

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

318 SCOMM10: LOCAL GOVERNMENT STUDY 1979

STATE OF ALASKA THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

POUCH Y - STATE CAPITOL
JUNEAU ALASKA 99817
907-465-3600

April 28, 1980

MEMORANDUM

TO : Senator Arliss Sturgulewski ✓
Representative Bill Parker

FROM : M. R. Charney, Executive Director *M.R.C.*

SUBJECT: Joint Local Government Interim RSA from DPDP,
Office of Coastal Zone Management

We have reviewed your memo of April 18 regarding the circumstances of the Community and Regional Affairs RSA.

You make four points regarding the subject for which our comments are directed as follows:

1. Agree with totally.
2. Our best recollection of the September 26, 1979 memo is that shortly after receiving that memo, Pat Costello was informed by committee staff to ignore the memorandum inasmuch as there had been a change of minds regarding the merging of funds. The best evidence of this is that, in fact, the funds were never merged as requested in Mrs. Gorsuch's September 26, 1979 memo. Perhaps there may have been a lack of communication at that time - since only one portion of the memo should have been ignored; however, we acted in the manner as we interpreted it.
3. Mrs. Gorsuch's memo of January 11, 1980 caused problems in two ways. First off, January 11 was the Friday prior to the session and the memo was not in my possession when both the Speaker and Senator Hohman (acting on behalf of Senator Tillion) met with me, individually, on January 12 to exercise their authority under Ch. 80, SLA 1979, page 51, to transfer all interim committee balances to other uses. Also contributing to the problem was that Title 37, as administered by the Department of Administration (as well as accepted accounting principles), dictates that encumbrances of funds may be made only for bonafide contracted obligations - not unsupported memo requests to encumber funds. In other words, we cannot encumber funds just because someone asks us to. There must be evidence of an obligation (contract, used TR, delivery order, etc.).

Sen. Sturgulewski
Sen. Parker
April 28, 1980
Page - 2

4. I am unaware who gave you this information, but as of January 13, 1980 when the interim ended, no interim committee had any balance remaining, officially. Some of the paper work may have been still in process, but, in fact, all balances as of January 13 were transferred to other activities by authority of Ch. 80, SLA 1989, page 51.

Accordingly, there is nothing I can do to assist you. The Council has even taken the authority to make correcting transfers away from me. The only means of transferring money back to the Department of Community and Regional Affairs at this time would be by Council action.

You should also be aware that Legislative Finance advises us that Coastal Zone Management lapsed over \$200,000 last fiscal year, which may indicate that they really don't need the money.

cc: Sen. George H. Hohman, Jr.

MEMORANDUM

*done for
for study*

TO: Jay S. Hammond, Governor
State of Alaska

DATE: October 29, 1979

FILE NO: RP 80-117

TELEPHONE NO:

FROM: Ronald D. Lehr, Director
Division of Budget & Management
Office of the Governor

SUBJECT: Office of the Governor
Request to Receive and
Expend \$193,400 Federal
Funds

The Office of the Governor, Division of Policy Development and Planning, Office of Coastal Management (OCM), requests authority to receive and expend \$193,400 federal funds from the Office of Coastal Zone Management (OCZM), National Oceanic and Atmospheric Administration. Funds will be used to initiate involvement of local communities within the unorganized borough in coastal management planning (\$133,400) and to determine the optimum sites for two energy facilities (\$60,000).

These funds represent the difference between OCM's FY 80 budget request for federal funds in the CZM Administration component (\$4540.0) and the amount appropriated by the legislature (\$4346.6). The legislative budget cut was a result of last session's general reduction program. Receipt of these funds was approved by the federal OCZM in the Alaska Coastal Management Program's first year 306 grant application dated July, 1979.

To date, coastal management planning has been concentrated on areas served by municipalities; planning in the unorganized borough has been minimal. Of the requested funds \$123,400 will be utilized as follows:

- (a) To determine the areas in the unorganized borough in which there are development projects pending or projected;
- (b) Once these areas and the respective communities within them are identified, community leaders will be contacted to inform them of the advantages of planning for the projected development and how planning funds may be obtained.

It is anticipated that at least 15 to 20 rural communities will be identified and involved in the above process. These tasks will be completed by budgeted personnel within OCM and consultant contracts, primarily with non-profit native organizations.

If rural communities in the unorganized borough desire to obtain planning funds from OCM as a result of the aforementioned process, two elections must be held:

- (a) The first election would establish a Coastal Resource District comprising several rural communities;
- (b) Once a Coastal Resource District has been formed, an election will be held to elect members of the respective Coastal Resource Board.

October 29, 1979

To assist in this effort, \$10,000 of the requested funds will be transferred to the Department of Community and Regional Affairs through an RSA. DCRA will subsequently transfer these funds to local communities holding the aforementioned elections for the purpose of informing the affected electorate of the substance of the upcoming election. The majority of these funds will be expended by the local community for the printing of informational material and for travel to outlying areas which will participate in the election. ✓

Of the requested funds, an additional \$60,000 will be used to determine the optimum sites for energy facilities in the Beaufort Sea and Norton Sound areas. The purpose of the energy facilities siting plans is to recommend the best location for facilities related to energy development, such as tanker terminals, processing plants, product storage, etc. The optimum site would be one which balances economic considerations with minimal effect on the surrounding ecosystem. ✓

Of this \$60,000, approximately \$20,000 will be used to complete an energy facility siting plan in the Beaufort Sea. The majority of the background information for this study has been compiled and the requested funds will be used to complete a summary report and recommendation by June, 1980. ✓

The remaining \$40,000 will be used to initiate a study in the Norton Sound area, where an oil and gas lease sale is presently scheduled for 1982. These funds would support the first phase of the Norton Sound study which will be completed by June, 1980. Further study of this area may be required in subsequent years. ✓

Your approval is requested.

Ronald D. Lehr

Ronald D. Lehr, Director
Division of Budget and Management
Office of the Governor

Approved this 30 day of Oct., 1979.

Jay S. Hammond
Jay S. Hammond, Governor
State of Alaska

Legislative Budget & Audit Committee
Date: _____

STATE
of ALASKA

MEMORANDUM

OCT 22 1979

TO: Ron Lind
Director, Budget & Management

DATE: October 19, 1979

FILE NO.

TELEPHONE NO.

FROM: Murray Walsh, Coordinator
Office of Coastal ManagementSUBJECT: Request to Receive and
Expend Additional Federal
Funds

The Office of the Governor, Division of Policy Development and Planning (DPDP) requests authorization to receive and expend \$193,400 in federal funds. These funds will be expended within the Office of Coastal Management (OCM) to enable a number of small communities participating in the unorganized borough to become more involved in the Alaska Coastal Management Program (ACMP). There is a dual purpose for the use of these additional funds. One is promoting participation by the smaller coastal communities in coastal planning (\$133,400) and the other is completing a special study for determining the most desirable site locations for energy facilities in terms of economics and the environment (\$60,000). Both of these planned expenditures will primarily affect and concentrate on the involvement of the unorganized borough in the ACMP.

These additional funds will allow for the completion of activities described in the current FY 80 Operating Budget and reflect the difference between the Governor's FY 80 request in federal funds (\$4540.0) and the amount authorized by the legislature in the CZM Administration component (\$4346.6) of the BRU.

Rural Assistance - \$133,400

Approximately \$123,400 will be expended to encourage rural villages and cities, primarily within the unorganized borough to participate in the development of coastal plans for their areas. While the Alaska Coastal Management Act (Ch. 84, SLA 1977) requires coastal planning by municipalities, it also allows for sections of the unorganized borough without present planning and zoning powers to address impending economic development needs through the development of a coastal resource plan. Because of the legal mandate relating to organized communities, OCM has concentrated its funding on those areas. The purpose of these additional funds will be to assist the rural areas to understand the ACMP and its use to them.

It is anticipated that 15 or 20 communities will be identified as priorities which are in need of assistance from the State in exploring the benefits and expected results of such planning efforts. OCM staff will familiarize themselves with the rural areas and will help identify the villages and cities which, at the present time, could potentially most

benefit from coastal management planning because of pending economic development activities and the like. Staff will then assist the identified communities in reviewing state, federal, and existing local plans and activities as to impacts and ramifications of such plans on the area. At the same time, OCM will assist these communities in understanding rural Alaska to assist in the project.

Additionally, an approximate sum of \$10,000 will be made available for public information and education efforts on coastal management in the unorganized borough prior to elections on the question of whether to establish coastal resource districts. Some funds for this information effort are currently made available by the Department of Community and Regional Affairs to non-profit organizations. These additional funds will supplement this effort.

Energy Facility Siting - \$60,000

The expenditure of these funds will be directed towards conducting a special study of proposed energy facility sites and various alternatives as they affect coastal resources. The study which will focus on the Beaufort Sea and Norton Sound, will be of use to the local areas as they begin to participate in the ACMP.

Beaufort Sea

In cooperation with the North Slope Borough, the Office of Coastal Management will assist in developing an interim report on current and proposed site development in the Beaufort Sea. The report will include a summation of the differences between the Beaufort and other areas of the state where development is imminent. In addition, the report will address the difficulties of offshore development, identification of possible exploration sites and potential amendments to the ACMP siting regulations.

Norton Sound

In western Alaska, very little is known about the Norton Sound, either in regards to the preferred offshore technology or the onshore requirements. It is important that a large amount of background effort be put into this area before site identification can begin. The report will be completed by June 1980.

The Office of Coastal Management proposes that discussion take place with industry, scientists and local residents in helping to define and understand local concerns as it relates to the management of coastal resources.

To date, no coastal resource districts have been formed in the area, including Nome which is the only community in the region with planning and zoning authority.

