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COMMITTEE REPORT

HOUSE

(5)

2/1/82

FURTHER:

Date: 4/1/82

Mr. Speaker:

The Committee on HEALTH, EDUCATION AND SOCIAL SERVICES has had CSSB 119(Fin)am

"An Act relating to housing for teachers in the public schools."

under consideration and reports it back as follows:

- do pass do not pass
- do pass with attached amendments(s) same title
- replace with CS for _____ new title
- and recommends _____
- AND attaches a "Letter of Intent" New Fiscal Note
(or) with new fiscal note
- reports it back without recommendation
- referred to the _____ Committee

MEMBERS SIGNING
DO PASS

[Signature]
[Signature]
[Signature]

MEMBERS HAVING
OTHER RECOMMENDATIONS:

CHAIRMAN

A M E N D M E N T

OFFERED IN THE HOUSE:

By: H.E.S.S.

To: _____ HOUSE BILL No. _____

SENATE BILL No. CS SB 119(fin)am

PAGE: 1

LINE: 16 & 20

Line 26: delete word "costs"

Insert after "energy" the word "costs" and after
"maintenance" add "services available".

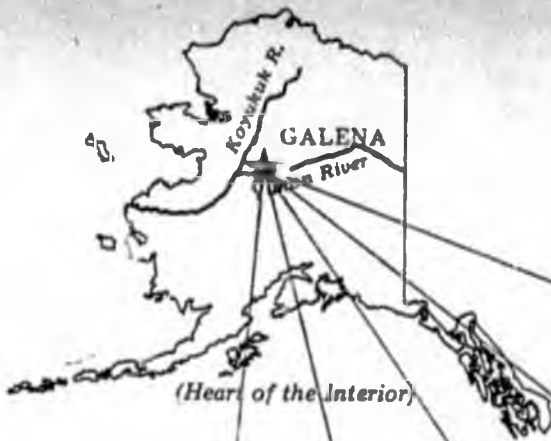
Line 20: Make the same change in wording as described above.

(the phrase should read "including energy costs and maintenance
services available".

GALENA CITY SCHOOL DISTRICT

GALENA, ALASKA 99741
PHONE (907) 656-1247 1205

SUPERINTENDENT'S
OFFICE



March 12, 1981

The Honorable Terry Stimson
Alaska Senate
Pouch V
State Capitol
Juneau, Alaska 99811

RE: Senate Bill 176

Dear Senator Stimson:

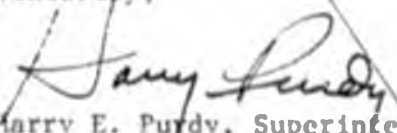
The School Board for the Galena City School District has directed me to let you know that they support this bill because housing has become a very grave problem and will lead directly to the quality of teachers and education that will be coming out of Alaska and particularly the bush areas.

As you are aware, the Galena City School District has the same housing problems as does the REAA's. Thus, the board would like to be added specifically to this bill and other city districts that have the same housing problems as the REAAs.

We realize that this bill has been referred to committee.

Thank you for your consideration.

Sincerely,


Harry E. Purdy, Superintendent

HEP/cmj

March 27, 1981

Senator Terry Stimson
Senate Office
State Capitol Building
Juneau, Alaska 99811

Dear Senator Stimson:

The Bettles Community School Committee wishes to express its support for both SB-119 and SB-23.

SB-119: At the beginning of the 80-81 school year, we were faced with the problem of providing housing for a 3rd teacher. Since the funding for such housing was not available through the district, it fell upon the community to find a solution. The problem was resolved on a temporary basis with no guarantees for the 81-82 school year.

The Department of Transportation restrictions on leasing airport land to individuals for housing plus the fact that all native land is still in trust with the state have only added to the problem. This may make the situation in Bettles unique but it's doubtful.

If competent teachers are to be attracted to the outlying areas, adequate housing has to be available.

SB-23: Having just reviewed and approved the local site budget for the 81-82 school year, we are acutely aware of the impact inflation is having on educational spending.

While overall budget figures increase, the end result, which should benefit the students, seems to decrease.

An increase in the instructional unit will provide the funding for more and better services and supplies for our children.

Please copy and distribute this letter among your constituents as you see fit or, if you feel that a copy from us will have a greater impact, please contact us.

