

ALASKA LEGISLATURE

1466

HOUSE and SENATE FINANCE COMMITTEE FILES, 1995-1996

TRANSPORTATION COSTS/ANCHORAGE

<u>Executive Director</u>	<u>Legislative Liaison</u>	<u>Finance Officer</u>	<u>TOTAL</u>
LODGING/MEALS* 20, 2-day trips - \$5,000.00	LODGING/MEALS* 34, 1-day trips - \$4,250.00	LODGING/MEALS* 6, 1-day trips - \$750.00	\$10,000.00
	20, 2-day trips- \$5,000.00		\$ 5,000.00
AIR FARE** \$8,980.00	AIR FARE** \$15,096.00	AIR FARE** \$2,664.00	\$26,640.00
CAR RENTAL 40 days @ \$26/day \$1,040.00	CAR RENTAL 34 days @ \$26/day \$884.00	CAR RENTAL n/a - would accompany ED	\$ 1,924.00
			\$43,564.00

*Based on estimated lodging cost of \$81/night (includes tax) and MIE of \$42/day

**Based on \$444 airfare as hearings are scheduled on short notice, not allowing super saver fares.

FISCAL NOTE

No. 11

Bill Version: SSSB 19

(S) Publish Date: 2-1-95

STATE OF ALASKA
1994 LEGISLATIVE SESSION

Revision Date: January 20, 1995
Title: An Act relating to the location of the convening of the legislature in regular session
Sponsor: Senator Phillips
Requestor: Senator Phillips

Department Affected: Education
BRU: Executive Administration
Component: Commissioner's Office

COMPONENT SERIAL NO. 185

Expenditures/Revenues:

(Thousands of Dollars)

OPERATING	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL	0	0	49.2	49.2	49.2	49.2
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	49.2	49.2	49.2	49.2

CAPITAL						
---------	--	--	--	--	--	--

REVENUE FUND SOURCE:						
----------------------	--	--	--	--	--	--

FUNDING:

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	0	0	49.2	49.2	49.2	49.2
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	0	0	49.2	49.2	49.2	49.2

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

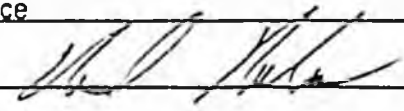
Estimate of current year (FY95) impact: \$ _____

ANALYSIS: (Attach a separate page if necessary.)

Please see attached for fiscal details.

Prepared by: Mike Maher
Division: Commissioner's Office

Phone: 465-8678
Date: January 20, 1995

Approved by Commissioner: 
Agency: Education

Date: January 20, 1995
Name: Jerry Covey

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Fiscal Note Analysis

SSSB19: Relating to location of convening of legislature in regular session

Page 2

January 20, 1995

TRAVEL/PER DIEM ONLY

Administrative Services Director and Special Assistant to the Commissioner for Legislative and Budget Issues

50 days each in Anchorage at \$95.00/day	9,500.00
9 round trip at \$444.00/each, to/from Juneau for consultation with supervisor and perform assigned work	3,996.00
100 days car rental at \$30.00/day	3,000.00

Commissioner

10 days in Anchorage at \$95.00/day	950.00
5 round trips at \$444.00/each	2,220.00

Deputy Commissioner

20 trips at 2 days per diem at \$95.00/day	3,800.00
14 trips at 1 day per diem at \$95.00/day	1,330.00
20 days with meals only at \$34.00/day	680.00
34 trips at \$444.00/each	15,096.00
74 days car rental at \$30.00/day	2,220.00

Fiscal Staff Person for Budget Questions

10 trips at \$444.00/each	4,440.00
10 days per diem at \$95.00/day	950.00
10 days car rental at \$25.00/day	250.00

Miscellaneous (gasoline, parking, etc.) - all staff 750.00

TOTAL 49,182.00

FISCAL NOTE

No. 1C

STATE OF ALASKA
1995 LEGISLATIVE SESSION

Bill Version: SSSB 19
(S) Publish Date: 2-1-95

Revision Date: Original Dept Affected: Natural Resources
 Title: An Act relating to the location of the convening BRU: Management & Administration
 of the legislature in regular session; and providing for an effective date Component: Commissioner's Office
 Sponsor: Senator Phillips
 Requestor: _____ Component Serial No. 423

Expenditures/Revenues	(Thousands of Dollars)					
OPERATING EXPENDITURES	FY96	FY97	FY98	FY99	FY00	FY01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0
CAPITAL EXPENDITURES	0.0	0.0	0.0	0.0	0.0	0.0
CHANGE IN REVENUES ()	0.0	0.0	0.0	0.0	0.0	0.0

FUND SOURCE	(Thousands of Dollars)					
102 Federal Receipts						
103 GF Match						
104 GF						
105 GF/Program Receipts						
106 GF/MHTIA						
Other						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY95) cost: \$ None

POSITIONS	FY96	FY97	FY98	FY99	FY00	FY01
FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary)

Increased travel from Juneau to Anchorage will be offset by savings in travel from Anchorage to Juneau. The Commissioner and his staff are located in Juneau, the Division Directors are located in Anchorage. Internal adjustments within the DNR budget will result.

Prepared by: Nico Bus, Acting Legislative Liaison Phone: 465-2406
 Division: Support Services Date: 20-Jan-95
 Approved by Commissioner: Nico Bus for M. Rutherford Acting Com. Date: 1/20/95
 Agency: Natural Resources

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FISCAL NOTE

No. 9

Bill Version: SSSB 19

(S) Publish Date: 2-1-95

STATE OF ALASKA
1995 LEGISLATIVE SESSION

Revision Date: 1/24/95 Dept. Affected: Military and Veterans Affairs
 Title: Location of the convening of the Legislature BRU: Alaska National Guard
 Regular session Component: Commissioner's Office
 Sponsor: Sen Phillips
 Requestor: Sen Phillips COMPONENT SERIAL NO. 414

Expenditures/Revenues	(Thousands of Dollars)					
	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
OPERATING EXPENDITURES						
PERSONAL SERVICES						
TRAVEL	0.0	3.0	8.0	8.0	8.0	8.0
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	3.0	8.0	8.0	8.0	8.0

CAPITAL EXPENDITURES

CHANGE IN REVENUES

FUND SOURCE	(Thousands of Dollars)					
	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
1002 Federal Receipts						
1003 GF Match						
1004 GF	0.0	3.0	8.0	8.0	8.0	8.0
1005 GF Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	0.0	3.0	8.0	8.0	8.0	8.0

Estimate of any current year (FY95) cost: \$ _____

POSITIONS	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

This bill would move the convening of the legislative session from Juneau to Anchorage, starting with the 20th legislative session (January 1997). The fiscal impact of this action would be felt initially in FY97. This fiscal note estimates the additional cost to DMVA to provide the testimony and consultation to legislators and staff that would be required from such a move. The Commissioner's Office and all division directors in DMVA are located in Anchorage, except the director of the administrative and support services division (ASSD). No other department employees would have additional travel requirements as a result of this legislation, as their offices would be driving distance from the legislative session. The savings on other budgets would be negligible, as the Commissioner and other directors need to make periodic trips to the state capital regardless of the location of the legislative session.

The director, ASSD, is the department's primary staff contact for budgetary matters, and would be required to travel frequently to the legislative session in that capacity. It is assumed that the ASSD Director would be required to make an additional 10 trips during the session, with an average duration of 3 days. Travel for 10 trips (at normal coach fare of \$444 each trip) totals \$4440. Per diem for 30 days (at about \$100 per day) totals \$3000. Other expenses are estimated at \$60 per trip, for a total of \$600. The total impact would be \$8040 annually.

Prepared by: Jeff Morrison, Director
 Division: Administrative Support Services Division
 Approved by Commissioner: MG Jake Lestenkof
 Agency: Military and Veterans Affairs

Phone: 485-4730
 Date: 1/24/95
 Date: 1/24/95

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FISCAL NOTE

No. 8

Bill Version: SSSB 12

(S) Publish Date: 2-1-95

STATE OF ALASKA
1995 LEGISLATIVE SESSION

Revision Date:	Dept. Affected: <u>Department of Law</u>
Title: <u>"An Act relating to the convening of the legislature in regular session"</u>	BRU: <u>Prosecution, Legal Services</u>
Sponsor: <u>Senator Phillips</u>	Component: <u>Prosecution - Criminal Justice Litigation</u>
Requester: <u>Senator Phillips</u>	<u>Legal Services - Operations</u>
	COMPONENT SERIAL NO. <u>0089/0093</u>

Expenditures/Revenues (Thousands of Dollars)

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES			69.2	69.2	69.2	69.2
TRAVEL			76.4	76.4	76.4	76.4
CONTRACTUAL			84.9	84.9	84.9	84.9
SUPPLIES			28.2	28.2	28.2	28.2
EQUIPMENT			60.0	0.0	0.0	0.0
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	318.7	258.7	258.7	258.7
CAPITAL EXPENDITURES						
CHANGE IN REVENUES						

FUND SOURCE (Thousands of Dollars)

FUND SOURCE	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
1002 Federal Receipts						
1003 GF Match						
1004 GF			318.7	258.7	258.7	258.7
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	0.0	0.0	318.7	258.7	258.7	258.7

Estimate of any current year (FY95) cost: \$ 0.0

POSITIONS

POSITIONS	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
FULL-TIME						
PART-TIME	0.0	0.0	3.0	3.0	3.0	3.0
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

This bill amends Title 24 to provide that all regular sessions of the legislature shall convene in the Municipality of Anchorage, instead of Juneau, the State Capital. We believe that this change in the legislative venue will have a substantial impact on the Department of Law. This is because the department's Juneau-based staff spend a considerable part of their time providing legal advice and assistance to legislators and legislators' staff, during each regular legislative session. At the legislature's request, they attend committee and sub-committee meetings, testify on pending legislation, and offer legal opinions and analyses when they are requested to do so. This is a constant, interactive process involving dozens of daily contacts between the legislature and the department.

For the department's part, these contacts begin with the attorney general and continue down through division chiefs, section heads, and individual attorneys who specialize in specific areas of law. Because of their expertise, these same individuals are also responsible for advising policy makers throughout all executive branch agencies and departments. On the one hand, our staff will be required to provide assistance to the legislature

Prepared by: <u>Richard I. Peques, Director</u>	Phone: <u>465-3672</u>
Division: <u>Administrative Services Division</u>	Date: <u>1/24/95</u>
Approved by Commissioner: <u>Bruce M. Botelho, Attorney General</u>	Date: <u>1/24/95</u>
Agency: <u>Department of Law</u>	

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FISCAL NOTE

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. __ SSSB 19

ANALYSIS CONTINUATION:

when it meets in the Municipality of Anchorage and, on the other hand, our staff must also continue advising agencies in the Capital. Consequently, some extraordinary communications efforts, including extensive travel, will be required to carry out these concurrent duties simultaneously.

An analysis of the department's "sign out" logs, telephone logs, and appointment schedules indicate the following recorded legislative contacts took place during the 1992, 1993 and 1994 legislative sessions. The number of contacts shown below represents a minimum number because not all contacts are recorded and many occur informally, without any prior notification.

1. The attorney general received an average of 50 telephone calls from individual legislators each month. The majority of these calls resulted in meetings between the attorney general and legislators. The attorney general meets with legislators three or four times daily in both formal and informal settings. It should also be noted that the number of calls that were logged were incoming calls only. Outgoing calls to legislators are not logged.
2. The attorney general testified at at least 30 committee hearings during each of the past three legislative sessions.
3. The deputy attorney general, civil division, also meets with legislators on a daily basis and testifies before legislative committees about once a week.
4. The assistant attorney general in the criminal division who handles criminal legislation for our department attended 100 to 125 committee meetings annually and was called upon to testify on a regular basis. The deputy attorney general of the criminal division testified at 50 committee meetings. The department's senior corrections attorney attended or testified at 25 committee meetings, each session.
5. The department's legislation and regulations attorney is in daily contact and has a necessary continuing working relationship with key legislative staff. This attorney is the overall coordinator of our department's legislative activities.
6. On average, fifteen other civil attorneys attended another 75 hearings on a variety of pending legislation and testified at about 50 of those hearings. Literally hundreds of contacts take place between the Department of Law's senior legal staff and legislators' staff, outside of the normal hearing setting, in the course of formulating the state's statutory policies, during a legislative session.
7. The department's administrative services director is in daily contact with legislative staff and attended or testified at hearings on 15 occasions. The director also prepares and submits more than 100 fiscal notes during a legislative session.

The foregoing summary demonstrates the extent to which the department must focus its activities on legislative matters of concern to the Administration and the department's client agencies. We therefore believe that locating the legislature in the Municipality of Anchorage will require the department to establish, equip, and staff an interim legislative liaison office in close proximity to the legislature when it is in regular session. At a minimum, we would have to move the legislation and regulations attorney and the attorney responsible for criminal legislation to the interim office during legislative sessions. These two attorneys would also have to return to Juneau to carry out their other duties every two weeks. Although these other responsibilities will suffer due to their absence, particularly in respect to regulations review, this other work cannot be totally abandoned. It will also be necessary for both the attorney general and the deputy attorney general to travel to the Municipality of Anchorage about 12 times each, during a regular session. The combined travel for the director of the criminal division and the senior corrections attorney, combined, will average one two-day trip per week during a regular session, or about 16 trips in total.

Although about 15 civil attorneys are requested to attend 75 hearings each year, we believe that future legislative requests for our attendance at committee meetings will be sharply curtailed because of the costs that would be involved. Nonetheless, we expect at least 40 trips of two days duration will be required. Teleconferencing can reduce travel costs, and we hope it will substitute in part for our existing level of testimony. However, this form of communication sometimes inhibits the give and take of a frank face-to-face discussion that is often a necessary element of the deliberative part of the law making process. This is why we are still predicting a substantial amount of travel for this process.

FISCAL NOTE

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. SSSB 19

ANALYSIS CONTINUATION:

Travel for the administrative services director to attend budget hearings will be five two-day trips. This estimate is predicated on the assumed availability of teleconferencing for most finance subcommittee meetings.

Last, a substantial cost will be incurred for long distance telephone calls and telecopier transmissions. Funds will also be needed to lease space and purchase equipment for an interim office and to pay for a three-person clerical staff. Based on the foregoing analysis, we believe that the following fiscal note funds will be required.

Personal Services

Legal Secretary I (6 months)	23,901.43
Legal Secretary I (6 months)	23,901.43
Administrative Clerk II (6months)	<u>21,379.28</u>
	69,182.14

Travel

Legislation & Regulations Attorney	
90 days per diem @ \$70.00/day	6,300.00
7 trips @ \$444.00/each	3,108.00

Criminal Legislation Attorney	
90 days per diem @ \$70.00/day	6,300.00
7 trips @ \$444.00/each	3,108.00

Attorney General	
24 days per diem @ \$95.00/day	2,280.00
12 trips @ \$444.00/each	5,328.00

Deputy Attorney General, Civil Division	
24 days per diem @ \$95.00/day	2,280.00
12 trips @ \$444.00/each	5,328.00
24 days car rental @ \$25.00/day	600.00

Deputy Attorney General, Criminal Division & Senior Corrections Attorney	
32 days per diem @\$95.00/day	3,040.00
16 trips @ \$444.00/each	7,104.00
32 days car rental @ \$25.00/day	800.00

Various Assistant Attorneys General	
80 days per diem @ \$95.00/day	7,600.00
40 trips @ \$444.00/each	17,760.00
40 days car rental @ \$25.00/day (assumes sharing transportation)	1,000.00

FISCAL NOTE

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. __ SSSB 19

ANALYSIS CONTINUATION:

Administrative Director	
10 days per diem @ \$95.00/day	950.00
5 trips @ \$444.00/each	2,220.00
10 days car rental @ \$25.00/day	250.00
Miscellaneous (gasoline, parking, etc.) - all	<u>1,000.00</u>
Total Travel	76,356.00
Contractual	
Office rent: 2400 sq.ft. @ \$1.98 x 12 months	57,024.00
Telephone 300 minutes or thirty 10 minute calls per day @ .60 x 300 minutes x 120 days	21,600.00
Miscellaneous - \$200/mo x 7 FTE x 4.5 months	<u>6,300.0</u>
Total Contractual	84,924.00
Supplies	
Legal Reference Library (one time) (\$5,000 per year on-going)	25,000.00
Desk top - \$100/mo x 7 FTE x 4.5 months	<u>3,150.00</u>
Total Supplies	28,150.00
Equipment	
Computers, copier, fax, desks, etc.	<u>60,000.00</u>
Total Equipment	60,000.00

Summary of Costs for SSSB 19

Personal Services	69,182.14
Travel	76,356.00
Contractual	84,924.00
Supplies	28,150.00
Equipment	<u>60,000.00</u>
Total	318,612.14

01/23/95

09:19:38.4

PERSONAL SERVICES EXPENDITURES NEW POSITION DETAIL REPORT

PAGE:

2

DEPARTMENT OF LAW
COMPONENT #: 9701010101 NAME: OPERATIONS (GF)SCENARIO: 2
DRU NAME: LEGAL SERVICES

PCN	UNAUTH PCN	JOB CLASS TITLE	T S	LOCATION NAME	R C	B U	S	R&S BUDG	MOS	SALARY	PREM PAY	BENEF	PER.SERV. COSTS	G. F. AMOUNT
03#027		LEGAL SECRETARY I	P	ANCHORAGE	A	GG	2A	10A	6	12378	5715	5800	23901.43	

**** JUSTIFICATION:

This position is part of a three-person clerical staff that will be needed to support staff who will have to travel to the Municipality of Anchorage to attend legislative sessions. This includes the Attorney General, the Deputy Attorney General, the director of the Criminal Division, a variety of senior legal staff, and the Administrative Services director. This position will assist with communications to and from the department and legislative staff and help prepare written communications provided to the legislature.

TRAVEL COSTS	0.00	
CONTRACTUAL COSTS	0.00	
SUPPLIES COSTS	0.00	
EQUIPMENT COSTS	0.00	
OTHER COSTS	0.00	
TOTAL COSTS	23901.43	23901.43

*** FUNDING DETAIL:

100% GENERAL FUND RECEIPTS	23901.43
TOTAL FUNDING	23901.43

03#028		LEGAL SECRETARY I	P	ANCHORAGE	A	GG	2A	10A	6	12378	5715	5800	23901.43	
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**** JUSTIFICATION:

This position is part of a three-person clerical staff that will be needed to support staff who will have to travel to the Municipality of Anchorage to attend legislative sessions. This includes the Attorney General, the Deputy Attorney General, the director of the Criminal Division, a variety of senior legal staff, and the Administrative Services director. This position will assist with communications to and from the department and legislative staff and help prepare written communications provided to the legislature.

TRAVEL COSTS	0.00	
CONTRACTUAL COSTS	0.00	
SUPPLIES COSTS	0.00	
EQUIPMENT COSTS	0.00	
OTHER COSTS	0.00	
TOTAL COSTS	23901.43	23901.43

*** FUNDING DETAIL:

100% GENERAL FUND RECEIPTS	23901.43
TOTAL FUNDING	23901.43

03#029		ADMINISTRATIVE CLERK II	P	ANCHORAGE	A	GG	2A	08A	6	10928	5076	5305	21379.28	
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**** JUSTIFICATION:

This position is part of the three-person clerical staff that will be needed to support staff who will have to travel to the Municipality of Anchorage to attend legislative sessions. This includes the Attorney General, the Deputy Attorney General, the director of the Criminal Division, a variety of senior legal staff, and the Administrative Services director. This position will assist with communications to and from the department and legislative staff and help prepare written communications provided to the legislature.

