

HCR 17

HOUSE COMMITTEE REPORT

(11)

Date Referred: April 11, 1991

FURTHER REFERRALS:

Date of Committee Action: 4-15-91

The FINANCE Committee considered:

HCR 17

HOUSE CONCURRENT RESOLUTION NO. 17

TASK FORCE ON GOVERNMENTAL ROLES

Establishing a Task Force on Governmental Roles.

RECOMMENDATIONS:

be replaced with CS HCR 17 (Fin) the same title

a new title

have attached amendments(s)

do pass

do not pass

no recommendations

individual recommendations

additional referral to the _____ Committee

ADOPTS: _____ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

fiscal impact LAA

fiscal note(s) _____

zero fiscal note _____

zero fiscal note(s) _____

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
<i>Al Ulbrin</i>	X	<i>Eileen P. Muehler</i>		✓	
<i>Mike Swane</i>	✓	<i>Bob Sharp</i>		✓	
<i>Mark Sawyer</i>	X	<i>ROD (R.O.)</i>	✓		
<i>Jim Brown</i>	✓	<i>Janice Barnes</i>	X		
<i>Kosman</i>	X				
<i>George Stach Jr.</i>	X				
<i>Ronald J. ...</i>	X				

Mike Swane *Eileen P. Muehler*
CHAIRMAN'S SIGNATURE

FISCAL NOTE

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO: CSHCR 17(Fin)

Revision Date: _____
Title: Establishing a Task Force on
Governmental Roles.
Sponsor: House Finance
Requestor: Representative Boyer

Department Affected: Legislative Affairs Agency
BRU: Legislative Council
Legislative Operating Budget
Component: Council & Subcommittees
Session Expenses & Legislative Oper. Bud.
COMPONENT SERIAL NO: 783

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES	114.5	0	0	0	0	0
TRAVEL	66.4	0	0	0	0	0
CONTRACTUAL	116.0	0	0	0	0	0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	296.9	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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FUNDING: (Thousands of Dollars)

GENERAL FUND	296.9	0	0	0	0	0
FEDERAL FUNDS						
OTHER						
TOTAL	296.9	0	0	0	0	0

POSITIONS:

FULL-TIME	2	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

Estimate of current year impact: _____

ANALYSIS: (Attach a separate page if necessary)

CSHCR 17(Fin) establishes a Task Force on Governmental Roles within the Legislative Branch. The following is requested to adequately support the task force. The Task Force is terminated on June 30, 1992.

Prepared By: Pamela A. Stoops, Director
Division: Administrative Services

Pamela A. Stoops

Phone: 465-3800
Date: 4/15/91

Approved By: Warren W. Endicott, Executive Director
Agency: Legislative Affairs Agency

Warren W. Endicott

Date: 4/15/91

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

PERSONAL SERVICES

Staff is requested as follows to assist the Task Force on Governmental Roles:

Executive Director - Range 22A

\$4,442 x 12 months = \$53,304

\$53,304 x .2707 benefits + \$5070 health insurance = \$72,803

72.8

Administrative Assistant - Range 13A

\$2,405 x 12 months = \$28,860

\$28,860 x .2707 benefits + \$5070 health insurance = \$41,742

41.7

The following positions will also support the Task Force but are being funded from different sources:

OMB Research Analyst - Range 21A

12 months at \$70,000 will be absorbed within Governor's Office budget

C & RA Research Analyst - Range 21A

12 months at \$70,000 will be absorbed within C & RA's budget

Clerk Typist - Range 8A

12 months at \$32,000 will be funded by the Alaska Municipal League

TRAVEL

Task Force Member Travel:

It is anticipated there will be 15 meetings of the 11 member Task Force on Governmental Roles.

15 meetings x 6 members requiring airfare each meeting = 90 airfares

90 airfares x \$436 = \$39,240

2 days per diem x 90 = 180

180 x \$95 = \$17,100

56.3

Staff Travel:

7 meetings x 2 staff members requiring airfare each meeting = 14 airfares

14 airfares x \$436 = \$6,104

3 days per diem x 14 = 42

42 x \$95 = \$3,990

10.1

CONTRACTUAL

Professional services funding to contract with state and/or municipal policy expert.

\$100,000 for the duration of the project

100.0

Advertising - advertising of public notice of meetings--\$2,000.