Sincerely,
Bettles Community School Committee
General Delivery
Bettles, Alaska 99726



Dean M. Morris
Secretary

ANNETTE ISLANDS SCHOOL DISTRICT

P.O. BOX 7

METLAKATLA, ALASKA 99926

(907) 886-6332
Supt. Office

(907) 886-4121
Elementary School

(907) 886-6000
Jr. - Sr. High School

February 18, 1981

Dear Legislator:

I am writing about concerns that I have in regards to problems with teacher housing in Alaska rural schools. For example, the past two years since I have been superintendent at the Annette Island School District we have had to hire only single teachers, or at least married teachers with no children, for the last 3-4 job vacancies because living quarters are so limited.

Further housing is so restricted in the Town of Metlakatla that one fifth of our faculty have to live 8 miles out of town, over a very primitive road, in old Coast Guard quarters. We do not get as full service from these teachers as from those who live right in town. Informal surveys show they are in the classroom preparing less time and they participate considerably less in school -Community activities.

The 1980 Alaska legislature passed Bonding Proposition G to allocate \$1,000,000 toward the construction of teacher housing in Alaska School Districts (see attached). This money has been turned over to the Department of Transportation but nothing has been done with it to date.

It seems to me that a good way to use this \$1,000,000 to help alleviate the teacher housing shortage is to provide each school district with 3-4 housing units. Then the rent money generated from these units could in turn be used to maintain and increase the number of teacher housing units in the District.

We want to keep good teachers in our district and to have them housed so that they are able to contribute to their full potential. I believe that the funds allocated through Proposition G can help us solve our acute housing problems, and would appreciate your response to my suggestion. Also, the legislative intent needs to be clarified because the legislation states "Statewide" teacher housing. Does this mean Anchorage, Ketchikan and other city districts are to be included?

Sincerely,
Annette Islands School District

Larrah Rocheleau
Larrah Rocheleau, Superintendent

INTERESTING RURAL ACCOMMODATIONS:

"Our most bizarre housing dilemma at present is the lady teaching in Akiak who is forced to live in the jail--but she smiles: "They did give me a lease!"

This noteworthy piece of information on rural housing comes from a personal communication to Senator Terry Stinson from Ms. Rose Charles, a teacher at Kilbuck School in Bethel, Alaska.

RURAL TEACHER TURNOVER

<u>School District</u>	<u>1977-1978</u>	<u>1978-1979</u>	<u>1979-1980</u>
A	22%	25%	21%
B	33%	37%	34%
C	30%	75%	53%
D	62%	50%	68%
E	0	40%	75%
F	63%	39%	50%
G	39%	28%	30%
H	32%	27%	9%
I		31%	49%
J	22%	16%	34%
K	25%	16%	28%
L	28%	19%	25%
M	23%	23%	15%
N	38%	46%	30%

The above percentages include transfers, terminations, resignations, etc.

RANDOM COMMENTS ON ADEQUACY OF RURAL TEACHER HOUSING:

On February 24, 1981, Senator Terry Stimson requested information regarding rural teacher turnover from the Rural Education Attendance Areas of the State of Alaska. Below please find excerpts from some of those responding:

"Teacher turnover is, indeed, an important factor in the lack of continuity and other problems which have plagued rural Alaskan schools for years. The absence of adequate housing is certainly a significant factor in teacher turnover."

Aleutian Region School District

"By examining the teaching locations of those sites that experience high turnover it is a fact that these locations have inadequate teacher housing. There is a direct correlation to school sites with inferior teacher housing and high turnover, likewise, stability where adequate housing is provided."

Bering Strait School District

"As you are aware, teaching in a small rural community is a high stress occupation and "burn-out" is a very real hazard. It can occur under the best of conditions but poor working and living conditions certainly are part of total job satisfaction."

Iditarod Area School District

"The reasons for termination, transfers, etc. are given as poor housing or no available housing, personal, positions elsewhere, and pursuing other interests"

The Lake and Peninsula School District

RANDOM PASSAGES ON RURAL HOUSING:

The following passages have been taken from the Doctoral Dissertation by Dr. David Dickerson entitled: "Orientation Needs of Newly Hired Teachers in Rural Alaska:

"In the rural areas, housing is generally in short supply and substandard in comparison to what most teachers are accustomed. Overcrowding is a common situation as two or more families share a single family dwelling. Frequently a family may have to share its quarters with a single teacher. In some instances the teacher(s) may actually have to live in the classroom for an extended period, cooking on a hot plate, using the school toilets, and sleeping on the floor in a sleeping bag.

