

ALASKA LEGISLATURE COMMITTEE FILES

1983-1984

86/2

2241

HHESS HB 196

2241

PRELIMINARY RESULTS OF NEA-ALASKA SURVEY OF RURAL TEACHERS
ON HOUSING ARRANGEMENTS AND HOUSING QUALITY

SCHOOL DISTRICT: Sand Point

Community	Housing Arrangement			Cost/Mo.	District Subsidy	Housing Quality			
	Own Home	Rent from District	Rent from Other			Luxury ¹	Rural Standard ²	Rural Substandard ³	Tent-like ⁴
Sand Point			Private Owner	\$275			X		

DISTRICT
TOTALS

1 village 1 respondent	-0-	-0-	1	\$275	-0-	-0-	1	-0-	-0-
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¹Luxury: Everything you would normally find in an Anchorage apartment.

²Rural Standard: Hot/cold running water, toilet, shower or tub, electricity, stove, refrigerator, non-wood heat.

³Rural Substandard: Most, but not all of the amenities listed above for Rural Standard Housing.

⁴Tent-like: Wood heat, haul water, honeybucket, etc.

Compiled by the House Research Agency (10/81) from
results of 1981 NEA-Alaska Teacher Survey

APPENDIX C

REAA OVERSIGHT COMMITTEE SURVEY
OF REAA CONCERNS REGARDING TEACHER HOUSING
(COMPLETED IN 1980)

CONCERN #2 - SCHOOL DISTRICT INVOLVEMENT IN TEACHER HOUSING

- CHUGACH REAA --- A teacher apartment is included in the school at Tatitlek. As the new school is completed and the anticipated students arrive, additional housing must be secured. There is not now any additional housing available in Tatitlek. Whittier has sufficient rental units available.
- DELTA GREELY REAA --- the District does not provide or subsidize teacher housing.
- LOWER KUSKOKWIM REAA --- there is some District-owned housing in Bethel, Atmautluak, Kongiganak, Eek, Platinum. In Kwethluk, Napaskiak, Akiachak, the District is negotiating with local village councils for the construction of units to be leased to the District and subleased to teachers. In the remaining villages, teachers are required to live in whatever is available. The District is intending to create an enterprise fund this year.
- LAKE & PENINSULA REAA --- Housing is provided for the principal teacher in 13 villages, with three extra units in Nondalton and 1 being completed in Kokhanok. Village residents have been encouraged to come up with housing, but the expense is considerable.
- NORTHWEST ARCTIC REAA --- The District maintains a total of 40 units for teacher housing. These units were turned over to the District in 1976 and have been used for teacher housing ever since. The estimated revenue generated by the rents from these units is \$200,000. The estimated M & O expense is in excess of \$500,000. Some of the alternatives the District is doing to get out of teacher housing is leasing the management of existing units to a third party who is presently planning on building additional housing units in some of the villages, closing down the housing units and using them for various educational purposes, and encouraging village residents to build housing for teachers. It is the intent of the District to close down and be out of teacher housing within four (4) years.
- RAILBELT REAA --- the District presently owns 5 trailers and 3 teacherages. The District is slowly phasing out of teacher housing at the rate of 2 or 3 places a year to make sure that the communities local housing market can pick up the slack.

#2 - TEACHER HOUSING (cont.)

SOUTHEAST ISLAND REAA

--- Due to the unique nature and economic base of logging camps and small fishing villages, it is generally necessary for the school district to furnish housing trailers to its teachers. It is doubtful that housing will ever be available through private sources in most of these communities. Per the master contract with the teachers, teachers are not charged for living in district-owned trailers, but are responsible for utility and heating costs. In addition, teachers who rent private housing are reimbursed up to \$200 for rental costs. Teacher housing for trailer purchase alone cost \$82,000 in FY 80 and \$54,000 in FY 79.

SOUTHWEST REAA

--- The District policy requires that the professional staff to live in district-owned or leased housing units unless provided a waiver by the Superintendent. In 7 of the 11 villages, all of the certificated staff live in district-owned housing. In the remaining villages, there is a combination of district-owned housing units (15), district leased housing units (8) and a few homes owned by teachers (3). In Dillingham, there are 2 district-owned housing units, 6 district-leased housing units, and 3 owned by certificated staff.

YUKON FLATS REAA

--- \$20,000 has been budgeted for maintenance and operation of teacher housing for 1980-81. This is a 66% reduction from FY 1979-80 when the furniture in District wide housing was brought up to standard. Rentals average \$250 - \$300 per month, which is consistent with rentals in the region. Although the District intends to get out of teacher housing, there is no clear-cut plan on how to do this.

YUKON/KOYUKUK REAA

--- In most situations in the District there is a combination of district-operated rental units and privately owned houses and rental units. Where the district rents units, the occupant pays a rental fee plus all utility costs. The District Board within its policies has expressed a desire not to be in the housing business. At the present time, however, there does not seem to be any alternative to providing rental units in some locations.

CONCERN #2 - SCHOOL DISTRICT INVOLVEMENT IN TEACHER HOUSING

- USPUK REAA --- Lack of teacher housing which contributes to turnover in staff. The apartment in Aniak rents for approximately \$750 per month and electricity is extra. The School Board has approached the village corporation and asked for help regarding construction of housing. Housing allowance for teachers is \$200 per month.
- ADAK REAA --- Some of the teachers use the BOQ housing. Seven teachers are wives of military personnel. BOQ housing is used for workers in the summer, after the second week of August teachers have the use of the BOQ.
- WATHAM REAA --- Not able to house all of employees and there's a great need for more teacher housing as no other local housing is available. We've been able to get some housing at our local motels and we are forced to subsidize the rent when the rate exceeds the district rental rates.
- ALASKA GATEWAY REAA --- Not involved in teacher housing at the present time, with the exception of some potential contract provisions which should have little or no expense to the district.
- OPPER RIVER REAA --- Have at all the sights except Glenallen. At Kinney Lake two trailers were brought in when housing was critical occupants have until the end of the school year housing in the area. Maintain list of rental units.
- ERING STRAITS REAA --- Do not furnish teacher housing. Not part of the negotiated agreement. Staff housing is a major problem, other employers in the area furnish housing for their employees. Banks are reluctant to make home loans because surveying is not complete. Housing in the area are not adequate (poor insulation, no running water). Five of the schools have apartments.
- RIBILOF REAA --- The school district wants to stay out of the housing business. We currently rent from the National Marine Fisheries. This provides good housing with inconvenience. Specifically, within two days after school lets out, teachers must vacate their home and make them available to federal employees. The district has built a house for the superintendent.

CONCERN #2 - SCHOOL DISTRICT INVOLVEMENT IN TEACHER HOUSING

IDITAROD REAA

--- The district has been gradually getting out of owning and providing employee housing since 1976, this has been difficult since there is a shortage of adequate rental units. A rent and utility subsidy was initiated in fairness to teachers who had high rent but this is the last year of this program. Housing is also needed for classified and administrative personnel. 39 units are needed to house personnel.

ANNETTE ISLAND SCHOOLS

--- Teacher housing is a real problem, local tribal laws have stopped most commercial housing plans of local people. Ten teachers live at base housing located 7 miles from the school. The district would prefer to have private or town provided teacher housing. Teacher recruitment is difficult when housing is not guaranteed.

LOWER YUKON

--- The Lower Yukon School District is one of the few districts in the state where the regional School Board has made a commitment to district personnel in this regard. Each certified teacher is subsidized approximately \$200 per month, this costs the district approximately \$250,000 per year. The only viable alternative the Board has is to adjust rents on the housing units so that the housing units are self supporting. And the Board is doing this.

APPENDIX D

RESULTS OF ALASKA ANALYSTS/DITTMAN RESEARCH SURVEY
WHICH PERTAIN TO TEACHER HOUSING

SURVEY OF TEACHERS
WITHIN THE
REGIONAL EDUCATION ATTENDANCE AREA
PROGRAM

COMPLETED
FOR
THE ALASKA STATE HOUSE OF REPRESENTATIVES
HEALTH, EDUCATION AND SOCIAL SERVICES
INTERIM COMMITTEE

NOVEMBER, 1979

BY

ALASKA ANALYSTS/DITTMAN RESEARCH
ALASKA BANK OF COMMERCE BUILDING
3230 C STREET
ANCHORAGE, ALASKA

Alaska Analysts / Dittman Research

INTRODUCTION AND BACKGROUND

The purpose of the survey was to provide an effective means of evaluating the Regional Education Attendance Area's teacher placement program in terms of bringing quality education and educators to the Bush.

The study was undertaken for the Alaska State House of Representatives by the Health, Education and Social Services interim committee under the leadership of Representative Thelma Buchholdt.

FOCUS

The focus was on the teachers themselves; how and where they were recruited, the type of orientation for teaching in the bush they received, what kind of teaching and living conditions they encounter, why they are teaching in the bush, and how long they plan to remain teaching in the bush. Additionally, it was important to learn whether the teachers felt there was a certain "productive" period of time for teaching in the bush after which teacher effectiveness is lowered, what makes teachers stay in the bush, and what makes them decide to leave. Also, a general forum was provided for teachers to confidentially and candidly describe their thoughts concerning the questionnaire, teaching in the bush, or anything else they felt should be examined.

METHODOLOGY

It was determined that a questionnaire could be mailed to each of the approximately 900 teachers in the REAA, and that total confidentiality could be assured the respondents. The questionnaire instrument was developed by the staff of Alaska Analysts/Dittman Research to include questions requested by the House HESS interim committee and others as considered necessary for an effective questionnaire design.

Prior to the mailing of the questionnaire, each superintendent received an "alert letter" notifying him of the survey and requesting his assistance in encouraging the teachers to respond. In addition, each questionnaire included a cover letter describing the purpose of the survey, and a self-addressed, stamped envelope was provided.

The returned questionnaires were reviewed for completeness, edited and coded for transfer to IBM cards, key-punched and verified, and data-processed featuring the Statistical Package for the Social Sciences (SPSS). The SPSS package is one of the most advanced data-processing systems available and was designed specifically for use in processing survey research findings.

In total, nearly half of the REAA teachers responded to the questionnaire -- 392 questionnaires were returned before the cut-off date for processing, and an additional 39 were received following the cut-off date.

FOREWORD

In order to provide for the most valuable and candid replies, total confidentiality was assured each respondent. Teacher names and teaching locations were not requested.

The results described in this report are presented as totals from teachers throughout all REAA districts, and unless volunteered by the respondent, no effort was made to list or identify specific districts or schools. In evaluating the results, it should be noted that although all respondents were REAA teachers, not all teachers taught in a remote village. The totals include teachers from Adak (U.S. Naval Station), Delta Junction, Glennallen and Whittier as well as bush districts and regions.

For the most full and complete understanding of the REAA teacher program (from the teacher's point of view), it is recommended the reader thoroughly review the GENERAL COMMENTS section included in this report (Volume I), and VERBATIM COMMENTS included in Volume II. The statements included in Volume II include responses to the following questions:

- "Why did you choose to teach in the bush?"
- "How do you feel the orientation might be improved.-- what do you wish had been covered?"
- "Do you feel the teachers in your village generally stay too long or not long enough?"
- "Are you welcome in the homes of the villagers-- why is that?"
- "What type of expenses are a burden on your budget?" and "Essentials that are not available".

Question:

How is water supplied to your home?

Answer:

ON SITE 000000000000000000000000 56%

NON-SPECIFIC 000 5%

OFF SITE 000000000000 39%

Question:

Please indicate monthly rate for water.

Answer:

IN RENT	00000000000000000000000000000000	25%
UNDER 25	00000000	8%
25-50	000000	6%
50-100	000	3%
100-150	0	1%
150-200	--	

Alaska State Legislature

House of Representatives

Al Adams

Chairman

Committee on Finance

MAR 11 1983

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Official Business

March 11, 1983

MEMORANDUM

TO: ✓ Mae Tischer, Co-Chairman
Milo Fritz, Co-Chairman
House Health, Education and Social Services
Committee

FROM: Representative Al Adams *AAA*

SUBJECT: HB 196 - Teacher Housing in Rural Areas

I appreciate the committee's deliberations over House Bill 196 and its interest in teacher housing in the rural areas of our state. I want to take this opportunity to share with you a study House Research completed in 1981 on the subject, as well as address some of the questions raised during the committee hearing.