5.0

Teleconferencing - 100 sites @ \$60.00 average site--\$6,000.

6.0

Printing and distribution of information--\$5,000

5.0

Office space will be absorbed within existing Legislative Operating Budget.

SUPPLIES

Supplies for the task force will be absorbed within the Session Expenses and Legislative Operating Budgets.

EQUIPMENT

Equipment for the task force will be absorbed within the Session Expenses and Legislative Operating Budgets.

CS FOR HOUSE CONCURRENT RESOLUTION NO. 17 (FINANCE)

IN THE LEGISLATURE OF THE STATE OF ALASKA

SEVENTEENTH LEGISLATURE - FIRST SESSION

BY THE HOUSE FINANCE COMMITTEE

**Offered:
Referred:**

Sponsor(s): HOUSE FINANCE COMMITTEE

A RESOLUTION

1 Establishing a Task Force on Governmental Roles.

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

3 WHEREAS the days of ample federal funding and state oil wealth are over; and

4 WHEREAS both the federal and state governments have reduced assistance to municipalities and
5 shifted responsibilities to municipalities to avoid increasing taxes; and

6 WHEREAS an effort is needed to sort out responsibilities for providing governmental services
7 and for raising revenue to pay for those services in the most efficient and effective manner; and

8 WHEREAS the idea of undertaking a review of the roles of federal, state, and municipal
9 government in providing services is not new, but a system for providing the review has not been
10 instituted; and

11 WHEREAS the legislature needs information on the relationship between the federal, state, and
12 municipal government to ensure that residents of the state have the best services possible at a reasonable
13 cost;

14 BE IT RESOLVED by the Alaska State Legislature that the Task Force on Governmental Roles
15 is established with the following primary purposes:

16 (1) to define local, state, and federal governmental roles taking into account differences
17 between urban and rural areas and differences between organized boroughs, the unorganized borough,

1 and regional educational attendance areas;

2 (2) to examine the roles of the federal, state, and municipal governments in providing
3 services and to determine whether changes ought to be made in those roles and recommend legislation
4 needed to accomplish those changes;

5 (3) to consider methods of providing funding for governmental services, including the
6 existing revenue sharing program and municipal assistance program, and make recommendations for
7 improved funding mechanisms;

8 (4) to prioritize the need for specific governmental services and consider methods to
9 ensure those services are efficiently provided;

10 (5) to compare the relationship between local, state, and federal governments in Alaska
11 with that in other states and make suggestions regarding implementation of successful models and
12 innovative ideas;

13 (6) to classify various public services by appropriate levels of government responsibility
14 and evaluate the classification for efficient service delivery, local control, constitutional responsibilities,
15 ability of government to pay for the services, and other pertinent criteria;

16 (7) to identify the proper revenue sources for each service and determine which level of
17 government should collect the revenue;

18 (8) to recommend corrections for existing inconsistencies, overlap, or duplication of
19 governmental functions, and establish a proposed time frame for implementing the corrections;

20 (9) to recommend alternatives for providing services and evaluate cost and funding
21 options;

22 (10) to recommend changes to local government structures and mandatory powers; and
23 be it

24 **FURTHER RESOLVED** that the task force shall consist of 11 members as follows:

25 (1) two members of the Senate appointed by the President of the Senate;

26 (2) two members of the House of Representatives appointed by the Speaker of the House;

27 (3) two persons representing the executive branch, appointed by the Governor;

28 (4) five persons representing different areas of the state and different municipalities,

29 appointed by the Alaska Municipal League; and be it

30 **FURTHER RESOLVED** that members of the task force shall elect from among themselves a
31 chair and a vice-chair and that, within funds made available for the purpose, the task force may hire staff
32 and, subject to approval by the Legislative Council, contract for services to perform its duties under the

1 procurement procedures adopted by the council; and be it

2 **FURTHER RESOLVED** that each member of the task force appointed by the Alaska Municipal
3 League should receive per diem and travel expenses from the municipality the member represents, except
4 that the task force may, in cases of necessity and within funds made available for the purpose, approve
5 the payment to a member of per diem and travel expenses authorized for boards and commissions under
6 AS 39.20.180; and be it

7 **FURTHER RESOLVED** that the task force shall report its findings and recommendations to
8 the Governor and the Legislature by June 30, 1992; and be it

9 **FURTHER RESOLVED** that the task force is terminated on June 30, 1992.