TRAVEL COSTS	0.00	
CONTRACTUAL COSTS	0.00	
SUPPLIES COSTS	0.00	
EQUIPMENT COSTS	0.00	
OTHER COSTS	0.00	
TOTAL COSTS	21379.28	21379.28

*** FUNDING DETAIL:

100% GENERAL FUND RECEIPTS	21379.28
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01/23/95

09:19:30.5

PERSONAL SERVICES EXPENDITURES NEW POSITION DETAIL REPORT

PAGE: 3

DEPARTMENT OF LAW

SCENARIO: 2

COMPONENT #: 9701010101 NAME: OPERATIONS (GF)

BRU NAME: LEGAL SERVICES

II	UNAUTH PCN	JOB CLASS TITLE	T S	LOCATION NAME	R B S C U	R&S NOS BUDC	SALARY	PREM PAY	DEBTS	PER. SERV. COSTS	G. I. AMOUNT
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TOTAL FUNDING 21379.20

COMPONENT TOTALS:

FULL TIME NEW POSITIONS	0	TOTAL PERSONAL SERVICES	69182.14
PART TIME/SEASONAL NEW POSITIONS	3		
NON PERMANENT NEW POSITIONS	0	TOTAL COSTS INC. ASSOC COSTS	69182.14
OTHER.....	0		

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NUMBER OF NEW POSITIONS IN COMPONENT: 3

FUNDING DATA: G.F. & G.F. MATCH:	69182.14
OTHER FUNDS:	0.00

TOTAL FUNDING: ===== 69182.14

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FISCAL NOTE

No. 7

Bill Version: SSSB 19

(S) Publish Date: 2-1-95

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. _____

Revision Date _____
 Title Legislative sessions to be in
Anchorage
 Sponsor Senator Phillips
 Requestor Senate State Affairs

Department Affected: Labor
 BRU: All
 Component: All
 COMPONENT SERIAL NO. 340

EXPENDITURES/REVENUES:

(Thousands of Dollars)

OPERATING	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL			55.4	58.2	61.1	64.1
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0 *	0.0 *	55.4 *	58.2 *	61.1 *	64.1 *
CAPITAL						
CHANGE IN REVENUE						
FUND SOURCE #						

FUNDING:

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF			55.4	58.2	61.1	64.1
1005 GF Program Receipt						
1006 GF/MHT/A						
Other						
TOTAL	0.0 *	0.0 *	55.4 *	58.2 *	61.1 *	64.1 *

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year (FY95) impact: \$ None

ANALYSIS: (Attach a separate page if necessary)

We estimate that departmental employees would make a total of 48 trips to the Municipality of Anchorage to testify at finance committee meetings and hearings on department legislation. At an average cost of \$843 per trip (\$514 air fare and \$329 food & lodging), we estimate the total travel costs would be \$32.6 per year. It is assumed that other legislation which may require department testimony will be done telephonically. In addition the Department's Legislative Liaison would have to be stationed in Anchorage at a cost of \$22.8 for food, lodging and transportation. This fiscal note assumes an effective date of July 1, 1997. (* Costs were calculated at current rates plus a 5% annual inflation increase)

Prepared by: Arbe Williams, Director Phone: 465-5981
 Division: Administrative Services Date: 1/24/95
 Approved by Commissioner: Tom Cashen
 Agency: Department of Labor Date: 1/24/95

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FISCAL NOTE

No. 6
 Bill Version: SSSB 19
 (S) Publish Date: 2-1-95

STATE OF ALASKA
 1995 LEGISLATIVE SESSION

Revision Date: _____ Dept. Affected: Corrections
 Title: An Act relating to the location of the convening BRU: Administration and Support
of the legislature in regular session Component: Office of the Commissioner &
Administrative Services
 Sponsor: Sen. Phillips
 Requester: Senate State Affairs COMPONENT SERIAL NO. #0694/0697

Expenditures/Revenues (Thousands of Dollars)

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL			59.9	59.9	59.9	59.9
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	59.9	59.9	59.9	59.9
CAPITAL EXPENDITURES						
CHANGE IN REVENUES ()						

FUND SOURCE (Thousands of Dollars)

FUND SOURCE	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
1002 Federal Receipts						
1003 GF Match						
1004 GF			59.9	59.9	59.9	59.9
1005 GF Program Receipts						
1006 GF-MHTIA						
Other						
TOTAL	0.0	0.0	59.9	59.9	59.9	59.9

Estimate of any current year (FY95) cost: \$ 0.0

POSITIONS

POSITIONS	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

This bill would require the legislature to convene in the Municipality of Anchorage each year starting with the convening of the second session of the Twentieth Legislature. This bill impacts the Department of Corrections because the Commissioner, the Special Assistant to the Commissioner (Legislative Liaison) and three employees of the Division of Administrative Services currently live in Juneau and would need to spend much of the 120 day legislative session in travel status in order to meet the agency's needs of the full legislative process. The meal and incidental expenses (M&IE) allowances are set in the Alaska Administrative Manual, Section 60.220. This fiscal note assumes that each of the three employees will receive "actual cost" M&IE allowances for 87 working days (Monday through Friday) estimated at \$90 per day for 63 days and \$110 per day for 24 days (spring cost increase) for hotel expenses and \$42 per day for meals. Additionally, it is assumed that each employee will return to Juneau during the eighteen weekends of the session at a cost of \$444 per round trip. Calculation are: Hotel \$ 8,310 each + Meals \$ 3,654 each + Airfare \$ 7,992 each = \$19,956 X 3 employees = \$59,869 or \$ 59.9

Prepared by: Jerry Shriner Phone: 465-4640
 Division: Office of the Commissioner Date: 1/25/95
 Approved by Commissioner: /s/ Date: _____
 Agency: Department of Corrections

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FISCAL NOTE

No. 5
Bill Version: SSSB 19
(S) Publish Date: 2-1-95

Revision Date: January 24, 1995
Title: Relating to the Location of Convening the Legislature in Regular Session
Sponsor: Senator Phillips
Requestor: Senator Phillips
Dept. Affected: Community & Regional Affairs
BRU: Admin. & Support, Local Gov. Assist. Child Assist. Emp/Train/Rural Dev.
Component: ALL
COMPONENT SERIAL NO. _____

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL	41.2	43.3	45.5	47.8	50.2	52.7
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	41.2	43.3	45.5	47.8	50.2	52.7

CAPITAL						
---------	--	--	--	--	--	--

REVENUE FUND SOURCE:						
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FUNDING: (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	41.2	43.3	45.5	47.8	50.2	52.7
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	41.2	43.3	45.5	47.8	50.2	52.7

POSITIONS:

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

Estimate of current (FY94) impact \$ none

ANALYSIS: (Attach a separate page if necessary)

See attached for details. Note: Bill goes into effect FY96.

J.H.

Prepared by: Remond Henderson, Director *Remond Henderson* Phone: 465-4708
Division: Administrative Services Date: 1/24/95

Approved by Commissioner: Mike Irwin *Mike Irwin* Date: 1/24/95

Agency: Department of Community and Regional Affairs

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DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

Fiscal Note Calculations for Moving Legislature to Anchorage
Travel/Per Diem Only
Effective Y96

Commissioner

10 round trips Juneau to Anchorage @ \$444 each trip	6,216
10 days, full per diem @ \$95 per day	950
10 days, prorated meals @ \$36 per day	360
20 days rental car @ \$25 per day	500

Deputy Commissioner/Special Assistant

15 round trips Juneau to Anchorage @ \$444 each trip	6,660
7 trips at 2 full days per diem @ \$95 per day	1,330
5 trips at 1 full day per diem @ \$95 per day	475
3 trips at prorated meals only @ \$36 per day	108
12 days with meals only @ \$36 per day	432
34 days rental car @ \$25 per day	850

Director, Administrative Services

15 round trips Juneau to Anchorage @ \$444 each trip	6,660
7 trips at 2 full days per diem @ \$95 per day	1,330
5 trips at 1 full day per diem @ \$95 per day	475
3 trips at prorated meals only @ \$36 per day	108
12 days with meals only @ \$36 per day	432
34 days rental car @ \$25 per day	850

Program Staff for Testimony

8 round trips Juneau to Anchorage @ \$444 each trip	3,552
6 days, full per diem @ \$95 per day	570
8 days, prorated meals @ \$36 per day	288
10 days rental car @ \$25 per day	250

Budget/Fiscal Staff for Support

5 round trips Juneau to Anchorage @ \$444 each trip	2,220
5 days, full per diem @ \$95 per day	475
5 days, prorated meals @ \$36 per day	180
10 days rental car @ \$25 per day	250

Miscellaneous for All Staff

Gasoline; parking; etc.	600
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Staff from Anchorage Office

Legislative Liaison-120 round trips by car @ \$.30 per mile	3,600
Program Staff for Testimony-50 round trips by car @ \$.30 per mile	1,500

GRAND TOTAL 41,221

Total	Air Fare	25,308
Total	Per Diem/Meals	7,513
Total	Car Rental	2,650
Total	Car Transportation	5,150
Total	Miscellaneous	600

GRANT TOTAL 41,221

2/2

FISCAL NOTE

No. 4

Bill Version: SSSB 19

(S) Publish Date: 2-1-95

STATE OF ALASKA
1995 LEGISLATIVE SESSION

Revision Date: January 23, 1995 Department: Commerce and Economic Development
 Title: An Act relating to the location of the convening BRU: all
of the legislature in regular session Component: _____
 Sponsor: Phillips _____
 Requestor: _____ COMPONENT SERIAL NO. _____

Expenditures/Revenues	(Thousands of Dollars)					
OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL	105.1	105.1	105.1	105.1	105.1	105.1
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	105.1	105.1	105.1	105.1	105.1	105.1

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES						
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FUND SOURCE	(Thousands of Dollars)					
1002 Federal Receipts						
1003 GF Match						
1004 General Fund	105.1	105.1	105.1	105.1	105.1	105.1
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	105.1	105.1	105.1	105.1	105.1	105.1

Estimate of any current year (FY 95) cost: \$ 0.0

POSITIONS						
FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)
(see attached)

Prepared by: Guy Bell, Director Phone: 465-2505
 Division: Administrative Services Date: 1/23/95
 Approved by Commissioner: [Signature] Date: 1/24/95
 Agency: Commerce and Economic Development

MISCELLANEOUS NOTE

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. SB19

ANALYSIS (continued)

DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT
Fiscal Note Calculations for

TRAVEL/PER DIEM ONLY	Annual Cost
Special Assistant to the Commissioner for Legislative Affairs	
9 round trips @ \$355.00/each to/from Juneau for consultation with supervisor and perform other assigned work	3,195.00
40 days per diem in Anchorage @ \$120.00/day	4,800.00
40 days car rental @ \$25.00/day	1,000.00
Deputy Commissioner	
6 round trips @ \$355.00/each to/from Juneau	2,130.00
30 days per diem in Anchorage @ \$120.00/day	3,600.00
30 days car rental @ \$25.00/day	750.00
Commissioner	
17 round trips @ \$355.00/each to/from Juneau	6,035.00
10 trips at 2 days per diem @ \$120.00/day	2,400.00
7 trips at 1 day per diem @ \$120.00/day	840.00
10 days with meals only @ \$42.00/day	420.00
37 days car rental @ \$25.00/day	925.00
Eight Juneau Division Directors	
30 round trips @ \$355.00/each to/from Juneau	28,400.00
300 days per diem in Anchorage @ \$120.00/day	36,000.00
100 days meals only @ \$42.00/day	4,200.00
200 days car rental @ \$25.00/day	5,000.00
Budget Analyst	
5 round trips @ \$355.00/each to/from Juneau	1,775.00
20 days per diem in Anchorage @ \$120.00/day	2,400.00
20 days car rental @ \$25.00/day	500.00
Miscellaneous (gasoline, parking, etc.) - all staff	750.00
Total Travel	41,535.00
Total Per Diem/Meals	54,660.00
Total Car Rental	8,175.00
Total Misc.	750.00
	<u>105,120.00</u>
Total	105,120.00

FISCAL NOTE

No. 3

Bill Version: SSSB 1-2

(S) Publish Date: 2-1-95

STATE OF ALASKA
1995 LEGISLATIVE SESSION

Revision Date: _____ Dept. Affected: Administration
 Title: "An Act relating to the location of the
Convening of the legislature in regular session." BRU: Various
 Sponsor: Senator Phillips Component: Various
 Requestor: Senator Phillips COMPONENT SERIAL NO. _____

Expenditures/Revenues	(Thousands of Dollars)					
OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES	0.0	0.0	0.0	0.0	0.0	0.0
TRAVEL	0.0	55.9	55.9	55.9	55.9	55.9
CONTRACTUAL	0.0	18.5	18.5	18.5	18.5	18.5
SUPPLIES	0.0	0.3	0.3	0.3	0.3	0.3
EQUIPMENT	0.0	7.0	0.0	0.0	0.0	0.0
LAND & STRUCTURES	0.0	0.0	0.0	0.0	0.0	0.0
GRANTS, CLAIMS	0.0	0.0	0.0	0.0	0.0	0.0
MISCELLANEOUS	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL OPERATING	0.0	81.7	74.7	74.7	74.7	74.7
CAPITAL EXPENDITURES	0.0	81.7	74.7	74.7	74.7	74.7
CHANGE IN REVENUES ()	0.0	0.0	0.0	0.0	0.0	0.0

FUND SOURCE	(Thousands of Dollars)					
1002 Federal Receipts						
1003 GF Match						
1004 GF	0.0	81.7	74.7	74.7	74.7	74.7
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
Total	0.0	81.7	74.7	74.7	74.7	74.7

Estimate of current year (FY 95) cost: \$ _____

POSITIONS:

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

ANALYSIS: (Attach a separate page if necessary)

See Attached

Prepared by: Sharon Barton *[Signature]*
 Division: Administrative Services

Phone: 465-5655
 Date: 1/20/95

Approved by Commissioner: Mark Bover *[Signature]*
 Agency: Department of Administration

Date: 1/21/95

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Assumptions:

Travel and Perdiem

Airfare \$300.00 round trip Juneau - Anchorage. 112 trips to attend hearings and provide information on budgets and topics ranging from Pioneers' Homes and Retirement & Benefits issues to Public Broadcasting and Information Services.

Average hotel cost is \$80.00 per night. Daily meal allowance is \$42.00 per day.

Car rental is \$25.00 per day (assumes staff will share cars when possible).

Contractual

Lease space 750 sq. ft. at \$2.00 per sq. ft. for 12 months (assumed five month lease would be equivalent cost as higher monthly rate would apply as well as moving and storage costs).

Telephone line charges are \$500.00 per year.

Equipment/Supplies

Computer equipment, office furniture and FAX equipment and other miscellaneous expenses.

FISCAL NOTE

no. 2

Bill Version: SSSB 19

(S) Publish Date: 2-1-95

STATE OF ALASKA
1995 LEGISLATIVE SESSION

Revision Date: _____
Title: "An Act relating to location of the legislature.."
Sponsor: Senators Phillips
Requestor: _____

Department Affected: Office of the Governor
BRU: All BRUs
Component: All components
COMPONENT SERIAL NO. _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES	0	0	79.4	81.5	83.7	86.1
TRAVEL	0	0	421.1	399.7	402.5	405.4
CONTRACTUAL	0	0	99.0	100.1	101.2	102.3
SUPPLIES	0	0	4.1	4.1	4.1	4.1
EQUIPMENT	0	0	150.4	23.8	23.8	24.8
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS	0	0	1.0	1.0	1.0	1.0
TOTAL OPERATING	0	0	755.0	610.2	616.3	623.7

CAPITAL EXPENDITURES						
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CHANGE IN						
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FUND SOURCE	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
1002 Federal Receipts						
1003 GF Match						
1004 GF	0	0	755.0	610.2	616.3	623.7
1005 GF:Program Receipts						
1006 GF/MHTIA						
OTHER						
TOTAL	0	0	755.0	610.2	616.3	623.7

POSITIONS	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
FULL TIME						
PART-TIME			4	4	4	4
TEMPORARY						

Estimate of any current year (FY95) cost: 0

ANALYSIS: (Attach a separate page if necessary.)
see attached component totals

Prepared by: Michael A. Nizich, Director *Mau*
Division: Division of Administrative Services

Phone: 465-3876
Date: 1/25/95

Approved by Commissioner: Jim Ayers, Chief of Staff *JAY*
Agency: Office of the Governor

Date: _____

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SB 19 component totals:

	P/S	Trav.	Cont.	Supp.	Equip.	Misc.	Total
Exec.	18.2	143.6	52.7	1.2	75.6		291.5
Leg. Serv.	42.8	52.4	21.0	.5	23.3	1.0	141.0
HRC		(4.4)	(.2)				(4.6)
CCD, CBR	18.4	202.9	25.5	2.4	51.5		300.7
DAMS	-0-	-0-	-0-	-0-	-0-		-0-
CCC		5.8					5.8
Elects		20.6					20.6
Totals	79.4	421.1	124.9	4.1	150.4	1.0	

OFFICE OF THE GOVERNOR TOTAL FISCAL IMPACT 755.0

FISCAL NOTE

No. 1

Bill Version: SSSB 19

(S) Publish Date: 2-1-95

STATE OF ALASKA
1995 LEGISLATIVE SESSION

Revision Date: _____
 Title: "An Act relating to the location of the
 convening of the legislature in regular session."
 Sponsor: Senator Phillips
 Requestor: Senator Phillips

Department Affected: Legislature
 BRU: All
 Component: All

COMPONENT SERIAL NO:

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES	0	0	0	0	0	0
TRAVEL	0	0	395.4	-332.4	-332.4	-332.4
CONTRACTUAL	0	0	2337.8	1715.8	1715.8	1715.8
SUPPLIES	0	0	0	0	0	0
EQUIPMENT	0	0	0	0	0	0
LAND & STRUCTURES	0					
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	2733.2	1383.4	1383.4	1383.4

CAPITAL	0.0	0	1400.0	0	0	0
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REVENUE FUND SOURCE	0	0	0	0	0	0
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FUNDING: (Thousands of Dollars)

GENERAL FUND	0	0	2733.2	1383.4	1383.4	1383.4
FEDERAL FUNDS						
OTHER FUND SOURCE			1400.0			
TOTAL	0	0	4133.2	1383.4	1383.4	1383.4

POSITIONS:

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

Estimate of current year impact: _____

ANALYSIS. (Attach a separate page if necessary)

See Attachment

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

Gordon S. Harrison, Director gsh Phone: 465-3852
 Legislative Research Agency Date: 1/26/95

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

Pamela Vami
 Date: 1/26/95

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

CONTINUATION OF FISCAL NOTE SSSB 19

SSSB 19 proposes convening the Twentieth Alaska Legislature in the Municipality of Anchorage. This fiscal note was prepared using assumptions and analysis prepared by the Legislative Research Agency and this office.

This analysis is limited to the direct fiscal impact on the state government of moving the Legislature to the Municipality of Anchorage. It does not attempt to evaluate the various socio-economic impacts on either Juneau or the Municipality of Anchorage, nor does it attempt to evaluate the cost of inconvenience and inefficiency associated with the physical separation of the Legislative and Executive Branches of Government or the value of benefits that might be derived from the move.

The estimates presented in this fiscal note are conservative--that is, they may understate the actual expenses that might be incurred if the move were to take place. For example, our estimate of the lease rate for a legislative building assumes that the structure will provide Class A office space, but the requirements for custom-fitted chambers, meeting rooms, and private legislative offices could cause the lease rate to be substantially higher. Also, we have assumed no new furniture would be purchased, nor a computer system. In fact, the Legislature would probably need some of both.

The following assumptions were made in preparing this fiscal note:

- All Legislative offices and positions now permanently located in Juneau will move to the Municipality of Anchorage except a portion of the Juneau Legislative Information Office, Juneau Legislator's offices, a portion of the Ombudsman's Office, and most of the offices of Legislative Budget and Audit. Approximately 100 positions will be transferred to Anchorage to provide data processing, printshop, maintenance, supply, legal, research, personnel and financial support services for the Legislature in an efficient manner.
- The Legislature will lease available commercial office space, as is, without major renovation, in the Anchorage area. At some future date the Legislature or the Municipality of Anchorage may decide to build a new capitol. This fiscal note does not attempt to address these costs.
- State agencies currently leasing privately owned offices in Juneau will relocate to the Capitol to fill state owned space. There will be a one time cost to remodel the Capitol to maximize the use of space.