First, I want to make it very clear that it is not my intent to obligate school districts, in any way, to provide teacher housing. I believe sections 2 and 3 of the legislation are very clear in stressing this point and am comfortable that they can not be construed, over the years, to mean otherwise. Section 1 adds to the powers of regional school boards that they may, not shall, provide housing through various arrangements. It is very clear that this is an option, not a requirement.

I also understand the committee expressed concern that a district may encounter financial liabilities as a result of the bill's provisions. By way of some background, in testimony before the REAA Budget Oversight Committee, REAA's from around the state indicated that they were attempting to get of the teacher housing business. Instead, their preference was that individuals or village corporations build housing, and some suggested a preference for lease

agreements. Unfortunately some banks are reluctant to make loans in rural Alaska to build multi-family housing without some guarantees. If, however, the individual seeking the loan has assurances, such as a lease agreement with a school district, I understand a bank is more inclined to favorably consider the loan application. As a result, if a district can offer such a commitment, a district can get out of the housing business, teachers can have improved housing, the private sector can create jobs and possibly make some money. Without this bill, a regional school board can not make that necessary commitment.

Currently school districts handle annual budgets totaling millions of dollars. If a district should chose to enter into a housing lease arrangement, I believe each district can locally determine the fiscal implications of that contract and evaluate the district's ability, or inability, in meeting such an obligation. I hope this explains my approach to allowing a school district to decide locally if and how it wants to approach teacher housing. I trust they have the judgement to enter into such agreements. If they don't, there are certainly other areas which we had better also examine.

As to the status of land and the amount available in rural Alaska, I have requested the Department of Community and Regional Affairs to put together available information. I will forward it to committee members as soon as it is received.

Again, thank you for the committee's attention to the bill.

cc: House Health, Education and Social Services Committee
Members



ALASKA STATE LEGISLATURE
HOUSE OF REPRESENTATIVES
RESEARCH AGENCY

Pouch Y, State Capitol
Juneau, Alaska 99811
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December 14, 1981

MEMORANDUM

TO: Representative Al Adams

FROM: Christine Johnson, Research Staff *Johnson*

SUBJECT: Rural Teacher Housing
Research Request No. 81-162

This memorandum is in response to your request for alternative solutions to the problem of housing for teachers in rural parts of the state. Our findings are presented in this memorandum under the following three headings:

- I. Background
- II. Present Housing Problems
- III. Options for Legislative Consideration

Summary

- Problems with teacher housing are not the same in each rural community. In some communities, the problem is a shortage of housing, with neither school district housing nor privately owned rental housing available. In other communities there is rental housing available, but it is very poor quality, sometimes below the standards of other homes in the community. The high cost of housing and utilities in some rural communities may also present a problem. These costs may impose a financial burden on teachers living in this housing or on local school districts which try to absorb some portion of the costs.
- It is difficult to document the extent to which teacher housing is a problem based on the information which is readily available at this time. Although there have been four surveys pertaining to teacher housing in the last two years, one of them is incomplete and the other three are not sufficiently detailed.
- It is particularly difficult to determine where there is a shortage of housing. In a 1980 survey, 10 of the 21 Regional Educational Attendance Areas (REAA's) in the state reported that more housing for teachers was needed in their area. Three other REAA's were already arranging for construction or lease of additional units. Additional housing may have been needed in the other REAA's as well, but they did not specifically report it in their responses.
- Roughly one-fifth of rural teachers responding to two statewide surveys said they lived in housing that was "less than adequate" or "tent-like." (For the purposes of the survey, "tent-like" housing was defined as

housing which has wood heat, a honeybucket, and no running water.) There is no indication from the results of the surveys how the teachers' housing compared to other homes in the community.

- Both teachers and school district officials who responded to the surveys noted the high cost of teacher housing in some communities. One set of survey results shows roughly one-quarter of the respondents paying housing costs of at least \$500 per month during the 1980-81 school year. It was unclear from the responses to the survey whether these figures included monthly utility costs as well. The largest portion of the respondents - approximately one-half - pay monthly costs of less than \$300. A significant number of these teachers were living in housing provided by the local school district, however, and may have been paying less market value ~~costs~~.
Here
- In another survey, 27 (52%) of the state's 52 school districts reported that they provide housing benefits of some kind to at least two of their employees. These benefits include accommodations in living quarters owned or leased by the school district, monthly housing subsidies, salary adjustments, and/or assistance in locating rental units.
- Eighteen of the school districts estimated that they spent a total of \$2.6 million on housing benefits during the last school year. Six of these districts reported spending at least \$100,000. Most of the districts which provided estimates of their costs felt that they were somewhat low because their accounting procedures were not sufficiently sophisticated to break down all of their expenditures.
- Alternative solutions to the problem of teacher housing might include:
 - reversing current State policy so that school districts may use capital construction funds they receive from the State to build, purchase, and renovate teacher housing units;
 - reinstating the 1980 grant program through which rural school districts received funds to purchase mobile housing units or construct housing for teachers;
 - increasing the availability of loan money to private individuals and local private entities, such as the regional non-profit corporations, so that they can construct or renovate housing for lease to school districts or teachers;
 - offering a State subsidy to offset a portion of teachers' housing costs;
 - requiring school districts to tell prospective teachers about housing costs and conditions so that they can negotiate salaries and benefits with this information in mind.

I. BACKGROUND

Until the early nineteen-seventies, living quarters for teachers were built along with schools in rural parts of Alaska. Both the Bureau of Indian Affairs (BIA) and the State of Alaska regularly constructed teacher housing units whenever housing was not available locally.

The State stopped providing teacher housing in approximately 1974. This change in policy was the result of a decision by members of the Legislature that housing for teachers should be a local responsibility. According to Bud Saylor, who was serving in the Legislature at the time and who is now in charge of the employee housing program for the State, creation of the Regional Educational Attendance Areas was under consideration and the mood in the Legislature was to transfer responsibilities for education from the State to the local level.

The landmark Molly Kootch case had been filed when construction of teacher housing was halted but a settlement had not yet been reached. (The case was settled out of court in 1976.) Consequently, there was no housing for teachers provided with the schools which were built as a result of that case.

According to Bud Saylor, it was never clear precisely who at the local level the Legislature expected would begin to provide living quarters for teachers when the State stopped doing so. It appears that at least some members of the Legislature assumed that teacher housing would continue to be a public responsibility. According to Saylor, a number of legislators supported the proposal that the State stop building teacher housing because they thought that by transferring obligations of this kind to the local level, the State might compel residents of the Unorganized Borough to form local governments and begin levying taxes.

In fact, very little teacher housing has been built since the Legislature's decision. School districts have assumed some responsibilities pertaining to the provision of teacher housing. For example, they are the landlords for the teacher housing units built by the BIA and the State prior to 1974. (Title to the property generally rests with the State, although the districts may own the units outright, if they choose.) In communities where living quarters have not been constructed, the districts frequently lease housing for teachers from private owners or assist teachers in finding rental housing. The districts have little, if any, funds with which they are permitted to build or purchase additional teacher housing, however. As a result, they are very limited in their ability to provide assistance in communities where there is no rental housing available locally or where the housing is substandard.

To obtain funding for construction, repair, and improvement projects, each year school districts which are REAA's must submit requests to the State Department of Education (AS 14.08.151). Requests for teacher housing units are routinely vetoed by the Department of Education and the Governor because of their understanding of the Legislature's intent that the State not fund construction of teacher housing.

Similarly, municipal school districts are entitled to State aid for 80% of the amount they must pay to retire outstanding bonds for construction of schools, renovations, additions, and other capital projects (AS 43.18.100). However, they are specifically prohibited by a Department of Education regulation from receiving this aid to retire bonds used for construction of staff housing (4 AAC 31.090(8)).

It is possible for school districts to use a portion of the money they receive through the public school foundation program to provide teacher housing. These funds are earmarked for operational costs; however, money which remains at the end of a fiscal year may be used at the school districts' discretion. These "carry over" funds have been used in the past by a few districts to buy or construct teacher housing units.

Previous Attempts to Address the Teacher Housing Problem

The shortage of teacher housing has been brought to the attention of the Legislature and State officials on several occasions in the past. Two programs have been developed specifically to remedy the problem: the Non-Owner Occupied Rural Mortgage Purchase Program and the Mobile Housing Grant Program.

To date, the effect of these two programs has been somewhat limited. The Non-Owner Occupied Rural Mortgage Purchase Program has only issued loans since 1979, and until recent public information efforts by the Alaska Housing Finance Corporation, which administers the program, it was not widely known in rural Alaska, particularly in small and more remote communities. Consequently, the program has not had much effect to date on the availability of rental housing in rural Alaska.

The Mobile Housing Grant Program, which was a one-time effort unlike the housing loan program, had far less impact on the teacher housing problem than the Legislature expected. The program received a \$1 million appropriation which the Legislature anticipated would be sufficient to purchase 30 to 40 mobile housing units for rural communities. The actual costs of purchasing and delivering a mobile unit turned out to be almost three times what the Legislature had

expected. As a result, only 12 units could be purchased instead of 30 to 40.

The Department of Education estimated to us this fall that there was a demand for roughly three to four times as many housing units as were provided through the housing grant program, i.e., between 36 and 48 units, based on the response of rural school districts. If the price per mobile unit had been what the Legislature expected it to be, the Mobile Housing Grant Program could have satisfied a large portion of this total demand for housing units and perhaps significantly alleviated the shortage of teacher housing. As it was, the program relieved the housing problem in only 6 rural communities.

The Mobile Housing Grant Program and Rural Non-Owner Occupied Housing Loan Programs are described in more detail below.

Non-Owner Occupied Rural Housing Loan Program. In 1979, the Alaska Housing Finance Corporation developed the Rural Non-Owner Occupied Housing Loan Program specifically to increase the availability of rental housing for teachers in rural parts of the state. The program makes long-term financing available for single family rental units and multi-family units as large as eight-plexes. The current interest rate is 9.5%.

The program was initially funded by means of a loan for \$2.6 million from the State Department of Revenue. An additional \$5 million was appropriated during the 1981 legislative session to continue the program. AHFC expects that this money will be depleted by the end of the current fiscal year, and intends to request additional funding during the next legislative session. According to a spokesperson for AHFC, interest in the program has been steadily increasing. This is due in part to the efforts which AHFC made this year to inform residents of rural areas about the program.

Mobile Housing Grant Program. In 1980, the Legislature allocated \$1 million from a \$64 million bond sale to provide teacher housing units throughout the state. This was the first direct State expenditure for teacher housing since approximately 1974.

In a letter discussing the legislative intent for the appropriation, Representative Brian Rogers, the chair of the Free Conference Committee for the bill, said the funding was intended for mobile housing units which could be purchased relatively inexpensively for \$25,000 - \$30,000, and moved into villages by barge, ferry, or large helicopter. The units would not provide housing for teachers which was significantly better than other homes in the community. They were to be

located on school property and connected to school utilities. Local school districts were expected to assume the cost of installing the units, which were to become property of the districts once they were in place.

The appropriation for the mobile housing units was given to the Department of Transportation and Public Facilities (DOTPF) to administer. DOTPF found that the cost of placing a mobile housing unit in rural communities was significantly above the per unit cost anticipated by the Legislature. According to DOTPF, the cost of a unit FOB in Seattle was between \$25,000 - \$30,000; however, the cost of transporting a unit from Seattle to a rural site was roughly twice that amount, resulting in a total delivered price of approximately \$82,000 per unit. Consequently, a maximum of 12 housing units could be purchased with the appropriation rather than 30 - 40 units as the Legislature had anticipated.

Instead of purchasing the mobile housing units, the Department of Transportation and Public Facilities developed a teacher housing grant program in cooperation with the Department of Education (DOE). DOTPF and DOE notified each rural school district that they were offering 12 grants of \$82,000 each. Districts which were awarded the grant money could use it to purchase mobile housing units from Seattle, or they could use it to build housing, buy modular HUD housing, or purchase existing homes. The only requirement for districts which elected not to buy one of the mobile home units was that they provide housing with at least two bedrooms, so that a minimum of two teachers could be accommodated.