CS FOR HOUSE CONCURRENT RESOLUTION NO. 17 ()

IN THE LEGISLATURE OF THE STATE OF ALASKA

SEVENTEENTH LEGISLATURE - FIRST SESSION

BY

Offered:

Referred:

Sponsor(s): HOUSE FINANCE COMMITTEE

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3 services and to determine whether changes ought to be made in those roles and ^[recommend] ^{legislation} ~~whether legislation is~~
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6 the existing revenue sharing program and municipal assistance program, and make recommendations for
7 improved funding mechanisms;

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9 **FURTHER RESOLVED** that the task force is terminated on June 30, 1992.



Official Business

Alaska State Legislature

HOUSE OF REPRESENTATIVES

House State Affairs Committee

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

LETTER TO THE
HOUSE FINANCE COMMITTEE

For
HCR 17

The House State Affairs Committee requests that the House Finance Committee review the attached fiscal note for HJR 17 and take into consideration the following:

(1) The budget can be reduced by approximately \$210. by utilizing existing staff and technical expertise in the Department of Community and Regional Affairs and the Office of Management and Budget. The State Affairs Committee anticipates DCRA and OMB to work closely with organizations representing local government interests such as the Alaska Municipal League, the Association of Municipal Finance Officers, as well as municipal managers and attorneys.

(2) It is anticipated that local governments will assist with soliciting public and local government input. We hope that municipal finance officers, municipal managers and attorneys will take on this project and provide technical support. We believe that the state should be prepared to pay travel and per diem for officials from communities that cannot otherwise afford to participate in task force meetings. It is the expectation of the committee that most communities will be able to bear their own travel and per diem expenses.

A handwritten signature in cursive script, appearing to read "Tom Meyer", written over a horizontal line.

House State Affairs Committee
April 5, 1991

STATE OF ALASKA

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

OFFICE OF THE COMMISSIONER

April 9, 1991

STEVE COWPER, GOVERNOR

- P.O. BOX B
JUNEAU, ALASKA 99811-2100
PHONE: (907) 465-4700
- 949 E. 36TH AVENUE, SUITE 400
ANCHORAGE, ALASKA 99508-4302
PHONE: (907) 563-1073

POSITION PAPER

RE: House Concurrent Resolution 17

REFERRED: State Affairs, Community & Regional Affairs,
Finance

Program Effects

House Concurrent Resolution 17 proposes the creation of a task force to examine the roles of local, state, and federal governments in the funding and provision of services for the people of Alaska. The task force would compare Alaska's current practices with those of other states and return by April 30, 1993 with a report of its findings and, where appropriate, with recommendations for the Legislature.

Comments

The Department believes the time is right to embark on this important undertaking. During the past few years it has become evident to the Department that Alaska is in need of a thorough examination and subsequent understanding of the many problems which now exist, and which we are likely to be facing in both the short and the long term. HCR 17 provides the mechanism for accomplishing that.

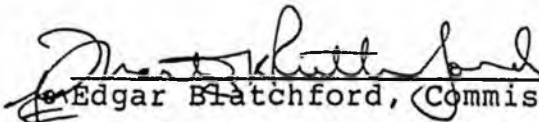
The Department is engaged, on an ongoing basis, in working to overcome problems relating to education funding, borough formation, provision of services, enhancement of revenue streams, and many other problems. Each of these problems is identified within the scope of the goal of HCR 17. The bill provides for a proactive approach toward accomplishing an honest and candid assessment of our current situation, and provide for a policy umbrella under which we can work jointly to address immediate and future difficulties in Alaska. The Department's substantial efforts over the past few years have addressed only parts of the economic puzzle with which the State is dealing. HCR 17 provides the catalyst for framing the entire puzzle, and the mechanisms for correctly assembling it.

Position Paper - HCR 17
April 9, 1991
Page Two

We believe it is important for Alaskans to revisit the Home Rule Doctrine, the foundation of Alaska's governmental structure, and carefully and systematically examine the roles and powers of different levels of government in Alaska under that concept. As a matter of course, we believe that undertaking will be accomplished within the scope of HCR 17.