As most rural communities lack public lodging facilities it often befalls the teacher(s) to accommodate short term "quests." These "quests" are medical and other specialists, school maintenance and administrative personnel, and resource teachers who travel to the villages to perform their duties. Such "quests" must often share the teacher and/or school facilities."

"Forty-seven percent of the 70 respondents indicated they resided in school district housing. Of these, ten percent lived in apartments that were in the school building. Another 21 percent lived in other district owned housing and 16 percent were in units that were leased by the district and sublet to the teacher.

Only ten percent of the new teachers were living in their own house. Twenty-nine percent were renting from private sources and 14 percent indicated some other arrangement. Examples of the other category included living in military facilities or sharing a place with another teacher.

Most of the land in rural Alaska is owned by the government, either federal or state, and by Alaska Natives. There are only a few instances where parcels are for sale. Consequently private home ownership is not an option that is readily available to REAA teachers in most areas. Teachers are for the most part renters."

THE MOST STRIKING FEATURES OF THE COMMUNITY THAT WERE UNANTICIPATED BY THE NEW TEACHERS

<u>Negative Features</u>	<u>Number of Times Mentioned</u>
That the town was flat and dusty and there were no trees or mountains nearby.	4

The filth and garbage in and around the school and the town.	3
The low quality of housing and lack of conveniences.	3
The complete isolation and lack of communications with the outside.	3
That there was no housing that could be bought to live in.	1
That the teacher housing was such a disgrace.	1
That things were so crude. (Bad language, poor treatment of whites, a lack of knowledge of the world, and the low academic standards)	1
That 1/4 of my freight, including groceries for the year had been stolen before I arrived, and the fact that mail is considered delivered when it is pushed off the plane at the airport.	1
The lack of water in the town.	1
That the town looked like a small town slum. The two groceries looked like houses, not like stores.	1
The total lack of organization in people's lives.	1
The high rate of crime and drug use among young people. Also, the corrupt officials.	1
That there was such a dichotomy between Indians and whites.	1
That non-Natives were excluded from services of the health clinic.	1
The amazingly high cost of living.	<u>1</u>
Total	24

MAJOR ADJUSTMENT PROBLEMS OF THE NEW TEACHERS
AS IDENTIFIED BY REAA SUPERINTENDENTS

	Number of Times Mentioned
--	------------------------------

Community and Location Factors:

Coping with isolation--the lack of services, social activities, transportation and communication	9
Living in poor, inadequate housing	7
Coping with the high costs of living and travel	2

THE MOST DIFFICULT ADJUSTMENTS AS IDENTIFIED
BY THE NEW TEACHERS

	Number of Times Mentioned
--	------------------------------

Community and Locational Factors:

Coping with isolation--the lack of services social activities, transportation and communication	16
Living in poor, inadequate housing	4
Coping with the high costs of living and travel	3

Karen Kallen
Akiak, Alaska 99552
February 5, 1981

Dear Ellen:

Since you've asked me to put this in writing and since I've been in tears all week and am seriously considering not returning to Akiak because of this housing mess, I figure I should put this in writing even though I'm feeling miserable and like doing nothing except catching the next flight out or sleeping indefinitely....

On November 5, 1980, I was brought to Akiak for an interview for immediate hire if Carlton was interested in having that. At that time, aware that there was a housing problem here, Carlton called Lillian Lliabon, Chair of the ASB in to confirm when there would be housing for me. Since I had moved three times since arriving in Bethel on September 7, 1980, I really felt like I needed secure housing soon. In short, I was burnt out on moving and needed to feel somewhat settled in order to do a job I would feel good about teaching. At that time, Lillian informed me that Akiak needed a teacher and they would do whatever was necessary to make sure I had housing within three weeks at the latest. I'm still waiting for housing.... On that word, I came to Akiak. Carol Hooker told me I was crazy to go before housing existed but I told her they had promised and foolishly, I believed that promise. (Those may have not been Carol's exact words but that was her message.)

On Carlton's urging, I moved into the old BIA building two weeks after I had begun teaching since nothing had been done on teacher housing during that time. I was constantly reminded how grateful I should be to Susan Hansen for allowing me to share her quarters (for half the rent). At that place, I had one room to call my own. With the heat going, my dog's water would freeze in my bedroom. The light was inadequate for reading etc. so I could not do any work in my own space. The living room and dining room spaces were Susan's office space so I could not set up my loom, curl up and read, have children visit etc. etc. without disturbing her. Things were so miserable by Christmas that I determined I would move out even if it meant camping out in my tent. (At least it would be cheaper and psychologically, I would be prepared for the cold.)