Personal Services

1. There would be no increased personal services expenditures or savings. There would be a cost shifting of full time positions transferred from Juneau to the Municipality of Anchorage. In addition, session positions currently filled in Juneau would be transferred to Anchorage.

SSSB 19 (Continued)

Travel

2	Estimated <u>one time</u> transportation costs for moving Agency full-time personnel to the Municipality of Anchorage (estimate 50 people)	727,800
3	Estimated annual savings from decreased legislator moving expenses	-122,209
4	Estimated annual savings due to more Legislators residing within 50 miles of the Capitol (reduced session per diem)	-210,150

Contractual

5	Estimated <u>one time</u> costs to move legislative offices to the Municipality of Anchorage	216,000
6	Estimated <u>one time</u> costs in installing a telephone system and voting machine installation	490,967
7	Estimated annual lease cost of building(s) in the Municipality of Anchorage	3,192,000
	Less existing Anc LIO lease (expires 5/98)	<u>- 436,930</u>
	Total additional annual lease cost	2,755,070
8	Estimated annual savings from consolidation of Juneau Office Space	
	FY 98 -988,196	
	FY 99 -1,039,300	
	FY 00 -1,039,300	
	FY 01 -1,039,300	
	State offices would move as their current leases expire.	
9	Estimated cost of moving Juneau state agencies to Juneau state owned office space FY98 - 136,000	-136,000

Capital

10	Estimated <u>one time</u> cost of renovating Capitol offices	1,400,000
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ALASKA STATE LEGISLATURE

LEGISLATIVE BUDGET AND AUDIT COMMITTEE

Division of Legislative Finance



P.O. Box 113200
Juneau, AK 99811-3200
(907) 465-3795
FAX (907) 463-4885

February 8, 1995

TO: Senator Randy Phillips C
FROM: Michael Greany *[Signature]*
Legislative Fiscal Analyst
RE: SB 19 Fiscal Notes

You asked that we review the fiscal notes for SB 19, an act relating to the location of the legislature in Anchorage.

We address our comments to each agency's fiscal note, but as a general matter we note in several instances, the failure to fully account for offsetting savings which may occur for those governmental units located in Anchorage which would not need to travel to Juneau for legislative appearances.

enclosure

Analysis of Fiscal Notes Submitted For SB 19, An Act Relating to the Location of Convening the Legislature in Regular Session

With an effective date of FY98, all fiscal notes submitted should reflect no fiscal impact in FY96 or FY97. Specific exceptions should be clearly identified and explained.

Office of the Governor

The fiscal note for the Governor's Office appears reasonable. It reflects savings from Anchorage-based offices, i.e. the Human Right Commission, and includes the transfer of the Legislative Liaison Office from Juneau to Anchorage.

Department of Administration

The department did not directly offset the cost savings of Anchorage-based directors (for the Division of Senior Services, Public Defender Agency, Office of Public Advocacy, and the Alaska Oil and Gas Conservation Commission) who currently travel to Juneau during the legislative session. In addition, it would be helpful for the department to have the costs broken out by individual to help determine the appropriateness of travel expenses incurred as a result of legislative activities only.

Department of Law

The fiscal note appears reasonable.

Department of Revenue

The department did account for directors who reside in Anchorage year-round, and thus would not need to travel to conduct legislative business (Oil and Gas Audit, Child Support Enforcement, and Alcoholic Beverage Control Board all are based in Anchorage). The exception to this is Income and Excise Audit, whose director is listed in the SB19 backup as residing in Juneau but who transferred his office to Anchorage during FY95. His 15 trips per session could be backed out of the total travel costs.

Department of Education

The fiscal note for the department generally appears reasonable. However, the number of routine business meetings in Anchorage identified by the Alaska Postsecondary Education Commission could be more closely aligned with legislative activities to help reduce travel costs.

Analysis of Fiscal Notes Submitted For SB 19, An Act Relating to the Location of Convening the Legislature in Regular Session

Department of Health and Social Services

The department's fiscal note is based in part on hiring two individuals to staff the new telecommunications equipment they expect to need. The department's analysis should include a justification as to why the positions and equipment are needed two years in advance of the proposed move. The subsequent impact on travel, contractual and supply costs would also be affected, and may require further refinement.

Department of Commerce and Economic Development

The department's assumptions regarding travel costs for employees traveling from Juneau to Anchorage appear to be sound. The original fiscal note did not reflect any savings resulting from Anchorage-based employees not needing to travel to appear before the legislature; a revised spreadsheet calculates a cost savings of \$29,000 to be deducted from the cost estimate of \$105,100. However, these savings are largely in non-general fund areas (Office of International Trade, AIDEA, APUC, etc.)

Department of Labor

The department appears to have made reasonable assumptions as far as staff travel for budget and legislation meetings is concerned. However, the costs associated with assigning the special assistant to Anchorage for the legislative session (5 months) seem to be exaggerated: the lodging is calculated to be \$3,000 per month, for a total of \$15,000.

Department of Military and Veterans Affairs

The department has overlooked offsetting reductions in travel costs resulting from the reduction in the number of trips by the adjutant general, director of emergency services, and others from Anchorage to Juneau during session. The trips are sometimes made on military aircraft, so the amount of offsetting reductions may be less than in the case of agencies that travel only on commercial airlines. Also note that trips to Juneau during session are not always made for legislative purposes only and that it may not be reasonable to assume that no trips to Juneau would occur. Should the legislature move to Anchorage, the department could select an Anchorage based employee as its legislative liaison, or relocate the current liaison as an alternative to incurring additional travel costs.

Analysis of Fiscal Notes Submitted For SB 19, An Act Relating to the Location of Convening the Legislature in Regular Session

Department of Fish and Game

The commissioner, deputy commissioners, all six division directors, and the commissioners and staff of the limited entry commission are based in Juneau. Travel costs for some Juneau-based program staff could be offset through teleconferencing. Also, the department did not make a distinction between routine travel costs of the commissioner, the deputy commissioner, the directors, and the administrative staff (particularly the divisions' administrative officers) to the department's Anchorage offices, and those travel costs incurred exclusively for legislative business.

Department of Public Safety

The Department related that it is their internal policy not to ask staff to travel to Juneau to appear at legislative subcommittee or bill hearings. If division directors are in Juneau as a result of regular oversight tasks or other department business, then staff may make an appearance before the Legislature. The department is reviewing its fiscal note to determine if there would be staff savings in its motor vehicles division if the legislature met in Anchorage.

Department of Transportation and Public Facilities

There would not be much by way of offsetting reductions in travel costs for this agency, as headquarters staff provide the majority of legislative testimony. However, the department does seem to have made some questionable assumptions regarding the numbers of staff and length of time that would be required to attend to legislative matters in Anchorage, with a total of 251 staff days in Anchorage during session and 97 Juneau/Anchorage round trips. The question of relocating some staff, especially the legislative liaison, should be considered.

Department of Environmental Conservation

The commissioner, deputy commissioner, and all four DEC division directors are based in Juneau. Travel costs for some Juneau-based program staff could be offset through teleconferencing. Also, the department did not make a distinction between routine travel costs of the commissioner, the deputy commissioner, and the administrative services director to the department's Anchorage offices, with those travel costs incurred exclusively for legislative business. Because the department has a strong regional presence in the southcentral area, some reductions in the number of days traveled by division directors from Juneau to Anchorage could be reduced in future years through a shifting of legislative liaison responsibilities to regional (Anchorage-based) program staff, or to the Anchorage-based special assistant to the commissioner.

Analysis of Fiscal Notes Submitted For SB 19, An Act Relating to the Location of Convening the Legislature in Regular Session

Department of Community and Regional Affairs

The department did not directly offset the cost savings of two Anchorage-based directors (Municipal and Regional Assistance, Community and Rural Development) who currently travel to Juneau during the legislative session. Also, the department did not make a distinction between routine travel costs of the commissioner, the deputy commissioner, and the administrative services director to the department's Anchorage offices, with travel costs incurred exclusively for legislative business. Travel costs for Juneau-based program staff could also be offset through teleconferencing, however the department stated that investment in staff travel is often more than offset by the value of face-to-face meetings with legislators or their staff to inform and educate with respect to the details and/or complexities of programs during legislative deliberations.

Department of Corrections

The Department stated that while they have never required staff to travel to Juneau to appear at a subcommittee or bill hearing, occasionally, the legislature had made such a request. The department does not identify these costs.

University of Alaska

The University did not submit a fiscal note for SB 19. Based on last year's similar legislation, however, the budget analyst estimates that no net costs or savings would occur; what the University saves on travel from Fairbanks to Juneau would be spent on travel from Juneau to Anchorage.

Courts

The fiscal note reflects an annual savings as nearly all Court System employees who have interaction with the legislature are currently in Anchorage municipal area.



ALASKA STATE LEGISLATURE

SENATOR RANDY PHILLIPS

SENATE DISTRICT L

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Juneau, AK 99801
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SPONSOR STATEMENT

SB 19, "An Act relating to the location of the convening of the legislature in regular session."

Senate Bill 19 changes the location of the legislature from Juneau to Anchorage during legislative sessions, beginning with the second session of the 20th Legislature.

The people of Alaska want their legislature accessible, yet have consistently voted against a capital move because they are concerned about the cost. Moving only the legislature would cost relatively little, and would likely save the state money in the long run. More than half of our legislators live in Southcentral Alaska, thus much of the legislature's travel and moving costs would be eliminated. In addition, all branches of state government have offices in Anchorage, and one -- the Department of Military and Veterans Affairs -- is headquartered there.

Some would argue that the answer is not moving the legislature, but improving telecommunications systems. However, it is difficult to testify during a committee hearing or participate in a meeting with a legislator while sitting in a room hundreds of miles away. It is the special interest groups and lobbyists, with more money at their disposal than the average citizen, that are able to spend a great deal of the session in the halls of the capitol building.

There is no argument that Juneau is inaccessible. Inclement weather often forces the airport to close, especially during the winter months when the legislature meets, and overflights are a common occurrence. In order to drive to Juneau, one must first travel through a foreign country and then take a ferry to get there.

When Juneau became the capital of Alaska early in this century, it was the center of population for the state. That is clearly not the case anymore. It makes no sense for the legislature to continue to meet in Juneau, where the majority of the state's residents are unable to visit without undue expense and inconvenience. Moving the legislature to Anchorage will provide the majority of Alaskans access to their elected officials without great expense to the state.

DEPARTMENT OF LEGAL SERVICES
LEGISLATIVE AFFAIRS AGENCY
STATE OF ALASKA

(907) 465-3867 or 465-2450
FAX (907) 465-2029
Mail Stop 3101

130 Seward Street, Suite 409
Juneau, Alaska 99801-2105

MEMORANDUM

January 25, 1995

SUBJECT: Sectional summary of bill relating to the location of the legislature.
SS (SB 19)

TO: Senator Randy Phillips

FROM: Tamara Brandt Cook *TBC*
Director of Legal Services

You have requested a sectional summary of the above-described bill.

Section 1 The legislature is required to convene for regular sessions in Anchorage at a location arranged by the legislative council.

Sec. 2 As a technical change to conform to the provision in Section 1, the Chief Clerk and Senate Secretary are required to remain at the location of the session until the completion of their work related to that session.

Sec. 3 As a technical change to conform to the provision in Section 1, a reference to the capital city is deleted and Anchorage is substituted.

Sec. 4 Technical changes to conform to the provision in Section 1 and to conform to preferred drafting style.

Sec. 5 Technical change to conform to the provision in Section 1.

Sec. 6 Technical change to conform to the provision in Section 1.

Sec. 7 Technical change to conform to the provision in Section 1.

Sec. 8 The bill applies beginning with the convening of the Second Session of the Twentieth Alaska State Legislature (January 1998). Thus, in order to accommodate this bill, it will be possible to repeal the recently enacted FRANK initiative after February of 1997 as permitted under Article XI, section 6 of the state constitution.

TBC:klb:pl
95-013.klb



ALASKA STATE LEGISLATURE

SENATOR RANDY PHILLIPS

SENATE DISTRICT L

SESSION
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MEMORANDUM

TO: Senator Steve Frank
Co-Chairman, Senate Finance Committee

FROM: Senator Randy Phillips *R.P.*

DATE: February 7, 1995

RE: Senate Bill 19, Phillips *R.P.* "ing to the location of the
convening of the legislature in regular session."

I would like the Finance Committee to consider the following when reviewing the agency fiscal notes:

- Six agencies erroneously assumed that the move would be effective next year, rather than January 1, 1998. They are: Administration, Community and Regional Affairs, Commerce and Economic Development, Fish and Game, Military and Veterans' Affairs, and Revenue. The cover sheet prepared by OMB corrects this problem.
- Airfare costs were inconsistent -- some agencies based their travel expenses on round-trip airfare at the current coach rate of \$444. Some estimated the airfare to be around \$300 and one agency, the Department of Labor, based their travel costs on a \$514 round-trip fare, apparently trying to account for inflation.
- The legislature's fiscal note estimates it would cost \$727,800 to move 50 out of 87 Legislative Affairs Agency employees. Would it be necessary to move all of these employees to Anchorage?
- The legislature's fiscal notes anticipates a cost of \$1,400,000 to renovate the existing capitol building.
- The Department of Military and Veterans' Affairs fiscal note anticipates approximately \$8,000 for their director to travel to Anchorage during the legislative session. Since the department already has their headquarters there, would it not make more sense to move the director to Anchorage?

- The Department of Public Safety anticipates per diem at \$100 per day for a deputy commissioner and an administrative assistant for the entire 120 day session.
- The Department of Transportation also anticipates a legislative liaison would spend 100 days in Anchorage and take 9 trips back to Juneau at a cost of \$444 per trip.
- The Department of Corrections anticipates three employees would spend 87 days in Anchorage -- and fly home to Juneau every weekend at a cost to each of \$444 per trip.

It is possible that some of the travel costs of the above three agencies could be avoided by the use of teleconferences, or by moving these positions to Anchorage.

- The Budget and Audit Committee memorandum of October 17 estimates \$3.3 million would be saved if the capital had moved to Wasilla. Would any of this savings apply to moving the legislature to Anchorage? And did the agencies take any savings into account when computing travel costs for fiscal notes?

First Committee of Referr

DATE: 1/16/95

FURTHER: Finance

Date of 5-Day Notice: 1/19/95
(in accordance with Uniform Rule 23)

DATE TURNED INTO OFFICE: 1-27-95

State Affairs Committee considered SSSB 19

Relating to the location of the convening of the legislature in regular session.

and recommends:

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

1 & int
19 Feb

Senate Bill:

same title

new title

House Bill:

technical change

new: SCR# _____

SIGNING WITH RECOMMENDATIONS:	DP	DNP	NR	AM
<i>John A. Leman</i>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
<i>March Wiley</i>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
<i>John Wiley</i>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
<i>Edell Kelly</i>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
★ CHAIR: <i>[Signature]</i>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	

NEW FISCAL NOTE(S):

Department	Date	Zero	Fiscal
1 LEGISLATURE	1/26		✓
2 GOVERNOR	1/25/95		✓
3 ADMINISTRATION	1/20		✓
4 COMMERCE + EC. DEV.	1/24	105.1	
5 COMM. + REG AFF.	1/24	41.2	
6 CORRECTIONS	1/25		✓
7 LABOR	1/24		✓
8 LAW	1/24		✓
9 MVA	1/24		✓
10 ONR	1/20	✓	

NEW FISCAL NOTE(S):*

Department	Date	Zero	Fiscal
1 EDUCATION-EYE	1/20		✓
2 EDUC. - POST SEC.	1/25		✓
3 ENV. CONSERV.	1/24	81.7	
4 FISH + GAME	1/24	137.3	
5 F+G - CFEC	1/25		✓
6 HEALTH + S.S.	1/24	770.	
7 OPS - COMM. OFF	1/25		✓
8 OPS - ADMIN SERV.	1/25		✓
9 REVENUE	1/25	134.4	
10 DOT + PF	1/24		✓

MEMORANDUM

State of Alaska
Department of Law

TO: Hon. John B. "Jack" Coghill
Lieutenant Governor


DATE: November 30, 1993

FILE NO.: 663-94-0267

TEL. NO.: 465-3600

SUBJECT: Initiative application
relating to the relocation
of the Alaska Legislature
or the Capital of Alaska

FROM:


Barbara J. Blasco
Assistant Attorney General
Governmental Affairs Section - Juneau

I. Introduction and Summary

You have asked us to review an application for an initiative relating to the relocation of the Alaska legislature or the capital of Alaska. The application and the proposed bill comply with the constitutional and statutory provisions governing the use of the initiative. Therefore, provided the required number of signatures and addresses of qualified voters have been submitted, we recommend that you certify the application and so notify the initiative committee. Preparation of the petitions may then commence in accordance with AS 15.45.090.

II. Summary of the Proposed Bill

The bill proposed by this initiative application requires that before state money may be expended to physically relocate the capital or the legislature from the present location, the voters must approve, in a statewide election, a bond issue that includes all bondable costs to the state of the relocation "of a functional state legislature or capital to the new site over the twelve year period following such approval."¹ Sec. 2. This section also

¹ The proposed initiative is quite similar to the initiative adopted in 1978 popularly known as the "FRANK Initiative." The 1978 FRANK Initiative required that before state money could be expended to physically relocate the capital from Juneau, the voters would have to approve, in a statewide election, a bond issue which included all bondable costs of the relocation through 1992. The bondable costs were to be determined by a commission created by the
(continued...)

provides that the commission established in Section 3 of the bill "shall determine all bondable costs and total costs" of relocation, including but not limited to certain specified types of costs.

Section 3 of the bill calls for the legislature to establish a commission composed of nine members (a chairperson and two members from each judicial district) appointed by the governor and confirmed by the legislature. Section 3 states that the commission is to "determine the costs required by initiatives or legislative enactments authorizing relocation of any of the present functions of state government."

Section 1 of the bill is a purpose section. It states that the purpose of the bill is to guarantee to the people their right to know and to approve in advance all costs of relocating the capital or the legislature; to insure that the people will have an opportunity to make an informed and objective decision on relocation; and to insure that the costs of relocation will not be incurred by the legislature without the approval of the electorate.

III. Analysis

Under AS 15.45.070, the lieutenant governor is required to review an application for a proposed initiative and either "certify it or notify the initiative committee of the grounds for denial." The grounds for denial of an application are that (1) the proposed bill is not in the required form; (2) the application is not substantially in the required form; or (3) there is an insufficient number of qualified sponsors. AS 15.45.080.

A. The Form of the Application

The form of an initiative application is prescribed in AS 15.45.030. That statute requires that an application include

¹(...continued)
legislature. In determining bondable costs, the commission was required to also determine total costs to the state. The 1978 initiative stated that its purpose was to insure that the people of Alaska would have the opportunity to make an intelligent and objective decision on relocating the capital with all pertinent data available to them concerning the costs to the state, and to insure that the costs of relocating the capital would not be incurred by the state without the approval of the electorate. In 1982, the voters rejected a ballot proposition that would have authorized the issuance of bonds to finance relocation of the capital. Upon failure of this proposition, the FRANK Initiative and all other existing legislation relating to the relocation of the capital was repealed. § 1 ch. 54 SLA 1981.

(1) the proposed bill to be initiated; (2) a statement that the sponsors are qualified voters who signed the application with the proposed bill attached; (3) the designation of an initiative committee of three sponsors who will represent all sponsors and subscribers in matters relating to the initiative; and (4) the signatures and addresses of not less than 100 qualified voters. The application meets the first three requirements. With respect to the fourth requirement, your office must determine whether the application contains the signatures and addresses of not less than 100 qualified voters.

B. The Form of the Proposed Bill

The form of a proposed initiative bill is prescribed by AS 15.45.040, which requires that (1) the bill be confined to one subject; (2) the subject be expressed in the title; (3) the enacting clause state, "Be it enacted by the People of the State of Alaska;" and (4) the bill not include prohibited subjects. The prohibited subjects--dedication of revenue, appropriations, the creation of courts or the definition of their jurisdiction, rules of court, and local or special legislation--are listed in article XI, section 7, of the Alaska Constitution and in AS 15.45.010. Constitutional amendments are also a prohibited subject. Starr v. Hagglund, 374 P.2d 316, 317 n.2 (Alaska 1962).