In summary, the Department believes Alaska's public sector has, for too many years, served in a reactionary role in attempting to deal with individual problems as they arise. These problems are inextricably connected, and addressing only those which happen to be at the immediate forefront and without the benefit of the larger picture, sometimes causes undesirable complications or creates additional problems in other areas. The goal set out in HCR 17, is intended to provide the larger picture necessary to overcome this situation, and the Department strongly supports its passage.

The Department is aware that there is some concern with regard to the fiscal note on HCR 17, and we share that concern from a budgetary point of view. On the other hand, we do not believe the tasks required under HCR 17 can be accomplished without adequate funding for the purpose.


Edgar Blatchford, Commissioner

Alaska State Legislature

REPRESENTATIVE
MARK BOYER

VICE-CHAIRMAN
HOUSE FINANCE COMMITTEE



House of Representatives

MEMORANDUM

DATE: April 10, 1991

TO: Representative Mike Navarre, Co-Chair
Representative Eileen MacLean, Co-Chair
House Finance Committee

FROM: Representative Mark Boyer

RE: Scheduling of HCR 17

I would like to request that you schedule HCR 17, establishing a task force on governmental roles, at your earliest convenience. Attached is a copy of the resolution, which has been introduced by the House Finance Committee at my request. HCR 17 passed out of the House Community and Regional Affairs Committee on April 10.

I've also attached information from the Alaska Municipal League (AML) on this topic. The AML has actively pursued this type of legislation for many years and I've come to believe that it is time to focus on the roles and responsibilities of local and state governments.

With the decline in oil revenues, it is imperative for municipalities, school boards, and other political subdivisions of the state to look to their own resources as a means of continuing or expanding many programs and services, which have been provided by the state. Both federal and state governments have reduced assistance to municipalities and shifted responsibilities to avoid increasing taxes.

The primary purpose of the task force is to define local and state governmental roles and responsibilities. The task force will examine these roles as they relate to the services provided by the different levels of government. Another area to examine will be the methods of funding for governmental services and the task force will be required to make recommendations for appropriate funding sources or elimination of mandates as appropriate.

The task force will consist of 11 members, two from the Senate, two from the House, two from the executive branch and five persons representing different areas of the state and different municipalities appointed by the Alaska Municipal League.

FAIRBANKS 20B

FAIRBANKS

1098 LAKEVIEW TERRACE
FAIRBANKS, ALASKA 99701
(907) 456-6473

JUNEAU

P.O. BOX V
STATE CAPITOL
JUNEAU, ALASKA 99811
(907) 465-3466

Page Two
HCR 17

If you have additional questions please contact me or Alexis Miller of my staff at 465-3467. Thanks for your attention and early scheduling of HCR 17.



217 Second Street, Suite 200 • Juneau, Alaska 99801 • Tel (907) 586-1325, Fax (907) 463-5480

Task Force on Governmental Partnerships

The Alaska Municipal League supports state funding of a Task Force on Governmental Partnerships to study and recommend appropriate roles and responsibilities of state, local, and federal governments to deliver and finance priority public services in Alaska.

The League requests that the legislature assist in financing a Task Force on Governmental Partnerships to analyze the existing roles and responsibilities of state, local, and federal governments in providing and financing public services and to recommend service priorities and future delivery and financing mechanisms. The goal of the task force would be to produce a final report to League members, the legislature, and the administration by July 1993. Because the study will benefit the state as a whole, the League is seeking funding for task force operations from the Alaska State Legislature. Total costs for the Task Force are estimated at \$300,000.

Throughout the nation, essential public services are provided to Americans by several levels of government -- federal, state, borough, county, city, village, school district, special district, and others. In many states, the overlapping and interweaving of various local governmental units causes confusion and conflict. When the framers of the Alaska Constitution developed a model for governance of the new state, they made a conscious decision to "provide for maximum local self-government with a minimum of local government units, and to prevent duplication of tax-levying jurisdictions" (Article X, Section 1, Constitution of the State of Alaska).

That constitutional language and the accompanying statements that "a liberal construction shall be given to the powers of local government units" and "the State may delegate taxing powers to organized boroughs and cities only" define the basic groundwork for the relationship between state and local governments in Alaska. However, neither the Constitution nor statutes define clearly the relative roles and responsibilities of the two levels of government, each of which provides essential services to Alaska's citizens. As a result, there is often disagreement about basic questions -- not only "What services are the responsibility of government" and "What level of government is responsible for providing them?", but, seemingly more fundamentally in an era of tight financial resources, "How should they be paid for?"