Energy facility siting is extremely important to the success of local coastal plans as well as to the ACMP. And as a

Ron Lind

-3-

October 19, 1979

result OCM plans to carry out additional energy facility
siting in FY 81.

These funds are due to expire June 30, 1980 and no additional
funds will be required.

cc: Janet Green
Administrative Officer
Office of the Governor

Frances Ulmer
Director
DPDP

MEMORANDUM

NOHA

OCM

Technical name of
Federal Agency

TO: Ron Lind
Director, Budget & Management

DATE: October 19, 1979

FILE NO:

TELEPHONE NO:

SUBJECT:

Request to Receive and
Expend Additional Federal
Funds

FROM: Murray Walsh, Coordinator
Office of Coastal Management

Included in approved
ACMP program 1st year 306
grant application

The Office of the Governor, Division of Policy Development and Planning (DPDP) requests authorization to receive and expend \$193,400 in federal funds. These funds will be expended within the Office of Coastal Management (OCM) to enable a number of small communities participating in the unorganized borough to become more involved in the Alaska Coastal Management Program (ACMP). There is a dual purpose for the use of these additional funds. One is promoting participation by the smaller coastal communities in coastal planning (\$133,400) and the other is completing a special study for determining the most desirable site locations for energy facilities in terms of economics and the environment (\$60,000). Both of these planned expenditures will primarily affect and concentrate on the involvement of the unorganized borough in the ACMP.

Already
Participating?
No

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It is anticipated that 15 or 20 communities will be identified as priorities which are in need of assistance from the State in exploring the benefits and expected results of such planning efforts. OCM staff will familiarize themselves with the rural areas and will help identify the villages and cities which, at the present time, could potentially most

benefit from coastal management planning because of pending economic development activities and the like. Staff will then assist the identified communities in reviewing state, federal, and existing local plans and activities as to impacts and ramifications of such plans on the area. At the same time, OCM will assist these communities in understanding rural Alaska to assist in the project.

Additionally, an approximate sum of \$10,000 will be made available for public information and education efforts on coastal management in the unorganized borough prior to elections on the question of whether to establish coastal resource districts. Some funds for this information effort are currently made available by the Department of Community and Regional Affairs to non-profit organizations. These additional funds will supplement this effort.

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Energy facility siting is extremely important to the success of local coastal plans as well as to the ACMP. And as a

*in solving
the problems?
Propaganda?
Samples
Pass them
to Douglas*

Money split between projects

*finish up
report*

When completed

When is lease sale scheduled

1/3

40,000

Ron Lind

-3-

October 19, 1979

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siting in FY 81.

These funds are due to expire June 30, 1980 and no additional
funds will be required.

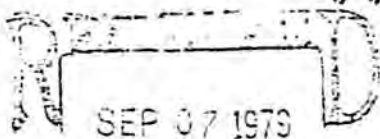
cc: Janet Green
Administrative Officer
Office of the Governor

Frances Ulmer
Director
DPDP

*What proportion of coastline is unorganized
Enough. 15%*

STATE
of ALASKA

MEMORANDUM


 SEP 07 1979
TO: ☒
 Ron Lind, Director of
 Budget & Management OFFICE

DATE: September 4, 1979

FILE NO:

 THRU: Janet Green, Administrative Officer TELEPHONE NO:
 Div. of Policy Development & Planning

XXXX

 SUBJECT: Request to receive and expend
 additional federal funds

 THRU: Fran Ulmer, Director
 Div. of Policy Development & Planning

 FROM: Murray Walsh, Coordinator *MW*
 Office of Coastal Management

The Office of the Governor, Division of Policy Development and Planning, Office of Coastal Management requests authority to receive and expend additional federal funds in the amount of \$193.4. A federal grant in the amount of \$4.5 million has been awarded to the Alaska Coastal Management Program (ACMP), as indicated by the attached award document and grant application. Additionally, the program anticipates federal receipts from a small grant from USGS in the amount of \$40.0, for total federal receipts of \$4,540.0. The CZM Administration Component of the Coastal Zone Management BRU currently has an appropriation level of federal receipts of \$4,346.6; therefore, approval is requested to receive and expend an additional \$193.4.

These additional funds will be used to support an increment of the ACMP work program which will have significant effect on the number of local communities in the unorganized borough which are able to participate in the ACMP. \$133.4 will be used to expand ACMP efforts to involve rural communities in the writing of local coastal plans. These communities are located primarily in the unorganized borough, however, some communities within boroughs will also be involved. An additional \$60.0 will be used to complete a special study on energy facility siting in areas where economic development is pending. The areas where economic development is projected to occur are in the unorganized borough which is just beginning to understand the need for local coastal planning. Both of these efforts will be important in assisting the unorganized borough to participate more effectively in the ACMP. Both efforts will be contracted out to identified experts.

The intent of the Alaska Coastal Management Act (ACMA) is to allow and encourage local units of government to be responsible for management of their coastal resources. In much of the unorganized borough, communities are just beginning to develop local controls and expertise and they still require a great deal of assistance from the state in order to participate in a program such as the ACMP.

September 4, 1979

Because of the mandate in the ACMA, it is extremely important for the ACMP to encourage the involvement of local governments in the planning process. As currently funded, the program is meeting the required needs of first and second class boroughs and home rule and first class cities outside organized boroughs, who are required by the ACMA to complete local coastal plans by December 1979, or with an extension of up to 24 months on a case by case basis. In addition, the ACMP is funding education programs in the unorganized borough where interest has been shown in coastal resource service organization, a special study of the unorganized borough coordinated between DCRA and a joint CRA legislative interim committee, and local coastal planning efforts where coastal districts have formed in the unorganized borough. The requested revised program is necessary to expand these efforts to more effectively assist the rural areas of Alaska in adequately participating in the coastal planning effort. Through efforts such as those dealt with in this revised program, the efforts of the ACMP can be expanded to include more comprehensive technical assistance to the rural parts of Alaska where the necessary expertise has not yet been developed to participate fully in the ACMP.

With the requested revised program, smaller communities in Alaska (primarily in the unorganized borough) will be able to participate more knowledgeably in the management of coastal resources in their locale. Significant secondary social and economic impacts of this revised program will be derived from the recognition and encouragement on the part of the ACMP of the need to involve the unorganized borough in management of coastal resources. Much of rural Alaska feels that decisions are made by the state and federal agencies without much regard for local needs and concerns, i.e., lease sale schedules. Through the ACMP, local governments are beginning to play a much stronger role in planning for the use and management of resources in their area. However, it is becoming evident to OCM that it is necessary to set aside special funding to be used by the state to assist the unorganized borough in understanding and participating in the ACMP. With the requested revised program, OCM hopes to actively involve the smaller communities in the unorganized borough in the ACMP through two means in addition to those already used by the ACMP: 1) by helping rural communities who need special assistance efforts if they are to understand the importance of the ACMP, and 2) by carrying out special studies (this year specifically energy facility siting), which will be useful to entire areas of the unorganized borough as they write their local plans but which no section of the unorganized borough would be able to afford.

The receipt of these additional federal funds will not obligate the state to spend additional general funds and no request for additional general funds to carry out these elements in future years is anticipated. The federal funds available to states under Sec. 306 of the federal Coastal Zone Management Act, under which this program is funded, are limited to not exceed 10% of the total amount appropriated for the purposes of 306 activities. The maximum amount available to Alaska was awarded and no additional funds are allowable to cover indirect costs. These new receipts have been included in the Governor's budget request for next year. We feel that this effort will take several years to accomplish.

September 4, 1979

OCM is planning on spending the requested funding between the present date and June 30, 1979. It will not be necessary to authorize additional personnel for these projects. OCM is planning on contracting for work outlined in the revised program with project supervision by staff members already on board.

This revised program does not represent a bid to continue activities authorized by a previous program. This is the first year of the implementation phase of the ACMP. Previous programs by this office have been carried out under a program development phase.

Although strictly speaking the state's participation in the activities of this increment is not mandatory, it should be pointed out that the ACMP will be severely hampered without this funding. The ACMA mandates that coastal planning will be done in the unorganized borough if economic development is pending or if the people who live in various sections of the unorganized borough so desire. It has already become apparent through several pilot projects in the unorganized borough, that a great deal of assistance will have to be rendered by the Office of Coastal Management before most of the unorganized borough is able to participate effectively in this program. If the rural areas are not assisted, then the state may find itself with the burden of developing and implementing coastal plans for the coastline which falls in the unorganized borough. If the state assists in the assistance effort in the manner described in this revised program, it is conceivable that the state would have a much smaller responsibility overall for coastal planning in the rural areas as the majority of the planning could be done on a local level.

The effect of delaying approval of the proposed revised program until the full legislature could consider it would be one of tremendous confusion and a lack of coordinated planning. Organized local governments throughout the coastal areas are carrying out local coastal planning efforts; the federal and state agencies are proceeding with many coastal activities including those of oil and gas exploration and production and bottomfish development; the rural areas are being affected but have relatively little knowledge about how to become involved in these decision-making processes. If the work described in the revised program is not started soon then much harm could be done because of the lack of involvement of local rural areas in the decisions made regarding their area and the lack of coordination of all local, state and federal agencies involved.