We conclude that the proposed initiative meets the requirements of AS 15.45.040.² However, additional comment on the subject matter limitation concerning appropriations is necessary.

The initiative may not be used to make or repeal an appropriation. Alaska Const. art. XI, § 7; AS 15.45.010. The Alaska Supreme Court has reviewed and defined what constitutes an impermissible appropriation by initiative. Thomas v. Bailey, 595 P.2d 1 (Alaska 1979); Alaska Conservative Political Action Comm. v. Municipality of Anchorage, 745 P.2d 936 (Alaska 1987); City of Fairbanks v. Fairbanks Convention and Visitors Bureau, 818 P.2d 1153 (Alaska 1991); McAlpine v. University of Alaska, 762 P.2d 81 (Alaska 1988).

² We are unable to locate an attorney general's opinion on the issue of whether the 1978 FRANK Initiative met the requirements for an initiative. However, the initiative was placed on the ballot and approved by the voters on November 7, 1978. There are several opinions concerning the FRANK Initiative and related legislation, including a lengthy opinion by Attorney General Avrum M. Gross addressing the requirement that "all bondable costs" be approved by the voters before the expenditure of any money to physically relocate the capital. 1978 Op. Att'y Gen. No. 9 (Feb 16; 663-78-0469).

This initiative provides that prior to the expenditure of state money to relocate the capital or the legislature from the present location, the voters must approve a bond issue that includes "all bondable costs" to the state of relocation of the capital or the legislature over the twelve year period following such approval. It also states in the purpose section that a purpose of the initiative is to guarantee to the people their right to know and to "approve in advance all costs" of relocating the capital or the legislature.

The initiative's requirement of voter approval of a bond issue does not constitute an appropriation. The Alaska Supreme Court considered the distinction between a bond authorization and an appropriation in Thomas v. Rosen, 569 P.2d 793, 797 (Alaska 1977). In Rosen, the court was faced with the question of whether the governor's exercise of the item veto with respect to a general obligation bond authorization was unconstitutional because a bond authorization was not an "appropriation." The court held that general obligation bond authorizations do not qualify as appropriations under article II, section 15 of the Alaska Constitution, which empowers the governor to use his power of veto to "strike or reduce items in appropriation bills." Therefore, the governor's exercise of the veto power violated separation of powers. In reaching this conclusion, the court found a variety of distinctions between state debt financing and other appropriations from public revenues.

Section 2 of the proposed initiative provides that the voters must approve a bond issue that includes "all bondable costs" of relocation of the legislature or the capital. The people clearly have the authority to approve the incurrence of state debt for capital improvements. Alaska Const. art. IX, § 8. This bill does not appropriate any funds for this purpose³ nor does it "designate the use of state assets in a manner that is executable, mandatory, and reasonably definite with no further legislative action." McAlpine v. University of Alaska, 762 P. 2d at 91. Thus, this section of the proposed bill does not cause the initiative to make an appropriation.

³ The proposed bill does not contain any appropriation language. However, even if it did, that would not necessarily make the bill an "appropriation." The act at issue in Rosen contained language indicating that in the event of voter approval for the issuance of the bonds, funds were to be "appropriated" out of the general fund to carry out the provisions of the act. The court determined that this language did not make the act an appropriation. 569 P.2d at 797.

The statement in section 1 that one of the purposes of the bill is to guarantee to the people their right to know and "approve in advance all costs of relocation" also does not constitute an appropriation. This language is problematic only in that it indicates an intent to have the people approve "all costs," which could include costs covered by a legislative appropriation for an item not covered by a bond issue. Items funded by appropriation are not subject to approval by initiative or referendum. However, the inclusion of this language does not cause this initiative to make an appropriation. See McAlpine, 762 P.2d at 91. Whether this language would be effective to require submittal of legislative appropriations to the voters is a question of implementation that may have to be addressed at a later time, but does not constitute grounds for denial of certification of the application.

In addition, section 1 is the purpose section of the bill; the mandatory requirements concerning voter approval are in section 2. Section 2 provides that prior to the expenditure of state money to relocate the capital or the legislature, the voters must approve "all bondable costs to the State"; it does not require voter approval of "all cost" or "total costs." In fact, Section 2 specifically distinguishes between "bondable costs" and "total costs" when it states that the commission is to determine both of these types of costs.

Finally, this interpretation of the proposed bill is consistent with the Alaska Supreme Court's mandate that "the people's right of initiative should be liberally construed." McAlpine, 762 P.2d at 91. If an initiative can be interpreted in a manner consistent with the constitution, that interpretation must prevail. Boucher v. Engstrom, 528 P.2d 456, 462 (Alaska 1974).⁴

IV. Impartial Summary of the Proposed Bill

AS 15.45.090(2) requires that the initiative petitions include an impartial summary of the subject matter of the bill. We recommend the following for purposes of the impartial summary:

⁴ Section 3 of the proposed bill provides that the members of the commission are appointed by the governor "and confirmed by the legislature." The members of this commission would not be subject to confirmation under article III, section 26 of the Alaska Constitution. Thus, the legislative confirmation requirement may run afoul of the separation of powers doctrine because the legislature would be interfering with a executive function. Even assuming it does, however, this is not a basis for denying certification of the application.

Hon. John B. "Jack" Coghill
Lieutenant Governor
AGO File: 663-94-0267

November 30, 1993
Page 6

"An Act relating to the relocation of the
Alaska Legislature or Capital of Alaska"

This bill, if passed, would require that before state money may be expended to relocate physically the capital or the legislature from the present location, the voters must approve, in a statewide election, a bond issue that includes all bondable costs to the state of the relocation of a functional state legislature or capital to the new site over the twelve year period following such approval. It would also require that the total costs of relocation be determined. Bondable costs and total costs include: moving personnel and offices to the relocation site; planning, building, furnishing, using and financing facilities at least equal to those provided by the present capital city; and the social, economic and environmental costs to the present and relocation sites. The bill would establish a nine-member commission, appointed by the governor and confirmed by the legislature, to determine all bondable costs and total costs.

V. Conclusion

For the reasons discussed above, we recommend that you certify the initiative application and so notify the initiative committee. Please contact us if we can be of further assistance.

BJB:kh

cc: Joseph Swanson, Director
Division of Elections

DIVISION OF LEGAL SERVICES

LEGISLATIVE AFFAIRS AGENCY
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Juneau, Alaska 99801-2105

MEMORANDUM

November 21, 1994

SUBJECT: Effect of Proposition #5 (FRANK Initiative)
(Work Order No. 9-LS0183\A)

TO: Representative Pat Carney

FROM: Jack Chenoweth
Legislative Counsel

You have asked for our comments and observations regarding the effect of the initiative appearing on the general election ballot as Proposition #5, commonly known as the FRANK Initiative. The FRANK Initiative was approved by the voters; a related initiative calling for relocation of the state capital to Wasilla, Proposition #3 on the recent general election ballot, failed of passage.

Recall that the FRANK Initiative imposes a condition precedent on the expenditure of state money to relocate the legislature or the capital from the present location of the seat of government. That condition is, as you know, voter approval of

a bond issue that includes all bondable costs to the State of the relocation of a functional state legislature or capital to the [proposed] new site over the twelve-year period following such approval.

The FRANK Initiative was not coupled or linked to voter approval of the capital relocation initiative that appeared on the same general election ballot at which the FRANK Initiative itself was approved. It has a viability apart from any one particular legislative or capital relocation proposal and, indeed, applies to each legislative or capital relocation proposal that is authorized by law or by popular initiative. Hence, upon receipt of a copy of the certificate of the general election results, the revisor of statutes will assign the text of the initiative one or more statute or "AS" section numbers and arrange for publication of the initiative in the body of the Alaska Statutes as a permanent law provision.

The provisions of the FRANK Initiative take effect as law 90 days after certification of the election results by the lieutenant governor. It appears to me that they would become operative concurrently only with the taking effect of an initiative or legislative enactment--a statute--calling for a relocation of the legislature or the capital from Juneau. I say that

because, in its section 3, the Initiative directs that a nine-member commission ^{1'} is to be established

to determine the costs required by initiatives or legislative enactments authorizing relocation of any of the present functions of state government.

The FRANK Initiative is not without its problems and uncertainties. This memo identifies and discusses several questions concerning the Initiative's legal effect.

1. What is the status of the nine-member commission called for by the FRANK Initiative?

The FRANK Initiative calls for establishment of a commission whose work, generally, is to involve ascertaining certain costs associated with a proposed relocation of the site of the convening of the legislature or of the capital. Unusually, the Initiative's section 3 provides:

The Legislature shall establish a commission composed of nine members, including a chairperson and two persons from each judicial district, appointed by the Governor and confirmed by the Legislature

Establishment of a Capital Relocation Commission is not self-executing; ^{2'} its establishment requires a legislative act.

Whether an initiative can compel the legislature to exercise its law-making powers is a significant question. ^{3'} Generally, if an initiative, not self-executing, seeks to accomplish a particular objective by directing the legislature to exercise its law-making authority to a particular end, the initiative's directive contemplates some action on the part of the legislature. When asked to compel the legislature's performance to follow an initiative's directive, courts will usually decline to do so, City of Jackson v. Nims, Commissioner of Revenue, 26 N.W.2d 569 (Mich. 1947) (initiated constitutional amendment directing making of annual grants to school districts, regarded as mandatory, but not self-executing, does not compel grant

^{1'} That "commission" is not formally named in the Initiative. For purposes of this memo I will call it the "Capital Relocation Commission."

^{2'} A statute is regarded as self-executing when it can be given reasonable effect by its own terms and is not dependent upon further legislative action in order to become operative.

^{3'} The FRANK Initiative's sponsors might have side-stepped this question by directly providing for a nine-member commission, for example, by saying, in the Initiative's section 3 that "There is established a commission composed of nine members" Instead, the Initiative directs the Legislature to act.

Representative Pat Carney

November 21, 1994

Page 3

payments in absence of legislative action), reasoning that to compel the legislature to take action would contravene a constitutional power that has been vested in the legislature.

Consequently, even treating the FRANK initiative's establishment of a Capital Relocation Commission as "mandatory," the legislature, it seems to me, is free to establish the commission or not establish one, as it sees fit. Appreciate, however, that if the legislature is free to establish or not establish a commission and does not do so, other acts relating to proposals to relocate the legislature or state capital from Juneau must be held in abeyance.

2. Upon certification of the results of the general election and the taking effect of the FRANK Initiative, must the governor appoint the members of the nine-member commission?

Upon certification of the election results, the governor may not be required to appoint the members of the commission, simply because, for the reason noted above, the establishment of the commission is not self-executing and there is, on that date, no commission in place to which the governor is authorized to make appointments.

The FRANK Initiative, arguably, in my view, gives the legislature latitude to determine the timing of the appointments to the Capital Relocation Commission. The Initiative's approach is, it seems to me, sound in that there would seem to be no sense in establishing a commission and making appointments to it when the commission members had, in fact, no relocation proposal before them to which to give attention.

If the legislature determines to provide for the appointment of a Capital Relocation Commission, it should, in my judgment, at the same time consider whether provision should be made in that legislative enactment for the appointment of the membership of the Capital Relocation Commission in the absence of passage of a statute or voter approval of an initiative authorizing or directing relocation of the site of legislative sessions or of the state capital.^{4'}

3. Does the FRANK Initiative prohibit the legislature or the public from considering and giving effect to proposals to relocate the state capital or the site of legislative sessions?

^{4'} On the matter of the appointment of the membership of the commission, in a footnote, Assistant Attorney General Barbara Blasco's November 30, 1993, Opinion to Lieutenant Governor mentions the problematical application of the FRANK Initiative's legislative confirmation requirement. Ms. Blasco notes that "the legislative confirmation requirement may run afoul of the separation of powers doctrine because the legislature would be interfering with an executive function." I agree.

Necessarily, the legislature, acting by law, and the people, acting by initiative, are not barred from further considering and giving effect to proposals to relocate the capital or the site of the convening of the legislature. The Initiative's primary condition--voter approval of bondable costs--seems to presuppose that a proposal to relocate the site of legislative sessions or of the state capital has already become law. However, execution of any legislative enactment or popularly-approved initiative that would require expenditure of any state money must be delayed until a bond issue has been approved. The determination of those bondable costs, along with some other pertinent information, must be made by the commission. The net effect, then, would seem to be this: Unless the legislature has first acted by law to establish a Capital Relocation Commission generally within the parameters described in section 3 of the FRANK Initiative, the commission has prepared its estimates, and the legislature has presented those estimates in the form of a proposed bond, then activity to support a relocation that requires expenditure of state money may not occur.

4. To what circumstances involving relocation of state government functions would the FRANK Initiative's provisions apply?

In its concluding section, the FRANK Initiative speaks of the commission's role as one intended "to determine the costs required by initiatives or legislative enactments authorizing relocation of any of the present functions of state government." (Emphasis added.) A question arises, then, as to the precise nature of a legislative enactment or popular initiative that would necessarily trigger necessary Capital Relocation Commission activity and the Initiative's primary contingency before any government function could be transferred to another location.

While it is possible to read this last sentence of the Initiative to require that the commission act in the event of any proposed relocation of a present state government function, including, say, a relocation of one or a handful of state employees from Juneau, I think that would be treated as a strained interpretation. The provision must be read in relation to other sections of the Initiative including, notably, the documents "Purpose" provision, its section 1:

PURPOSE. The purpose of this initiative is to guarantee to the people their right to know and to approve in advance all costs of relocating the capital or the legislature; to insure that the people will have an opportunity to make an informed and objective decision on relocating the capital or the legislature with all pertinent data concerning the costs to the State; and to insure that the costs of relocating the capital or the legislature will not be incurred by the State without the approval of the electorate.

Substantively, the FRANK Initiative contemplates Capital Relocation Commission review of proposals to relocate one of the three branches of the state government--the legislature (including, presumably, its attendant agencies)--or of the state government operations that occur at the state capital. When read in context, then, reference to "any of the present functions of state government" would surely be interpreted to mean those functions that are

generally commensurate with relocation of at least the legislature or of at least the offices that are characteristic of a functioning state capital.

In my opinion, so long as a relocation that is proposed by law does not arise to the level of the movement of the legislature (with its associated agencies) or of the offices that are characteristic of a functioning state capital, Capital Relocation Commission activity to ascertain relevant relocation costs would not be required. However, in order to retain some flexibility with respect to relocations of individual positions, the legislature may choose to consider to amend this language in the last section of the initiative by law in order to make this point clear.

5. Does the FRANK Initiative prevent the legislature from convening in special session in locations other than Juneau?

The FRANK Initiative probably would not bar the legislature from convening in special session at a location other than Juneau.

AS 24.05.100(b) permits special sessions to be held outside Juneau. The constitution limits the duration of special sessions to 30 days. Article II, section 9. Special sessions that involve a convening of the legislative members and necessary support staff in another location may involve the acquisition of temporary chambers and offices, the payment of per diem for persons serving away from their homes at that site, and other dislocations that require extraordinary expenditures. Nonetheless, that relocation does not amount to a removal of those members, their staff, and others associated with the legislative process away from Juneau in a way that is permanent. Since the principal purpose of the FRANK Initiative contemplates evaluation of relocation costs--especially those that would involve the construction or acquisition of capital facilities or quarters for the legislature at an alternative site without expectation that the legislature would ever again convene in regular session at Juneau--then requiring commission action and voter approval of "bondable costs" of such a temporary relocation would seem to be inconsistent with that purpose.

*


The FRANK Initiative was enacted as an initiative and, as such, is subject to certain procedural limitations imposed by article XI, section 6 of the state constitution:

. . . An initiated law . . . may not be repealed by the legislature within two years of its effective date. It may be amended at any time. . . .

The legislature has the first opportunity to determine the manner in which to modify the Initiative in order to better accommodate its requirements to the practical limitations of state government. Some of these incidental questions may surely be addressed, in the first instance, by legislation proposing amendments to the Initiative.

RANDY PHILLIPS
 State Senator
 P.O. Box 142
 Egegik River, AK 99577
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1993
Report to the People
Senator Randy Phillips
Alaska State Senate



While in Session:
 State Capitol
 Juneau, Alaska 99801
 (907) 465-4949

RESULTS -- DO NOT RETURN
 Please keep for your information

Dear Friends and Neighbors,

Thank you for participating in my 1993 Legislative Questionnaire. Of the 10,413 questionnaires mailed, 1,065 or 10.2% were returned. The final tabulated results are indicated below. Please note that the percentages shown in each answer represent a percent of the total answering that question and not a percent of the total returned.

Legislature

Do you support or oppose moving the legislature from Juneau to Anchorage...not to move the capital, rather move the legislature?

<u>827</u> Support	<u>189</u> Oppose	<u>1016</u> TOTAL ANSWERS
81%	19%	

Arctic National Wildlife Refuge (ANWR)

The US Congress is considering several proposals relating to the Arctic National Wildlife Refuge (ANWR). Which of the options below best describes your views on ANWR? (Please check one)

<u>373</u>	<u>1031</u> TOTAL ANSWERS
<u>36%</u> Open entire area to oil exploration.	
<u>487</u>	
<u>17%</u> Open for exploration, except for the caribou calving "core" area.	
<u>171</u>	
<u>17%</u> No exploration	

Railbelt Energy Fund

This fund contains \$118 million for the purpose of developing future electrical energy sources for consumers along the Railbelt (Fairbanks to Homer). Because of declining oil revenues, this fund may be used as a source of money to make up any possible state operating budget shortfalls for fiscal year '94. Should the \$118 million be retained to develop future electrical energy sources along the Railbelt or should it be used for the operating budget?

<u>719</u>	<u>271</u>
<u>75%</u> Retain for future energy sources.	<u>27%</u> Use for operating budget.
<u>990</u> TOTAL ANSWERS	

Other

Do you favor continuing the age of 18 years of age for prosecution as an adult on major offenses such as murder, rape, or kidnapping, or do you favor lowering the age for prosecution as an adult to 14 years of age?

<u>260</u>	<u>767</u>
<u>25%</u> Continue at 18	<u>75%</u> Lower to 14

ALASKA STATE LEGISLATURE

LEGISLATIVE BUDGET AND AUDIT COMMITTEE

Division of Legislative Audit



P. O. Box 113300
Juneau, AK 99811-3300
(907) 465-3830
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MEMORANDUM

TO: Members of the Legislative Budget
and Audit Committee

FROM: Randy S. Welker *Randy*
Legislative Auditor

DATE: October 17, 1994

RE: Review of State Travel Costs in
Relation to the Capital Location

In response to your request, we have reviewed the annual travel costs of state government to provide an estimate of the possible savings that may be realized if the capital was moved from Juneau to Wasilla. While we recognize that the capital move issue is a complicated and divisive issue among Alaskans, we have attempted to provide an analysis of state travel that is informative to all citizens regardless of their position on the issue. We encourage all readers to review the entire memorandum. It presents a detailed analysis of FY 94 travel costs incurred by the State. Our analysis and discussion of FY 94 costs provides a profile of travel expenditures, which in turn leads to a better and more comprehensive understanding of the travel costs involved in the varied state operations. At the end of the memorandum we also identify questions for which we are unable to provide an estimate of the associated costs to the State.

SCOPE AND METHODOLOGY

We began our review by analyzing the FY 94 travel costs of state government as recorded in the state accounting system. We reviewed FY 94 costs to determine what portion of the costs incurred by the State related to the capital being located in Juneau. In developing our estimate, we used a combination of experience and resources at both the agencies and within our division. We relied on our division personnel's knowledge of the organization and operations of state government. We also had extensive discussions with numerous state agency personnel who are knowledgeable about both the internal operations of their respective agencies and, more specifically, the nature of travel costs involved in course of those operations. We first reviewed the accounting structure to identify categories of expenditures that, by their nature, would not be affected by the location of the capital. An example of this type of travel cost would be expenditure account 72255, Aircraft Charter:

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based on our knowledge of this account, we categorically eliminated \$830,000 from further consideration since the location of the capital has no bearing on how chartered aircraft are typically used in state operations.