State and local governments nationwide have felt the impact of cutbacks in federal funding, over 50 percent in domestic assistance since 1980. The federal government has also increased restrictions on how state and local governments operate, and it has mandated increasing responsibilities, for instance those under the Clean Air and Clean Water Acts. Many of these cutbacks and increased demands for government activity have put pressure directly on the states, which, in turn, have tended to shift costs and responsibilities to local governments. Municipalities have had to bear these burdens by increasing taxes and reducing services at the local level.

Because of the oil wealth Alaska has enjoyed, which has brought increased services, reduced taxes, increased operating and capital budgets, and complacency, Alaskan public policy makers have not, until recently, been forced to seriously try to sort out the issues of state/local roles and responsibilities, particularly in the areas of providing governmental services and raising revenues and doing so in the most efficient, effective, and equitable manner. The state's ownership of land and resources, its youth, and its need to develop both physical and institutional infrastructure have also meant that the state-local government relationship differs significantly from that in other areas of the country.

However, drops in revenue, combined with the effects of federal action noted above, have caused significant cutbacks in aid to Alaska's municipalities in the last six years. Appropriations in the two major programs of state assistance to the operations of municipal governments, Municipal Assistance and State Revenue Sharing, have been cut over 38 percent since 1985. Following the federal lead, the state has also shifted responsibilities, and thus costs, to municipalities without providing reimbursement. Examples of this include increases in environmental regulation, retirement benefits, senior citizens tax relief, and education costs.

The time has come for a serious evaluation of the ways priority public services are delivered and financed in Alaska and the relative roles and responsibilities of the local, state, and federal governments.

Recognizing this need, the Alaska Municipal League has decided to take the lead in establishing a forum to discuss state and local responsibilities in a comprehensive manner. The League will work to create a Task Force on Governmental Partnerships that will, over a period of 24 months, address such issues as

- What is the priority order of governmental services, i.e., what is cut first as revenues decline and what services are added first as revenues increase?
- What level of government should provide what services?
- What revenue source is appropriate to fund what services?
- Who should collect which revenue and how should it be distributed?

- At what point must revenues be increased to provide basic services?
- How can we insure that policy makers know the full cost of mandated programs?

The need for some sort of forum for the discussion of these issues has been obvious for some time. At the end of 1986, the Task Force on State and Local Relations of the National Conference of State Legislatures released its recommendations to guide states in dealing with this "period of significant change in the way state and local governments interact, caused in part by the continuing reduction of federal financial support" or "'fend-for-yourself' federalism." One of the recommendations of the task force was that "each state needs an organization dedicated to studying state-local issues and resolving problems, either a state advisory commission on intergovernmental relations or a legislative commission on state-local relations" and that "it should be created by statute, have strong legislative representation, and have an adequate budget and staff."

Such an idea is not new to the AML or the state. The first Alaska State Legislature failed to act on a recommendation of the Public Administration Service report that it "make provision for the study of local government problems before establishing long-range policies". That was in 1959!

The AML has requested a blue-ribbon commission to study priorities for delivering basic services since 1984, but no such commission has been formed. Staff within the Governor's Office of Management and Budget have also investigated and recommended state advisory commissions to provide a forum or mechanism for local governments to participate in state fiscal policy decisions affecting them and for the state to achieve consensus on statewide fiscal policy issues affecting local government. However, in the absence of a state government-level initiative to establish such a commission, the League now seeks to take the lead in addressing these important issues by establishing a Task Force on Governmental Partnerships.

The task force, which would operate under the auspices of the League, would include representatives from local government, the legislature, the state administration, and the public. It would, with the help of a limited staff, conduct a survey of existing relationships, public services, and funding sources; identify areas of disagreement and dispute; compare the Alaska situation with other states and with recommendations of the National Conference of State Legislatures; and recommend possible changes. The task force could be continued after July 1993 if it seems desirable and additional funding is available.

Depending on the level of funding received from the legislature, the League will also pursue funding from a variety of other sources, including the executive branch, the university, private sources and its own member municipalities.