Revised Program Description

1. Rural Assistance

As mentioned, \$133.4 will be used to expand the present efforts of the ACMP to encourage the participation of rural villages and small cities throughout coastal Alaska in the ACMP. The ACMA not only mandates coastal planning by municipalities but also allows sections of the unorganized borough to write local coastal plans if economic development is pending or if they so desire. The Act provides guidance for local coastal planning in the unorganized borough; however, a need has been

recognized to provide additional services to the villages of these areas participating in the ACMP to assist the villages in responding and participating in the local planning effort of their area as well as the state program. For example, Southwest Alaska (REAA's 3-4) has voted to form as a coastal resource district. Included in this area are one first class city, St. Mary's which has chosen to participate in the resource district planning effort, one large second class city, Bethel, which has planning and zoning powers and which has elected to carry out their own planning effort as a single district, and numerous small cities and villages. Many of these small cities and villages lack the local government infrastructure to support their participation in a planning effort. These smaller cities and villages are the clientele we wish to benefit by these additional funds. A contractual arrangement will be made with appropriate people, either newly created or existing organizations, well familiar with the rural areas, to identify those villages and cities most in need of assistance, to review state and local plans and initiatives that would affect these areas and inform and consult with the village or city leadership of probable impacts, and to respond with comments or proposals on behalf of the city or village. For FY'80, this effort is anticipated to involve 15 to 20 communities with an additional 30 communities during FY'81.

A small portion of these funds will also be used to supplement public information and education projects in the unorganized borough prior to elections on the question of coastal resource district organization. It is becoming increasingly evident that there is a need for public education on the issue of coastal management and how such planning can assist local people in managing their coastal resources and pending development. The need for this education is particularly evident in the unorganized borough where there is little local planning done at the present time. Funds are currently available to non-profit organizations through the Department of Community and Regional Affairs for this effort and additional funds will be available upon approval of this revised program.

2. Energy Facility Siting

The second part of the proposed revised program for the ACMP that will be supported by the receipt of \$60.0 additional federal funds is that of a special study of proposed energy facility sites and various alternatives. Although other federal and state agencies are presently conducting some studies, the studies do not seem to meet the specific needs of the ACMP in regards to local communities writing local coastal plans which should address energy development and siting as it affects their respective coastal area. The ACMP work program plans to fund a state agency to undertake preliminary siting work during FY'80 with expansion of the proposed effort during FY'81. Two areas, Beaufort Sea, and Norton Basin, both of which are scheduled for lease sales in the next two years, were felt to be the most essential to be covered in as comprehensive fashion as possible. Each of these areas is at a different stage of development in siting work and each will require a different degree of assistance from the ACMP.

September 4, 1979

The North Slope Borough is developing its district coastal management program and is doing some independent research. However, the state has a responsibility according to the amended ACMP regulations, to do site identification in cooperation with the borough. The Office of Coastal Management proposes to augment the ongoing efforts of the Borough. A contractor would work cooperatively with the Borough and the state to develop an interim report on the siting situation in the Beaufort Sea. The report would include a summation of the differences between that area and other parts of the state where development is imminent; the difficulties of offshore development in the Beaufort Sea area; possible recommended amendments to the ACMP siting regulations; and identification of possible exploration sites. This interim siting report should be completed by January 1980 in order to coincide with lease sale activities in that area.

In western Alaska, the Norton Basin lease sale is scheduled for less than three years from now (1982). Very little is known about this region, the preferred offshore technology or the onshore requirements. It is important to put a large amount of background effort into this area before site identification can begin. To begin this effort, the Office of Coastal Management proposes that interviews take place with the industry, scientists, and local people concerning development, their thoughts and desires for the area. To date these areas have not organized as a coastal resource district nor has Nome, the only city in the region with planning and zoning authority, begun its local coastal management plan. A contractor will do much of the work independently, at least until such time as a district is formed or Nome begins to develop a coastal plan. The second phase of this effort will be identification of exploration sites for this region. This report should be completed by June 1980. It is recognized that these energy facility siting efforts are preliminary and a continuing work effort is being planned for FY'81. Energy facility siting is important to the success of the local coastal plans and the ACMP and will continue to be a special study element for the next few years.

STATE OF ALASKA
Office of the Governor
Budget & Management Div.

REVISED PROGRAM SUMMARY
by
BUDGET COMPONENT

CATEGORY	NRMEC
COVER PROGRAM	Natural Resources Mgmt. Admin.
AGENCY	Office of the Governor
DIVISION	Div. of Policy Delp. and Planning
BUDGET REQUEST UNIT	Coastal Zone Management
BUDGET COMPONENT	CZM Administration
APPROPRIATION	Coastal Zone Management
ALLOCATION	CZM Administration

		INITIAL AUTHORIZATION	RP # 80-97X	This RP Request	RP	RP	RP	RP	RP	AMENDED AUTHORIZATION
01	PERSONAL SERVICES	359.2	58.7							417.9
02	TRAVEL	78.8								78.8
03	CONTRACTUAL	1602.4	440.3	193.4						2236.1
04	COMMODITIES	4.0	.5							4.5
05	EQUIPMENT	2.2	.5							2.7
06	LANDS, BUILDINGS									
07	GRANTS, CLAIMS	2500.0	(500.0)							2000.0
08	MISCELLANEOUS									
		4546.6	- 0 -	193.4						4740.0
1002	FEDERAL RECEIPTS	4346.6		193.4						4540.0
1003	G/F MATCH	200.0								200.0
1004	GENERAL FUND									
1005	I/A RECEIPTS									
1028	PROGRAM RECEIPTS									
		4546.6		193.4						4740.0
15	FULL TIME	13.0	- 0 -							13.0
16	PART TIME									
17	TEMPORARY	.75	1.95							2.7
18	MAN-MONTHS	165.0	23.4							188.4



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
~~XXXXXXXXXXXX22834~~

Office of Coastal Zone Management
3300 Whitehaven Street, N.W.
Washington, D.C. 20232

Ms. Fran Ulmer, Director
Division of Policy Development
and Planning
Pouch AP
Juneau, Alaska 99811

July 6, 1979

O.C.M.

Re: Grant No. NA-79-AA-D-CZ052

Dear Ms. Ulmer:

It is my pleasure to inform you that the National Oceanic and Atmospheric Administration has approved a Coastal Zone Management Program Administration Grant for \$4,500,000 in response to the application submitted by your organization in accordance with Section 306 of P.L. 92-583, the Coastal Zone Management Act of 1972, as amended. The purpose of this grant is to provide assistance in the implementation of the State's approved Coastal Zone Management Program.

I am transmitting to you three copies of the Grant-In-Aid Award, including the Special and Standard Terms and Conditions. Please sign and return, within ten working days, the original and one copy of the Grant-In-Aid Award to: Grants Officer, Code AD113, National Oceanic and Atmospheric Administration, 6010 Executive Boulevard, Rockville, Maryland 20852. You should retain the third copy of the Grant-In-Aid Award for your files.

It is recommended that the staff members responsible for administering the grant thoroughly familiarize themselves with the provisions of the Grant Award and the Terms and Conditions. Please note in particular the change in financial reporting requirements as indicated in Special Term and Condition D.1. Please contact me or my staff if you need assistance.

I extend our best wishes for success in the management of the land and water resources of your State's coastal zone.

Sincerely,

Samuel A. Blecher
Robert W. Knecht
Assistant Administrator

Enclosures



U. S. DEPARTMENT OF COMMERCE
NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION

GRANT NO. (Leave blank)

GRANT-IN-AID AWARD

NA-79-AA-D-C2052

1. STATE
Alaska

2. PROJECT TITLE

Coastal Zone Management Program Administration

3. PROJECT NUMBER

4. SEGMENT NUMBER

5. TOTAL ESTIMATED COST
\$5,629,463

6. FROM

TO

AWARD
PERIOD

July 8, 1979

June 30, 1981

7. GRANTEE'S SHARE OF COST
\$1,129,463

8. U. S. SHARE OF COST
\$4,500,000

9. GRANTEE - NAME

Division of Policy Development and Planning

STREET ADDRESS

Pouch AP

CITY

Juneau

STATE

Alaska

ZIP CODE

99811

10. SPECIAL AWARD CONDITIONS

See attached Special Terms and Conditions and Standard Terms and Conditions.

Accounting Code: AC1000-HH221902-4113

11.

The grantee agrees to execute the work in accordance with the act checked below, and the pertinent rules and regulations; the handbook or manual applicable to the act checked, the previously approved application to the extent encompassed by this award; the attached documents; and the equal employment opportunity requirements set forth on the reverse of this document.

☐ COMMERCIAL FISHERIES RESEARCH AND DEVELOPMENT ACT, AS AMENDED:
(86 Stat. 1303, 16 U. S. C. 779 et. seq.)

SUBSECTION

☐ 4(a) ☐ 4(b) ☐ 4(c)

☐ ANADROMOUS FISH CONSERVATION ACT, AS AMENDED
(84 Stat. 214; 16 U. S. C. 757 et seq.)