Because it was too difficult to determine where the greatest need for teacher housing existed, DOTPF and DOE offered housing grants to communities according to their ranking on the priority list developed for construction of schools as a result of the settlement in the Molly Hootch case. (As noted previously, none of the Molly Hootch schools had teacher housing, as they were built by the State following its decision not to provide living quarters for teachers.) There were several communities on the priority list which turned down the offer of a housing unit. According to Lee Hayes, who heads Planning and Facilities for DOE, these communities generally felt that the housing already available for teachers was sufficient.

A total of nineteen school districts requested a housing grant and met the qualifications. (To qualify, DOTPF and DOE required that the school district provide a resolution from the community where the housing unit would be placed demonstrating the community's approval.) However, only three of these school districts and a total of six communities received grants. At the request of the school districts,

DOTPF and DOE awarded grants for more than one housing unit to several communities. The districts argued that the teacher housing needs in a community should be fully met, rather than providing adequate housing for some but not all of the teachers. Grant recipients are shown on the following table below.

The housing units were scheduled to be shipped to the communities or constructed during the 1981 construction season so that they would be ready for occupation during the present school year.

TABLE I
 School Districts and Communities
 Awarded Grants for Teacher Housing
 1980-81

School District	Community	No. of Grants	
Lower Kuskokwim	Quinhagak	2	
	Tununik	1	
	Napakiak	2	
	Goodnews Bay	2	
Southwest REAA	Manokotak	3	
Bering Straits REAA	Brevig Mission	2	
TOTAL	3 districts	6 communities	12 grants

Source: Alaska Department of Education.

II. PRESENT HOUSING PROBLEMS

In the past two years, there have been four surveys of housing arrangements for teachers in rural parts of Alaska. Unfortunately, from the results of these surveys it is difficult to determine what current housing arrangements are and what problems exist.

Existing Housing Arrangements

Rural school districts, particularly the REAA's, generally have an assortment of housing arrangements for their teachers. In some communities, there is school district housing. Generally, this is the housing which was built by the BIA and the State prior to 1974. As noted earlier, when the State Operated School System was dismantled and the BIA school program phased out, responsibility for the housing units was transferred to the local school districts.¹

In communities where there is no teacher housing or where there is not enough housing for all the teachers, some school districts lease housing from local residents to sublet to teachers. The districts may charge a subsidized rental rate for this housing, or pay the costs of teachers' utilities. Alternatively, districts may ask that teachers find and rent their own housing from local residents. When the cost of renting from private owners is high, districts frequently provide monthly housing stipends or inflate teachers' salaries to reflect local housing costs.

In a survey conducted by the Association of Alaska School Boards (AASB) during the 1980-81 school year, 27 (52%) of the state's 52 school districts reported that they provide housing benefits of some kind to at least two of their employees.² These benefits include accommodations

¹REAA's hold most of this housing on a "use permit" basis. Actual title to the property generally rests with the State. AS 14.08.151 originally prohibited REAA's from owning land and buildings. This was amended in 1978 so that the State could transfer ownership of property to the REAA's at their request. As yet, none of REAA's have requested that title to the teacher housing units be transferred to them, possibly because they must assume full maintenance costs for the units if they do so.

²The school districts which provide housing for two or more employees are: Adak REAA, Aleutian Chain REAA, Annette Island REAA, Bering Strait REAA, Chatham REAA, Copper River REAA, Craig City, Galena City, Hydaburg City, Iditarod REAA, Kenai Borough, Klawock City, Kodiak Island Borough, Kuspuk REAA, Lake and Peninsula REAA, Lower Kuskowkim REAA, Lower Yukon REAA, North Slope Borough, Northwest Arctic REAA, Pribilof Islands REAA, Railbelt REAA, Southeast Island REAA, Saint Mary's City, Southwest Region REAA, Yakutat City, Yukon Flats REAA, Yukon Koyukuk REAA.

in living quarters owned or leased by the school district, monthly housing stipends, salary adjustments, and/or assistance in locating rental units. Four districts offer housing benefits to only one employee.³ The AASB survey is attached as Appendix A.

It is not possible to determine the specific housing arrangements in each rural school district from the results of the surveys. NEA-Ak, the largest teachers' union in the state, initiated a survey during the 1980-81 school year which provides some information in this regard; however, the survey is not yet complete. Preliminary results are summarized on the table on the following page. (See Appendix B for a more detailed breakdown of the preliminary results.) As the table shows, responses were received from teachers in only 12 of the 52 Alaska school districts. Additionally, the number of teachers who responded from most districts is very small, with the exception of the Kuspuk District and the Bering Strait District.

Of the 92 teachers who responded to the survey, 38 (41%) live in housing owned or leased to them by the school district. Forty-seven teachers (51%) rent housing from some other source. According to the information in Appendix B, most of these teachers, 41 rent from private individuals; however, 2 rent housing from the city, and 4 rent housing from the local regional or village corporation.

Thirty-eight teachers (41%) reported that they received a monthly housing stipend from their school district. The amount of the stipend ranged from \$100 to \$500 per month. Only 29 of the respondents (32%) said they received neither housing nor a housing stipend from their school district. However, compensation for the local cost-of-living may have been included in the salaries of these teachers.

³The districts which provide housing for only one employee are: Bristol Bay Borough, Chugach REAA, Hoonah City, Sitka Borough.

TABLE 11
Summary of Preliminary Results of 1980-81 NEA-Alaska Survey of
Rural Teacher Housing Arrangements and Housing Quality

School District	No. of Communities Responding/Total	No. of Teachers Responding/Est.Total	Housing Arrangements				No. Who Receive Housing Subsidy	% of Respon- dents	Amount of Subsidy Per Mo.
			Own Home	Rent from District	Rent from Other	Housing Cost/Mo.			
Aleutian Region	1/7	2/ 10		2		\$285	1	50%	\$285
Bering Strait	8/11	33/ 55	4	13	16	100-770	5	15	100-500
Chatham	1/5	2/ 20			2	50-484	1	50	126
Galena City	1/1	2/ 15	1		1	300	1	50	100
Hydaburg City	1/1	3/ 10		3		110-115	None		
Kodiak Island	1/8	1/140			1	400	1	100	295
Kuspuk	8/8	26/ 50	2	5	19	0-650	20	77	200
Lower Kuskowim	4/23	8/150*		4	4	175-640	None		
Lower Yukon	1/12	1/100		1		456+	1	100	\$ Unknown
North Slope Bor.	4/8	10/120		8	2	180-760	8	80	225-500
Northwest Arctic	3/11	3/130		2	1	250-476	None		
Sand Point	1/1	1/ 15			1	275	None		
TOTAL 12 districts	34 communities	92 respondents	7	38	47	\$ 0-770	38	41%	\$ 0-500

* Does not include teachers at Bethel Elementary School.

Source: House Research Agency, 12/14/81, from preliminary results of 1980-81 NEA-Alaska survey of rural teachers.

Housing Problems

Based on the responses to the surveys, it appears that the teacher housing problem generally takes one of three forms in rural communities:

1. There is no school district housing or private rental housing available. As a result, teachers must camp out in the school, in an abandoned cabin, in the church, or rely on someone in the village to take them in.
2. In some communities, there is rental housing available, but it is of very poor quality, often below the standards of other homes in the community. This creates both physical and psychological hardships for the teachers.
3. The housing which is available is expensive. The school districts must frequently pay teachers increased wages to offset the high rents or directly subsidize a portion of their rent or utility costs.

Teachers who responded to the surveys also cited the following secondary issues:

- . the lack of reliable information from the school districts about the housing situation in communities where teachers are being placed;
- . inconsistent treatment by school districts which provide housing units and housing/utility subsidies for some but not all of their teachers;

The three primary problems are discussed in more detail below.

Housing shortage. From the results of the surveys, it is impossible to determine precisely where there is a shortage of housing, and the number of housing units which are needed. At least on a school district basis, the best indication of where there is a housing shortage comes from a survey of the twenty-one REAA's, conducted by the Legislature's REAA Budget Oversight Committee in the fall of 1980. Of the 20 REAA's which responded (the Aleutian Islands REAA did not respond), 7 specifically noted that more housing for teachers was needed in their area. These REAA's were: Chugach, Chatham, Bering Strait, Pribilof Islands, Iditarod, and Annette Island. Three other REAA's - Lower Kuskokwim, Lake and Peninsula, and Northwest Arctic - reported that they were already trying to arrange for the construction or lease of more teacher housing units. Additional teacher housing may have been needed in the other 10 REAA's as well, but they did not report it in their responses. A copy of the survey results is attached as Appendix C.

Substandard housing. The NEA-Alaska survey contains some data regarding the percentage of rural teachers living in substandard housing. As noted earlier, survey results are only available from 92 teachers at this time. In response to questions regarding the quality of their housing, 9 (10%) of the respondents said they live in luxury housing and have everything which one would expect to find in an Anchorage apartment. Forty-two teachers (46%) described their accommodations as "rural standard", with hot and cold running water, toilet facilities, a shower or bathtub, electricity, a stove, and a refrigerator. Twenty-one respondents (23%) said they had most but not all of these amenities, and characterized their housing as "rural substandard." Twenty teachers (22%) reported that their housing was "tent-like" with wood heat, a honeybucket, and no running water. These teachers lived in Sambell (1), Shishmaref (2), Koyuk (1), White Mountain (2), Galena (1), Red Devil (2), Sleetmute (3), Aniak (1), Crooked Creek (1), Stony River (2), Atmoutluak (2), Godnews Bay (1), and Ambler (1). Teachers were not asked how their housing compared to other homes in the community.

These results regarding the quality of teacher housing correspond roughly to the results of an earlier, more comprehensive survey of REAA teachers conducted by Alaska Analysts/Dittman Research in 1979. Approximately 400 of the 900 teachers employed by the REAA's responded. Sixteen percent (16%) of these teachers reported that their housing was less than adequate. This compares to 22% of the respondents in the NEA-Alaska survey who said that their housing was "tent-like." A larger percentage of the teachers who responded to the Alaska Analysts/Dittman Research survey described their housing as more than adequate or luxury, i.e., 27% compared to 10% of the respondents in the NEA-Alaska survey. Ninety-two percent (92%) of the respondents in the Alaska Analysts/Dittman Research survey said they had electricity in their home. Seventy-four percent (74%) had plumbing and 63% had oil heat. A copy of this survey is enclosed as Appendix D.

A number of teachers who responded to the NEA-Alaska survey reported that the condition of their housing caused them physical and psychological hardships. Some respondents were concerned that it reduced their efficiency as teachers as they took time away from teaching and after-school activities to chop wood, haul water, make extensive repairs, insulate, etc. Others said that living below the standards of everyone else in the village reinforced their feelings of being an outsider and made them feel as though they weren't wanted in the community. A significant number of respondents felt that housing quality contributed to the high degree of teacher turnover in Bush communities.

High costs. Both teachers and school district officials who responded to the surveys noted the high cost of teacher housing in some communities. The table on the following page summarizes monthly housing costs of teachers who responded to the NEA-Alaska survey of teacher housing.⁴ Based on this information, almost half of the respondents (49%) reported monthly housing costs of less than \$300. However, a significant portion of these people were living in school district housing, which may have been rented to them at less than the market value. Twenty-two percent (22%) of the respondents were paying between \$300 and \$499, while 23% paid \$500 per month or more. Most (67%) of the teachers paying more than \$500 per month were living in housing provided by a private owner, either a private individual, regional or village corporation, or a local government, rather than in housing provided by the school district.

It is unclear from the results of the NEA-Alaska survey whether the figures for monthly housing costs include monthly utility costs as well as monthly rents and mortgage payments. Monthly utility costs may be significant. For example, respondents from the Kuspuks School District and the Bering Strait School District reported that the monthly cost for household electricity ranged between \$25 - \$230 and oil costs were between \$60 and \$300 per month. Two-thirds to three-quarters of the teachers who responded to the Alaska Analysts/Dittman Research survey, conducted in 1979, reported that they paid utility costs in addition to their monthly rent.