State-Local Relations Bodies in the States, 1990 (Recognized Counterparts to U.S. ACIR)

State	Type of Organization	Legal Basis	Governing Body Size	Governing Body Composition	Approximate Budget FY1990	Staff: Full/Part-Time	FUNCTIONS					
							Research	Conferences/Seminars	Recommend Policy/Legislation	Constituent Work ¹⁴	News-letter	Other
Colorado	ACIR	Informal	30	SL,SE,L,A	—	—	X		X	X		
Connecticut	ACIR	Statute	25	SL,SE,R,L,A,P	\$131,500 ¹	2/0	X	X	X	X		
Florida	ACIR	Statute	21	SL,SE,L,A,P	\$623,411 ¹	8/1	X	X	X	X		13
Illinois	Legislative	Statute	12	SL	\$1,110,700 ¹	19/0	X	X	X	X	X	5
Indiana	LAP	Executive Order	45	L	\$75,000 ¹	1/0			X	X		
Louisiana	ACIR	Statute	17	SL,SE,L	\$10,000 ²	3/0	X	X	X			
Maine	LAP	Executive Order	12	R,L,A ¹⁶	—	—	X		X	X		
Maryland	Legislative	Statute	16	SL ¹⁵	—	0/1 ¹⁵	X	X	X	X		6
Massachusetts	ACIR	Statute	40	SL,SE,L	—	—	X		X			7,8
Michigan	ACIR	Statute	21	SL ¹⁶	\$135,000 ¹	2/1	X	X				13
Minnesota	ACIR	Executive Order	20	SL,SE,R,L,A	—	0/2	X		X	X		
Missouri	ACIR	Executive Order	30	SL,SE,L,A,P	\$84,500 ¹	2/0	X	X	X	X		8
New Jersey	ACIR	Statute	15	SL,L,P	\$235,000	6/0	X		X	X		
New York	Legislative	Statute	10	SL	\$425,700 ¹	9/1	X	X		X	X	13
North Carolina	ACIR	Statute	19	SL,L ¹⁶	\$5,397 ¹	0/2	X		X	X		9
North Dakota	ACIR	Statute	11	SL,SE,A	\$4,100 ¹	—	X		X	X		
Ohio	ACIR	Statute	14	SL,SE,L,P	\$212,000 ¹	4/0	X	X	X	X	X	8
Oklahoma	ACIR	Statute	22	SL,SE,L,A,C	\$150,000 ¹	3/0	X	X		X		
Pennsylvania	ACIR	Incorporated	18	SL,SE,L	\$525,000 ³	11/0	X	X			X	10,13
Rhode Island	ACIR	Statute	17	SL,SE,L,A	4	0/1	X		X			
South Carolina	ACIR	Statute	21	SL,R,L,P	\$235,000 ¹	4/0	X	X	X			11
South Dakota	Legislative	Statute	15	SL,L	\$5-6,000 ¹	0/2	X		X			
Tennessee	ACIR	Statute	29	SL,SE,L,P	\$375,900 ¹	8/0	X	X	X	X	X	13
Utah	ACIR	Statute	20	SL,SE,L,P	—	0/1	X	X	X	X		8
Virginia	ACIR	Statute	18	SL,SE,L,A,P	\$13,000 ¹	1/0	X				12	
Washington	ACIR	Executive Order	22	SL,SE,L	\$50,000 ¹	0/1	X				X	

Legend and Notes

A = Association (e.g., of officials or governments)

C = Member of U.S. Congress

L = Local government

LAP = Local Advisory Panel

P = private citizen

R = Regional council of governments

SE = State government, executive branch

SL = State government, legislative branch

¹State Appropriation

²Municipal Association Grant

³99 percent contracts

⁴State funds administrative expenses, while private sources provide in-kind services.

⁵State representation in Washington, DC

⁶Liaison, congressional delegation

⁷Input into the regulatory process

⁸Represent local governments on other commissions

⁹Liaison between state agencies, local governments, and COGs

¹⁰Provides technical assistance

¹¹Participates in leadership development/continuing education program for public officials

¹²Newsletter in planning stage

¹³Data base services

¹⁴This includes a variety of services, from filling simple information requests to providing complex ombudsman services.

¹⁵In addition, there are several nonvoting, ex officio members who represent the executive branch of state government as well as local governments.