Next, we reviewed each department to determine if there were identifiable components that should be eliminated. Many departments have aspects of their operation that are not impacted by the location of the capital. Where we could clearly identify those components we eliminated the associated travel costs from further consideration. An example of this type of travel cost is Mt. Edgecumbe in the Department of Education. We eliminated \$313,000 in travel costs from further review. This travel is primarily transporting Mt. Edgecumbe students between their home and the school.

After eliminating accounts and components as discussed above, we reviewed the balance of the FY 94 travel costs remaining on a department-by-department basis, and often on an agency-by-agency basis. We discussed this travel with agency personnel and audit staff most knowledgeable about the various agencies and reviewed information prepared in response to capital move legislation. This analysis resulted in an assessment of a capital location factor to the various expenditure accounts within each agency. For example, in the Office of the Governor, we applied a savings factor of 80% to the Office of Management and Budget (OMB). The rationale we used was that the relocation of the Governor's office to Anchorage or Wasilla would significantly reduce the travel costs of OMB.

The result of this process gave us an estimate of the amount of FY 94 travel costs that were attributable to the capital being located in Juneau. It does not recognize any new travel costs associated with relocating the capital to Wasilla.

Finally, at the end of this memorandum, we pose questions for which we were unable to develop an associated cost estimate either because time did not allow or for which there is no reasonable means of developing an amount in which we would have confidence. Nonetheless, they are real issues and would have associated costs.

The remainder of this memorandum walks the reader through the details of the process outlined above. We have attempted to summarize our analysis of FY 94 costs in a manner that will enable the reader to gain an understanding of the diversity and non-political nature of the majority of state travel. We did not attempt to analyze travel on the basis of necessity or efficiency.

THE UNIVERSE OF EXPENDITURES REVIEWED

We will begin our analysis with a departmental breakdown of the universe of travel we reviewed. We reviewed all travel costs recorded in the state accounting system. This covers all departments of state government, the Alaska Court System, and the Legislature, but does not include the University of Alaska. During FY 94, the University budgeted about \$7.5 million in travel. Time did not allow us to visit the University and analyze their travel

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for the purposes of this memorandum. Actual travel costs recorded on the state accounting system for FY 94 totaled \$32,839,000. The table below summarizes these travel costs by department.

Department	FY 94 Travel Costs
Office of the Governor	\$720,000
Administration (DOA)	1,165,000
Law	1,047,000
Revenue (DOR)	583,000
Education (DOE)	1,649,000
Health and Social Services (DHSS)	3,185,000
Labor (DOL)	1,033,000
Commerce and Economic Development (DCED)	1,830,000
Military and Veterans Affairs (DMVA)	583,000
Natural Resources (DNR)	1,418,000
Fish and Game (DFG)	3,236,000
Public Safety (DPS)	3,556,000
Environmental Conservation (DEC)	1,885,000
Corrections (DCC)	1,029,000
Community and Regional Affairs (DCRA)	1,050,000
Transportation and Public Facilities (DOTPF)	6,004,000
Alaska Court System	929,000
Alaska State Legislature	1,937,000
Total	\$32,839,000

ANALYSIS AND ELIMINATION OF NON-AFFECTED ACCOUNTS

As shown above, almost \$33 million was charged to various travel accounts on the state accounting system. As a first review, we analyzed the various detailed accounts that are grouped under the travel summary total. We attempted to identify those accounts with expenditures that would appear not to be affected by the location of the capital city. From this analysis, we identified over \$10.8 million in travel account expenditures that we believe would be incurred regardless of the location of the state capital. The following table summarizes the primary accounts that we have eliminated from further consideration.

Total FY 94 AKSAR Travel Expenditures \$32,839,000

OUT-OF-STATE TRAVEL — Travel out of state was the largest category of costs excluded from further analysis. We felt these costs were not related to the location of capital, although it may be argued that there might be a slight reduction in air travel fares that may originate from Anchorage rather than Juneau. However, during much of FY 94, the Juneau commercial air travel market benefited from the presence of two, and sometimes three, major airlines. This contributed to competitive prices comparable to those of Anchorage for out-of-state travel.

Of the almost \$4 million involved, \$2.2 million were classified as transportation costs and almost \$1.8 million were in per diem costs paid to individuals while on travel status.

<3,985,000>

NON-EMPLOYEE TRAVEL & COST REIMBURSEMENT — We also excluded from further consideration travel and transportation expenditures paid to individuals who are not state employees. For FY 94, DCED had just over \$500,000 of the total statewide expenditures in this category. These reflect the activities of DCED agencies such as the Division of Occupational Licensing for payments made to members of various occupational licensing boards, the Alaska Tourism Marketing Council, and the Alaska Seafood Marketing Institute board of directors (which has more than 20 members) for reimbursement of travel costs related to attending various board meetings. Expenditures include transportation reimbursement for travel agents to visit the State in order to promote tourism. Likewise, expenditures were made in FY 94 for individuals in the food industry from outside to visit the State in order to promote the marketing of Alaska seafood.

For FY 94, DPS had expenditures in this category of more than \$415,000 while DOC expenditures topped \$260,000. The bulk of DPS expenditures is related to transport of individuals either arrested, or arrested and convicted, for criminal offenses. In contrast, the major amount of DOC expenditures reflect the costs involved with returning released inmates to the community of their original arrest. DFG also had a large number of FY 94 expenditures in this category with almost \$270,000. Over \$150,000 of these costs related to transportation and per diem costs for the Board of Fish and the Board of Game. We were advised that these expenditures would not be reduced or otherwise affected by a move of the capital from Juneau to Wasilla.

DHSS incurred almost \$264,000 in non-employee travel costs in FY 94. The largest element of these costs, \$75,000, provided travel for patients voluntarily or judicially committed to the Alaska Psychiatric Institute from areas outside Anchorage.

<2,614,000>

Sub-total carried forward to next page

\$26,240,000

Sub-total carried forward from previous page \$26,230,000

MOVING AND RELOCATION COSTS — The second largest group of costs excluded in our review of travel accounts were those related to moving and relocation of state employees. Of the almost \$1.4 million in FY 94 expenditures recorded on AKSAS, 44% or over \$608,000 were incurred by DPS. Another \$139,000 was spent by DOC, while DHSS had over \$119,000 in these costs.

All three departments have personnel in numerous locations throughout the State. DPS's expenditures in this category can be attributed to the department's policy of frequently transferring state trooper personnel between posts. DOC also transfers personnel frequently as both superintendents and correctional officers are reassigned to various correctional facilities. DHSS expenditures are primarily related to the transfer of public health nurses between stations and the reassignment of DFYS social workers. Again, as a general rule, it appears to us that most expenditures in this account are independent of the geographic location of the capital.

<1,379,000>

AIRCRAFT CHARTER — We also excluded aircraft charter costs from further review. In FY 94, DOTPF spent over \$322,000 to charter airplanes. DOTPF uses charter air service to place personnel and supplies in remote work locations. DOC had over \$158,000; and, DPS more than \$133,000 in aircraft charter expenditures. DOC costs are primarily related to the transport of released inmates back to their point of original arrest; while DPS costs are related to the agency carrying out law enforcement along with its search and rescue operations. Most, if not all these costs, appeared to us as being independent of the location of the state capital.

<830,000>

INSPECTION/OBSERVATION — For FY 94, four departments had substantial travel expenditures in accounts related to what is termed inspection and observation:

- 1. DEC almost \$316,800
- 2. DOL almost \$220,000
- 3. DNR over \$125,000
- 4. DOA almost \$90,600

All agencies indicated that the expenditures were programmatic in nature and involved, for the most part, transportation from the nearest regional office. For example, DEC and DNR expenditures involve costs related to inspecting and observing the activities of various permittees. For permittees on the north slope, these inspection trips are made out of Fairbanks or Anchorage. Likewise, activities on the Aleutian chain are inspected out of Anchorage, while those in southeast are most likely done out of Juneau. We contacted DOL and they related much the same circumstances and approach.

DOA's expenditures reflect the activities of the Alaska Oil and Gas Conservation Commission (AOGCC). The AOGCC, located in Anchorage, is responsible for inspecting the State's producing and drilling wells related to the production of either oil or natural gas. Expenditures related to these activities are independent of the site of the capital.

<777,000>

WITNESS AND JURY TRAVEL — Also included in travel under the AKSAS structure are a variety of accounts with expenditures related to jury and witness expenses. As could be expected, most of the jury expenses (just over \$219,000) were incurred by the Alaska Court System. Likewise the bulk of witness travel costs were incurred by DOA's Public Defender Agency (just over \$52,000) and the Department of Law (almost \$264,000). These travel and other expenses are independent from the location of the capital, and accordingly, we eliminated the costs from further consideration.

<597,000>

Sub-total carried forward to next page

\$22,657,000

Subtotal carried forward from previous page		\$22,657,000
<u>EMPLOYEE REIMBURSEMENT FOR MILEAGE</u> — Included in AKSAS travel costs are payments made to state employees to reimburse them for miles traveled in their personal vehicles while on state business. The Alaska Administrative Manual allows employees to be reimbursed 28 cents per mile for use of their personal vehicle. Under certain collective bargaining agreements, some employees are reimbursed as much as 30 cents per mile. Again, due to the nature of this account, we eliminated it from further analysis since it would not appear to be affected by the location of the state capital. To the contrary, it could be anticipated that employee mileage costs will increase if legislative deliberations and debate take place in Wasilla while the bulk of the bureaucracy is located in Anchorage.		<333,000>
<u>MAGISTRATE TRAVEL COSTS</u> — These Alaska Court System costs were not considered further, since it was felt they were not affected by the location of the state capital.		<170,000>
<u>HONORARIUMS AND STIPENDS</u> — Honorariums and stipends are classified under travel in the AKSAS account structure. DPS pays out the most in honorariums with FY 94 expenditures topping \$75,000. These honorariums are paid to individuals who make presentations or provide training instruction at the Public Safety Academy in Sitka. DOR paid out almost \$21,000 in honorariums while DOL had another \$17,900 in expenditures. DOR's expenditures reflect payments for Alaska State Pension Investment Board members and the Alaska Science and Technology Foundation board. DOL payments were for members of the Workers' Compensation Board. From our review of these and other honorarium payments it appears that these expenditures, classified in AKSAS under travel, would be unaffected by a capital move.		<127,000>
FY 94 AKSAS travel expenditures, adjusted for non-affected accounts		<u>\$22,027,000</u>

The \$10,812,000 eliminated from further review in the table above can be viewed in relation to the various departments as reflected in the table on page 15. The eliminated amount represents 33% of the total travel costs.

ANALYSIS AND ELIMINATION OF NON-AFFECTED BUDGET COMPONENTS

After eliminating various account types from our analysis, we next reviewed the nature of travel costs incurred by various budgetary components. We considered programmatic activities of those components and how the various travel-related costs may be affected by the geographic location of the capital. For those components with travel costs that we determined clearly would not be affected by the location of the capital, we further adjusted FY 94 actual expenditures by eliminating the components from further consideration. The components identified, and the impact on our adjusted FY 94 travel expenditures, are presented and discussed in the table that follows.

(Note: Our discussion of various expenditure totals are only for those accounts that were not eliminated in the first stage of our review.)

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~~Sub-total for further review from previous table~~~~\$22,487,000~~

CAPITAL PROJECT TRAVEL — In FY 94, four departments spent over \$3.5 million on travel that was related to capital projects. As might be expected, DOTPF had the most expenditures, with \$3.2 million. The other departments and their respective travel expenditure totals for FY 94 were: DFG \$180,000; DCRA \$104,000; and, DNR \$87,000.

By its nature, capital project expenditure activity is not involved with the legislative deliberation process. Expenditures for projects are made after the legislative review process; the project has already received legislative approval by way of a capital appropriation. Accordingly, we presume that little or no travel done in connection with projects is related to the geographic location of the capital.

Additionally, the departments listed above all have a strong regional presence throughout the State. In our discussions with departmental personnel, they emphasized that capital project transportation costs were generally for travel from the agency's nearest regional location out to the project, and thus was unaffected by the location of the capital.

<3,585,000>

DPS AGENCY/PROGRAM TRAVEL — Also excluded from further consideration were remaining travel costs (after elimination of selected accounts discussed previously) associated with five major agencies or programs within DPS. We felt all remaining travel associated with these agencies were for very specific missions and programs necessary for public safety — which would be carried out regardless of the location of the capital.

The agencies and programs include:

1. Alaska State Troopers	990,000
2. Contract Jails	37,000
3. Fish & Wildlife Protection	221,000
4. State Fire Marshall	117,000
5. Village Public Safety Officer Program	116,000

<1,821,000>

ALASKA MARINE HIGHWAYS SYSTEM — For FY 94 the Alaska Marine Highway System (AMHS) had \$964,000 in travel costs. The largest bulk of these costs were related to field travel necessary to maintain the AMHS fleet in working order. We found agency personnel assertions reasonable that virtually all transportation costs involved with AMHS operations are very much programmatic in nature, and would not be affected by the geographic location of the capital.

<964,000>

Sub-total carried forward to next page

\$15,657,000

Sub-total carried forward from previous page \$15,637,000

PUBLIC HEALTH AND FAMILY & YOUTH SERVICES FIELD TRAVEL — In making inquiries with various department personnel regarding the nature of their travel expenditures, we identified just over \$.5 million of transportation costs in DHSS that, due to their nature, would be incurred independent of the capital city's location. In FY 94, the Division of Public Health and the Division of Family & Youth Services spent \$584,000 in field travel. These transportation costs were related to the travel of public health nurses, primarily in rural Alaska; and, social worker travel necessary for the protection and safety of children and older Alaskans. In contrast, we feel the administrative travel costs for these two divisions are related to the capital's location and they are further considered in the departmental analysis.

<584,000>

DOL EMPLOYMENT SERVICES — Also excluded in our component review are FY 94 travel expenditures related to DOL's Employment Services program. This segment of DOL is fully funded from federal receipts. The program is administered in accordance with specified federal requirements. Given these circumstances, the regional presence of the program's various offices statewide, and discussions with departmental personnel, we have eliminated the component's \$422,000 in travel costs from any further analysis.

<422,000>

MT. EDGECLUMBE — The state-operated boarding high school at Mt. Edgecumbe spent just over \$300,000 in FY 94 on in-state transportation and per diem costs. The overwhelming bulk of these expenditures involved transporting students to and from the school. Given the unique mission of Mt. Edgecumbe, and its relatively independent operating relationship with DOE, the location of the capital would have no impact on these programmatic costs. Accordingly, we have reduced the amount of travel costs that we will review further by the amount of the school's full \$313,000 in FY 94 travel expenditures.

<313,000>

ALASKA SEAFOOD MARKETING INSTITUTE (ASMI) — Our previous elimination of out-of-state travel and non-employee travel costs excluded more than two-thirds of ASMI's FY 94 travel expenditures from our final estimate of travel costs. After discussion with agency staff and our analysis of remaining expenditures, we feel that ASMI's travel costs are either: (1) independent of the geographic location of the capital, or (2) if ASMI moves to Wasilla/Anchorage along with any transfer of the state capital; any travel savings will be offset by the necessity of returning to Southeast Alaska, one of the State's largest seafood producing regions. Accordingly, we have eliminated the remaining \$74,000 in ASMI travel costs from further consideration of our estimate.

<74,000>

DOLAW'S PROSECUTION BUDGET COMPONENT — After our initial account exclusions, there were \$169,000 in FY 94 travel expenditures remaining in the prosecution budget component of DOLaw. Based on discussions with the staff at DOLaw, these costs are not related to the geographic location of the capital, but rather to the prosecutorial activity undertaken in the district courts throughout the State. Accordingly, we have eliminated the \$169,000 in travel-related expenditures from the development of our savings estimate.

<169,000>

Sub-total carried forward to next page

\$14,095,000

Subtotal carried forward from previous page		\$14,095,000
<u>DIVISION OF ELECTIONS TRAVEL RELATED TO REAPPORTIONMENT</u> — For FY 94, the Division of Elections within the Lieutenant Governor's office had almost \$30,000 in travel-related expenditures associated with the electoral reapportionment process. Given that these expenditures are extraordinary in nature, since reapportionment takes place only after each ten-year census, we excluded them from further consideration when developing an estimate of travel cost savings.		<u><30,000></u>
FY 94 travel expenditures, adjusted for non-affected accounts and components		<u>\$14,065,000</u>

The affect of the elimination of the components on a departmental basis can be seen in the table on page 15. A total of \$7,962,000 or 24% of total travel costs were eliminated from further consideration in this component analysis.

ANALYSIS OF REMAINING DEPARTMENT TRAVEL COSTS

The final stage of our analysis of FY 94 travel costs is relatively more subjective but is supported by our understanding of the department core operations and also by conversations with departmental staff knowledgeable about the affairs of the agencies of the department. The first two levels of our review eliminated certain expenditure accounts and also eliminated specific components of the departments' operations that, in our opinion, are not affected by the location of the capital. The remaining travel costs to be further evaluated total \$14,065,000.

Our approach to this final evaluation included a departmental dissection and analysis to assign a savings factor to remaining significant travel accounts and/or components of the department. Within this analysis is a rather aggressive assumption that most headquarters and administrative functions of the various departments' operations would be relocated out of Juneau. Therefore, we assessed a larger savings factor to administrative travel recorded by agencies than we did to field travel. While there is no formal definition of the capital move, we chose this approach to identify the greatest amount of potential savings as possible in this stage of our analysis.

The following table begins with the amount carried forward from the previous table and includes a departmental summary of the basic assumptions we used to identify what portion of the remaining travel costs we estimate would continue to be incurred regardless of the location of the capital. Therefore, by this process-of-elimination design, the savings that we have identified is reflected in the final number at the end of the next table.

~~Strontial for rubber key law from previous table~~

~~\$14,000,000~~

OFFICE OF THE GOVERNOR — After the exclusion of various accounts and components, the adjusted FY 94 travel expenditures for the Office of Governor were just less than \$452,000. We analyzed the travel expenditures of various operating units of the Office of the Governor and, using the following assumptions, developed an estimate of travel costs of the capital being located in Juneau.

We estimate that transportation costs of the Division of Elections and the Office of Management Budget could be reduced by 80%; or less than \$142,000.

We felt that the savings for the Executive Operations segment of the Office of the Governor was not as great. This budget unit includes travel associated with the Governor, and we believe that the individual in this office would continue extensive travel within the State, as has typically been the case. Accordingly, we estimate a savings of 50%; which translates into over \$125,000.

We assumed that travel costs associated with various special boards and commissions would largely be unaffected by the location of the capital and assigned only a 10% savings to less than \$24,000 in remaining costs. Using these assumptions, our estimate of the remaining travel costs that would be unaffected by a capital move for the Office of the Governor would be \$182,000.

<182,000>

DEPARTMENT OF ADMINISTRATION — For those DOA agencies located in Anchorage, such as the Alaska Oil and Gas Conservation Commission, we assumed there would be no savings. For agencies such as the Pioneers' Homes, Older Alaskans Commission, Public Defender Agency, Alaska Public Offices Commission, and Alaska Public Broadcasting Commission, we assumed only a 10% savings for all transportation costs. The primary transportation costs for these agencies was field travel as compared to administrative travel. With much of the travel being done out of Anchorage already by the Public Defender Agency and the Director of Senior Services, we felt designation of 90% of the travel costs as unaffected by a prospective capital move to be realistic.

On the other hand, we assumed that 80% of the travel costs in the Office of Commissioner could possibly be saved if the capital was not in Juneau. For the Division of Information Services, which has extensive staff in both Anchorage and Juneau, we assumed 100% savings in administrative travel. Conversely, we applied no savings factor for field travel, which is predominantly used to record transportation costs involved in repair of telecommunication facilities throughout the State. These assumptions and factors resulted in more than \$500,000 being unaffected by any prospective capital move.