⁴It should be reiterated that although the NEA-Alaska survey represents the best information available about rural teachers' housing costs and conditions, its results should be used with some care because of the small size of the sample.

TABLE III
 Monthly Housing Costs of Teachers Who Responded to NEA-Alaska Survey
 1980-81 School Year

Housing Arrangement

	Rent from District	Rent from Private Individual(s)	Rent from Village or Regional Corp.	Rent from Municipality	Own Home	TOTAL
\$ 0		4				4
\$ 1 - 199	3	8		1	1	13 (49%)
\$200 - 299	17	8	2		1	28
-----	-----	-----	-----	-----	-----	-----
\$300 - 399		2				2
\$400 - 499	9	8	1			18 (22%)
-----	-----	-----	-----	-----	-----	-----
\$500 - 599	1	6			1	8
\$600 - 599	3	4				7 (23%)
\$700 - 799	3	1	1	1		6
-----	-----	-----	-----	-----	-----	-----
Unknown	2				4	6 (6%)
TOTAL	38	41	4	2	7	92 (100%)

Source: House Research Agency, 12/15/81, from preliminary results of the NEA-Alaska teacher housing survey.

Based on the information on Table IV on the following page, school districts were providing direct housing subsidies to 38 (41%) of the 92 respondents to the NEA-Alaska survey. This included subsidies to 22% of the respondents whose housing costs were less than \$300 per month, 40% of the respondents paying \$300 - 499 per month, and 90% of the respondents who paid more than \$500 per month. As the table shows, most of these teachers received subsidies covering 25 - 49% of their monthly housing costs. The exceptions to this were generally teachers paying less than \$300 per month all of whom had at least 75% of their housing costs subsidized. (This suggests that school districts provided the same amount of money to all the teachers they subsidized regardless of the teachers' monthly housing costs. A \$200 subsidy, for example, represents roughly a 70% subsidy for teachers with housing costs of less than \$300, but at most a 40% subsidy for teachers with housing costs over \$500.)

TABLE IV
 No. of Respondents Who Received Housing Subsidies
 By Portion of Housing Payment Which Is Subsidized

Monthly Housing Costs	Portion of Monthly Housing Payment Which Is Subsidized						Total No. of Respondents W/ Subsidy
	Under 25%	25-49%	50-74%	75-100%	Over 100%	% Unknown	
Under \$300				4	4	2	10 (26%)
\$300 - 499		3	4			1	8 (21%)
\$500 or more		15	4				19 (50%)
Unknown						1	1 (3%)
		18	8	4	4	4	38 (100%)

Source: House Research Agency, 12/16/81, from preliminary results of NEA-Alaska teacher housing survey for 1980-81 school year.

Rural teachers who responded to the Alaska Analysts/Dittman Research survey said that the primary burden on their household budget was travel (including air freight) costs. While housing was cited as both a burden on household budgets and an essential which was not readily available, travel and health care were cited more frequently.

Costs to the school districts. According to the survey of all 52 Alaska school districts conducted by the Association of Alaska School Boards (AASB), every school district which currently provides teacher housing benefits said it would like to discontinue its benefit program and not be involved in the housing business (see Appendix C). There appear to be three principal reasons for this sentiment:

- the current cost to the district of maintaining housing units and providing monthly housing stipends and subsidies;
- the problems inherent in being a landlord;
- the desire of school boards, in particular, not to compete with the private housing market.

It is unclear from the responses to this survey whether those districts which cited high costs, for example, as the primary reason they wanted to end their involvement with teacher housing would feel differently if their costs could be reduced.

The AASB survey asked the school districts to estimate "the total annual cost to the district for teacher (staff) housing, i.e., expenses for maintenance and operation, utilities, rent subsidies to staff, and etc., that are not covered by the revenues generated by teacher housing, for example, rent collected by the district." These results are shown on Table V on the following page.

Only 18 districts responded to the question. A significant number of districts, including some of those who provided an estimate, said that their accounting procedures were not sophisticated enough for them to break down all their expenditures for teacher housing. For example, when one generator supplies both the school and the adjoining teacher housing unit, they were uncertain how much of the cost of running the generator should be applied against the teacher housing unit. A similar situation exists with regard to maintenance costs. A maintenance person may do repair work on both the school and the teacher's living quarters during a trip to the village. In most instances, the districts do not distinguish between the amount of time spent on repair work for the school and the amount of time spent on the housing unit. As a result, most of the districts which provided estimates felt they were somewhat low.

As the table shows, the 18 districts who responded estimated that they spent a total of \$2.6 million on staff housing during the last year. The North Slope Borough accounted for approximately 35% of that amount. Six of the districts spent at least \$100,000.

TABLE V
School District Expenditures for Teacher Housing
1980-81 School Year

<u>District</u>	<u>Expenditure</u>
Aleutian Chain REAA	\$ 52,000+
Bering Strait REAA	190,825
Chatham REAA	48-50,000
Copper River REAA	25,000
Craig City	1-2,000
Galena City	100,000
Hydaburg City	8,000+
Klawock City	5,000
Kodiak Island Borough	47,579+
Lake & Peninsula REAA	90,000+
Lower Yukon REAA	256,790
North Slope Borough	904,200
Northwest Arctic REAA	475,000
Pribilof Islands REAA	28,000+
Southeast Island REAA	127,366
Saint Mary's City	86,400
Yukon Flats REAA	27,000
Yukon Koyukuk REAA	110,000
<u>TOTAL</u>	<u>\$2,585,160+</u>

Source: " Association of Alaska School Boards Staff (Teacher) Housing
Survey of All School Districts in Alaska," March 1981.

III. OPTIONS FOR LEGISLATIVE CONSIDERATION

There are a number of ways in which the Legislature might address the problem of teacher housing in rural areas. One significant factor in identifying an appropriate approach is that the problem is not the same in all parts of the state. In some communities, the problem is a shortage of housing, either housing provided by the school district or privately owned rental housing. In other communities, rental housing is available, but it is of extremely poor quality. Alternatively, there are some school districts which are making significant expenditures each year to provide housing benefits in some form to their teachers and staff. In other areas, the high costs of housing and utilities are being absorbed by the teachers themselves.

We have identified five alternative solutions for your consideration. Some address the shortage of available housing, others the condition of existing rental units, and others current housing costs.

- Permit districts to use monies allocated to them under AS 14.08.161 and AS 43.18.100 for the construction, purchase and rehabilitation of teacher housing units. This would require that the State reverse its policy of not providing funding for teacher housing units.
- Expand the 1980 \$1 million mobile housing grant program.
- Increase the availability of loan money to private individuals, and local private entities such as regional non-profit corporations so that they can construct and renovate housing for lease to the school districts.
- Subsidize teacher housing costs.
- Require that school districts tell prospective teachers about housing costs and conditions so that they can negotiate salaries and benefits with this information in mind.

Each of these options is discussed briefly below, with the exception of the final one, as it is a proposal which you introduced during the last legislative session.

State Construction Monies. One means of addressing the teacher housing problem would be to reverse current State policy and permit school districts to use the capital construction monies they receive from the State to build, purchase, and renovate teachers' housing units.

As noted earlier in this memorandum, the State had been constructing teachers' housing along with schools in rural areas until 1973 or 1974. This policy was reversed by the Legislature which felt teacher housing should be a local responsibility. Because it had been only a policy of the State to provide teacher housing prior to 1973-1974, and not a requirement of State law, it was not necessary for the Legislature to enact legislation in order to restrict further housing construction. Consequently, the State is not currently prohibited by statute from furnishing teacher housing units. Bud Saylor, who was serving in the Legislature at the time, recalled that the initial restriction had been expressed through legislative intent, although he wasn't certain of this. Lee Hayes, who heads Planning and Facilities for the Department of Education, believes it was a verbal agreement between the Legislature and the Administration. Therefore, the current policy concerning teacher housing could probably be changed by means of another expression of legislative intent, through resolution, or a budgetary footnote.

Expand Mobile Housing Grant Program. A housing grant program offers one means of funding construction of additional teacher housing units. This approach to providing housing units is described on pages 5-7 in the first section of this memorandum; the mechanism which was developed for dispensing grant money could probably be expanded and/or revised.

To accommodate school districts which would like to phase out their teacher housing programs, it may be possible to change the guidelines of the 1980 grant program so that money for housing units could be awarded either to school districts or directly to other local entities, such as village councils or the regional non-profit corporations.

Ms. Rader of your staff has raised the question of whether a grant program would be equitable, as it would benefit school districts which had not taken the initiative to build or purchase teacher housing on their own. Based on our research, very few school districts have bought or built teacher housing units at their own expense (possibly because their funds for this have been restricted). The districts have relied on the housing units which were built by the BIA and the State prior to 1974. When there have not been enough of these units, districts have generally leased housing from private owners to sublet to teachers or required the teachers to find housing on their own.

It may be possible to expand the housing grant program to include money for renovation of teacher housing units. This could benefit the few school districts which have constructed or purchased housing at their own expense, as well as the districts which own BIA or SOS units which have fallen into disrepair.

Loans For Privately Constructed Housing. Another possible means of relieving the shortage of rental housing for teachers is to increase the availability of loan money for non-owner occupied (i.e., rental) housing units. This alternative has the potential advantage of increasing the involvement of the private sector in providing housing for teachers, which all of the rural school districts have said they desire.

At present, there are three State housing loan programs which specifically serve the rural parts of the state. These are: the Non-Owner Occupied Rural Mortgage Purchase Program and the Rural Housing Mortgage Purchase Program, which are administered by the Alaska Housing Finance Corporation, and the Non-Conforming Housing Loan Program which is administered by the Division of Housing Assistance of the Department of Community and Regional Affairs.

It is possible to obtain financing for rental housing through all three of these programs. The Non-Owner Occupied Housing Loan Program finances rental housing exclusively, as explained earlier in this report. The other two loan programs are restricted to making loans for housing which will be owner-occupied. Both programs may lend money for duplexes, however. Although the borrower himself/herself must occupy one of the units in the duplex, the other unit may be used for rental purposes.

It is important to note that the three rural housing loan programs are relatively new programs. AHFC developed its two programs in 1979. The Non-Conforming Housing Loan Program purchased its first loan in February of this year. Given time, the three programs, as they are currently structured, could significantly increase the availability of rental housing in rural communities. The two owner occupied housing programs are somewhat limited in their direct contribution to the supply of rental housing; however, as current homeowners use loan money from either program to buy or build new homes for themselves, some of their existing housing may be turned into rental units.

The Legislature could take two additional steps to increase the supply of loan money for rental housing in rural areas. The first would be to maintain or increase the amount of money which each of the existing rural housing loan programs has to lend. Both AHFC and the Department of Community and Regional Affairs will be requesting additional appropriations for their programs during the next legislative session. The Legislature could also: 1) expand the scope of the Non-Conforming Housing Loan Program so that it includes loans for non-owner occupied housing; or 2) keep the owner-occupied provision but permit the program to make loans for larger units (e.g., tri-plexes or four-

plexes where the owner lives in one of the units). The Non-Conforming Housing Loan Program differs from AHFC's rural housing loan programs in several ways. These differences generally make it easier for rural residents to qualify for a home loan through the Non-Conforming Housing Loan Program than through AHFC, even though the interest rates charged by AHFC are slightly lower. The major ways in which the Non-Conforming Housing Loan Program differs from the AHFC rural loan programs are:

- Less stringent financial qualifications for loan recipients. To qualify for a loan through AHFC, principal and interest payments may not be more than 25% of the borrower's gross income, and the borrower's total indebtedness may not total more than 33% of his/her gross income. The Non-Conforming Housing Loan Program considers only the borrower's total indebtedness, which may not be more than 35% of his/her gross earnings. An individual with annual gross earnings of \$25,000, for example, could have mortgage payments as high as \$8,750 per year (\$729 per month) and still qualify for a loan through the Non-Conforming Housing Loan Program. To qualify for an AHFC loan, his/her annual payments would have to be less than \$6,250 (\$521 per month). The higher indebtedness allowance makes it somewhat easier for individuals with low incomes to obtain a home loan in areas where housing costs are high.
- Slightly lower standards for construction. To qualify for AHFC financing, a home must at least meet the standards of other houses in the area. The Non-Conforming Housing Loan Program permits significantly more variation, requiring only "structural integrity." This means that the building and the foundation must be of sufficient quality to last for the duration of the loan, and the property must not present any health or safety hazards. The program has no stipulations regarding the amount of living space necessary per household member.
- Special mortgage payment provisions. To accommodate seasonal workers and individuals who do not have steady employment, mortgage payments can be made quarterly, semi-annually, or annually rather than on a monthly basis.
- Direct lending capability. To date, the Non-Conforming Housing Loan Program has been a mortgage purchase program. During this fiscal year, the program will begin to make loans directly to borrowers in some instances. This will assist people who live in areas where there are no local lenders, or those who cannot qualify for short-term construction financing from local banks.