☐ OTHERS:

SECTION

☐ 305 ☒ 306 ☐ 312

☒ COASTAL ZONE MANAGEMENT ACT OF 1972, PL92-583, as amended

13. SIGNATURE (Authorized Grantee Official)

William A. Miller

TITLE

Director

DATE

7/16/79

12. APPROVED FOR THE SECRETARY OF COMMERCE

SIGNATURE

Samuel A. Blanton

TITLE

Assistant Administrator for CZM

DATE

JUL 6 1979

SIGNATURE

Tom H. Bricker

TITLE

Grants Officer, NOAA

DATE

JUL 11 1979

PART III - BUDGET INFORMATION

SECTION A - BUDGET SUMMARY

Grant Program, Function or Activity (a)	Federal Catalog No. (b)	Estimated Unobligated Funds		New or Revised Budget		
		Federal (c)	Non-Federal (d)	Federal (e)	Non-Federal (f)	Total (g)
1. CZM	11.419	\$	\$	\$ 4,500,000	\$ 1,129,463	\$5,629,463
2.						
3.						
4.						
5. TOTALS		\$	\$	\$ 4,500,000	\$ 1,129,463	\$5,629,463

SECTION B - BUDGET CATEGORIES

6. Object Class Categories	- Grant Program, Function or Activity				Total (5)
	(1)	(2)	(3)	(4)	
a. Personnel	\$ 353,800	\$	\$	\$	\$353,800
b. Fringe Benefits	88,700				88,700
c. Travel	114,300				114,300
d. Equipment	12,700				12,700
e. Supplies	4,500				4,500
f. Contractual	4,942,163				4,942,163
g. Construction	-0-				-0-
h. Other	113,300				113,300
i. Total Direct Charges	5,629,463				5,629,463
j. Indirect Charges	-0-				-0-
k. TOTALS	\$ 5,629,463	\$	\$	\$	\$5,629,463
Program Income	\$ -0-	\$	\$	\$	\$ -0-

5022 (12-72)

STATE
of ALASKA

MEMORANDUM

SEP -

TO: ☒Ron Lind, Director of
Budget & Management OFFICE

DATE: September 4, 1979

FILE NO:

THRU: Janet Green, Administrative Officer TELEPHONE NO:
Div. of Policy Development & Planning~~XXXX~~SUBJECT: Request to receive and expend
additional federal fundsTHRU: Fran Ulmer, Director
Div. of Policy Development & PlanningFROM: Murray Walsh, Coordinator *MW*
Office of Coastal Management

The Office of the Governor, Division of Policy Development and Planning, Office of Coastal Management requests authority to receive and expend additional federal funds in the amount of \$193.4. A federal grant in the amount of \$4.5 million has been awarded to the Alaska Coastal Management Program (ACMP), as indicated by the attached award document and grant application. Additionally, the program anticipates federal receipts from a small grant from USGS in the amount of \$40.0, for total federal receipts of \$4,540.0. The CZM Administration Component of the Coastal Zone Management BRU currently has an appropriation level of federal receipts of \$4,346.6; therefore, approval is requested to receive and expend an additional \$193.4.

These additional funds will be used to support an increment of the ACMP work program which will have significant effect on the number of local communities in the unorganized borough which are able to participate in the ACMP. \$133.4 will be used to expand ACMP efforts to involve rural communities in the writing of local coastal plans. These communities are located primarily in the unorganized borough, however, some communities within boroughs will also be involved. An additional \$60.0 will be used to complete a special study on energy facility siting in areas where economic development is pending. The areas where economic development is projected to occur are in the unorganized borough which is just beginning to understand the need for local coastal planning. Both of these efforts will be important in assisting the unorganized borough to participate more effectively in the ACMP. Both efforts will be contracted out to identified experts.

The intent of the Alaska Coastal Management Act (ACMA) is to allow and encourage local units of government to be responsible for management of their coastal resources. In much of the unorganized borough, communities are just beginning to develop local controls and expertise and they still require a great deal of assistance from the state in order to participate in a program such as the ACMP.

September 4, 1979

Because of the mandate in the ACMA, it is extremely important for the ACMP to encourage the involvement of local governments in the planning process. As currently funded, the program is meeting the required needs of first and second class boroughs and home rule and first class cities outside organized boroughs, who are required by the ACMA to complete local coastal plans by December 1979, or with an extension of up to 24 months on a case by case basis. In addition, the ACMP is funding education programs in the unorganized borough where interest has been shown in coastal resource service organization, a special study of the unorganized borough coordinated between DCRA and a joint CRA legislative interim committee, and local coastal planning efforts where coastal districts have formed in the unorganized borough. The requested revised program is necessary to expand these efforts to more effectively assist the rural areas of Alaska in adequately participating in the coastal planning effort. Through efforts such as those dealt with in this revised program, the efforts of the ACMP can be expanded to include more comprehensive technical assistance to the rural parts of Alaska where the necessary expertise has not yet been developed to participate fully in the ACMP.

With the requested revised program, smaller communities in Alaska (primarily in the unorganized borough) will be able to participate more knowledgeably in the management of coastal resources in their locale. Significant secondary social and economic impacts of this revised program will be derived from the recognition and encouragement on the part of the ACMP of the need to involve the unorganized borough in management of coastal resources. Much of rural Alaska feels that decisions are made by the state and federal agencies without much regard for local needs and concerns, i.e., lease sale schedules. Through the ACMP, local governments are beginning to play a much stronger role in planning for the use and management of resources in their area. However, it is becoming evident to OCM that it is necessary to set aside special funding to be used by the state to assist the unorganized borough in understanding and participating in the ACMP. With the requested revised program, OCM hopes to actively involve the smaller communities in the unorganized borough in the ACMP through two means in addition to those already used by the ACMP: 1) by helping rural communities who need special assistance efforts if they are to understand the importance of the ACMP, and 2) by carrying out special studies (this year specifically energy facility siting), which will be useful to entire areas of the unorganized borough as they write their local plans but which no section of the unorganized borough would be able to afford.

The receipt of these additional federal funds will not obligate the state to spend additional general funds and no request for additional general funds to carry out these elements in future years is anticipated. The federal funds available to states under Sec. 306 of the federal Coastal Zone Management Act, under which this program is funded, are limited to not exceed 10% of the total amount appropriated for the purposes of 306 activities. The maximum amount available to Alaska was awarded and no additional funds are allowable to cover indirect costs. These new receipts have been included in the Governor's budget request for next year. We feel that this effort will take several years to accomplish.

September 4, 1979

OCM is planning on spending the requested funding between the present date and June 30, 1979. It will not be necessary to authorize additional personnel for these projects. OCM is planning on contracting for work outlined in the revised program with project supervision by staff members already on board.

This revised program does not represent a bid to continue activities authorized by a previous program. This is the first year of the implementation phase of the ACMP. Previous programs by this office have been carried out under a program development phase.

Although strictly speaking the state's participation in the activities of this increment is not mandatory, it should be pointed out that the ACMP will be severely hampered without this funding. The ACMA mandates that coastal planning will be done in the unorganized borough if economic development is pending or if the people who live in various sections of the unorganized borough so desire. It has already become apparent through several pilot projects in the unorganized borough, that a great deal of assistance will have to be rendered by the Office of Coastal Management before most of the unorganized borough is able to participate effectively in this program. If the rural areas are not assisted, then the state may find itself with the burden of developing and implementing coastal plans for the coastline which falls in the unorganized borough. If the state assists in the assistance effort in the manner described in this revised program, it is conceivable that the state would have a much smaller responsibility overall for coastal planning in the rural areas as the majority of the planning could be done on a local level.

The effect of delaying approval of the proposed revised program until the full legislature could consider it would be one of tremendous confusion and a lack of coordinated planning. Organized local governments throughout the coastal areas are carrying out local coastal planning efforts; the federal and state agencies are proceeding with many coastal activities including those of oil and gas exploration and production and bottomfish development; the rural areas are being affected but have relatively little knowledge about how to become involved in these decision-making processes. If the work described in the revised program is not started soon then much harm could be done because of the lack of involvement of local rural areas in the decisions made regarding their area and the lack of coordination of all local, state and federal agencies involved.

Revised Program Description

1. Rural Assistance

As mentioned, \$133.4 will be used to expand the present efforts of the ACMP to encourage the participation of rural villages and small cities throughout coastal Alaska in the ACMP. The ACMA not only mandates coastal planning by municipalities but also allows sections of the unorganized borough to write local coastal plans if economic development is pending or if they so desire. The Act provides guidance for local coastal planning in the unorganized borough; however, a need has been

September 4, 1979

recognized to provide additional services to the villages of these areas participating in the ACMP to assist the villages in responding and participating in the local planning effort of their area as well as the state program. For example, Southwest Alaska (REAA's 3-4) has voted to form as a coastal resource district. Included in this area are one first class city, St. Mary's which has chosen to participate in the resource district planning effort, one large second class city, Bethel, which has planning and zoning powers and which has elected to carry out their own planning effort as a single district, and numerous small cities and villages. Many of these small cities and villages lack the local government infrastructure to support their participation in a planning effort. These smaller cities and villages are the clientele we wish to benefit by these additional funds. A contractual arrangement will be made with appropriate people, either newly created or existing organizations, well familiar with the rural areas, to identify those villages and cities most in need of assistance, to review state and local plans and initiatives that would affect these areas and inform and consult with the village or city leadership of probable impacts, and to respond with comments or proposals on behalf of the city or village. For FY'80, this effort is anticipated to involve 15 to 20 communities with an additional 30 communities during FY'81.

A small portion of these funds will also be used to supplement public information and education projects in the unorganized borough prior to elections on the question of coastal resource district organization. It is becoming increasingly evident that there is a need for public education on the issue of coastal management and how such planning can assist local people in managing their coastal resources and pending development. The need for this education is particularly evident in the unorganized borough where there is little local planning done at the present time. Funds are currently available to non-profit organizations through the Department of Community and Regional Affairs for this effort and additional funds will be available upon approval of this revised program.

2. Energy Facility Siting

The second part of the proposed revised program for the ACMP that will be supported by the receipt of \$60.0 additional federal funds is that of a special study of proposed energy facility sites and various alternatives. Although other federal and state agencies are presently conducting some studies, the studies do not seem to meet the specific needs of the ACMP in regards to local communities writing local coastal plans which should address energy development and siting as it affects their respective coastal area. The ACMP work program plans to fund a state agency to undertake preliminary siting work during FY'80 with expansion of the proposed effort during FY'81. Two areas, Beaufort Sea, and Norton Basin, both of which are scheduled for lease sales in the next two years, were felt to be the most essential to be covered in as comprehensive fashion as possible. Each of these areas is at a different stage of development in siting work and each will require a different degree of assistance from the ACMP.