<521,000>

Sub-total carried forward to next page

\$13,362,000

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Sub-total carried forward from previous page \$18,362,000

DEPARTMENT OF LAW — After the elimination of selected accounts and the prosecution component, the remaining FY 94 travel expenditures for DOLaw totalled just over \$246,000. After consulting with the department and evaluating information submitted to the legislature in 1993, we calculated that almost \$105,000 in transportation costs could be saved, leaving an additional \$141,000 in unaffected travel costs.

For FY 94 the Alaska Marine Highway System (AMHS) had \$967,000 in travel costs. The largest bulk of these costs were related to field travel necessary to maintain the AMHS fleet in working order. We found agency personnel assertions reasonable that virtually all transportation costs involved with AMHS operations are very much programmatic in nature, and would not be affected by the geographic location of the capital.

<141,000>

DEPARTMENT OF REVENUE — After the elimination of selected accounts the remaining FY 94 travel expenditures for DOR totalled almost \$237,000. Many of DOR's agencies are located in Anchorage, and accordingly incur a relatively large percentage of their administrative costs traveling to Juneau to testify regarding their budget. Accordingly, we assumed that the Child Support Enforcement Division and the Alcohol Beverage Control Board staff would save half their administrative travel costs with the capital located in Wasilla. For the travel by the Executive Director of the Alaska Science and Technology Foundation, we assumed administrative savings of only one-third given that the Executive Director travels to communities other than Juneau for administrative purposes.

For the rest of the of DOR, based on discussions with departmental staff we assumed no travel savings for various boards and commissions. We estimated a 10% savings in field travel costs and a 50% savings in other DOR administrative travel. These assumptions and factors translated into a savings of just over \$56,000 based on FY 94 expenditures, or as presented at right, some \$181,000 left unaffected by the location of the capital.

<181,000>

DEPARTMENT OF EDUCATION — After the elimination of selected accounts and the expenditures related to the Mt. Edgecumbe budget component, the remaining FY 94 travel expenditures for DOE totalled almost \$842,000. Although the DOE staff we spoke to felt there was no affect, we assumed that at least a 20% savings could be achieved in the more than \$155,000 of remaining travel expenditures related to conventions and meetings. We also assumed at least a 10% savings impact on the remaining \$116,000 in travel related to various boards and commissions administered by DOE.

Since most of DOE is located in Juneau, we feel that the Juneau-Anchorage transport leg represents a significant cost element in almost every monitoring trip made by departmental personnel to various northern school districts. We applied an assumption that 50% of transportation costs and 15% of per diem costs related to field travel would be saved, leaving only \$338,000 of field travel costs unaffected by the capital move. Likewise, although the department felt that no administrative travel savings were attributable to the location of the capital, we felt that 90% of the more than \$36,000 in departmental administrative travel could possibly be saved if DOE headquarters were in the Anchorage/Wasilla area. Applying our assumptions and guesses, based on FY 94 expenditures, DOE would still have travel costs of \$570,000 in addition to those related to Mt. Edgecumbe operations.

<570,000>

Sub-total carried forward to next page

\$12,470,000

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Sub-total carried forward from previous page

\$1,470,000

DEPARTMENT OF HEALTH AND SOCIAL SERVICES — Based on extensive discussions with agency personnel and analysis of FY 94 accounting information, we estimated that DHSS would save over \$226,000 if the DHSS headquarters were relocated to either Anchorage or Wasilla in conjunction with moving the capital from Juneau. This is out of more than \$2.3 million in adjusted travel costs after elimination of selected accounts. The assumptions we used to develop our estimate were consistent with those of other agencies.

We assumed no savings in travel related to boards and commissions. For field travel other than that associated with the Division of Public Health and DFYS we used a 10% savings factor. Departmental administrative travel savings were calculated based on discussions with DHSS staff and analysis of transportation costs involved with various operational components. As shown at right, we felt that more than \$1.5 million of the departmental travel would be unaffected by the geographic location of the capital.

<1,522,000>

DEPARTMENT OF LABOR — Based on FY 94 expenditures, prospective travel savings in DOL are minimal. After elimination of selected accounts DOL costs are just less than \$570,000. After deducting costs related to the Employment Services budget component, the remaining total is almost \$148,000. As with other agencies we applied a 50% savings factor to administrative travel and a 10% savings assumption to field travel. After applying a 50% savings factor to less than \$10,000 in costs recorded as convention and meeting travel, departmental savings come up to just under \$30,000. As shown at right, our estimates and assumptions indicate that approximately \$118,000 of departmental travel would be unaffected by the geographic location of the capital.

<118,000>

DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT — When analyzing FY 94 travel expenditures for DCED for possible savings we subdivided field travel along agency lines. For those DCED agencies that are based in Juneau, we assumed that 80% of the in-state field travel costs could be saved if they were located in Anchorage/Wasilla with a relocated capital.

For those DCED agencies already based in Anchorage, we assumed that only 10% of field travel costs would be saved. Based on FY 94 expenditures application of the factors result in approximate savings of \$267,000 for Juneau based agencies, \$13,000 for Anchorage based agencies. As with other agencies we applied a 50% savings assumption to administrative travel costs, which, based on FY 94 expenditures, would result in an additional savings of just over \$13,000. All told we calculated some \$294,000 in savings and, as shown right, calculated some \$253,000 in non-ASMI, non-excluded account, travel that would be unaffected by the location of the capital.

<253,000>

DEPARTMENT OF MILITARY AND VETERANS AFFAIRS — Based on FY 94 expenditures, prospective travel savings for DMVA are substantial when compared to the department's almost \$352,000 (adjusted for excluded accounts). Since DMVA is already headquartered in Anchorage, we assumed field travel costs would be minimal. Similar to the assumption used in DCED, we applied only a 10% savings factor to field travel. On the other hand, because of the Anchorage headquarter location, we felt that virtually all administration travel would be eliminated — which based on FY 94 costs represents over \$113,000. All told, we estimate DMVA savings at \$133,800; which, based on how the information is being presented at right, translates to some \$218,000 in travel that would be unaffected by the location of the capital.

<218,000>

Sub-total carried forward to next page

\$10,359,000

Members of the Legislative Budget
and Audit Committee

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October 17, 1994

Sub-total carried forward from previous page \$10,859,000

DEPARTMENT OF NATURAL RESOURCES — After the exclusion of certain accounts DNR had just over \$873,000 in FY 94 travel expenditures. After deducting an additional \$87,000 in capital project related travel, the department had some \$786,000 in costs remaining. From this total we developed a estimate of savings by considering travel related to: (1) conventions and meetings, (2) boards and commissions, (3) field travel, and (4) administrative travel.

Based on discussions with departmental personnel we decided to apply a 33% savings factor to convention and meeting travel, while using a 10% factor for boards and commissions. Application of these estimates resulted in total savings of almost \$48,000.

Because DNR already has a substantial presence in Anchorage, and in other regions of the State, we felt the capital location's impact on field travel would be minimal. Although agency staff felt there would be no savings, we did apply a 10% savings assumption. However, we did accept the department's estimate that about one-third of administrative travel would be saved, which, based on FY 94 expenditures, represents just over \$122,000 in savings. Accordingly, as reflected at right, approximately \$590,000 in travel costs would be unaffected by the geographic location of the capital.

<590,000>

DEPARTMENT OF FISH AND GAME — After exclusion of selected accounts, and just over \$180,000 in capital project expenditures, DFG still had almost \$2.3 million in FY 94 travel expenditures. The expenditures essentially fell into three major categories: (1) conventions and meetings, (2) field travel, and (3) administration travel. Similar to DEC and DNR, we applied a 33% savings factor to conventions and meetings. Additionally, we also estimated a one-third savings in administrative travel. From FY 94 expenditures these estimated savings would be more than \$312,000.

For field travel we felt the savings, if any, would be minimal. DFG is very much a decentralized department with numerous regional and district offices. Most field travel is related to day-to-day operations and originates out of the nearest DFG office. We decided to apply a 10% savings factor to field travel which yielded a savings of approximately \$126,000. We estimate departmental travel costs that are unaffected by the location of the capital to be just over \$1.1 million.

<1,338,000>

DEPARTMENT OF PUBLIC SAFETY — Of all departments, DPS was the most affected by the exclusion of various accounts and components. Based on FY 94 expenditures, when travel in the selected accounts and that associated with the Alaska State Troopers, Fish and Wildlife Protection activities, State Fire Marshall, the Village Public Safety Officer program, and contract jails are excluded, the department has only about \$81,000 in travel expenditures left. Based on discussions with agency personnel and the commissioner, savings were estimated to be no more than a maximum of \$60,000. Given the results of exclusion analysis, such an estimate appears reasonable. Accordingly we will use the departmental estimate, which excludes only an estimated \$21,000 from the affect of the geographic location of the capital.

<21,000>

Sub-total carried forward to next page

\$7,910,000

Members of the Legislative Budget
and Audit Committee

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October 17, 1994

Sub-total carried forward from previous page **\$7,910,000**

DEPARTMENT OF ENVIRONMENTAL CONSERVATION — After exclusion of selected accounts, DEC still had \$1.034 million in travel-related expenditures. The expenditures essentially fell into three major categories: (1) conventions and meetings, (2) field travel, and (3) administrative travel. Similar to DNR, we applied a 33% savings factor to conventions and meetings. Additionally, we also estimated a one-third savings in administrative travel. From FY 94 expenditures these estimated savings would be more than \$227,000.

For field travel we felt the savings, if any, would be minimal. DEC is very much a decentralized department with numerous regional and district offices. Most field travel is related to day-to-day operations and originates out of the nearest DEC office. Although the department felt there were no costs related to the location of the capital, we felt that Juneau's geographic location had some marginal, tangential affect on costs. We decided to apply a 10% savings factor to field travel which yielded at savings of approximately \$34,000. We estimate departmental travel costs that are unaffected by the location of the capital to be \$773,000.

<773,000>

DEPARTMENT OF CORRECTIONS — Like DMVA, DOC's headquarters are already located in Anchorage. When analyzing the \$437,000 in FY 94 departmental travel expenditures remaining after the exclusion of selected accounts, we identified just over \$56,000 costs related to the location of the capital. We applied a 10% savings factor to \$164,000 in field travel, because of the Anchorage location and the nature of the travel involved. After discussions with departmental personnel we accepted their estimate that about \$38,500 out of almost \$193,000 in administrative travel was attributable to the location of the capital. Accordingly, as shown at right, some \$382,000 of travel expenditures are unaffected by the geographic location of the capital.

<382,000>

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS — After exclusion of selected accounts, and expenditures related to capital projects, DCRA has \$720,000 in travel-related expenditures. As with DEC, DCRA is a very decentralized department. Accordingly we felt a limited amount of field travel was related to the location of the capital. As with DEC and DNR we applied a 10% cost factor which yielded a savings of almost \$49,000. Application of the same factor with boards and commission travel yielded a savings of almost \$8,000. As we did with DNR, we accepted the department's estimate that more than \$32,000 in administrative travel could be saved if the capital were located in Anchorage/Wasilla. As shown at right, we estimate, based on FY 94 expenditures, that \$631,000 in DCRA travel costs are unaffected by the geographic location of the capital.

<631,000>

DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES — After exclusion of selected accounts; and, expenditures related to capital projects and AMHS, DOTPF still has more than \$1,177,000 in FY 94 travel-related expenditures. As with DNR, we applied a one-third savings factor to commissioner office and other administrative travel. Likewise, as with other decentrally organized departments such as DEC we applied only a 10% savings factor to field travel. We also used the 10% assumption for \$65,000 in travel related to conventions, meetings, boards, and commissions. These assumptions yielded projected savings of just over \$214,000 based on FY 94 expenditures, but, as shown at right left \$963,000 of departmental travel unaffected by the location of the capital.

<963,000>

Sub-total carried forward to next page

\$5,161,000

Subtotal carried forward from previous page		\$6,147,000
<u>ALASKA COURT SYSTEM</u> — The court system provided us with a detailed estimate of their travel costs related to the location of the capital in Juneau. According to Alaska Court System estimates and calculations just over \$23,000 in travel costs are related to the Juneau location of the capital. Based on FY 94 expenditures, this would leave \$355,000 in court system travel costs unaffected by the location of the capital.		<355,000>
<u>ALASKA STATE LEGISLATURE</u> — The Legislative Affairs Agency estimated that relocating the capital would produce savings in three areas of legislative travel: (1) relocation expenses would be reduced by \$125,000, (2) in-session per diem would be reduced by \$125,000, and (3) in-session travel for legislators returning to their home district would be reduced by about \$25,000. For Legislative Audit, Legislative Finance, and the Ombudsman, we estimate a savings of about \$80,000. This would leave \$1,474,000 in travel unaffected by the capital location.		<1,474,000>
ESTIMATED SAVINGS IN FY 94 TRAVEL		<u>\$3,332,000</u>

In summary, we estimate, on an annual basis, state travel costs related to the geographic location of the capital to be around \$3.3 million. The estimate was developed by applying a three-tiered analysis to the expenditures recorded to the various travel-related accounts in the state accounting system for the most recently completed fiscal year, FY 94.

To recap, our first analysis involved reviewing the nature of all the accounts involved, and eliminating more than 40 different accounts (grouped in ten categories) that, in our view, would not be affected by the location of the capital. This process eliminated over \$10.8 million of the \$32.8 million in FY 94 travel expenditures. Our second analysis consisted of reviewing various budgetary components in order to isolate and eliminate state operating units with travel expenditures that would be unaffected by the location of the capital. This second analytical review eliminated an additional \$8.0 million from further consideration.

After application of these two procedures, we informally surveyed various operating departments, reviewed fiscal information submitted in response to previous capital move legislation, and considered the unique nature of various agency operations and organizations. From this information we developed some basic assumptions, tailored to the unique characteristics of each department's operations, and developed what we feel is an "educated guess" of the annual travel costs related to the capital's location in Juneau. After applying this third analytical review procedure, we excluded an additional \$10.7 million, leaving the final estimate of \$3.3 million in annual savings.

This process is summarized in the following table.

Department	FY 94 Travel Costs	Account Elimination	Component Elimination	Program Travel Elimination	Total Savings
Office of the Governor	5720,000	-5238,000	-530,000	\$-182,000	\$270,000
Administration (DOA)	1,165,000	-420,000	-0-	-521,000	224,000
Law	1,047,000	-632,000	-169,000	-141,000	105,000
Revenue (DOR)	583,000	-316,000	-0-	-181,000	56,000
Education (DOE)	1,649,000	-496,000	-313,000	-570,000	270,000
Health and Social Services (DHSS)	3,185,000	-851,000	-584,000	-1,522,000	228,000
Labor (DOL)	1,033,000	-464,000	-422,000	-118,000	29,000
Commerce and Economic Development (DCED)	1,830,000	-1,209,000	-74,000	-253,000	294,000
Military and Veterans Affairs (DMVA)	583,000	-231,000	-0-	-218,000	134,000
Natural Resources (DNR)	1,418,000	-545,000	-87,000	-590,000	196,000
Fish and Game (DFG)	3,236,000	-775,000	-180,000	-1,838,000	443,000
Public Safety (DPS)	3,556,000	-1,654,000	-1,821,000	-21,000	60,000
Environmental Conservation (DEC)	1,885,000	-851,000	-0-	-773,000	261,000
Corrections (DOC)	1,029,000	-591,000	-0-	-382,000	56,000
Community and Regional Affairs (DCRA)	1,050,000	-226,000	-104,000	-631,000	89,000
Transportation and Public Facilities (DOTPF)	6,004,000	-649,000	-4,178,000	-963,000	214,000
Alaska Court System	929,000	-551,000	-0-	-355,000	23,000
Alaska State Legislature	1,937,000	-83,000	-0-	-1,474,000	380,000
Total	\$32,839,000	-\$10,812,000	-\$7,962,000	-10,733,000	\$3,332,000

FINAL AUDITOR'S COMMENTS AND QUESTIONS

The central aspect to our approach on this analysis was what we came to term the "magic wand" assumption. That is, we assumed that all of the bureaucracy that is currently located in Juneau, with the exception of regional presence, would appear in either Wasilla or Anchorage if the capital was relocated. However, we did not consider what costs may be involved in relocating employees from Juneau to Anchorage and Wasilla. Although we excluded moving and relocation costs entirely from our analysis, it would seem to us that these costs would increase dramatically during the transition period if most of the state positions currently located in Juneau were transferred to either Anchorage or Wasilla. **What would be the associated cost to the State?**

It is our understanding that the supporters of the capital move envision only the legislative chambers and the Office of the Governor being located in Wasilla, while Anchorage would house the remaining state offices. The rationale appears to be that this is the most viable option, since it would not require the construction of extensive infrastructure in Wasilla to house state offices. Rather, their assumption is that existing facilities and resources currently available in Anchorage could be used to house state offices. This assumption ignores the need for significant information exchange during the legislative session. We would anticipate that numerous state agency directors, budget personnel, and commissioners would essentially be commuting daily from their offices in Anchorage to Wasilla during the legislative session. To accommodate that need, significant costs in mileage, per diem, lost productive time commuting, overtime pay for classified employees commuting before or after normal work hours, meal allowances for day trips, state vehicle usage or car rental and other items will be incurred. **What would be the associated cost to the State?**

During the near term, it is suggested that only the legislature will be required to be in Wasilla by 1997. It will logically take longer for the remainder of the bureaucracy to relocate. Meanwhile, significant travel costs will be incurred between Juneau and Wasilla during these transition years. **What would be the associated cost to the State?**

September 24, 1993

Post-it brand fax transmittal memo		# of pages 2	
To	JERRY	From	Randy
Cc.		Cc.	
Dept.	R SAYS	Phone #	
Fax #	LEG. MANS	Fax #	

Senator Randy Phillips
P.O. Box 142
Eagle River, AK 99577

Dear Senator Phillips:

I have been a local elected official for three years now, serving as a council member for the City of Homer. During those three years, I and my fellow members have made frequent trips to Juneau during the legislative session.

I want to impress upon you the difficulties which are encountered by other elected officials when attempting to get to Juneau during the session.

Primarily, there is the costs of the trip. I have enclosed a comparison of the rates to and from Juneau, versus to and from Anchorage. While I'm sure these come as no surprise to you, you should review them from the perspective of the local officials, who are also trying to decrease their government costs. Homer's travel budget could be cut at least in half, if the session were held in South Central.

Extend that to the other local governments in this state, the vast majority of which route through Anchorage on their way to Juneau. It would be a substantial reduction for all of our budgets if we simply stopped in Anchorage.

There is also the problem of just landing in Juneau, as you are very well aware. I can only imagine the impact upon lost time which occurs as a plane circles Juneau, or routes to Seattle or back to Anchorage, only to try it again the next day.

Finally, this problem on the part of local officials is one which obviously extends itself to you, the state officials, and perhaps even more importantly, to your constituents as they attempt to keep in touch with the legislative process.

I urge you to give consideration to these points during any discussions you may have in the next session on location of the State's capital. In my opinion, this is one of the most critical issues you could address - one of public access.

Sincerely,

Brian Sweiven
3675 Main Street
Homer, AK 99603

Dense Juneau fog stops air traffic and political business

By HALPH THOMAS

Daily News reporter

JUNEAU What do Senate President Rick Halford and Cookie Monster have in common?

Neither could reach Alaska's capital city Tuesday.

Halford, a Chugiak Republican, had a legislative session to run. Monster, a Sesame Street

muppet, was supposed to make a celebrity appearance in the Capitol to promote public television.

But an immense and dense fog bank — the Great Fog of '94 — kept planes from getting anywhere near this place for the fifth straight day. By Tuesday, Alaska Airlines was trying to move a backlog of some 400

passengers and 150,000 pounds of freight in and out of Juneau.

Besides stalling the mail and stealing the mountains, the fog has paralyzed the legislature and thrown a chill into Juneau residents trying to fend off a capital move.

Ten lawmakers Tuesday were still trying to return from weekend trips. The day's Senate floor

session — with a second string presiding officer and only 11 other members present — consisted of a prayer, a pledge and a motion to adjourn. The words "canceled" and "postponed" were scrawled all over the committee schedule boards outside the House and Senate chambers.