When I returned from Christmas vacation, I discovered that the Kvamme had not fixed up the place (warehouse) they had promised to do. I had already bought a stove and stovepipe for it since Albert Kvamme told me he needed a stove before he could fix it up (i.e. it was too cold to work without one.) At that time, the other elementary teacher asked me to share her place. I was not very enthused because she shares with her boyfriend and there are only curtain partitions (which I made) but both she and her boyfriend insisted that they wanted me to share, it would help them out financially etc. So, I moved in on the promise that I could count on being there through the school year (i.e. May 15, 1981). About two weeks and some alcohol later, I got the message (Jan. 26, 1981) that her boyfriend did not want to share and I should move out by February 1, 1981. So, I went across the river and checked out the abandoned buildings there. One cabin appeared to be repairable, although not in that short a time frame. I was referred to a woman in Kwethluk who was the alleged owner. I went to great extremes to find a way down to Kwethluk to arrange renting and renovating it. Last weekend, she gave that permission after talking to Tim Williams, the mayor of Akiak. On Tuesday, we began fixing that place up. On Tuesday night, I was told that this woman had no claim on the property and that it belongs to someone who is outside somewhere in Nevada or Colorado or someplace like that. So, once again, in

desperation (and, now that I am physically sick, I really mean DESPERATION), I began looking at ANY alternative. Tim Williams, the current landlord for the shared rental, told me there would be big problems if I was not out by February 10, 1981. (I moved in on Jan. 10, 1981). The Corporation gave me permission to pitch a wall tent on their land. So, I rushed out, called Anchorage, ordered a wall tent via express shipping and went to sleep thinking that at last, I would have something to call home (after a pitiful fashion). This morning, I was informed that Akiak did not want me in a tent because what would people think of Akiak if they make their teachers live in tents etc. So, today people are thinking of renting me the jail. However, that means they must have several "emergency" meetings and no one knows how soon they will be able to do that. At this point, feeling very inefficient as a teacher, very drained and very depressed (both physically and emotionally), I feel anything that is done will be a pyrrhic victory. Carlton seems to think it takes someone forcing the issue. I don't think it should be my place to have to force the issue. I don't think I should have to wait until long after the last straw was broken for something to happen.

It seems that no matter what I try to do, someone comes out of the woodwork and makes it impossible. For over three months I have told every one that I have contact with that I NEED a place to live and that I will NOT stay in Akiak if I don't get it. Now that I feel betrayed, dumped on and in general, bad about being here, everyone wants something to happen. Even though, no one even knows yet what that something should or will be. At this point, Carlton feels I'm unreasonable if I won't stay next year. After all, next year there will be AVCP housing so a lot of places currently being used will open up. I don't think I can teach in a place where I can't believe anything I'm told. When I broke down a few days ago, I said that all these roadblocks made me feel like Akiak did not want me to stay. The women I know all got very upset and said that that was not so. They said they like me a lot. They want me to stay. They like Randy and want us to set up a home here. If this is what happens to teachers they like, I wonder what happens to teachers that are not liked....

I am not used to being physically unhealthy. I have been sicker this year than in the previous ten years combined (included common colds during those ten years.) What would happen to a less healthy person if I got this run down? What would happen to people who could not cut their own firewood or do any of a number of related things that I've had to do in the previous months?

Carlton has had no complaints about my performance. I know, however, that I am functioning at very low efficiency. I am not doing a lot of things I believe should be done for my kids; mainly because I cannot get to materials I have packed or because I have no time because I am chasing hither and yon to follow down one false housing lead after another. What else is there to say? Maybe I could elaborate a lot more and articulate things more coherently if I had time and space to unwind, clarify my thoughts and get a good night's sleep. I feel like I've given up---I'll get through this year but I'll go someplace that wants their teachers and will treat them like people, not dirt.

I'm sorry this has to be so negative. My kids are the only bright spots here and I am not looking forward to breaking their trust by telling them I will have to leave. That is, perhaps, the biggest bummer in this whole raw deal.