September 4, 1979

The North Slope Borough is developing its district coastal management program and is doing some independent research. However, the state has a responsibility according to the amended ACMP regulations, to do site identification in cooperation with the borough. The Office of Coastal Management proposes to augment the ongoing efforts of the Borough. A contractor would work cooperatively with the Borough and the state to develop an interim report on the siting situation in the Beaufort Sea. The report would include a summation of the differences between that area and other parts of the state where development is imminent; the difficulties of offshore development in the Beaufort Sea area; possible recommended amendments to the ACMP siting regulations; and identification of possible exploration sites. This interim siting report should be completed by January 1980 in order to coincide with lease sale activities in that area.

In western Alaska, the Norton Basin lease sale is scheduled for less than three years from now (1982). Very little is known about this region, the preferred offshore technology or the onshore requirements. It is important to put a large amount of background effort into this area before site identification can begin. To begin this effort, the Office of Coastal Management proposes that interviews take place with the industry, scientists, and local people concerning development, their thoughts and desires for the area. To date these areas have not organized as a coastal resource district nor has Nome, the only city in the region with planning and zoning authority, begun its local coastal management plan. A contractor will do much of the work independently, at least until such time as a district is formed or Nome begins to develop a coastal plan. the second phase of this effort will be identification of exploration sites for this region. This report should be completed by June 1980. It is recognized that these energy facility siting efforts are preliminary and a continuing work effort is being planned for FY'81. Energy facility siting is important to the success of the local coastal plans and the ACMP and will continue to be a special study element for the next few years.

STATE OF ALASKA
Office of the Governor
Budget & Management Div.

REVISED PROGRAM SUMMARY
by
BUDGET COMPONENT

CATEGORY	NRMEC
COVER PROGRAM	Natural Resources Mgmt. Admin.
AGENCY	Office of the Governor
DIVISION	Div. of Policy Develp. and Planning
BUDGET REQUEST UNIT	Coastal Zone Management
BUDGET COMPONENT	CZM Administration
APPROPRIATION	Coastal Zone Management
ALLOCATION	CZM Administration

		INITIAL AUTHORIZATION	RP # 80-97X	This RP Request	RP	RP	RP	RP	RP	AMENDED AUTHORIZATION
01	PERSONAL SERVICES	359.2	58.7							417.9
02	TRAVEL	78.8								78.8
03	CONTRACTUAL	1602.4	440.3	193.4						2236.1
04	COMMODITIES	4.0	.5							4.5
05	EQUIPMENT	2.2	.5							2.7
06	LANDS, BUILDINGS									
07	GRANTS, CLAIMS	2500.0	(500.0)							2000.0
08	MISCELLANEOUS									
		4546.6	- 0 -	193.4						4740.0
1002	FEDERAL RECEIPTS	4346.6		193.4						4540.0
1003	G/F MATCH	200.0								200.0
1004	GENERAL FUND									
1005	I/A RECEIPTS									
1028	PROGRAM RECEIPTS									
		4546.6		193.4						4740.0
15	FULL TIME	13.0	- 0 -							13.0
16	PART TIME									
17	TEMPORARY	.75	1.95							2.7
18	MAN-MONTHS	165.0	23.4							188.4



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration

Office of Coastal Zone Management
3300 Whitehaven Street, N.W.
Washington, D.C. 20232

Ms. Fran Ulmer, Director
Division of Policy Development
and Planning
Pouch AP
Juneau, Alaska 99811

July 6, 1979

O.C.M.

Re: Grant No. NA-79-AA-D-CZ052

Dear Ms. Ulmer:

It is my pleasure to inform you that the National Oceanic and Atmospheric Administration has approved a Coastal Zone Management Program Administration Grant for \$4,500,000 in response to the application submitted by your organization in accordance with Section 306 of P.L. 92-583, the Coastal Zone Management Act of 1972, as amended. The purpose of this grant is to provide assistance in the implementation of the State's approved Coastal Zone Management Program.

I am transmitting to you three copies of the Grant-In-Aid Award, including the Special and Standard Terms and Conditions. Please sign and return, within ten working days, the original and one copy of the Grant-In-Aid Award to: Grants Officer, Code AD113, National Oceanic and Atmospheric Administration, 6010 Executive Boulevard, Rockville, Maryland 20852. You should retain the third copy of the Grant-In-Aid Award for your files.

It is recommended that the staff members responsible for administering the grant thoroughly familiarize themselves with the provisions of the Grant Award and the Terms and Conditions. Please note in particular the change in financial reporting requirements as indicated in Special Term and Condition D.1. Please contact me or my staff if you need assistance.

I extend our best wishes for success in the management of the land and water resources of your State's coastal zone.

Sincerely,

Samuel A. Blumenthal
Robert W. Knecht
Assistant Administrator

Enclosures



U. S. DEPARTMENT OF COMMERCE
NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION

GRANT-IN-AID AWARD

GRANT NO. (Leave blank)

NA-79-AA-D-CZ052

1. STATE
Alaska

2. PROJECT TITLE

Coastal Zone Management Program Administration

3. PROJECT NUMBER

4. SEGMENT NUMBER

5. TOTAL ESTIMATED COST
\$5,629,463

6.

FROM

TO

AWARD
PERIOD

July 8, 1979

June 30, 1981

7. GRANTEE'S SHARE OF COST
\$1,129,463

8. U. S. SHARE OF COST
\$4,500,000

9. GRANTEE - NAME

Division of Policy Development and Planning

STREET ADDRESS

Pouch AP

CITY

Juneau

STATE

Alaska

ZIP CODE

99811

10. SPECIAL AWARD CONDITIONS

See attached Special Terms and Conditions and Standard Terms and Conditions.

Accounting Code: AC1000-HH221902-4113

11. The grantee agrees to execute the work in accordance with the act checked below, and the pertinent rules and regulations; the handbook or manual applicable to the act checked, the previously approved application to the extent encompassed by this award; the attached documents and the equal employment opportunity requirements set forth on the reverse of this document.

☐ COMMERCIAL FISHERIES RESEARCH AND DEVELOPMENT ACT, AS AMENDED:
(86 Stat. 1303, 16 U. S. C. 779 et. seq.)

☐ ANADROMOUS FISH CONSERVATION ACT, AS AMENDED
(84 Stat. 214; 16 U. S. C. 757 et seq.)

☐ OTHERS:

☒ COASTAL ZONE MANAGEMENT ACT OF 1972, PL92-583, as amended

SUBSECTION

☐ 4(a) ☐ 4(b) ☐ 4(c)

SECTION

☐ 305 ☒ 306 ☐ 312

13. SIGNATURE (Authorized Grantee Official)

TITLE

DATE

SIGNATURE

12. APPROVED FOR THE SECRETARY OF COMMERCE

TITLE

DATE

SIGNATURE

TITLE

DATE

PART III - BUDGET INFORMATION

SECTION A - BUDGET SUMMARY

Grant Program, Function or Activity (a)	Federal Catalog No. (b)	Estimated Unobligated Funds		New or Revised Budget		
		Federal (c)	Non-Federal (d)	Federal (e)	Non-Federal (f)	Total (g)
1. CZM	11.419	\$	\$	\$ 4,500,000	\$ 1,129,463	\$5,629,463
2.						
3.						
4.						
5. TOTALS		\$	\$	\$ 4,500,000	\$ 1,129,463	\$5,629,463

SECTION B - BUDGET CATEGORIES

6. Object Class Categories	- Grant Program, Function or Activity				Total (5)
	(1)	(2)	(3)	(4)	
a. Personnel	\$ 353,800	\$	\$	\$	\$353,800
b. Fringe Benefits	88,700				88,700
c. Travel	114,300				114,300
d. Equipment	12,700				12,700
e. Supplies	4,500				4,500
f. Contractual	4,942,163				4,942,163
g. Construction	-0-				-0-
h. Other	113,300				113,300
i. Total Direct Charges	5,629,463				5,629,463
j. Indirect Charges	-0-				-0-
k. TOTALS	\$ 5,629,463	\$	\$	\$	\$5,629,463
Program Income	\$ -0-	\$	\$	\$	\$ -0-

PLEASE NOTE: THE FOLLOWING PAGES WERE TREATED
AS A UNIT IN THE ORIGINAL DOCUMENT.



Official Business

Alaska State Legislature

House of Representatives

Committee on

Community & Regional Affairs

5/12/80

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Senator George Hohman
FROM: Senator Arliss Sturgulewski
Representative Bill Parker
RE: Joint Local Government Interim RSA from DPDP,
Office of Coastal Zone Management

Attached is correspondence relative to the Joint Local Government Interim RSA from DPDP, Office of Coastal Zone Management.

The pertinent point in the exchange of memoranda between the Chairmen of the Joint Local Government Study and administrative services is that the Chairmen indicated from the time the RSA was finalized that the Coastal Zone Management funds were to be expended after the legislative appropriation for the Study and that any unexpended portion of such monies would be returned to the Office of Coastal Zone Management. This intent was stated in memos and was restated verbally numerous times in communication with administrative services. Furthermore, there was no indication from administrative services that the requested direction from the Joint Committee was inadequate. And indeed, disbursements from the account continued into the legislative session. The fact that the RSA was not handled by administrative services in a bookkeeping manner which would have accommodated this request does not negate our commitment to the Office of Coastal Zone Management on this matter.

Therefore, we request that the \$12,000 undispersed by the Joint Committee be remanded back to DPDP, Office of Coastal Zone Management as per our agreement with that agency.

cc: Myrt Charney
Murray Walsh



Official Business

Alaska State Legislature

House of Representatives

Committee on

Community & Regional Affairs

4/18/80

Pouch V
State Capitol
Juneau, Alaska 99811

To: Myrt Charney, Executive Director
Legislative Affairs Agency

From: Senator Arliss Sturgulewski, Chairman
Senate Community & Regional Affairs
Rep. Bill Parker, Chairman
House Community & Regional Affairs

RE: Joint Local Government Interim RSA
from DPDP, Office of Coastal Zone
Management

Myrt,

It appears that there is a question related to the disposition of \$12,000 which remained in the Senate Community and Regional Affairs Interim budget and which had been allocated for use of the Joint House and Senate Community and Regional Affairs Committee Local Government Study conducted during 1979. It was our intent and direction that these funds be returned to the Division of Policy Development and Planning, Office of Coastal Management.