¹⁶Maine—6 at large members appointed by governor; Michigan—5 at large members appointed by governor; 2 by supreme court; North Carolina—3 at large members appointed by governor



217 Second Street, Suite 200 ■ Juneau, Alaska 99801 ■ Tel (907) 586-1325, Fax (907) 463-5480

March 27, 1991

TO: Representative Gene Kubina, Chair
and
Members, House State Affairs Committee

FROM: Scott A. Burgess, Executive Director

RE: HCR 17 - Establishing a Task Force on Governmental Roles

On behalf of the 126 municipalities who are members of the Alaska Municipal League, and the citizens who live in those communities, I offer strong support for HCR 17, which would establish a Task Force on Governmental Roles.

For several years, AML has advocated that the state and local governments undertake a comprehensive, in-depth study of the relationship between and among the local, state, and federal governments. The AML Board of Directors identified establishment of a task force to "study and recommend appropriate roles and responsibilities of the state, local, and federal governments" as one of the League's top priority issues for the 1991 legislative session. We appreciate the interest and support of the sponsors of this resolution.

For your information, I have attached copies of AML Resolution 91-1 and of the Municipal Platform statement supporting creation of the task force. As you can see from these documents, AML had originally envisioned that the proposed study would be undertaken under the direction of the League, with support from the Legislature and the Executive Branch as well as from other interested parties. However, we support the legislative task force proposed in HCR 17. While our financial resources are not great, the AML is willing to assist in this endeavor with the expertise and participation of our membership and with in-kind and contract assistance to the degree possible.

Why is an evaluation of the relationships between and among the local, state, and federal governments necessary? What do we hope that the Task Force on Governmental Roles will accomplish?

Although the need to define relative roles and responsibilities of governmental units is not unique to Alaska, our state, probably more than others because its relative youth, its previous relationship to the federal government, the nature of land ownership within the state, its size, and the lack of infrastructure at the time of statehood, has an unusual situation with regard to intergovernmental relationships and responsibilities.

These relationships worked fine in times of large federal and state budgets to support government in Alaska. However, in times of shrinking revenues

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and resources at the federal and state level it is becoming increasingly apparent that it is essential to evaluate these relationships, possibly to propose new ones, to sort out priorities for public service, and to reach agreement about which level of government is responsible for providing which services and how those services are to be financed.

The proposed Task Force on Governmental Roles would have as its primary mission to do just that, and to work toward a commonly accepted definition of the roles and responsibilities of the state and local governments.

Far too often in recent years, when state budget cuts have been required agencies have pushed program responsibility downward without any clear definition of why local governments should provide the service or how they can do so, and with no choice. The state may claim to save money, but at the local level citizens are forced to pay for a state-mandated program or service without having any opportunity to decide whether they want it. A perfect example of this is the Senior Citizens/Disabled Veterans Property Tax Exemption Program, a state-mandated program over 70 percent of which is currently funded by municipal taxpayers.

In other situations, too -- for instance in the proposed transfer of Class 3, contract jails, environmental mandates, funding of education and school buildings -- there are many questions about who should fund public services, who should decide what those services will be, and who will provide them. Some changes may be necessary, but neither the state nor local governments can adequately plan for a future of reduced financial resources without a clearer definition of their roles and relationships.

The Task Force on Governmental Roles should, at a minimum,

- survey existing relationships among levels of government in Alaska and identify public services provided by governments
- identify existing and potential revenue sources
- compare the Alaska situation with that in other states
- prioritize public services
- classify various public services by the appropriate level of government responsibility in terms of efficient service delivery, local control, constitutional responsibilities, ability to pay, and beneficiaries
- assign the proper revenue source for each service and which level of government should most appropriately collect that revenue

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- recommend revenue distributions in situations in which revenue is collected by one level of government (for efficiency of collection) and used to provide a service at another level (for efficiency of service delivery)
- recommend corrections of existing inequities and inconsistencies
- recommend mechanisms for addressing mandated services or responsibilities in terms of cost and local option
- recommend changes to local government structures and powers
- recommend appropriate mechanisms and procedures for transition between the current relationship and proposed new relationships

This is not an easy assignment, but the challenge facing Alaska's governments in the next decade are not easy. Now is the time for us to take a long, hard look at how we deliver public services and to determine the best, most efficient, and most cost effective ways to do so. The Task Force on Governmental Roles that HCR 17 would establish can help us focus that endeavor.

I urge your support of HCR 17.