Karen



PRIBILOF ISLANDS SCHOOL DISTRICT

ST. GEORGE SCHOOL • ST. PAUL SCHOOL
ST. PAUL, ALASKA 99660 • TELEPHONE (907) 546-2222

DR. STANLEY L. BIPPUS
SUPERINTENDENT

DENVER G. BOWEN
ADMINISTRATIVE ASSISTANT

March 18, 1982

The Honorable Eric Sutcliffe
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Mr. Sutcliffe:

We are deeply concerned about CSSb119, dealing with teacher housing. Our concern is with section 5 of this bill. The language in this section is unclear and the interpretation of "properly notified" will differ from person to person. Our fear is that teachers could use this as an excuse to get out of a contract if they were unhappy with their decision.

Rural housing is indeed a problem and efforts need to be made to help teachers obtain adequate housing. We just want to be careful to not put in language that would allow the good intentions of this bill to be abused by someone who made a mistake and is looking for an easy way out.

Sincerely,

Stanley L. Bippus, Ph.D.

SLB:ek

MEMORANDUM


State of Alaska

TO Honorable Frank Ferguson
Alaska State Senate

DATE: April 30, 1981

FILE NO:

TELEPHONE NO: 465-2800

FROM:  Steve Hole, Administrator
Office of the Commissioner
Department of Education

SUBJECT: CS SB-119 (HESS)

This memorandum is in response to your request for our analysis of the cost likely to be occasioned by enactment of CS SB-119 (HESS).

* If we were requested to submit a formal fiscal note on the bill, that fiscal note would be zero with respect to the need for an increased appropriation required by the bill. That is, the bill only requires districts to inform and assist teachers with respect to housing. While I suppose it is possible that some districts may interpret that language as requiring them to subsidize teachers for the cost of housing, a literal reading of the bill does not lead us to that conclusion.

A recent survey of school districts resulted in the information which we conveyed to your office earlier: 18 districts are presently spending approximately 2.5 million dollars per year on teacher housing costs. I would hasten to point out, however, that those costs are likely the result of agreements negotiated pursuant to AS 14.20.550-610, and not from a state requirement that districts provide housing or subsidies therefor, to teachers.


For your additional information the State Board of Education during its April 1, 1981 meeting went on record as supporting the original SB-119 by a vote of 4-2.

DEPARTMENT OF EDUCATION

POSITION PAPER CS SB 119 (Finance) am

February 26, 1982

The State Board of Education supports the concepts contained in Secs. 1-4 of this bill. The board has not discussed Sec. 5.



Marshall L. Lind
Commissioner

SECTIONAL ANALYSIS CSSB 119(Fin)am

"An Act relating to housing for teachers in public schools."
Amends Title 14, EDUCATION

Section 1: AS 14.08.101 "Powers" of regional school board, is amended by adding a new paragraph.

A regional school board may assist employees in securing reasonable housing.

Section 2: AS 14.08.111 "Duties". New paragraph.

A regional school board shall inform new employees of housing conditions, including attendant costs(energy & maintenance)

Section 3: AS 14.14.090 "Additional Duties". New paragraph.

A district school board shall also inform new employees of housing conditions, including energy and maintenance costs.

Section 4. AS 14.14.095. New Section. "Powers"

A school board operating schools in remote sites may assist employees in securing reasonable housing.

Section 5. AS 14.20.030 "Causes for revocation and suspension"
A new subsection is added.

A teacher's teaching certificate may not be revoked under (a)(3) or (4) of this section for a breach of contract if such breach was within 30 days of employment commencement and was based on the failure of the board to comply with the prior sections of this bill. (failing to provide information regarding housing conditions).

Sections (a)(3) and (a)(4) (Existing law) provide that the teacher's certificate may be revoked if substantial noncompliance with state school laws or regulations is shown or if there has been a violation of ethical, professional, or contractual obligation.

FISCAL NOTE

I. REQUEST
 Bill/Resolution No. CS SB 119 (Finance) am
 Title An Act Relating to Teacher Housing
 Requested by House C & RA Date 1/29/82

II. FISCAL DETAIL
 Agency Affected Education
 Program Category Affected Elementary and Secondary Education
 BRU, Program, Or Subprogram(s) Affected N/A
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
FULL TIME	N/A					
PART TIME						
TEMPORARY						

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

This bill has no fiscal impact.

IV. DATE 1/29/82 PREPARED BY Steve Hole
 AGENCY Department of Education
 PHONE 465-2890
 Original: Legislative Finance
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)
 33-90: (Rev. 12/81)