The history of the Reimbursable Services Agreement between OCM and Legislative Affairs Agency for \$25,000 can be reconstructed as follows. The documenting memos are attached.

1. A Reimbursable Services Agreement was approved on Sept. 14, 1979 between the Division of Policy Development & Planning, Office of Coastal Management and the Legislative Affairs Agency for services to be performed. Specifically, the RSA specified that public hearings would be conducted and staff services provided for the local government study. The amount of the RSA was \$25,000.
2. On September 26, 1979 a memo was sent to the Division of Administrative Services by staff of the Joint Committee indicating the intent of the Chairmen that funds appropriated by

the Legislative Council for the Interim Local Government Study be expended BEFORE the \$25,000 from the Office of Coastal Zone Management was to be expended.

3. Prior to the Second Session of the Eleventh Legislature, on January 11, 1980, the Division of Administrative Services was directed to encumber the \$25,000 to cover expenses incurred by the Joint Committee during the Interim for which billings had not been received by Administrative Services.
4. In early March the House and Senate C&RA Committees were advised that approximately \$12,000 remained in the Interim budget and that that amount could not be transferred back to the Office of Coastal Management as it did not specifically state on the RSA that any of the \$25,000 not expended by the Committee would be returned. Apparently, the bookkeeping procedure used in this instance was an increase in the appropriation granted to the Joint Committee instead of a reduction in the expenditures.

The Chairmen of the Committee would appreciate a resolution of the problem with the \$12,000 returned to the Office of Coastal Management.

STATE OF ALASKA THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

April 28, 1980

MEMORANDUM

TO : Senator Arliss Sturgulewski
Representative Bill Parker ✓

FROM : M. R. Charney, Executive Director *M.R.C.*

SUBJECT: Joint Local Government Interim RSA from DPDP,
Office of Coastal Zone Management

We have reviewed your memo of April 18 regarding the circumstances of the Community and Regional Affairs RSA.

You make four points regarding the subject for which our comments are directed as follows:

1. Agree with totally.
2. Our best recollection of the September 26, 1979 memo is that shortly after receiving that memo, Pat Costello was informed by committee staff to ignore the memorandum inasmuch as there had been a change of minds regarding the merging of funds. The best evidence of this is that, in fact, the funds were never merged as requested in Mrs. Gorsuch's September 26, 1979 memo. Perhaps there may have been a lack of communication at that time - since only one portion of the memo should have been ignored; however, we acted in the manner as we interpreted it.
3. Mrs. Gorsuch's memo of January 11, 1980 caused problems in two ways. First off, January 11 was the Friday prior to the session and the memo was not in my possession when both the Speaker and Senator Hohman (acting on behalf of Senator Tillion) met with me, individually, on January 12 to exercise their authority under Ch. 80, SLA 1979, page 51, to transfer all interim committee balances to other uses. Also contributing to the problem was that Title 37, as administered by the Department of Administration (as well as accepted accounting principles), dictates that encumbrances of funds may be made only for bonafide contracted obligations - not unsupported memo requests to encumber funds. In other words, we cannot encumber funds just because someone asks us to. There must be evidence of an obligation (contract, used TR, delivery order, etc.).

wski

80

CH Y. STATE CAPITOL
EAU, ALASKA 99811
907.465.3800

4. I am unaware who gave you this information, but as of January 13, 1980 when the interim ended, no interim committee had any balance remaining, officially. Some of the paper work may have been still in process, but, in fact, all balances as of January 13 were transferred to other activities by authority of Ch. 80, SLA 1989, page 51.

Accordingly, there is nothing I can do to assist you. The Council has even the authority to make correcting transfers away from me. The only means of transferring money back to the Department of Community and Regional Affairs at time would be by Council action.

You should also be aware that Legislative Finance advises us that Coastal Management lapsed over \$200,000 last fiscal year, which may indicate that you really don't need the money.

cc: Sen. George H. Hohman, Jr.

THE FOLLOWING DOCUMENT(S) MAY NOT FILM
LEGIBLY BECAUSE OF POOR QUALITY OF THE
ORIGINAL.

IV. AR. OTHER

AGENCY DOCUMENT NUMBER

DATE PREPARED: 10/1/80

AV-31-80-200

1714/80

[illegible]

CERTIFICATION: I certify that the facts herein are supported by documents and records, that this voucher constitutes a legal charge against funds and appropriations used, that sufficient funds are encumbered to pay this obligation or that there is a sufficient unencumbered balance in the appropriation used to cover this obligation.

DOCUMENT TOTAL

51000.00

02-049 (MEV. 1/28)

CERTIFYING OFFICE

AV - ADJUSTMENT VOUCHER
OTHER - DO, PO, ETC

JV - DEPT. JOURNAL VOUCHER

AR - ACCT. RECEIVABLE

DATE ENTERED

VOUCHER NUMBER

~~FEB 22 1980~~

AVO 10472

The Div. of Policy Development & Planning, hereby request the following
Office of Coastal Management
 services to be performed by the Legislative Affairs Agency

PROJECT OR PROGRAM TITLE: Alaska Coastal Management Program implementation

DESCRIPTION AND TERMS OF REIMBURSEMENT: to conduct public hearings and
provide staff services for the local government study.

(Attach additional information as required)

DATE COMPLETION REQUIRED: June 30, 1980

ACCOUNT CODE TO BE CHARGED: 01-48-6-019 CONTINUING FUNDS ☐ Yes ☒ No

ESTIMATED COST OF PROJECT OR SERVICES REQUESTED

	ESTIMATE	ACTUAL
Planning, engineering, and supervision	\$ _____	\$ _____
Land acquisition and equipment	\$ _____	\$ _____
Construction	\$ _____	\$ _____
Other (itemize)	\$ _____	\$ _____
100 Personnel	\$ 5,000.00	\$ _____
200 Travel	\$ 20,000.00	\$ _____
	\$ _____	\$ _____
	\$ _____	\$ _____
TOTAL	\$ 25,000.00	\$ _____

NOTE: Requesting agency must submit an encumbrance document with this agreement.

I certify, based on the above estimate, that sufficient funds are available to pay this obligation and that the appropriation code to be charged has a sufficient balance to cover this obligation.

APPROVED: [Signature]
 REQUESTING AGENCY

APPROVED: [Signature]
 SERVING AGENCY

DATE: Sept. 13 1977

DATE: 9/14/77

APPROVED: [Signature]
 DEPARTMENT OF ADMINISTRATION

THE PRECEDING DOCUMENT(S) MAY NOT FILM
LEGIBLY BECAUSE OF POOR QUALITY OF THE
ORIGINAL



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Pat Costello
FROM: Marjorie Gorsuch *Marjorie Gorsuch*
DATE: 9/26/79
RE: Budget for Local Government Study

Pat,

Rep. Parker and Senator Sturgulewski have concurred in the decision that the House and Senate funds for the Local Government Study should be merged into one account. The combined House and Senate C&RA funding should be expended BEFORE the \$25,000 received from the Office of Coastal Zone Management is dispersed. Please continue to give us the monthly status of the Committee account.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Sharron Sturrock
FROM: Marjorie Gorsuch
DATE: 1/11/80
RE: Budget

Sharon,

Please encumber the Senate C&RA Committee Budget with the \$25,000
RSA received from the Office of Coastal Zone Management and currently
shown in the Senate Budget as not being encumbered.

PLEASE NOTE: THE PRECEDING PAGES WERE TREATED
AS A UNIT IN THE ORIGINAL DOCUMENT.

REIMBURSABLE SERVICES AGREEMENT

The Div. of Policy Development & Planning, hereby request the following
(Agency)
Office of Coastal Management
services to be performed by the Legislative Affairs Agency
(Agency)

PROJECT OR PROGRAM TITLE: Alaska

DESCRIPTION AND TERMS OF REIMBURSEMENT: to conduct public hearings and
provide staff services for the local government study.

(Attach additional information as required)

DATE COMPLETION REQUIRED: June 30, 1980

ACCOUNT CODE TO BE CHARGED: 01 48 6 019 CONTINUING FUNDS ☐ Yes ☒ No

ESTIMATED COST OF PROJECT OR SERVICES REQUESTED

	ESTIMATE	ACTUAL
Planning, engineering, and supervision	\$ _____	\$ _____
Land acquisition and equipment	\$ _____	\$ _____
Construction	\$ _____	\$ _____
Other (itemize) 100 Personnel	\$ <u>5,000.00</u>	\$ _____
200 Travel	\$ <u>20,000.00</u>	\$ _____
	\$ _____	\$ _____
	\$ _____	\$ _____
TOTAL	\$ <u>25,000.00</u>	\$ _____

NOTE: Requesting agency must submit an encumbrance document with this agreement.

I certify, based on the above estimate, that sufficient funds are available to pay this obligation and that the appropriation code to be charged has a sufficient balance to cover this obligation.

APPROVED: _____ REQUESTING AGENCY APPROVED: _____ SERVICING AGENCY

DATE: _____ DATE: _____

APPROVED: _____
DEPARTMENT OF ADMINISTRATION

THE FOLLOWING DOCUMENT(S) MAY NOT FILM
LEGIBLY BECAUSE OF POOR QUALITY OF THE
ORIGINAL.