Attachments

CSS91TEST/hcr17.327

Hello, I am Ron Garzini - I am representing myself as a professional local government manager, twice president of Alaska City Managers, I can tell you HCR17 is desperately needed. The relationship between the State of Alaska and its local governments is in great disarray. In fact, four and one-half years ago, the Alaska City Managers asked incoming Governor Cowper for an effort similar to HCR17!

Thanks to Governor Cowper's vetoes last fall, the problems we have been pointing out came to light. His veto of third class road maintenance funds, social service block grants, etc., were accompanied with the statement "these are local responsibilities, therefore, the first to go." In addition, this year again we are discovering the hillside police in Anchorage and the problems of local jails in Kodiak and other cities. Please be assured that all these problems are the tip of the iceberg which will be uncovered when we start cutting the budgets in a big way. If you cut state operating budgets 15%, I bet every Commissioner will discover programs that, in his or her opinion, should be local responsibilities; for example:

- troopers in Wasilla
- troopers in other urban areas
- parks on the Kenai
- services to the court system - warrant officers
- public defender service
- prosecutor of certain crime levels
- local jails
- class III roads

- traffic signals within cities
- fire marshal duties
- elevator inspections
- grants to clinics and health services - alcohol and drug abuse
- day care assistance
- airports in small cities
- boat harbors
- wildfire within boroughs
- on and on and on -

At the same time, the legislature will have cut revenue sharing, municipal assistance, school foundation, and 25% funded the senior citizen tax exemption. Several new bills will have passed increasing local costs in the same year. In many cases, the cities will have tax caps in place.

In the past 20 years, I have been the top appointed official in three local government: including the largest and one of the smallest - I have consulted for six other local governments in the State and I assure you none of us is prepared for substantial cuts in revenues combined with transfers of new responsibilities.

Further none of the efforts underway will work very well --- and I include the DOT class III road transfer effort - even though its the right idea, for a number of reasons, the outcome will not be what's expected.

HCR17, if taken seriously and I mean very seriously, will help. It will not prevent anger, frustration, and severe public retaliation, but it will allow you to more fairly deal with the tough issues to be faced in the very near future! Please, for everyone's benefit, support this legislation.

Comments from Ken Garzini

Multi-phase study of State / local relationship

• Define local government -

• Define local services provided by State govt

• Exclude study of Education State local relationship at this time

• As the State is forced to cut

- Departments will cut services

- Revenue sharing / municipal assistance cut over time

- local governments need time to plan

- State administrators & legislators need to

agree on a common future if possible

- The most efficient service delivery requires we define STATE & local service

- STATE & local relationships elsewhere should be examined to see if there are any good models for ability to pay

• Bill of mandates should be examined

• Misting bad faith can be corrected (Senior citizen exemption)

• inconsistencies can be reduced

• Previous studies should be reviewed

and completed in roads group

- ? What is the future of revenue sharing / municipal assistance

• A transition process should be identified which will ease citizen's hardships - provide local voters

- ANIAC
- PALMER
- ANCH

- ? We must treat villages different from cities / Perhaps (3) cats
- ? Will we make anything mandatory to locals? What if they refuse to fund a service?

Transportation

- Roads - what's a local road / state road
 - what are the variances
 - identify transition process
 - which state roads which should become local are in disrepair
 - what are the manpower considerations (labor)
- Boat Harbors
- Airports
- Ports

Public Safety

- police services
 - patrol
 - services to the courts - tickets
 - local criminal codes
 - local public defender / prosecutor
 - village public safety
- corrections - local jails
- Fire protection
 - fire marshals
 - wildfire

Health

Hospitals

Clinics

HEALTH AIDES

Social Services

Social services block grants

alcohol / drug services

Women, infant, children

Building Codes

elevator inspection

taxi inspection

fire marshal

Misc programs - local revenues? a problem

limits by State upon local fundraising <

Commissioner should identify programs they may wish to

transfer in next 3 years

Boroughs - what are they? Is City

what's their role in economic development, resource

management - is would they force hatcheries?

will we allow them to do things?

Parus - local / state

PLEASE MICROFILM TOP PAGE ONLY

DOCUMENTS WHICH HAVE NOT BEEN
FILMED BUT ARE AVAILABLE IN THE
ORIGINAL FILE INCLUDE:

→ NAT'L Conference of State LEGISLATURES Article
"States must make up for the Information Deficit"

→ NCSL Article
"Reforming State-Local Relations: A Practical Guide"