Please see Back Page, FOG

FOG: Planes can't see to get in or out of Juneau

Continued from Page A 1

The weather also cut into the capital city's free food and booze circuit. Officials from the city of Valdez and the Alaska Coal Association were fogged out and had to scrub legislative receptions.

"We've got people strolling all over the country trying to get here," said Ramona Barnes, R-Anchorage.

And, of course, there was the missing muppet. Actually it was a Cookie Monster suit that was fogged out. It was to be worn by Juneau residents working in shifts at a local mall and at the Capitol.

"I'm crushed," said Barnes, who was to have thrown a reception for the blue puppet in her office. "All those little kids that wanted to see the Cookie Monster."

For the legislature, still in its sleepy early session mode, the fog is a disruption but not a disaster. Lawmakers have until almost mid-May to finish their work.

For Juneau, however, these knee-high clouds

couldn't have come at a worse time. Yet another statewide capital-move vote is looming. Although Juneau has defeated past capital move efforts, people in this government hamlet are wary.

Tuesday's edition of the Juneau Empire, for example, included a front page story about the mayor forming six committees to make the city a better capital.

Last fall, Juneau's political and business leaders tried unsuccessfully to convince local taxpayers to pay for the construction of a new Capitol. Their theory was that a grand new building would anchor the state government in Juneau.

And now Juneauites are getting downright defensive about their weather.

"It's not Juneau that's causing this problem," explained Senate Minority Leader Jim Duncan, a Juneau Democrat. "It's an act of nature."

Tough, say people in the move the capital crowd. Rep. Pat Carney said Ju-

neau's "access problems" were a big reason he led a petition drive last year that got the capital move issue on next November's general election ballot.

"It always has been a problem," said Carney, whose ballot measure would move the capital close to his home in Wasilla. "It always will be a problem as long as the capital is in Juneau."

But Duncan said Juneau's weather isn't the problem — it's out-of-town lawmakers who fly home so frequently.

"If they'd stay around and work, there wouldn't be a problem," Duncan said.

In the short run, however, the fog may be helping Juneau's cause. A bill that would move just the legislature to Anchorage has been trapped in a Senate committee since last year. Sen. Randy Phillips, R-Eagle River and the bill's sponsor, tried last week to get his measure pulled from the committee but fell one vote short.

Phillips had planned to make another attempt Tues-

day, but some of the people he was counting on for votes were fogged out.

Though January was particularly bad month for getting in and out of Juneau, airline officials and weather forecasters say this week's fog is a freak.

"I've been working here since 1976 and it's the longest I can remember," said Jerry Kvasnikoff, Alaska Airlines' customer service manager in Juneau.

Bob Mosley, a meteorologist for the National Weather Service, said no records are kept that would show whether this is the longest no flight stretch for Juneau.

"But this has to rank up there at the top," Mosley said.

Mosley said the weather pattern that has kept the fog in place over much of Southeast — no wind and lots of moist, cold air trapped close to the ground — should begin to change today.

But, as Alaska Airlines agent Mary MacKinnon noted, "That's what they've been saying all week."

Special session cost: \$150,000

By JONATHAN McNEILLY

Frontiersman reporter

It is anticipated to cost Alaska taxpayers \$150,000 to convene a special legislative session in Juneau on Monday, and Rep. Pat Carney says that cost could be a lot cheaper if the state capital was already in Wasilla.

"It would save a good chunk of what it is going to cost," said the Wasilla Democrat. "I don't know how to judge now much cheaper, but we got 30-something legislators who

would not have to be flown down there at all."

Executive Director Pam Varni of the state Legislative Affairs Agency said she anticipates it will cost roughly \$30,000 to cover the round-trip transportation costs to send 57 legislators to Juneau for the single-issue session.

"I assume most of the them will be flying," said Varni, "though some could take the ferry."

There are only three legislators — two representatives

and a senator — who live year-round in Juneau.

Legislators will also rack up an estimated \$7,000 in per diem costs, for a three-day total of \$21,000, said Varni. The money is to pay for housing, meals and other living expenses.

With additional state and legislative staff called back to work, Varni said, it will cost roughly \$50,000 a day to hold the special session.

Lawmakers were called back

See SESSION, Page A10

SESSION: Only 3 days

Continued from Front Page
to work by Gov. Walter Hickel to amend a state law to help resolve issues surrounding the state's Mental Health Land Trust settlement. The session is expected to take no longer than three days.

The state could save money, said Carney, on the transportation cost for some 30 lawmak-

ers who live within driving distance of Wasilla.

Also, if a legislator lives within a 50-mile radius of the capitol they receive a reduced per diem, said Carney, increasing the possible state savings.

"I guess it is only safe to say that it would be a lot cheaper, and everybody can relate to that," said Carney.



Juneau folks say leave it you like By almost 2-1, Juneau residents in October defeated an initiative to levy a new 2 percent sales tax to raise \$50 million for a new state Capitol. The building would have replaced the old federal courthouse that Alaska has used as the Capitol since statehood. The proposal was intended to combat two initiatives now circulating for the 1994 election that would relocate the capital from Juneau to someplace up the road.

1125193

The Anchorage Times

"Believing in Alaskans, putting Alaska first"

Publisher: BILL I. ALLEN

Editors: DENNIS FRADLEY, PAUL JENKINS, WILLIAM I. TOBIN

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Within easy view

IF YOU think Alaska would have a better government if the Legislature operated within easy reach of most of the people, you'll like the bill introduced last week by Republican Sen. Randy Phillips of Eagle River.

Co-sponsored by Republican Bert Sharp of Fairbanks, the measure (SB 26) calls for the Legislature to convene each year in Anchorage — at "an appropriate location" arranged for by the Legislative Council.

The purpose is readily apparent.

The Legislature now meets in Juneau — far removed from most of the people of the state; accessible only by air, unless you live in one of the few communities served by the Southeastern ferries; costly and time consuming as a travel destination; generally isolated, and its legislative activities mostly out of touch and out of sight of a great percentage of Alaskans.

This is not a Move-the-Capital bill, it should be pointed out.

Juneau would remain the capital city. The only difference is that the legislative session would be held in Anchorage.



THERE HAVE been similar legislative proposals put forward in past years, calling for the Leg-

islature to hold its sessions in successive years in Anchorage, Fairbanks, Ketchikan and Juneau.

That's a good idea, too.

But the Phillips-Sharp bill is more simple and clean cut.

Anchorage could accommodate the sessions with no problem — space is not at a premium. Half of the legislators, give or take one or two, already have offices here.

And if the meetings were here, Alaskans everywhere would have easy access to the sessions — and no longer would our lawmakers be working in the confined and isolated atmosphere of Juneau.

Will this bill move forward? Don't bet on it.

More likely, it will be shuffled off into Juneau's fog and mist — like the Legislature itself, out of sight and sound of most Alaskans.

Capital already moved to Anchorage

The capital move issue is back on the ballot this year. We'll get to vote on two initiatives, one to move the capital to Anchorage and one to make sure we approve of the costs before it is moved.

It will be an emotional and contentious issue. It won't be a rational debate. In fact, during the 20 years since we last considered the capital move there's been a change that makes the matter almost moot from a practical standpoint.

The capital has already moved. It's in Anchorage. All we're going to decide on the ballot is whether the Legislature, the governor and a few commissioners will follow, and how much we'll spend on their new offices.

One can see the extent of this de facto capital move by going through the directory of state officials. Don't bother if you can't find your copy, I did it for you.

The exercise confirmed a suspicion I'd had for more than a decade. As Anchorage became the center of the state's business and population, many state agencies had to move there just to function efficiently.

When I was about half-way through making up the list, two interesting trends began to appear.

First the agencies that actually do something, the ones that deal directly in a service to the public or working with major businesses, are in Anchorage, while the bureaucrats who just shuffle paper back and forth to each other stayed in Juneau.

Some examples? Anchorage is home to the Alaska Housing Finance Corp., the Alaska Railroad Corp., the Alaska Public Utilities Commission, the State Council on the Arts, the Alaska Energy Authority, the Alaska Industrial Development and Export Authority, The Alaska Municipal Bond Bank, the Alaska Tourism Marketing Council and the Alaska International Airport System.

The second thing I noticed, agencies that have divided themselves into geographic regions tend to group heavily in Anchorage and Fairbanks.

Let's look at some examples.

One entire branch of state government, the Judiciary, is headquartered in Anchorage. That's



Fred Pratt

where the court administrator's office is, as well as the appeals courts.

The office of the Chief Justice of the Alaska Supreme Court moves around according to who has the job. It's been here in the past, but is now in Anchorage, where four of the five justices maintain their offices, even the one who was originally from Juneau.

It's perhaps no accident then to find the entire Department of Corrections in Anchorage, even the commissioner. The only agency of that department still in Juneau is the Parole Board.

The Department of Military and Veterans Affairs is also headquartered in Anchorage, from the adjutant general on down. Its only functions in Juneau are the administrative and support offices.

Three departments have their commissioners in Juneau and virtually all their operations in Anchorage and Fairbanks. In cases like these, the commissioner often maintains a second office in Anchorage where he spends most of his time, using the Juneau office as a *pieu a terre* while in town for cabinet meetings and legislative hearings.

The Department of Community and Regional Affairs has only its commissioner and its administrative services in Juneau, while its two divisions are both in Anchorage.

The same is true for the Department of Public Safety. The Alaska State Troopers, the Division of Motor Vehicles, the Division of Fire Protection and the Division of Fish and Wildlife Protection are all headquartered in Anchorage.

The third example of this situation is the Department of Natural Resources. Its public relations office and seven of its eight divisions are in Anchorage. The eighth, the Division of Geological and

State divisions in Anchorage

The following is a list of state divisions headquartered in the Anchorage area. The divisions are listed under their respective departments.

- Department of Administration
 - Public Defender Agency, Office of Public Advocacy, Alaska Public Offices Commission
- Department of Commerce & Economic Development
 - Office of International Trade & Development, Division of Measurement Standards, Alaska Aerospace Development Corp., Alaska Energy Authority, Alaska Industrial Development & Export Authority, Alaska Public Utilities Commission, Alaska Railroad Corp., Alaska Tourism Marketing Council
- Department of Community & Regional Affairs
 - (Only the commissioner's office is in Juneau, Division of Municipal and Regional Assistance, Division Community and Rural Development Division)
- Department of Corrections
 - Commissioner, all divisions except Parole Board
- Department of Education
 - State Council on the Arts
- Department of Environmental Conservation
 - Pollution prevention
- Department of Health Education & Social Services
 - Governor's Council on Disabilities & Special Education,
- Department of Labor
 - Alaska Labor Relations Agency
- Department of Law
 - Office of Special Prosecutions & Appeals
- Department of Military & Veterans Affairs
 - Adjutant General, Alaska Division of Emergency Services, Alaska National Guard, Alaska Air National Guard, Alaska Army National Guard, (only administrative and support services in Juneau)
- Department of Natural Resources
 - Public Information, Recorder's Office, Pipeline Coordinator, Division of Agriculture (Palmer), Division of Land, Division of Water, Division of Forestry, Division of Oil & Gas, Division of Mining, Division of Parks & Outdoor Recreation, Alaska Oil & Gas Conservation Commission
- Department of Public Safety
 - Division of Fire Protection, Division of Fish & Wildlife Protection, Alaska State Troopers, Division of Motor Vehicles, Statewide Scientific Crime Detection Laboratory
- Department of Revenue
 - Oil and Gas Audit Division, Child Support Enforcement Division, Alaska Housing Finance Corp., Alaska Municipal Bond Bank, Alaska Science and Technology Foundation,
- Department of Transportation and Public Facilities
 - Alaska International Airport System
- Judicial Branch
 - Alaska Judicial Council, Chief Justice of Supreme Court of Alaska, Courts Administrator, Court of Appeals

Geophysical Surveys, is in Fairbanks.

As an example of the second point, let's look at where the Department of Law keeps its lawyers.

Its Juneau office has 33 lawyers listed in its civil law section, five in a criminal law section, and three in the district attorney's office. In Anchorage the Department of Law lists 74 in civil law, 12 doing criminal law work and 21 in the district attorney's office. In Fairbanks we have 14 in civil law and 11 in the district attorney's office.

I imagine a lot of the lawyers in the Juneau civil section are there primarily to draft bills and lobby the Legislature, and to oversee writing of regulations by other agencies.

So what would move if the capital

moved?

That's a good question. Juneau would presumably remain the regional headquarters for state agencies in Southeast Alaska, like Fairbanks is for the North and Interior.

The Legislature would move, and the token commissioners and administrative support offices would move as well. So would large units of the four departments that remain centered there, but there's no reason they'd have to hurry.

But this is perhaps why the capital move initiative this year doesn't propose some massive new capitol city outside of Anchorage. Why bother?

Fred Pratt, a free-lance writer living in Fairbanks, is a reporter and long-time observer of Alaska politics.

Moving the capital an argument often revisited

It's as predictable as rain in Juneau. Just about every year, a legislator from somewhere in Alaska floats a bill proposing that the capital be moved from Juneau to some more convenient spot - say, in that legislator's district.

Among the first bills proposed this session were proposals to move the legislature and its minions from Juneau to Anchorage and to the Mat-Su "to bring government closer to the people," according to one of the sponsors. Gee, where have we heard that before?

It turns out that people have been saying such things ever since the legislature opened for business in Juneau in 1913. Without reviving any sort of debate over an issue that many of us wish would just go away, it's interesting to see how Juneau responded to such threats in its early years.

Part of the problem in the early years was that Juneau wasn't properly set up to host such an august body. There weren't any suitable buildings and it was a little embarrassing. As the Empire quoted a businessman, "As a matter of civic pride, the people of Juneau should take more interest in the situation." Another said, "There is hardly another town in all Alaska that would have been caught in the unprepared state that now confronts Juneau in the matter of entertaining and curing for visitors."

The first session was held in the Elks Hall on North Franklin Street. When the legislature considered asking for money to build a federal building, the first suggestions to move the capital elsewhere emerged. One legislator called Juneau "this little wart of a place that isn't even in the Territory."

In following years, as the legislature shifted to other buildings in Juneau, including the Goldstein Building, lawmakers did their best to acquire federal money to build a real Capitol. The money was



SHERRY SIMPSON

Turn Back the Pages

In 1921, a lawmaker noted that repeated discussion of capital moves had caused 'common talk' in Washington, D.C., that Alaskans were 'generally recognized as a people who could not agree among themselves ...'

promised, appropriated and then delayed several times, most notably by World War I. The present capitol wasn't completed until 1931.

In the meantime, capital move talk became more than talk. In 1915, a resolution was introduced to move the capital to Seward. In subsequent years, similar proposals were made and defeated. The complaints became familiar - if not tiresome - over the years. People said Juneau's weather was terrible, its location inconvenient, the town unsuitable and airline schedules were too infrequent.

The Empire constantly portrayed Juneau as the best possible place to host territorial government. In 1917, an editorial welcomed legislators by reminding them that Juneau residents were friendly and giving. "If, in the rush of business, the people of the community should overlook anything, it must be remembered that our population is composed of Christian men and women who believe in the biblical injunction, 'Ask and ye shall receive.' Therefore, if any visiting lawmaker sees anything he wants, and there should be forgetfulness in offering it to him, he has but to ask for it - or take it." A brave offer indeed.

In 1919, the Alaska Daily Empire made a rather unfortunate argument that Juneau was a major city and should therefore host the

government: "... the capital of a state should be in the metropolis - the place where people go most in connection with business and for other purposes. The old theory that a state capital should be a city where the main industry is state business is not based on sound principles ... It is well for the servants of the public to be where they are under the watchful eye of their masters - the people - and where they can come into contact with the greatest possible number of average citizens." This, of course, was the exact argument advanced decades later who thought Anchorage would make a far better capital city.

In 1923, the Juneau newspaper made another argument that later was turned around. "There is no town in Alaska whose resources are more diversified than those of

Juneau. This place depends upon no one thing. She leads as a mining center and takes a high place as a center for fishing, lumbering and tourist traffic." In more recent times, Juneau defended itself from the capital move by arguing that it didn't have any other major economic resources (which it didn't) other than state business. Moving the capital would kill the town, people argued. Today, some worry that the prospect of establishing a mining economy in Juneau would give capital move proponents a pretext for a new campaign.

Then, as now, proposals were seen either as worthy of serious debate or frivolous gestures that diverted legislators from Alaska's real problems. In 1921, a lawmaker noted that repeated discussion of capital moves had caused "common talk" in Washington, D.C.,

that Alaskans were "generally recognized as a people who could not agree among themselves." So much so that in 1925, one lawmaker suggested rotating the capital through every town and village, starting with Hyder and heading north.

Move proposals continued over the years and some saw a transfer north as inevitable. In 1948, legislator Essie Dale of Fairbanks commented, "Take a look at the map and you can see the capital is going to be moved eventually. It's too far from the center of the Territory."

After statehood was achieved in 1959, moving the capital became the most divisive issue facing the fledgling state. Governor Bill Egan said, "The chief accomplishment of this controversy has been to cause deep and wide sectional wounds at a time when all Alaska must be united." Many newspapers and legislators, including some Anchorage lawmakers, felt Alaska had better things to worry about and not enough money to pay for such a move - observations some would make today.

Not everyone in Juneau lined up behind their hometown. In 1959, a letter writer commented, "... has it ever occurred to those struggling so hard to keep the capital in Juneau that there are many of the Gustineau Channel residents that would just as soon see it go?"

In 1960, as the battle gained momentum and appeared headed for a ballot, two of the move's main

supporters were Anchorage Times publisher Bob Atwood and Anchorage Rep. Earl Hillstrand. A four-day log bank that shut down Juneau in January proved to be great ammunition for Hillstrand, prompting the representative from Naknek to pen one of his limericks.

Once an eager young fellow named Earl

Gave the junket to Juneau a whirl

True - when the log blocked his way

He lost more than a day,

But gained a juicy tomato to hurl.

The poet was Jay Hammond, later to become governor and unofficial poet laureate of Alaska.

A ballot initiative in 1960 to move the capital north was defeated, but the vote signaled only the first round in the state's most acrimonious argument ever. Five subsequent elections, in 1962, 1974, 1976, 1978 and 1982, were required to settle the capital move question. But judging from the perennial re-appearance of bills such as those introduced this session, no Juneau resident should ever assume that the capital of Alaska is permanently established at the foot of Mount Juneau.

Sherry Simpson is a former Juneau Empire reporter with an interest in Alaskan history. She researched and wrote the text for the Alaska Geographic publication "Juneau."

Rental housing now even harder to find in Juneau

The Associated Press

JUNEAU — People are living in tents, filling up homeless shelters and, in some cases, leaving Juneau because they can't find a place to rent.

"It's really awful," said Maria Mattson, rental manager for RE/MAX of Southeast. "I have never seen it this bad."

Juneau has the tightest rental housing market in the state. It has become worse since the late 1980s. A state survey last year placed the vacancy rate at 1.4 percent. This year it is down to 0.8 percent.

Rental agents say a rate that low means there is virtually nothing available, which isn't news to those who have tried to find a place to live in the capital.

"I'm about ready to give up," said Mason Billingsley, formerly of Anchorage. He, his wife and teen-age son have searched for two months.

The family has camped in their pickup

truck and stayed at a motel. His wife recently left for Skagway to stay with relatives while Billingsley stayed at a downtown shelter and worked at a fish processing plant.

Mattson said she gets up to six calls a day from rental seekers, even though her office has no rentals available.

When a rental becomes available, it's not cheap. Rents average \$487 for efficiency apartments, \$618 for one-bedroom units, \$798 for two bedrooms and \$1,017 for three.

Billingsley, a carver by trade, says he no longer even worries about the cost of a rental. He just wants a place to live.

"When one comes open, the competition is just ridiculous," he said. "We would even be happy with an efficiency."

At the University of Alaska Southeast, housing director Tish Griffin is looking

for apartments, basements and spare rooms that can be rented to students who will begin arriving in September for the fall term.

"I've got 22 families and 61 single students on the waiting list," she said. Griffin said she may take in a renter herself. "It's just a desperate situation."

Tim Kingwell, who quit a job in Sitka with plans to move his family here while he studies for a teaching degree, is among the frustrated.