CODE: TA - TRAVEL AUTHORIZATION
PO - PURCHASE ORDER

ENCUMBRANCE REFERENCE NUMBER

DOCUMENT TOTAL

PREPARED BY: _____

CERTIFYING OFFICER: _____

02-048 (Rev. 6/76)

ENCUMBERED

THE PRECEDING DOCUMENT(S) MAY NOT FILM
LEGIBLY BECAUSE OF POOR QUALITY OF THE
ORIGINAL.

RSA - July 9, 1979 through June 30, 1980

The Legislative Affairs Agency will allocate the following personnel for fulfilling the terms and conditions of this agreement.

See attached RSA

Funding Requirements

	Federal	State	Total
100 Personnel	\$5,000.00		
200 Travel	20,000.00		
300 Contractual			
400 Supplies			
TOTAL:			

TERMS AND CONDITONS OF REIMBURSABLE SERVICE AGREEMENT WITH THE OFFICE OF THE GOVERNOR, DIVISION OF POLICY DEVELOPMENT AND PLANNING TO ASSIST IN THE IMPLEMENTATION OF THE ALASKA COASTAL MANAGEMENT PROGRAM.

INTRODUCTION

The Legislative Affairs Agency serves as an administrative arm for the Alaska State Legislature and administers funds for legislative committe activities. The agency will allocate to the Joint Senate and House Committee on Regional and Community Affairs Local Government Study the amount of \$25,000.00 for their activities in connection with management alternatives for the unorganized borough.

The joint committee, working with the State Department of Community and Regional Affairs, will assist the Office of Coastal Management in the implementation of the Alaska Coastal Management Program. This agreement describes the tasks that make up the committee's component of program, which is supported by federal grant funds from the Department of Commerce pursuant to the first year 306 grant application, as approved. A copy of the grant program is attached.

The task numbers in this Reimbursable Service Agreement correspond to the numbers of the objectives in the first year 306 grant application of the Alaska Coastal Management Program (ACMP).

B. Products and Schedule

Sub-Task 1. The Joint Senate House Committee on Community and Regional Affairs will develop a work program and hearing schedule for activities funded by this agreement, due at OCM by August 30, 1979.

Sub-Task 2. The Joint committee will submit copies of all reports and analyses prepared in connection with service provision in organized and unorganized boroughs and of suggested management structures and mechanisms as they are produced.

Sub-Task 3. Records of regional symposia and rural hearing proceedings will be forwarded to OCM as they are completed, no later than Dec. 31, 1979.

Sub-Task 4. Any legislative proposals which are developed through this effort will be sent to OCM as they are prepared.

Sub-Task 5. A copy of recommendations developed by the joint committee for the legislature will be sent to OCM upon completion, no later than Feb. 1.

Sub-Task 6. A paper addressing specific findings and conclusions with regard to coastal management planning and implementation will be prepared by the committee and submitted to OCM no later than Feb. 1.

Sub-Task 7. Final report prepared at conclusion of legislative session reporting on action taken, if any, due to OCM by June 1, 1980.

C. Contracts and Costs

A copy of the joint committee's local government study budget is attached. For details on travel allocations, budget should be consulted. Additionally, changes approximately, \$_____ in match will be provided from legislative appropriations.

	Federal	State	Total
100 Personnel			
Admin. Asst. 2.31 mm	5,000	30,738	35,738
200 Travel	20,000	-0-	20,000
300 Contractual			
400 Supplies	_____	_____	_____

TOTAL:

STATE OF ALASKA

OFFICE OF THE GOVERNOR

DIVISION OF POLICY DEVELOPMENT AND PLANNING

JAY S. HAMMOND, Governor

POUCH AP

JUNEAU, ALASKA 99811

(907) 465-3541 OR 465-3574

September 6, 1979

Sen. Arliss Sturgelewski
2957 Sheldon Jackson Place
Anchorage, Alaska 99504

Dear Arliss:

Enclosed please find a copy of a proposed Reimbursable Services Agreement with Legislative Affairs Agency which will pass \$25,000 to the Joint Senate-House Committee on Community and Regional Affairs for the conduct of their local government study. We are hoping to process this agreement as soon as possible so if you should have any suggested modifications please contact me (phone: 465-3540).

As ever,

Jan Erickson
State Agency Liaison

JE:es



ALASKA
COASTAL MANAGEMENT PROGRAM

01-A17LH

REIMBURSABLE SERVICES AGREEMENT

The Div. of Policy Development & Planning, hereby request the following
(Agency)
Office of Coastal Management
services to be performed by the Legislative Affairs Agency
(Agency)

PROJECT OR PROGRAM TITLE: Alaska Coastal Management Program implementation

DESCRIPTION AND TERMS OF REIMBURSEMENT: to conduct public hearings and
provide staff services for the local government study.

(Attach additional information as required)

DATE COMPLETION REQUIRED: June 30, 1980

ACCOUNT CODE TO BE CHARGED: 01.48.6.019 CONTINUING FUNDS No ☒ Yes ☐

ESTIMATED COST OF PROJECT OR SERVICES REQUESTED

	ESTIMATE	ACTUAL
Planning, engineering, and supervision	\$ _____	\$ _____
Land acquisition and equipment	\$ _____	\$ _____
Construction	\$ _____	\$ _____
Other (itemize) 100 Personnel	\$ <u>5,000.00</u>	\$ _____
200 Travel	\$ <u>20,000.00</u>	\$ _____
	\$ _____	\$ _____
	\$ _____	\$ _____
TOTAL	\$ <u>25,000.00</u>	\$ _____

NOTE: Requesting agency must submit an encumbrance document with this agreement.

I certify, based on the above estimate, that sufficient funds are available to pay this obligation and that the appropriation code to be charged has a sufficient balance to cover this obligation.

APPROVED: _____
REQUESTING AGENCY

APPROVED: _____
SERVING AGENCY

DATE: _____

DATE: _____

APPROVED: _____
DEPARTMENT OF ADMINISTRATION

CODE: TA - TRAVEL AUTHORIZATION
PO - PURCHASE ORDER

DATE _____

ENCUMBRANCE REFERENCE NUMBER

CERTIFYING OFFICER: _____

ENCUMBERED

RSA - July 9, 1979 through June 30, 1980

The Legislative Affairs Agency will allocate the following personnel for fulfilling the terms and conditions of this agreement.

See attached RSA

Funding Requirements

	Federal	State	Total
100 Personnel	\$ 5,000	35,000	40,000
200 Travel	20,000	16,000	36,000
300 Contractual	-0-	22,000	22,000
400 Supplies	-0-	1,000	1,000
	25,000	74,000	99,000

TERMS AND CONDITIONS OF REIMBURSABLE SERVICE AGREEMENT WITH
THE OFFICE OF THE GOVERNOR, DIVISION OF POLICY DEVELOPMENT
AND PLANNING TO ASSIST IN THE IMPLEMENTATION OF THE ALASKA
COASTAL MANAGEMENT PROGRAM.

INTRODUCTION

The Legislative Affairs Agency serves as an administrative arm for the Alaska State Legislature and administers funds for legislative committee activities. The agency will allocate to the Joint Senate House Committee on Regional and Community Affairs Local Government Study the amount of \$25,000.00 for their activities in connection with management alternatives for the unorganized borough.

The joint committee, working with the State Department of Community and Regional Affairs, will assist the Office of Coastal Management in the implementation of the Alaska Coastal Management Program. This agreement describes the tasks that make up the committee's component of the program, which is supported by federal grant funds from the Department of Commerce pursuant to the first year 306 grant application, as approved. A copy of the grant program is appended by reference.*

The task numbers in this Reimbursable Service Agreement correspond to the numbers of the objectives in the first year 306 grant application of the Alaska Coastal Management Program (ACMP).

* Available from the Office of Coastal Management.

Task E2: Unorganized Borough Management Alternatives

A. Discussion

As part of a comprehensive attempt by both the executive and legislative branches of Alaskan State government, the Joint Senate-House Committee on Community and Regional Affairs will conduct a series of studies and public hearings on local government during the grant year. The objective will be to study alternatives for the provision of governmental services in the local areas of Alaska, in both the organized and unorganized boroughs. At present, in many parts of the state there is no formal governmental structure for planning, administration and provision of service as usually performed by local governments.

This, of course, has serious implications for the Alaska Coastal Management Program (ACMP) in that capabilities for district development of coastal management programs may often be quite limited and once those programs become officially approved, there is no local entity for their implementation. An attempt to resolve this problem was made in the Alaska Coastal Management Act of 1977 when interests within the Rural Education Attendance (REAA's) were extended the opportunity to form Coastal Resource Service Areas in order to plan for the coastal areas. Implementation of these plans would then be carried out by state agencies. But as to how the agencies would actually exercise these new duties remains unclear. There is even serious reservation as to whether this is an effective approach and as to which state agency would be most appropriate for these functions. A brief analysis of the problem appears in the attached excerpt from "Local Government Symposium" publication, prepared by the committee.

Many areas which are currently within the unorganized boroughs have taken steps to organize into Coastal Resource Service Areas or have expressed an interest in doing so soon. Pressures on coastal communities are steadily escalating as proposals proliferate for bottom-fisheries development, outer continental shelf oil and gas leasing, refinery siting, port developments, etc. Fully 75% of Alaska's coastline is outside of organized municipalities hence governmental ability to plan for an accomodate large scale development in a way that would minimize physical impacts is highly limited. A means of dealing with these potential effects through development of district coastal management programs and of an effective mechanism for implementation must be clearly established.

The Joint Senate-House Committee on Community and Regional Affairs, working in conjunction with the Department of Community and Regional Affairs, the Governor's Office, Division of Policy Development and Planning, and the Office of Coastal Management (and other state agencies) has identified the following objectives for research efforts:

1. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level.
2. Study and identify present public services provided by federal, state, and municipal levels of government and assess their relationship to local government formation.
3. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
4. Study and evaluate the social, political, and cultural patterns in the unorganized borough and their relation to local government formation.