State Housing Subsidy. One solution to the problem of high housing costs might be some form of State housing subsidy or housing assistance payment, such as some school districts already pay. This could be paid directly to teachers to lower their monthly housing expenditures.

Alternatively, it could be paid to the school districts to enable them to offer teacher housing subsidies, or as reimbursement for subsidies they already provide. Subsidies currently provided by districts are in the form of: 1) direct cash payments; 2) low rents in housing owned or leased by the district; and 3) salaries adjusted for local housing costs. The net effect should be the same regardless of who receives the payments.

Senate Bill 176, introduced last session by Senators Ferguson and Stimson, provides for housing subsidies through the creation of a rental housing assistance program. In areas where there is a shortage of rental housing for teachers, the REAA's may establish rental housing assistance programs, make payments to teachers living in rental units, and request reimbursement of those payments from the State Department of Education.

Two points should be made concerning this legislation. First, it applies only to REAAs. It excludes city and borough school districts, several of which currently face teacher housing problems. Secondly, the formula used to calculate the amount each teacher will receive under the program may be difficult to use. The bill currently reads as follows:

The monthly rental housing assistance payment made to a teacher shall be that amount by which (1) the monthly rent necessary to provide the owner of the rental unit an annual gross rental income of 15 percent of the assessed value of the property exceeds (2) an index figure determined by the average monthly rent charged for approximately equivalent rental housing for the three most populous municipalities in the state.

The first portion of the formula presents problems in that the assessed value of the property may be difficult to determine. Generally, property is only assessed in areas where there are property taxes. As you know, this excludes much of rural Alaska. According to the State Assessor, Terry Earley, only 2 out of approximately 110 second class cities currently levy property taxes and assess local property. Earley estimated that the cost of assessing property in rural communities would be roughly \$80 per lot, provided every lot in the community was included. He thought the cost of getting an appraisal for a single piece of property might be \$500-500 at minimum.

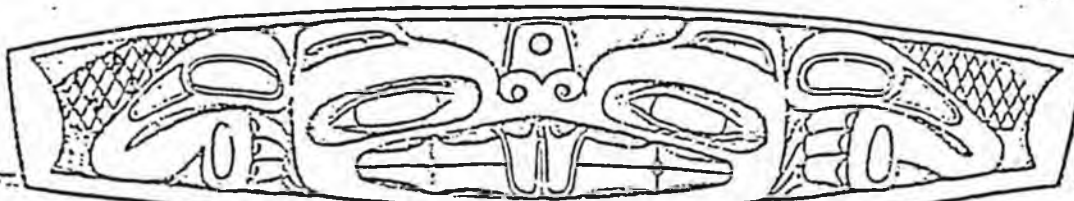
Representative Adams
December 17, 1981
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If you would like us to evaluate any of these alternatives further, or if there other alternatives you would like us to examine, please let us know.

CJ/dp

Attachments

AASB Survey
Preliminary Results of NEA Survey
Legislative REAA Budget Oversight Committee Survey
Alaska Analysts/Dittman Research Survey



ASSOCIATION OF ALASKA SCHOOL BOARDS

STATE OF ALASKA - JUNEAU, ALASKA 99801 - PHONE 586-3100

APPENDIX A

ASSOCIATION OF ALASKA SCHOOL BOARDS

STAFF (TEACHER) HOUSING SURVEY

OF ALL SCHOOL DISTRICTS

IN ALASKA

MARCH, 1981

SCHOOL DISTRICT STAFF (TEACHER) HOUSING

A. Definition of the Problem:

Before addressing what has commonly been referred to as the "Teacher Housing Problem," some definitions must be cleared up first. For example, as the Iditarod School District stated in their response to our questionnaire, "All staff housing is a problem, not just teacher housing." Principals, highly skilled maintenance personnel, and central office administrators have also found it difficult to obtain housing and several districts have also provided these employees with housing, over 90% of the housing provided is for teachers, however.

Attempting to define each district's involvement in staff housing is often a confusing exercise. Some districts actually own housing units, some lease housing from local residents for staff, some simply subsidize staff members by paying them so much per month to find and rent their own housing, and many use a combination of all three. Consequently, for the purposes of this study, AASB defined "staff housing" as any housing and/or housing related benefits, i.e. actual housing, subsidies or stipends, payment of utilities and other costs, payment of part or all of rent, any maintenance and operation, and/or any other related costs and/or benefits involved with staff housing.

B. Scope of the Problem:

Of the 52 school districts in the State of Alaska, 21 school districts do not provide any housing related benefits to employees, and 31 school districts provide some housing benefit(s) to at least one employee. Only 27 school districts actually provide housing benefits to more than one employee. Of those 27 districts, 18 are REAAS and 9 are municipal school districts.

In providing housing benefits to employees, school districts, almost without exception, absorb some or all of the costs in providing such benefits. These costs must come out of the districts' educational budgets. Trying to determine how much districts are spending in this area is again a very difficult task to define and determine. For example, many of the REAAS inherited BIA constructed schools where the teachers' quarters are part of the school building, a school building that has its own generator plant. How does the district estimate the cost of the heating, maintenance, and electricity for teacher housing in such cases? In addition, when a maintenance person goes out to a

village to work on school facilities, he/she will often work on the teachers' quarters. Unless the district has a fairly sophisticated work order system of maintenance, then trying to determine how much the district is spending on staff housing maintenance is guesswork, at best. Consequently, in responding to our survey, almost all of the districts remarked that the figures they put down for staff housing were actually estimates and the actual costs were undoubtedly much higher.

For our survey we defined the "actual cost" of staff housing to the district as:

The total annual cost to the district for teacher (staff) housing, i.e., expenses for maintenance and operation, utilities, rent, subsidies to staff, and etc., that are not covered by the revenues generated by teacher housing, for example, rent collected by the district. In other words, the actual costs that the district must absorb for teacher (staff) housing.

Different districts estimated different annual costs for staff housing. The North Slope School District estimated spending \$904,200 per year on staff housing. This is probably a fairly accurate estimate as the district has a very sophisticated maintenance and general accounting system. Some districts, however, reported that they had just begun to break these costs out and really had no way of determining costs for staff housing at this time.

The total for all the districts who could report actual costs was \$2,585,160 state-wide. This two and a half million dollars is recognized as being a very low figure. The actual costs are much higher. Thus, the actual total annual state-wide cost for teacher (staff) housing—which does not include costs for capital construction and renovation to provide new housing—is well over 2.6 million dollars per year for providing present housing.

C. Future of the Problem:

In our survey we asked each district if they would wish to discontinue their involvement in providing staff housing if a workable alternative became available. All 27 responses from the 27 school districts providing housing stated a definite preference for getting out of the housing business. Seven of those 27 district responses stated that the district was already phasing

out of the business of providing staff housing. Of those, all but one was turning over the staff housing to private enterprise. The other district, Copper River, was providing mobile home trailer hook-ups on school sites so that teachers could purchase their own trailers. (This district is on a road system.) Thus, by 1983, only 21 districts will be providing staff housing as private enterprise is slowly replacing school district involvement.

D. Possible Solutions to the Problem:

Each district was also asked what alternatives to district owned housing they had tried in the past and/or anticipated using in the future. Five districts reported purchasing trailers and two districts reported they had built teacher housing. With varying degrees of success, 19 districts reported renting privately owned housing in smaller communities. In some districts, the district leased the housing year around and sub-leased it to teachers. (Several districts reported problems with district owned and/or leased housing in that some staff, particularly single teachers, did not want to live in the more expensive district housing if they could rent a cabin for much less money.) In other districts, teachers rent their own housing.

Eight districts reported entering into long-term leases with village corporations and private individuals. Thus, the owners could get financing to build housing and the district was assured of obtaining housing.

Almost all districts reported having periodic housing shortages. No single solution seemed to work best as one solution might work well in one community and be totally dysfunctional in another -- all in the same school district.

E. Closing Remarks:

All of the school districts that provide staff housing in the state want to get out of the staff housing business. Seven districts, or over one quarter of the 27 districts now providing housing, will be phased out of the housing business by 1983. Private enterprise is taking over that function.

For the other 21 school districts, phasing out of the housing business is not a realistic alternative at this time, however, that day may come. The key may be to allow districts to make that determination for and by themselves, otherwise, school districts and the State

may assume that responsibility for an unduly long time period, thus, monopolizing and thwarting the gradual involvement of private enterprise.

Association of Alaska
School Boards

Staff (Teacher)
Housing Survey
1981

DISTRICT

	Does the District provide and/or housing subsidy?	Board & Administration like to get out of business?	District would get on workable alternative?	Annual Actual Cost to District?	Is the District phasing the housing business?	If so, timeline?	Phasing out to what?
1. Adak	Yes	Yes	Yes	-0-?	No		
2. AK Gateway	No						
3. Aleutian Region	Yes	No	Yes	32,000?	?		
4. Anchorage	No						
5. Annette Island	Yes	Yes	Yes	-0-?	No		
6. Bering Strait	Yes	No	Yes	190,825	No		
7. Bristol Bay *	Yes						
8. Chatham	Yes	Yes	Yes	48-50,000	No		
9. Chugach *	Yes						
10. Copper River	Yes	Yes	Yes	25,000	Yes	ASAP	M. Home hook-up/sc
11. Cordova	No						
12. Craig	Yes	No	Yes	1-2,000	No		
13. Delta/Greely	No						
14. Dillingham	No						
15. Fairbanks	No						
16. Galena	Yes	Yes	Yes	100,000	Yes	by 1982	
17. Haines	No						
18. Hoonah *	Yes						
19. Hydaburg	Yes	Yes	Yes	8,000+	No		
20. Iditarod	Yes	Yes	Yes	?	Yes	by 1982	Private Rentals
21. Jurebau	No						
22. Kake	No						
23. Kenai Peninsula****	Yes	Yes	Yes	?	No		
24. Ketchikan	No						
25. King Cove ***	No						
26. Klawock	Yes	Yes	Yes	5,000	No		
27. Kodiak Island ***	Yes	Yes	Yes	47,579+	No		
28. Kuspuk	Yes	Yes	Yes	?	Yes		Local Private Ren
29. Lake-Peninsula	Yes	No	Yes	30,000+	No		
30. Lower Kuskokwim	Yes	No	Yes	-0-?	No		
31. Lower Yukon	Yes	No	Yes	256,790	No		
32. Mat-Su	No						
33. Nanana	No						
34. Nome	No						
35. North Slope	Yes	Yes	Yes	304,200	No		
36. Northwest Arctic	Yes	Yes	Yes	475,000	Yes		Private Enterprise
37. Pelican **	No						
38. Petersburg	No						
39. Pribilof Island	Yes	No	Yes	28,000+	No		
40. Railbelt	Yes	Yes	Yes	?	Yes	82-83	Local Private Rent
41. Sand Point	No						
42. Sitka *	Yes						
43. Skagway	No						
44. SE Island	Yes	No	Yes	127,366	No		
45. St Marys	Yes	No	Yes	85,400	No		
46. SW Region	Yes	No	Yes	?	No		
47. Unalaska	No						
48. Valdez	No						
49. Wrangell	No						
50. Yakutat	No						
51. Yukon Flats	Yes	Yes	Yes	?	No		
52. Yukon-Koyukuk	Yes	Yes	Yes	27,000	No		
TOTALS	21	31	17 - Yes 10 - No	27 or 22,585,160 100% - Yes for 18 dists.	20 - No 7 - Yes 1 - ?		

