community to provide support to parents; and volunteer time for children's programs.
- ~• Involve neighborhoods, churches, and community school programs in activities.
- ~• Designate a community liaison to connect parents with resources.
- ~• Target funding for community resource centers.
- ~• Plan for community resource centers to be a center for service referral, coordination of resources, and sharing of information on brain development.

Tomorrow's
employees are
today's children.
Businesses have a
vested interest in
promoting a stable,
healthy, well-
trained workforce
for the future.

Key Lesson: Work Place/Business Support

Current brain research lends new information about the importance of promoting healthy learning experiences much earlier and providing support to working parents and families. Tomorrow's employees are today's children. Businesses have a vested interest in promoting a stable, healthy, well-trained workforce for the future. Traditionally, businesses have been active supporters of education and training for older children. Current information about early brain development lends credibility to the need to support learning at a much earlier age.

Recommendation: Make life more sane and more liveable for working parents.

- ~• Encourage government and private business to adopt flexible work hours, job sharing, part-time employment options, and shorter work weeks.
- ~• Promote collaboration and partnerships between state government and unions to model family-friendly practices.
- ~• Make job related family health insurance benefits mandatory.



- ~• Recognize the importance of extended maternity and family leave policies along with job security at every place of employment.
- ~• Extended family leave policies should include new fathers.
- ~• Provide incentives to employees who want to attend parenting classes.
- ~• Provide on-site or near-site child care facilities.
- ~• Allow employees time off to attend events with children and participate in child care activities.
- ~• Extend time off to nursing mothers to feed their children.
- ~• Provide meaningful job training for rural residents.
- ~• Develop options for parents, such as salary set-asides, sabbaticals/leave of absences, who want to take extended leave (1 to 3 years) off to stay at home with their children.
- ~• Have parenting classes at the worksite.

Recommendation: Create a link between work force development and quality child care.

- ~• Provide information to all employers on the connection between quality child care and employee/business productivity.
- ~• Ask businesses to adopt and support a child care center or home provider through donations, work-day exchanges, field trips, training fees, and subsidies, etc.
- ~• Identify business leaders for mentoring.
- ~• Encourage businesses to provide on-site child care. Require government to plan on-site child care facilities for all new construction.
- ~• Establish a "Green Star" type program to acknowledge businesses that have family-friendly policies and practices.

Key Lesson: Public Policy

Children need and deserve public policies and actions that reflect the importance of the early years. Public policy, children's initiatives, state and national budgets, legal and judicial practices, early education and care programs all influence the early development of children, especially children who are at-risk.

Recommendation: Make state supported programs and services more responsive and coordinated.

- ~• Consolidate administration of all state and federally funded or administered programs and services for young children in one setting, such as an Office of Child Development.
- ~• Continue Children's Cabinet activities in all future administrations.

Recommendation: Report to all Alaskans annually on the status of young children in the state.

- ~• Require all future administrations to deliver an annual State of the Child report.
- ~• Publish a Report Card to the Public on the status of children.

Recommendation: Consider the impacts any new legislation has on young children.

- ~• Along with fiscal note on budget implications of new legislation, require impact note on effects, positive or negative, to child growth and development.
- ~• Hold elected officials and appointed administrators accountable for their actions.



APPENDICES



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Head Start

Child Care Programs

Head Start State Collaboration Project

Alaska Department of Health and Social Services:

Early Intervention/Infant Learning Program

Healthy Families Program

Public Health Nursing

Alaska Department of Education

Education Commission of the States

Charles A. Dana Foundation

The Knowles-Ulmer Children's Cabinet

I Am Your Child Campaign - Alaska

Head Start Quality Center for Training and Technical Assistance - Prevention Associates

Associates

BP Exploration (Alaska) Inc.

Providence Health Systems of Alaska

Conference Participant Comment . . .

As a previous classroom teacher, I realize how important it is to offer this kind of perspective—brain research—to classroom teachers no matter what grade level or subject they teach.



Training of Trainers

The following conference participants attended a Training of Trainers session at the conference presented by Dorothy Routh. These participants are available to provide training on brain research and its implications on early childhood development to others in their communities and workplaces.

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Conference Participant Comment

Though I came (to the conference) in a professional context, I think I will take home many ideas from a parental point of view. I have learned that I need to step back more often and let my kids be the leader. The conference has also really instilled a desire in me to volunteer in different ways. I don't know if my busy schedule will allow it, but I'd like to donate time at the hospital to hold at-risk infants who may not otherwise get much contact in the early months.