"As soon as there's something in the paper ... either the house has already been rented or they only want to give it to you for a month," he said.

At the Glory Hole shelter and soup kitchen, officials are considering a change in its open-door policy. This summer many of the shelter's 38 beds have been filled by out-of-state students working at

the Taku Smokeries fish plant.

Executive director Ellen Northup said the students, all men, are saving money for college as they live essentially rent-free and get free meals.

Those using the shelter can stay up to 30 days, or 60 days if they have a job. The rule was designed to give the homeless enough time to save up to move into their own place, Northup said.

But the shelter board may change that rule. Northup said one option is to evict people after they receive their first paycheck. The move is supported by Taku Smokeries.

"We feel very strongly that if someone is staying there and making very good wages, then they should at least donate a portion of their salary to the Glory Hole," Taku personnel manager Loma Gregg said.

Lawmakers isolated in Juneau; constituents isolated from Juneau

It was my privilege and pleasure to be a legislative staff member and travel to and live in Juneau for 4½ months this past winter.

After 31 years in Alaska, this was my first time in Juneau, first time in Southeast, and all that I had ever heard about how beautiful it is, is true. The people were gracious, the meeting of the sea and the mountains, awesome. And, I not only got to see the legislature in action, after an interest that spanned these past 31 years, but was able to be there every day of this past session.

What an education. Contrary to what the newspapers, radio and television news would have had me believe before, the legislators do not only come to life in the last 10 days of the session, operate in a wild frenzy, and vote on unread legislation — just to end the session and get back home.

These people hit the ground running



**FIRST
PERSON**

from the very first day, and it appeared to be "standard operating procedure." Committee meeting schedules were announced immediately, and committee meetings began immediately (where most of the work really happens), and these committee meetings continued daily, nightly and on weekends throughout the session. As a staff member, I was often in the capitol throughout the session from first thing in the morning until late hours at night — so were many legislators.

As a resident of Alaska and an interested citizen, I have always been actively involved in what is going on in our glorious state. Alaska has been good to me, and I feel the very least I can do is "care back." Alaska gives us all the opportunity to really count, if we take the time to speak up.

I have been one of those who sends Public Opinion Messages to my legislators, calls them and the governor, and writes letters when appropriate — and the gratifying thing is, the legislators and governors have always responded, most times on a personal basis. I also served as a council member on the Girdwood City Council, when Girdwood

was a city before unification, and have worked for community organizations over the years.

I am actually proud of many of our politicians. Many of them are people who also love Alaska, have enjoyed the benefits of living here, and they want to "give back."

Having been to Juneau, as I said in the beginning, I fell in love with Juneau, and appreciate its charm. However, having lived with 31 years of frustration for not being financially or logistically able to be in face-to-face touch with my legislators, and having a real longing for just wanting to know how the process works, it was more apparent to me than ever this past winter that the legislature is isolated in Juneau.

For several days our legislators "overflowed" Juneau and sat in Sitka, Seattle, or flew back to Anchorage, due to snow or fog. It not only kept our legislators from being on the job, but we got no mail, in or out, no newspapers to let us know what was going on in our home communities, and a true feeling of isolation.

If anyone out there has ever felt isolated from their legislators during the

time they are in session in Juneau, let me tell you, the isolation is also felt from there as well. We do not get Anchorage radio news, we do not get Anchorage television broadcasts, and the Anchorage newspaper costs \$1.25 daily and \$2.50 on Sundays — so we scrounge for and share whatever hometown news we can get.

I do not advocate moving the whole capital. Most of the business done during the session is done with administrative people by phone anyway, but, I think it is long past time to move the legislature to a "people access" location — I want to drive to it, whether as a staff member or a constituent, and I want every other Alaskan to have that opportunity. It should not take 31 years to be able to sit in the gallery and watch your legislators in action, or walk in their door and speak to them when they are actually in the process of passing legislation that affects every one of us on a daily basis.

Move the legislature to where we can all drive to it. (How about a building on the state fairgrounds? It is state land already, and it is not used during the time that the legislature is in session.)

— Patti Zantek

Anchorage Daily News
2/30/54

SB

20

HFIN

FILE

HOUSE COMMITTEE REPORT

(11)

Date Referred to Committee: April 12, 1996

FURTHER REFERRALS:

Date of Committee Action: 4/24/96am

The FINANCE Committee considered:

CSSSB 20(FIN)

CS FOR SPONSOR SUBSTITUTE FOR SENATE BILL NO. 20(FIN)

STATE AID TO MUNIS & UNORGANIZED BOROUGH

"An Act relating to certain programs of state aid to municipalities and recipients in the unorganized borough; and providing for an effective date."

recommends it be replaced with the following committee substitute HCS CS SB 20(FIN) the same title a new title

additional referral to _____ Committee
 attached amendment(s)

ADOPTS: _____ Letter of Intent

ATTACHES NEW FISCAL NOTE(s): (Dept) _____

APPROVES PREVIOUS: (Dept/Date) _____

fiscal note(s) _____

fiscal note(s) Revenue 3/18/96

zero fiscal note(s) _____

zero fiscal note(s) DCRA 3/18/96

SIGNING WITH RECOMMENDATIONS		DP	DNP	NR	AM
<i>Richard Foster</i>	FOSTER	X			
<i>Mark Hanley</i>	Hanley			X	
<i>Don Muder</i>	muder	X			
<i>Larry Martin</i>	Martin			X	
<i>Ben Grossendorf</i>	Grossendorf	X			
<i>Mike Navarre</i>	Navarre			X	
<i>Sean Parnell</i>	Parnell			X	
<i>Chris Theriault</i>	Theriault				X
<i>Peter Kelly</i>	Kelly			X	
<i>Larry Brown</i>	BROWN			X	

CHAIR'S SIGNATURE

Mark Hanley

Richard Foster

Revision Date: _____ Dept. Affected: Revenue
 Title: Alaska Municipal Basic Services Program BRU: Revenue Operations
 Component: Treasury
 Sponsor: Torgerson
 Requestor: (S) CRA COMPONENT SERIAL NO. 121

Expenditures/Revenues: (Thousands of Dollars)

OPERATING EXPENDITURES	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ()	(874.0)	(874.0)	(874.0)	(874.0)	(874.0)	(874.0)
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FUND SOURCE (Thousands of Dollars)

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

Estimate of any current year (FY96) cost \$ _____

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

This bill will advance the payment of municipal assistance from February 1 of the fiscal year to July 31 of the same year. This will result in the loss of 6 months of earnings on these funds in the general fund. Based upon this year's payout of approximately \$27.1 million and the current general fund rate of return of 5.4%, this amounts to \$874.0 in interest earnings that the general fund will forgo.

Prepared by: Vern Voss, Cash Manager Betsy Martin, Comptroller Phone: 465-3700
 Division: Treasury Date: February 19, 1996
 Approved by Commissioner: Ross Kinney, Deputy Commissioner Date: February 19, 1996
 Agency: Department of Revenue

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FISCAL NOTE

No. 1
Bill Version: CS 55 SB 20 CCRH
(S) Publish Date: 3-18-96

Revision Date: February 20, 1996 Dept. Affected: Community & Regional Affairs
Title: An Act relating to certain programs of state BRU: none
aid to municipalities and recipients in the ... Component none
Sponsor: Sen. Torgerson
Requestor: Senate C&RA COMPONENT SERIAL NO. -

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0
CAPITAL	0.0	0.0	0.0	0.0	0.0	0.0

REVENUE FUND SOURCE:

--	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

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

POSITIONS:

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

Estimate of current (FY94) impact \$ none

ANALYSIS: (Attach a separate page if necessary)

This bill would make changes in formula allocations and payment dates for the Municipal Assistance Program (AS 29.60.350-375), however, these changes would not significantly affect program administration. Consequently, no fiscal impacts are anticipated for the department.

Prepared by: Remond Henderson, Director Remond Henderson Phone: 465-4708
Division: Division of Administrative Services Date: 2/20/96
Approved by Commissioner: Mike Durin Date: 2/20/96
Agency: Community & Regional Affairs

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Session Address

State Capitol; Room 427
Juneau, AK 99801-1182
(907) 465-2828; fax 465-4779

Senator John Torgerson

SPONSOR STATEMENT

Committee Substitute for Sponsor Substitute for Senate Bill 20(FIN)

This legislation changes the name of the Revenue Sharing program to "Priority Revenue Sharing for Municipal Services," changes the Municipal Assistance Fund to the Safe Communities Fund, and requires that payments from the Safe Communities Fund be used for specific prioritized purposes. The intent of these changes is to more accurately reflect the purposes for which payments received are used. These programs appear to have fostered the perception that it is a type of "slush fund," for communities. The change in name and requirements for use help to dispel that notion.

Communities are required to spend funds received from the Safe Community Fund on specific purposes in the following order of priority: 1) Police protection and related public safety services; 2) Fire protection and emergency medical services; 3) Water and sewer services not offset by user fees; 4) Solid waste management; and 5) Other services the governing body determines to have the highest priority. Communities are not however required to fund all requests for services in a category before funding services in another category.

Communities that levy and collect property taxes are required to list the allocation received from Revenue Sharing for Safe Communities and its millage equivalent on the "Notice to Taxpayers."

This bill also revises how appropriations to the Safe Community Fund are allocated. In the event appropriations continue to be reduced, allocations to and the resulting payments from the base amount account will be proportionately reduced. In the past, this account was "held harmless" and appropriation reductions were taken entirely from the per capita account. This resulted in an inequitable reduction of payments to communities.

The minimum entitlement to communities is increased to \$40,000. If, however, appropriations continue to decline, this minimum entitlement may be proportionately reduced along with payments from the base amount and the per capita accounts.

Finally, the date of payment has been changed so that communities receive entitlements from both Priority Revenue Sharing and the Safe Communities Fund on July 31. Previously, payments from revenue sharing were made on July 31 and municipal assistance payments were made on February 1.

JT:dld:CSSB20(fin)

Alaska State Legislature

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Juneau, AK 99801-1182
(907) 465-2828; fax 465-4779

Senator John Torgerson

Committee Substitute for Sponsor Substitute for Senate Bill 20(FIN) Overview by Section

- Section 1: AS 29.10.200 (50) "Limitation of home rule powers." Changes name from state aid to priority revenue sharing.
- Section 2: AS 29.20.640 (b) "Reports." Changes name from state aid for miscellaneous municipal services to priority revenue sharing for municipal services.
- Section 3: AS 29.45.020 "Taxpayer Notice" Changes name from state aid for miscellaneous municipal services to priority revenue sharing for municipal services. Requires communities that levy and collect property taxes to list the allocation received from revenue sharing for safe communities and its millage equivalent on the notice to taxpayer. Currently these funds do not have to be reported to the public.
- Section 4: AS 29.45.660(b) "Notice of sale and use tax." Changes name from state aid for miscellaneous municipal services to priority revenue sharing for municipal services.
- Section 5: AS 29.60.100 "Revenue Sharing Payable." Changes name from revenue sharing to priority revenue sharing for municipal services.
- Section 6: AS 29.60.170 "Miscellaneous services account" Changes name from miscellaneous services to municipal services
- Section 7: AS 29.60.280(b) "Allocation and distribution" Changes name from miscellaneous services to municipal services

Section 8: AS 29.60.350 "Municipal Assistance Fund" Renames Municipal Assistance fund to the Safe Communities fund. Establishes two accounts within the fund--the base amount account and the per capita account. Allocates 1/3 of the appropriation to the Safe Communities Fund to the "base amount account" and 2/3 of the appropriation to the "per capita account." Changes the date the funds are distributed from February 1 to July 31.

Section 9: AS 29.60.350 (c) Adds a new section requiring payments received from both accounts in the Safe Communities Fund to be spent on the following services in the following order of priority:

- Police protection and related public safety services;
- Fire protection and emergency medical services;
- Water and sewer services not offset by user fees;
- Solid waste management;
- Other services determined by the governing body to have the highest priority

This section does not require a municipality to fund all requests it receives for services in a category before funding services in a another category.

Section 10: AS 29.60.360 "Base amount of assistance" This section is renamed to "Base amount account distributions." Excludes boroughs with a per capita full and true property value exceeding \$500,000 when calculating the base amount to be received by new boroughs. Allows the distributions from the base amount account to be prorated if the amount allocated to the account is insufficient to pay the full base amount to each eligible municipality.

Section 11: AS 29.60.370(a) Renames increased assistance to per capita account distribution. Specifies that allocations to the per capita account will be distributed to municipalities on a per capita basis.

Section 12: AS 29.60.372 and 373 Adds a new section stating that the minimum entitlement to those communities eligible for payments under equalization of tax resources for municipal services, priority revenue sharing for municipal services and revenue sharing for safe communities, is \$40,000. Adds an additional section allowing the minimum entitlement to be reduced proportionately in the event future appropriations to the safe communities fund are reduced.

Failed 2-9
 Amendment #4
pg 5 Lw 2

CS FOR SPONSOR SUBSTITUTE FOR SENATE BILL NO. 20(FIN)

IN THE LEGISLATURE OF THE STATE OF ALASKA

NINETEENTH LEGISLATURE - SECOND SESSION

BY THE SENATE FINANCE COMMITTEE

Offered: 3/26/96

Referred: Rules

Sponsor(s): SENATORS TORGERSON, Pearce, Kelly

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to certain programs of state aid to municipalities and
 2 recipients in the unorganized borough; and providing for an effective date."

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

4 * Section 1. AS 29.10.200(5i) is amended to read:

5 (50) AS 29.60.120(a) and (c) (priority revenue sharing [STATE AID]
 6 for health facilities and hospitals);

7 * Sec. 2. AS 29.20.640(b) is amended to read:

8 (b) Compliance with the provisions of this section is a prerequisite to receipt of
 9 municipal tax resource equalization assistance under AS 29.60.010 - 29.60.080 and
 10 priority revenue sharing [STATE AID] for [MISCELLANEOUS] municipal services
 11 under AS 29.60.100 - 29.60.180. If a municipality does not comply with this section,
 12 the department shall withhold the allocations until the required reports are filed.

13 * Sec. 3. AS 29.45.020 is amended to read:

14 Sec. 29.45.020. TAXPAYER NOTICE. (a) If a municipality levies and collects

1 property taxes, the governing body shall provide the following notice:

2 "NOTICE TO TAXPAYER

3 For the current fiscal year the (city)(borough) has been allocated the following amount
4 of state aid for school and municipal purposes under the applicable financial assistance
5 Acts:

6	PUBLIC SCHOOL FOUNDATION PROGRAM	
7	ASSISTANCE (AS 14.17)	\$
8	STATE AID FOR RETIREMENT OF SCHOOL	
9	CONSTRUCTION DEBT (AS 14.11.100)	\$
10	MUNICIPAL TAX RESOURCE EQUALIZATION	
11	[ASSISTANCE] (AS 29.60.010 - 29.60.080)	\$
12	<u>PRIORITY REVENUE SHARING</u> [STATE	
13	AID] FOR [MISCELLANEOUS] MUNICIPAL	
14	SERVICES (AS 29.60.100 - 29.60.180)	\$
15	<u>REVENUE SHARING FOR SAFE COMMUNITIES</u>	
16	<u>(AS 29.60.350 - 29.60.375)</u>	\$
17	TOTAL AID	\$

18 The millage equivalent of this state aid, based on the dollar value of a mill in the
19 municipality during the current assessment year and for the preceding assessment year,
20 is:

21		MILLAGE EQUIVALENT	
22		PREVIOUS YEAR	THIS YEAR
23	PUBLIC SCHOOL FOUNDATION		
24	PROGRAM ASSISTANCE MILLS MILLS
25	STATE AID FOR RETIREMENT		
26	OF SCHOOL CONSTRUCTION		
27	DEBTMILLSMILLS
28	MUNICIPAL TAX RESOURCE		
29	EQUALIZATION [ASSISTANCE]MILLSMILLS
30	<u>PRIORITY REVENUE SHARING</u>		
31	[STATE AID] FOR [MISCELLANEOUS]		
32	MUNICIPAL SERVICESMILLSMILLS

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REVENUE SHARING FOR SAFE

COMMUNITIES

...MILLS ...MILLS

TOTAL MILLAGE

EQUIVALENT

...MILLS

...MILLS"

Notice shall be provided

(1) by furnishing a copy of the notice with tax statements mailed for the fiscal year for which aid is received; or

(2) by publishing in a newspaper of general circulation in the municipality a copy of the notice once each week for a period of three successive weeks, with publication to occur not later than 45 days after the final adoption of the municipality's budget.

(b) Compliance with the provisions of this section is a prerequisite to receipt of municipal tax resource equalization [ASSISTANCE] under AS 29.60.010 - 29.60.080 and priority revenue sharing [STATE AID] for [MISCELLANEOUS] municipal services under AS 29.60.100 - 29.60.180. The department shall withhold annual allocations under those sections until municipal officials demonstrate that the requirements of this section have been met.

* Sec. 4. AS 29.45.660(b) is amended to read:

(b) Compliance with the provisions of this section is a prerequisite to receipt of municipal tax resource equalization [ASSISTANCE] under AS 29.60.010 - 29.60.080 and priority revenue sharing [STATE AID] for [MISCELLANEOUS] municipal services under AS 29.60.100 - 29.60.180. The department shall withhold annual allocations under those sections until municipal officials demonstrate that the requirements of this section have been met.

* Sec. 5. AS 29.60.100 is amended to read:

Sec. 29.60.100. PRIORITY REVENUE SHARING FOR MUNICIPAL SERVICES [REVENUE SHARING PAYABLE]. In addition to the equalization entitlements paid under AS 29.60.010 - 29.60.080, during each fiscal year the department shall pay priority revenue sharing for municipal services to [AID]

(1) [TO] a municipality or other eligible recipient that has the power to provide the services described in AS 29.60.110 - 29.60.130 and exercises the power in

1 the manner required by AS 29.60.100 - 29.60.180;

2 (2) [TO] an unincorporated community under AS 29.60.140.

3 * Sec. 6. AS 29.60.170 is amended to read:

4 Sec. 29.60.170. MUNICIPAL [MISCELLANEOUS] SERVICES ACCOUNT.

5 The municipal [MISCELLANEOUS] services account is established. Money to carry
6 out the provisions of AS 29.60.100 - 29.60.180 shall be allocated by the department to
7 the account in accordance with AS 29.60.280. If amounts in the account are insufficient
8 to pay each municipality's or other recipient's share authorized under AS 29.60.100 -
9 29.60.180, the amounts that are available shall be distributed pro rata among eligible
10 municipalities and other recipients.

11 * Sec. 7. AS 29.60.280(b) is amended to read:

12 (b) Money in the municipal [MISCELLANEOUS] services account established
13 in AS 29.60.170 that exceeds the amount required to fully fund distributions authorized
14 by AS 29.60.100 - 29.60.180 shall be reallocated to the tax equalization account
15 established in AS 29.60.060 and distributed according to the provisions of AS 29.60.010
16 - 29.60.080.

17 * Sec. 8. AS 29.60.350 is amended to read:

18 Sec. 29.60.350. SAFE COMMUNITIES [MUNICIPAL ASSISTANCE] FUND.

19 (a) To implement the revenue sharing for safe communities program, there
20 [THERE] is established in the department the safe communities [MUNICIPAL
21 ASSISTANCE] fund consisting of the base amount account and the per capita
22 account. The legislature may appropriate to the safe communities [MUNICIPAL
23 ASSISTANCE] fund during each fiscal year a total [AN] amount equal to or greater
24 than 30 percent of the income tax revenue received by the state under AS 43.20.011(e)
25 for the previous fiscal year. Unless otherwise provided in the appropriation, the
26 department shall allocate one-third of the money appropriated to the base amount
27 account and two-thirds to the per capita account.

28 (b) The department shall distribute money from the safe communities
29 [MUNICIPAL ASSISTANCE] fund to each municipality on an annual basis as provided
30 in AS 29.60.360 and 29.60.370 and as adjusted under AS 29.60.373. A municipality
31 may not receive payment until it submits to the department a resolution approved by the
32 governing body of the municipality that requests the money. Distribution of money from