* Only one unit for one teacher or Superintendent
 ** City provides housing
 *** Housing provided in small communities only
 **** actually provide it on any

Summary: HB 196, By Adams et al.

"An Act relating to provisions of adequate housing for public school teachers in rural areas."

Chapter 08. Education in the Unorganized Boroughs

Section 1. AS 14.08.101 - Fowers

A regional school board may... 10) enter into leases to provide rental housing for teachers.

Section 2. AS 14.08.111 - Duties

A regional school board shall...10) inform prospective employees of the housing situation where they will be working and assist them (when possible) in securing housing.

Chapter 14. Local Administration of Schools

Section 3. AS 14.14.090 - Additional Duties (to Municipal School Districts)

A school board shall...(9) applies to municipalities in adding duty of informing and assisting prospective employees of the housing situation should they be assigned to rural areas.

folder content

left:

Summary

Statutes cited above

fiscal note = Ø

right:

Bill

Back-up provided by Rep. Adams

(1) memo

(2) rural housing survey

(3) DOE memo

office, each school board member shall take and sign the oath or affirmation prescribed by AS 14.12.090.

(b) The officer of the board responsible for the custody of regional educational attendance area funds shall execute a bond of \$50,000 with the commissioner. (§ 2 ch 124 SLA 1975)

Sec. 14.08.101. Powers. A regional school board may

(1) sue and be sued;

(2) contract with the department, the Bureau of Indian Affairs, or any other school district, agency, or regional board for the provision of services, facilities, supplies or utilities;

(3) determine its own fiscal procedures including but not limited to policies and procedures for the purchase of supplies and equipment; the regional school boards are exempt from the Fiscal Procedures Act (AS 37.05);

(4) appoint, compensate and otherwise control all school employees in accordance with this title; these employees are not subject to the State Personnel Act (AS 39.25);

(5) adopt regulations governing organization, policies and procedures for the operation of the schools;

(6) establish, maintain, operate, discontinue and combine schools subject to the approval of the commissioner;

(7) recommend to the department projects for construction, rehabilitation, and improvement of schools and education-related facilities as specified in AS 14.11.010(a), and plan, design, and construct the project when the responsibility for it is assumed under AS 14.11.020;

(8) exercise those other functions that may be necessary for the proper performance of its responsibilities;

(9) by resolution adopted by a majority of all the members of the board and provided to the commissioner of the department, assume ownership of all land and buildings used in relation to the schools in the regional educational attendance area. (AS 14.08.101 124 SLA 1975; am § 2 ch 57 SLA 1976; am § 1 ch 147 SLA 1977; § 4 ch 92 SLA 1982)

→ 10)

Effect of amendments. — The 1978 amendment added paragraph (9).

1982 amendment rewrote paragraph (9).

NOTES TO DECISIONS

As to absence of duty on regional educational attendance areas to bargain collectively with noncertificated employees, see note following chapter analysis. Northwest Arctic Regional Educ. Attendance Area v. Alaska Pub. Serv. Employees, Local 71, Sup. Ct. Op. No. 1811

(File Nos. 3360, 3362), 591 P.2d 1292 (1979).

Applied in Northwest Arctic Regional Educ. Attendance Area v. Alaska Pub. Serv. Employees, Local 71, Sup. Ct. Op. No. 1811 (File Nos. 3360, 3362), 591 P.2d 1292 (1979).

Section 1) HB 194

Collateral references. — Power to require construction or repair of school buildings. 1 ALR 1559.

Power of school authorities to employ physicians, nurses, oculists, and dentists. 12 ALR 922.

Extent of legislative power with respect to attendance and curriculum. 39 ALR 477; 53 ALR 832.

Kindergartens or specialized departments, power and duty of school authorities to maintain. 70 ALR 1313.

Power of school or local authorities as to granting leases of school property. 111 ALR 1051.

Sec. 14.08.111. Duties. A regional school board shall:

(1) provide, during the school term of each year, an educational program for each school age child who is a resident of the district;

(2) develop a philosophy of education, principles and goals for its schools;

(3) employ a chief school administrator and approve the employment of the professional administrators, teachers and noncertificated personnel necessary to operate its schools;

(4) establish the salaries to be paid its employees;

(5) designate the employees authorized to direct disbursements from the school funds of the board;

(6) submit the reports prescribed for all school districts;

(7) provide for an annual audit in accordance with AS 14.14.050;

(8) provide custodial services and routine maintenance of school buildings and facilities; and

(9) establish procedures for the review and selection of all textbooks and instructional materials before they are introduced into the school curriculum; the review includes a review for violations of AS 14.18.060. (§ 2 ch 124 SLA 1975; and § 2 ch 17 SLA 1981)

10
Effect of amendments. — The 1981 amendment added paragraph (9).

NOTES TO DECISIONS

As to absence of duty on regional educational attendance areas to bargain collectively with noncertificated employees see note following chapter analysis. Northwest Arctic Regional Educ. Attendance Area v. Alaska Pub. Serv. Employees, Local 71, Sup. Ct. Op. No. 1811

(File Nos. 3360, 3362), 591 P.2d 1292 (1979).

Applied in Northwest Arctic Regional Educ. Attendance Area v. Alaska Pub. Serv. Employees, Local 71, Sup. Ct. Op. No. 1811 (File Nos. 3360, 3362), 591 P.2d 1292 (1979).

Sec. 14.08.115. Advisory school boards in regional educational attendance areas. A regional school board may establish advisory school boards, and by regulation shall prescribe their manner of selection and organization, and their powers and duties. (§ 2 ch 24 SLA 1979)

Section 2) HB 196

declare the position vacant and shall notify the ex-member by registered mail. The vacancy shall be filled as provided by AS 14.12.070. (§ 1 ch 98 SLA 1966)

Sec. 14.14.090. Additional duties. In addition to other duties, a school board shall

(1) determine and disburse the total amount to be made available for compensation of all school employees and administrative officers;

(2) provide for, during the school term of each year, an educational program for each school age child who is a resident of the district;

(3) withhold the salary for the last month of service of a teacher or administrator until the teacher or administrator has submitted all summaries, statistics, and reports which the school board may require by bylaws;

(4) transmit, when required by the assembly or council but not more often than once a month, a summary report and statement of money expended;

(5) keep the minutes of meetings and a record of all proceedings of the school board in a pertinent form;

(6) keep the records and files of the school board open to inspection by the public at the principal administrative office of the district during reasonable business hours;

(7) establish procedures for the review and selection of all textbooks and instructional materials before they are introduced into the school curriculum; the review includes a review for violations of AS 14.18.060. (§ 1 ch 98 SLA 1966; am § 3 ch 17 SLA 1981)

→ 8)
Effect of amendments. — The 1981 amendment added paragraph (7).

NOTES TO DECISIONS

Stated in *Tunley v. Municipality of Anchorage School Dist.*, Sup. Ct. Op. No. 2160 (File Nos. 4796, 4797, 4826), 631 P.2d 67 (1980).

Sec. 14.14.100. Bylaws and administrative rules. (a) The school board policies relating to management and control of the district shall be expressed in written bylaws formally adopted at regular school board meetings.

(b) Administrative rules which do not embody school district policy need not be promulgated as bylaws; however, the rules shall be in written form and readily available to all school personnel. (§ 1 ch 98 SLA 1966)

Section 3) HB 194

MAR 3 1983

Alaska State Legislature

House of Representatives

Al Adams

Chairman

Committee on Finance

WHILE IN SESSION
Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-3706

OUT OF SESSION
P.O. Box 333
Kotzebue, Alaska 99752
(907) 442-3320

1024 W. 6th
Anchorage, Alaska 99501
(907) 274-0615

Official Business

March 2, 1983

MEMORANDUM

MAR 1 1983

TO: Representative Mae Tischer, Co-Chairman ✓
Representative Milo Fritz, Co-Chairman
House Health, Education and Social Services
Committee

FROM: Representative Al Adams *AAA*

SUBJECT: House Bill 196 - Provision of Adequate Housing
for Public School Teachers in Rural Areas

HB 196 is pending in your committee and I would appreciate an opportunity for a hearing at your earliest convenience.

Basically the bill does three things:

Section 1. Adds to the powers of regional school boards the ability to enter into leases to provide rental housing for teachers;

Section 2. Adds to the duties of regional school boards the requirement to inform all employees of the housing situation where they will be working and to assist them in securing housing. (The bill does not require school boards to provide housing or subsidize housing; and

Section 3. Adds additional duties to school boards in municipalities which are the same as those in section 2. (Municipalities already have the general power to provide housing).

For your further information, enclosed is a copy of the recently completed Rural Housing Survey completed by the National Education Association. I hope the committee members will find it helpful in understanding the housing conditions in rural Alaska.

Should the committee require any additional information or have further questions, please let me know.



NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

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Executive Secretary
Juneau Office

Robert C. Cooksey
Deputy Executive Secretary
Juneau Office

James D. Alter
Field Staff
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FAIRBANKS REGIONAL OFFICE
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FAIRBANKS, ALASKA 99701
PHONE: (907) 456-4435

January 17, 1983

TO: Delegate Assembly Participants
FROM: Steve Pulkkinen
NEA-Alaska Field Specialist

RE: COMPILATION OF RESULTS FROM THE 1982-83 RURAL HOUSING SURVEY

Pursuant to NBI 82-28 NEA-Alaska with the support and assistance of NEA-Research sent housing status surveys to nearly 1100 members in 39 local associations. Distribution of surveys was through local site or building representatives or through the local president. Approximately 305 completed surveys from 81 sites were returned from 23 local associations. It should be noted that all teachers living in a single household were instructed to complete only one survey. The survey consisted of four parts, the first three of which lent themselves to computer compilation and analysis by NEA-Research which will be provided in a separate report. The fourth part consisted of seven open ended questions which required hand compilation. Each response to each question was assigned to a like statement, multiple responses were allowed. Attached you'll find the summation by region.

1. If you plan to teacher in rural Alaska indefinitely, why?

	Costal	Interior	Kodiak Aleutian	Southeast	Total
<u>TOTAL # RESPONDING</u>	<u>87</u>	<u>20</u>	<u>14</u>	<u>7</u>	<u>128</u>
REASONS GIVEN					
a) <u>Teaching Environment:</u> small size, students; flexibility, freedom, experiences, equipment.	40	20	6	4	60
b) <u>Lifestyle:</u> Environment, pace, size, outdoor, activities, no urban problems.	35	13	5	3	56
c) <u>Community:</u> people, own home, family, acceptance.	31	7	3	3	44
d) <u>Financial:</u> good pay, benefits, work with spouse, able to save.	15	0	2	3	20
e) <u>Enjoy:</u> "I like it"	9	5	2	0	16
f) <u>Near Retirement:</u>	6	0	3	1	10
g) <u>Poor job market everywhere:</u>	3	1	3	0	7
h) <u>Challenge/adventure</u>	4	1	0	1	6
i) <u>Supportive Administration</u>	1	0	0	1	2
j) <u>Good Housing</u>	0	1	0	0	1

2. If you plan to resign from teaching in rural Alaska as soon as possible, why?

	Costal	Interior	Kodiak Aleutian	Southeast	Total
<u>TOTAL # RESPONDING</u>	16	7	3	3	29
<u>REASONS GIVEN</u>					
a) <u>Isolation</u> lack of amenities, univer- sities, social or recreational activities, small size opportunities for spouse.	6	1	2	0	9
b) <u>Family:</u> babysitting, broader exposure for teenage children, away from friends/family.	6	0	1	1	8
c) <u>Retiring:</u>	5	0	0	1	6
d) <u>Administration:</u> non-supportive, combative	3	2	1	0	6
e) <u>Housing:</u> bad, unavailable, or too costly	3	2	1	1	7
f) <u>Hostility:</u> Internal district politics, community hostility, fear.	3	2	0	0	5
g) <u>Housing:</u> no land available to teachers.	2	0	1	1	4
h) <u>Other:</u> return to school, get back to teaching in area, medical, climate, high costs, (no more than 2 for each item).	7	2	1	0	10

3. If you are not sure how long you will teach in this area (village/district), what are the positive aspects of rural living and teaching that weigh in favor of your remaining:

	Costal	Interior	Kodiak Aleutian	Southeast	Total
TOTAL # RESPONDING	114	19	24	12	169
REASONS GIVEN					
a) <u>Teaching Environment:</u> small size, students, flexibility, freedom, experiences, equipment.	68	12	13	5	98
b) <u>Lifestyle:</u> Environment, pace, size, outdoor, activities, no urban problems.	57	11	12	8	88
c) <u>Community:</u> people, own home, family, acceptance.	45	8	3	1	57
d) <u>Financial:</u> good pay, benefits, work with spouse, able to save.	30	3	10	3	46
e) <u>Good Housing</u>	11	0	3	0	14
f) <u>Near Retirement:</u>	2	0	0	0	2
g) <u>Challenge/adventure</u>	5	2	0	0	7
h) <u>Supportive Administration</u>	3	1	1	0	5

3a. What are the negative aspects that weigh against your remaining?

	Costal	Interior	Kodiak Aleutian	Southeast	Total
<u>TOTAL # RESPONDING</u>	117	21	22	11	171
a) <u>Isolation:</u> lack of amenities, unvers- sities, social or recrea- tional activities, small size, opportunities for spouse.	46	3	11	1	61
b) <u>Housing:</u> availability, quality, cost.	23	4	4	3	34
c) <u>Housing:</u> no land available to teachers	10	3	2	5	20
d) <u>Administration:</u> not supportive, combative.	16	5	2	1	24
e) <u>Cost of travel:</u> difficulty and expense	11	1	11	0	23
f) <u>Cost & availability of goods and services:</u>	12	1	5	4	22
g) <u>Teaching Conditions:</u> attitude, crowding, load, dissentlon.	14	7	1	1	23
h) <u>Climate:</u> dark, cold, wet.	14	1	3	0	18
i) <u>Personal:</u>					
1) Distrance from family/ friends	8	0	2	0	10

3a Continued

2) Medical needs	9	1	0	0	10
3) Lifestyle change	7	0	1	0	8
4) "Fish bowl"	4	2	2	1	9
5) Physical/mental drain	5	3	0	0	8

J) Community:

1) "Outsider" stigma	14	4	2	0	20
2) Village politics	7	4	1	0	12
3) Alcohol abuse	2	2	2	0	6
4) Fear of attack	4	0	0	1	5
5) School Board politics	2	7	0	1	10

4. IN WHAT WAY DO YOU FEEL NEA-ALASKA OR YOUR LOCAL ASSOCIATION CAN HELP TO "SOLVE" THE TEACHER HOUSING PROBLEM?
5. WHAT ARE YOUR PERSONAL IDEAS FOR ARRIVING AT SOLUTIONS TO THE TEACHER HOUSING PROBLEM?

The responses received to the above two questions did not lend themselves to simple groupings. In general, the responses fell into five categories summarized below:

1. Legislative: District should be required to provide teacher housing; District should be encouraged to be involved in teacher housing; legislature should establish standards for teacher housing; land should be made available to teachers to build their own housing; legislature should fund teacher housing; loans should be available to teachers to build; require districts to be truthful in describing housing; protect teachers from retaliation if they break their contract because of bad housing; and require housing as a condition of opening school.
2. NEA-Alaska: Go public with the problem and its impact on instruction; become the provider/landlord; research and document; support local bargainers; keep trying; stop trying; and work with regional corporations to supply housing.
3. Local Associations: Help locate and list available housing (or make district do it); bargain hard; negotiate equitable rents; policies and procedures; build units; stay out of housing; and address the unique problems of single teachers.
4. Responsibility: District should provide all housing; district should provide housing when individuals, villages, or corporations do not; teachers and villages should independently (from the district) arrive at a solution; take housing away from district to avoid it being used as a threat.
5. Independence: Housing should not be mandatory, get out and stay out of housing, teachers should live under same conditions as villages.

The overwhelming majority of responses fell in the first 4 categories.

A conclusion that can be drawn from the responses is that no one solution will work in all districts or even among all villages within a district. The message was clear; keep trying and be flexible.

6. Is there an alternative housing unit available to you at your site?

In general multiple respondents from the same site concurred on the answer to this question, wherever there was a difference of opinion the majority response was recorded with the minority response noted below.

	Costal	Interior	Aleutian Kodiak	Southeast	Total
Number of sites responding	53	14	9	5	81
Number of sites with alternative housing available	11	5	2	0	18
Number of sites without alternative housing available	42	9	7	5	64

Notes: Many of the respondents who indicated that there were alternative units available described them as being too costly, abandoned village housing, available only for short periods of time, or too far away from the school (7 miles in one location).

Responses were received from the following districts (by region):

Costal were from: Nome, N.W. Arctic, North Slope, Bering Straits, Lower Yukon, Chevak, Lower Kuskokwim, S.W. Region, Mid-Kuskokwim, and Lake and Peninsula.

Interior Responses were received from: Yukon Koyukuk, Yukon Flats, Railbelt, Iditarod, Tanana.

Kodiak/Aleutian Responses were from: Kodiak, Unalaska, King Cove, Aleutian.

Southeast Responses were received from: Metlakatla, Craig, Klawock, and S.E. Island.

MEMORANDUM

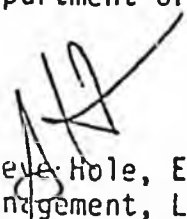
State of Alaska

TO: Marshall L. Lind, Commissioner
Department of Education

DATE: November 17, 1982

FILE NO.

TELEPHONE NO. 465-2890

FROM:  Steve Hole, Education Administrator
Management, Law and Finance
Department of Education

SUBJECT: November 10, 1982 Teacher
Housing Meeting held in
Fairbanks

As you requested, I attended the above meeting. Also present were Jim Elliott and Bob Davis for the department, Mary Ann Einenger, Steve Pulkkinen, Bob Cooksey, Ray Virg-in, Jean Robb and Jean Krause for NEA-Alaska and Patsy Aamodt for the State Board.

As a result of the meeting, the department representatives agreed to recommend to you the following:

That the department recommend to the State Board that it:

- a) officially acknowledge that teacher housing is, to an indeterminate extent, a problem that does impact the quality of instruction provided to students;
- b) request the Governor's office to request an appropriation for the requests for teacher housing submitted by school districts in the FY 84 CIP budget;
- c) support NEA-Alaska efforts to compile data substantiating the scope and degree of teacher housing problems statewide;
- d) direct the department to assist appropriate groups, to the extent practicable, in resolving immediate teacher housing problems;
- e) continue to work with the Teacher Housing Liaison Committee to try to come up with workable solutions to problems associated with this issue.

cc: J. Elliott
J. Krause ✓
P. Aamodt

Summary Data

NEA-ALASKA'S

1982-83

RURAL TEACHER PERCEPTIONS

and

HOUSING SURVEY

- Part One: Demographic
- Part Two: Quality
- Part Three: Cost Information
- Part Four: Miscellaneous open ended attitudinal questions.

Introduction

In late November 1982 NEA-Alaska mailed nearly 1,100 Rural Housing Surveys to the teachers in 39 school districts, in 193 rural villages or cities. By January 31, 1983, 360 teachers from 90 villages or cities of 23 districts had returned the survey. Approximately 65% of the responses were filled out jointly by teaching couples bringing the percentage of respondents to better than 50% of potential. (344 responses were received in time for computer coding and analysis in Parts 1, 2 and 3. All responses were included in Part 4.)

PART 1: Demographic

1. Years teaching - Total/District/Village:

	Years - In Teaching	%	Years In District	%	Years In Village	%	Years In Village If own own home
1 year	12	(3.6)	81	(24.7)	105	(31.9)	1 (3%)
2 years	25	(7.6)	61	(18.6)	57	(17.3)	1 (3%)
3 years	36	(10.9)	67	(20.4)	68	(20.7)	8 (24.2%)
4 years	32	(9.7)	46	(14.0)	35	(10.6)	5 (15.2%)
5 years	29	(8.8)	20	(6.1)	23	(7.0)	3 (9.1%)
6 years	32	(9.7)	17	(5.2)	16	(4.9)	4 (12.1%)
7 years	19	(5.8)	13	(4.0)	8	(2.4)	3 (9.1%)
8 years	21	(6.4)	4	(1.2)	2	(.6)	1 (3%)
9 years	9	(2.7)	2	(.6)	0	(.0)	0 (0)
10 years	22	(6.7)	2	(.6)	2	(.6)	2 (6.1%)
10+years	93	(28.2)	15	(4.6)	13	(4.0)	5 (15.2%)
Total	330		328		329		33
No Response	4		6		5		0

2. Marital Status

Married 219 (65.8%)
Single 114 (34.2%)

3. Teaching outside of major/minor fields.

138 (41.3%) are teaching an average of 2 subjects each outside of their major/minor field.

Part 2: Housing Quality

1. Housing best described as fine/adequate.

	<u>Fine</u>		<u>Adequate</u>		<u>Poor</u>	
W/Sewer/Septic	28	(8.4%)	151	(45.3%)	0	(0)
W/Humus/Chemical	38	(11.4%)	10	(3.0%)	0	(0)
W/Honeybucket	12	(3.6%)	90	(27.0%)	0	(0)
Other	4	(1.2%)	0	(0.%)	0	(0)

2. District's efforts to describe/accuracy and perceptions of housing situation.

	<u>Did District Accurately Describe Housing</u>		<u>Could District Have Accurately Described Housing</u>		<u>Would you Have Believed It</u>	
Yes	168	(52.8%)	244	(83.3%)	230	(80.7%)
Nc	150	(47.2%)	49	(16.7%)	55	(19.3%)

3. Amenities/necessities/luxuries available in home: by provider (percentage).

	<u>Total</u>	<u>Dist. Owned</u>	<u>Village Owned</u>	<u>State/Fed Owned</u>	<u>Private Landlord</u>	<u>Yourself</u>
Running Water	75.4	89.6	87.9	86.7	49.5	71.9
Hot Running Water	71.5	88.0	87.9	86.7	41.1	68.8
Electricity	93.4	95.2	100.0	80.0	90.5	93.8
Refrig.	88.6	100.	90.9	100.	69.5	93.8
Freezer	55.9	68.8	66.7	53.3	27.4	84.4
Washer	55.3	61.6	66.7	80.0	33.7	75.0
Dryer	55.0	67.2	66.7	80.0	30.5	59.4
Tables/Couch/Chairs	84.7	83.6	84.8	80.0	73.7	90.6
Adequate Storage	63.7	58.	75.8	86.7	48.4	75.0
Total Respondents Each Provider:	333	125	33	15	95	32

4. How does your housing compare to other housing in the village by provider:

	Total	District Owned	Village Owned	State Federal Owned	Private Landlord	Yourself
Better	140 (44%)	65 (53.7%)	14 (42.4%)	11 (73.3%)	25 (27.2%)	15 (46.9%)
About the Same	117 (36.8%)	35 (28.5%)	16 (48.5%)	4 (26.7%)	38 (41.3%)	13 (40.6%)
Worse	48 (15.1%)	18 (14.6%)	3 (9.1%)	0	24 (26.1%)	2 (6.3%)
Total (Don't know omitted)	305	119	33	15	87	30

5. Time spent surviving by activity by owner of dwelling. Summarized by type of activity only (time ranged from one hour per week to 10 hours per week per activity).

	Total	Yourself	School District	Village	Feds/State	Private	Other
Hauling Water	88 (26.3)	10	19	5	1	45	6
Hauling Wood	38 (11.4)	8	3	2	0	22	1
Hauling Oil	31 (9.3)	5	1	0	0	23	1
Repairs	93 (27.8)	12	32	10	2	34	1
Other #1	31 (9.3)	4	8	2	1	10	4
Other #2	11 (3.3)	3	3	0	1	3	1

(Percent is based on the number of respondents who indicated time spent on a task divided by the total number of respondents).

PART 3: Costs

1. Do you own or rent your own home? If rented, who owns it and who do you pay the rent to:

Own 33 (10.3%)
Rent 286 (89.7%)

	RENT PAID TO:				
	Owner of Home	School District	Corporation	Landlord	Not Applicable
School District	125 (43.7%)	125	0	0	0
Village	33 (11.5%)	22	6	3	2
State or Feds	15 (5.2%)	12	1	1	1
Private Landlord	95 (33.2%)	20	3	72	0
Other	18 (6.3%)	13	3	1	1
TOTALS	286	192 (67.1%)	13 (4.5%)	77 (26.9%)	4 (1.4%)

2. Monthly rent/mortgage with utility costs included. Percentage figures by vertical column shown in brackets. (No responses now shown).

OWNER OF UNIT BY CATAGORY

	Total	Yourself	School District	Village	Feds/ State	Private	Other
Less than 300	90 (29.7)	5 (21.7)	22 (18.0)	5 (16.1)	8 (57.1)	45 (47.4)	5 (29.4)
301-450	67 (22.1)	6 (26.1)	27 (22.1)	11 (35.5)	3 (21.4)	19 (20.0)	1 (5.9)
451-600	56 (18.5)	3 (13.0)	34 (27.9)	4 (12.9)	.0	10 (10.5)	4 (23.5)
601-750	28 (9.2)	6 (26.1)	11 (9.0)	1 (3.2)	2 (14.3)	6 (6.3)	2 (11.8)
751-900	33 (10.9)	1 (4.3)	16 (13.1)	5 (16.1)	0	9 (9.5)	2 (11.8)
More than 900	29 (9.6)	2 (8.7)	12 (9.8)	5 (16.1)	1 (7.1)	6 (6.3)	3 (17.6)
TOTAL	303	23	122	31	14	95	17

PART 4: Positive negative aspects of rural teacher/living.

1. 141 or 39% of the respondents indicated that they intended to remain in rural Alaska indefinitely. The reasons given included:

Lifestyle	48%
Teaching Environment	46%
Community/People	35%
Financial	16%
"Enjoy It"	12%
Near Retirement	7%
Poor job market	6%
Challenge	4%
Supportive Administration	1%
Good Housing	1%

2. 31 or 9% of the respondents planned to leave rural Alaska as soon as possible. The reasons given included:

Housing	39%
Admin/Community	35%
Isolation	29%
Family Needs	29%
Retiring	6%
Other	3% to 6%

(Return to school, teacher in subject area, medical, climate, costs each was named on 3% to 6% of the returns.)

3. 184 or 51% of the respondents offered comments on the positive aspects of rural living/teaching that would tend to keep them in rural Alaska: The comments given included:

Teaching Environment	60%
Lifestyle	55%
Community/People	37%
Financial	26%
Good Housing	8%
Challenge	4%
Administration	3%
Near Retirement	1%

4. 192 or 53% of the respondents offered comments on the negative aspects of rural living/teaching that would tend to cause them to leave rural Alaska. The comments included:

Isolation	35%
Housing	32%
Community	29%
Cost/Availability of travel/Goods/Services	24%
Administration	22%
Personal	21%
Teaching Conditions	15%
Climate	10%

5. The question was asked, "Is there an alternative housing unit available to you at your site?" The respondents from the 90 villages/cities indicated that at 18 or 20% of the sites alternative housing was available while at 72 or 80% of the sites there is no alternative housing.

Conclusions:

*Of the 4 most frequently cited positive aspects only "lifestyle" is completely personal. The remaining three "teaching environment", "Community/People", and "financial" are dependent on a multitude of factors, that can be nurtured.

"Of the negative aspects only "personal" needs and "climate" are beyond the control of anyone other than the individual or Mother Nature. "Isolation", "housing", "cost", and "administration" can be addressed through negotiations and/or political action. "Teaching Conditions", "Administration", and "community" can be addressed through community organizing, political action and professional developments.

"A conclusion that can be drawn from the data is that when the positive aspects of rural living/teaching are present to a greater degree than their corresponding negative, teachers will stay. At what point on the see-saw of positives-negatives the individual teacher falls/gets off is clearly a unique to each individual. There is however a communal effect present: for example, if the major positives for a teacher are the comradery of the staff (teaching environment), skiing/fishing (lifestyle and community) and using traditional teaching methods (teaching environment), what happens when the district involuntarily transfers half the team out of the village (administration), or the village puts pressure on to stop fishing (community then isolation), or the district adopts a rigid (or loose) curriculum (teaching environment) or a new principal is put in (administration)? Depending on the individual the negatives may reach the point where he/she leaves, causing a change in someone else's balance.

"Lastly, while housing in and of itself is not a significant factor in the teachers list of "positives" it is a major factor in the lists of "negatives" and reasons given for leaving an area. The conclusion drawn from the data is that housing may become the proverbial "straw that broke the camel's back." That is, if the positive/negative balance of other factors is near the threshold of causing a teacher to leave, housing becomes the tie breaker. Put another way, a teacher may be more tolerant of isolation or a heavy workload or a hostile administration or a hostile community if they can go to an adequate home at the end of a day.

TO: Rep. Mae Tischer

March 9, 1983

FROM: Heidi H. Borson
HESS Committee Staff

RE: Partial transcript of 3/9/83 House HESS meeting on HB 196

Rep. Goll: What is the status of the ability of a REAA district to purchase and operate housing? I know in Angoon, for example, they have done so. I'd like to clear up the question as to who is owning this housing which is owned by either the municipality or the school system right now.

Steve Hole: Under 14.08, I believe it's in the chapter on REAA's, unless the REAA/the regional board has petitioned the State for ownership and title to all school and education related facilities operated by the district, ownership is vested with the State notwithstanding who purchased it.

Rep. Goll: So it is possible now in every community in the State for the school system, via the State, to own and operate housing for teachers. Is that correct?

Steve Hole: At least in the unorganized borough, it is possible. I believe the ability of a borough of any class or a first class city which is also a school district would be subject to ordinance.

Rep. Goll: So the law provides for the availability of housing owned by every school district or municipality encompassing a school district to... What I'm trying to find out here - there is no need to address the problem of ownership of housing. If the school system or a city or the State wishes to own and provide housing for teachers, it can do so. Is that correct?

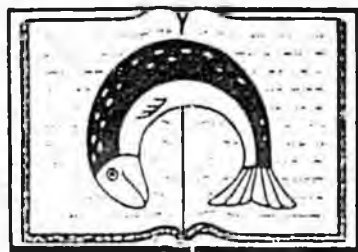
Steve Hole: I believe technically that's correct. But there is a reason to address that issue, Representative.

Rep. Goll: Thank you. Maybe we could take that up in the future.

Sheyla Kraska

Land status is a problem
(Hana Region)

Mr. Hole - "Liability would not fall on state if loan defaults." !!



Lower Kuskokwim School District

P.O. Box 305 • Bethel, Alaska 99559
907 543-3611

February 2, 1983

Ms. Pam Neal
2757 John Street 1st
Juneau, Alaska 99801

Dear Pam:

Mike Franks has passed on to me your request for information regarding the Lower Kuskokwim School District's present teacher housing program. I will provide a brief overview and appropriate documents that will hopefully assist you in your lobbying efforts.

Many of the REAA's inherited various numbers of housing units when they were formed. Some of these had been former Bureau of Indian Affairs houses, other had been established under the Division of State supported schools, ASPOS, and PUBSD respectively. Lower Kuskokwim School District was primarily a real exception in this regard. Sixteen (16) new high schools were completed in two (2) years, with no provisions made (by legislative mandate) for teacher housing. Extremely poor living conditions were available for our teachers at many sites.

As a means of attempting to remedy the situation, the Lower Kuskokwim Education Association and the Lower Kuskokwim School District negotiated an agreement relative to the active pursuit of teacher housing by the District. An aggressive stance has been taken by the District, and 22 housing units have been constructed in the past two (2) years. Additionally, various warehouses and other buildings have been semi-converted to make at least substandard housing available.

The District further inherited a number of housing units from the Bureau of Indian Affairs with the recent transfer of Bureau of Indian Affairs schools. A number of staff equal to or greater than the available housing was also, of course, inherited.

The present District housing program is truly a joint venture between the teachers association and the District. A Housing Review Board consisting of two (2) teachers and one (1) administrator is very involved in over-seeing the program. The Superintendent is an ex-officio member of this group. The program is operated as an Enterprise Fund, with rents paid by the teachers designed to cover maintenance and operating costs as well as some of the refurbishing of units. Various difficulties have become apparent during this first year of operation. A number of these have recently been resolved, and some major steps taken toward program improvement.

A detailed needs assessment is now being completed at each site, with general results available in approximately ten (10) days. This assessment is made under the auspices of the local Advisory School Board, with administration and teacher input.

February 2, 1983

At some sites we still have teachers living in warehouses and even in parts of the school. At a number of sites the old Bureau of Indian Affairs housing is also in very serious need of refurbishing. The needs assessment will be sent to you. Within 45 days of its completion we will also have available a scope of work, including material and labor costs, for needed major maintenance. Also available will be an assessment of capital construction needs.

A draft of the housing program activity plan recently developed is enclosed for your reference, along with a draft revision of the housing program regulations. Article XXIV of the negotiated agreement also provides insight into the operation of the housing program, particularly the needs assessment process mentioned above.

If you have specific questions after reviewing this material, please call me at the Lower Kuskokwim School District. Jim Kass and/or Mike Franks should be able to provide you with specific information regarding the needs assessment in my absence.

Sincerely,



Lin-Laughy, Administrative Consultant

LL/adt

CC: Jim Kass, Director of Plant Facilities
Mike Franks, Director of Capital Projects
Carl Peterson, Superintendent
Joe Calderera, Assn't Sup't for Educational Support Services

MODEL HOUSING RESOLUTION

WHEREAS, there are not sufficient and/or adequate teacher housing units in the community of _____ and;

WHEREAS, the lack of sufficient and/or adequate teacher housing units impairs the ability of the community to recruit and maintain teaching staff, and;

WHEREAS, it is the desire of the community to provide sufficient and/or adequate teacher housing units in order that teaching staff may be recruited and retained, and;

WHEREAS, the community has identified the following land upon which teacher housing units may be located,

(place land description here including map)

BE IT THEREFORE RESOLVED, that the Advisory School Board of _____ requests the Lower Kuskokwim School District to provide (put in type and size of unit desired) _____ to be funded by the enterprise fund. If other source of funding is desired so designate.

Ratified this _____ day of _____, 19__.

Lessee Outside limits

1. LKSD has a commitment to certified staff to provide housing with specified standards at specified rents. When housing doesn't meet those standards then tenants pay less ~~or presents~~ until those standards are met.
2. The rents teachers pay provide the sole income for LKSD housing. There is no other place to get monies to pay for lease costs and/or repairs.
3. Teacher rents are set by negotiated agreements and become part of the contract existing between teachers and LKSD.
4. The rental amounts are determined by reviewing costs of the past and projecting construction and maintenance costs into the future.
5. LKSD and LKEA review the cost figures monthly and average them throughout the district to determine contract revisions necessary. Then a comparison of costs at village owned housing to LKSD produced housing is made.
6. Those sites that can provide housing at costs equal to or less than LKSD produced housing get lease contracts on a long-term basis to assure the village landlords of the continued tenant with assurances of care and concern for the property.
7. If possible and with agreement of the property owner, LKSD would like to maintain, repair, and/or remodel leased property with the site administrator selecting the workers for such services. The hope being that this would give work to village people and provide quicker service to tenants. Those times when local expertise wasn't available, outside aide would come in and provide the service.
8. Alaska law provides that the owner will assume adequate maintenances and LKSD realizes that owners often can't provide ready money to pay for unexpected costs. To solve this problem the lease could provide for maintenance and upgrade costs to be deducted from rents owed and at no time would owner have to provide cash to maintain or repair the property.
9. Any repairs or fixed replacements would become the property of the owner. This would not include items that were portable or not permanently affixed to the building.
10. The terms of the lease could be up to five (5) years with rents payed January through June in six (6) monthly installments. Payment would be accompanied by the past six months expense List by item.