The joint committee will do so by staff research activities, supplemented with Department of Community and Regional Affairs staff assistance and reports, and by conducting public hearings in regional centers and selected rural communities. Findings from these activities will be gathered, analyzed, and presented to the Legislature, January, 1980, in the form of recommended legislation. Part of that package will be a recommended resolution for the effective implementation of coastal management plans in the currently unorganized parts of the state. Of special importance is information to be developed through the public participation process. OCM will support the public hearing phase of the joint committee's work program and some staff assistance activities in this regard.

Copies of all official committee reports, hearing records, analyses, committee reports, work program, hearing schedule, proposed legislation and recommendations will be provided the Office of Coastal Management in a timely manner. Additionally, a separate paper addressing specific findings and conclusions with regard to coastal management concerns will be prepared and submitted to OCM no later than February 1, 1980.

B. Products and Schedule

Sub-task 1. The Joint Senate-House Committee on Community and Regional Affairs will develop a work program and hearing schedule for activities funded by this agreement, due at OCM by Sept. 15, 1979.

Sub-task 2. The joint committee will submit copies of all reports and analyses prepared in connection with service provision in organized

and unorganized boroughs and of suggested management structures and mechanisms as they are produced.

Sub-task 3. Records of regional and local hearing proceedings will be forwarded to OCM as they are completed, no later than Nov. 30, 1979.

Sub-task 4. Any legislative proposals which are developed through this effort will be sent to OCM as they are prepared.

Sub-task 5. A copy of recommendations developed by the joint committee for the Legislature and committee report, if any, will be sent to OCM upon completion no later than February 1, 1980.

Sub-task 6. A paper addressing specific findings and conclusions with regard to coastal management planning and implementation in the unorganized borough will be prepared by the committee and submitted to OCM no later than Feb. 1, 1980.

Sub-task 7. Final report prepared at the conclusion of the legislative session reporting on action taken, if any, and on recommendations for further action prepared by the committee and due at OCM by June 1, 1980.

C. Contracts and Costs

A copy of the joint committee's local government study budget is attached.

	Federal	State	Total
100 Personnel			
Admin. Asst. 2.31 mm	\$ 5,000	35,000	40,000
200 Travel	20,000	16,000	36,000
300 Contractual	-0-	22,000	22,000
400 Supplies	<u>-0-</u>	<u>1,000</u>	<u>1,000</u>
	\$ 25,000	74,000	99,000

Local Government Study Budget*

(revised 9/4/79)

(100) <u>Personal Services</u>	\$40,000
1-1/2 Administrative Assistants	
12 person months.	
2 Summer Interns	
4 person months	
(200) <u>Travel</u>	\$36,000
(A) Committee Transportation (Juneau - Anchorage)	
Chairmen of Senate and House Community and	
Regional Affairs Committees, plus staff travel & per diem	
(B) Travel cost related to symposium for six participants	
to attend,	
Symposium participants per diem in Anchorage	
(C) Regional Public Hearings (It is assumed that on an	
average, that eight Committee members and two staff	
members would attend the hearings and two days would	
be spent in each community)	
(D) Regional hearing participants (three people from	
each area will be invited to participate in the hearings)	
(300) <u>Contractual</u>	\$22,000
(400) <u>Commodities</u>	\$1,000
	<u>Total</u>
	\$99,000

* This would cover the time period commencing May 15, 1979 through June 30, 1980.

SERVICE DELIVERY TO THE UNORGANIZED BOROUGH (Cont'd)

COASTAL RESOURCE SERVICE AREAS

Coastal Resource Service Areas are authorized by the Alaska Coastal Management Act of 1977 to plan for the coastal areas. Each regional educational attendance area containing a part of the coastal area may be organized for this purpose or two or more REAAs may be consolidated as a single coastal resource service area. Implementation of the plans which are developed is the responsibility of the state.

At the present time, residents of two areas in the unorganized borough have voted to create coastal resource service areas. The Northwest Coastal Resource Service Area, comprising the area covered by REAA 1, has elected its seven-member board and will develop a coastal management plan.

On May 15, 1979, residents of REAA 3 and 4 voted to create the Yukon/Kuskokwim Delta Coastal Resource Service Area and will elect its board members on September 11, 1979. The City of Bethel opted to be excluded from this service area. In the Yukon/Kuskokwim area, the Department of Community and Regional Affairs entered into an agreement with Nunam Kitlutsisti, Inc. (Protectors of the Land,) the environmental planning area of Association of Village Council Presidents (AVCP) to provide a public outreach program presenting organizational options and procedures for coastal management in the area.

There have been expressed concerns related to how the state, through the appropriate state agencies, will actually implement an approved district coastal management program in the unorganized borough. Under AS 38.05.037, the Division of Lands has a general grant of authority to exercise zoning powers within the unorganized borough. Until recently, this has not been a problem because the zoning power was never used. However, where land-use controls are involved in coastal resource service areas, zoning will have to be established and administered by the Division of Lands.

On this subject, Mr. Vic Fischer in a memorandum to Mr. Steve Reeve, DNR, (February 2, 1979) recommends:

"If the state is deemed to have an overriding interest that requires it to exercise zoning authority in the unorganized borough, or at least within its coastal areas, neither ADL (Alaska Division of Lands) or DNR (Department of Natural Resources) appear to be the appropriate agency to manage the zoning program, with its strictly localized zoning, adjustment, appeals, and other aspects of continuing zoning administration. If the state is to engage in zoning, by far the most appropriate agency for the exercise of the function is the Department of Community and Regional Affairs (DCRA did not exist at the time ADL was granted zoning authority many years ago.)

In general, states have played only a minor role in the exercise of zoning authority beyond authorizing its use by local governments. The only exception is Hawaii, where general zoning classification is handled by the state, supplemented by local government; i.e., county, regulations in urban and other development areas. Elsewhere, zoning has been applied as a local government police power.

SERVICE DELIVERY TO THE UNORGANIZED BOROUGH (Cont'd)

COASTAL RESOURCE SERVICE AREAS (Cont'd)

Except for the special authority given ADL, zoning in Alaska has traditionally been a power of cities and, more recently, of boroughs. Zoning would not have to be exercised by the state at all if provisions were made for (1) reorganization of the unorganized borough into a series of organized boroughs with planning and zoning authority (and this could be done without forcing them to tax or even manage schools) or (2) delegating the planning and zoning power to service areas within the unorganized borough, much as was done by the legislature in the case of coastal management planning."

REGIONAL EDUCATION ATTENDANCE AREAS (REAA's)

REAA's were created in 1975 as the mechanism through which the Legislature delegates to regional school boards the authority to operate the public schools using the boundaries or sub-boundaries of the regional corporations established under the Alaska Native Settlement Act or a combination of such boundaries.

Because the REAA's represent a major effort in regionalization, local control and decentralization of service delivery in the unorganized borough, the boundaries of which are also to be used for coastal zone management purposes, an in-depth history and analysis of the REAA's is included for your review.

During the early 1970's, the Center for Northern Educational Research was requested by the Department of Education to initiate a study of the delivery of educational services in the unorganized borough and the Interim Legislative Committee on Pre-Higher Education of the Eighth Legislature identified decentralization of the Alaska State-Operated Schools as the subject it wanted to study. The final report published in 1974, entitled "Pre-Higher Education in the Unorganized Borough: Analysis and Recommendations," included a wide range of recommendations. A primary point was the recognition of the need for local control of education and the relationship of that local control with local government creation.

"In order that any plan be more than temporary, the authority for controlling education should be aligned with the development of local governmental units as envisioned by Alaska's Constitution. If local control can be defined as that measure of control which a state delegates to local units of government, then the issues of local control of education cannot be treated separately from the broad issue of the creation of local units of government. And local government units formed around the delivery of education can provide the vanguard for local control over delivery of other governmental services. Therefore, the structure created to serve educational needs must be formed in anticipation of increases in appetites for control of other governmental functions. To ignore the need for legislative support to move toward creating local government units will only blunt the emerging desire of local citizens to assume the reigns and responsibility for their own destiny." p. 34



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Pat Costello
FROM: Marjorie Gorsuch *Marjorie Gorsuch*
DATE: 9/26/79
RE: Budget for Local Government Study

Pat,

Rep. Parker and Senator Sturgulewski have concurred in the decision that the House and Senate funds for the Local Government Study should be merged into one account. The combined House and Senate C&RA funding should be expended BEFORE the \$25,000 received from the Office of Coastal Zone Management is dispersed. Please continue to give us the monthly status of the Committee account.

SCOMM

10:8



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

Additional reports submitted include all of the reports
developed for the Study.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

DATE: June 14, 1979

TO: Senator George Hohman

FROM: Marjorie Gorsuch, A.A. House C&RA
Gene Walsh, A.A., Senate C&RA

RE: Local Government Study

Enclosed you will find the preliminary background material for the Senate & House Joint Community and Regional Affairs Committee Local Government Study as requested. We are pleased to learn that the Legislative Council plans to develop an information bank for this data.

Reviewing the list of interim committees, we note that a number of them may interrelate with the Local Government Study and we would like to coordinate efforts. To this end, we would like to receive the monthly progress reports as well as the projected work program for the following committees:

House Resources - Subsistence
House Roads and Highways
Constitutional Convention
Senate Election Reform

A major component of our Study will be the public hearings to be held in rural Alaska. It would be helpful in our planning to have the travel schedules of the other interim committees so that we can coordinate itineraries.

Thank you for your assistance.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

June 15, 1979

SUBJECT OF COMMITTEE WORK

Local Government in Alaska
(Focus on the Unorganized Borough)

HISTORICAL PERSPECTIVE

A. State Constitution

Article X of the State Constitution establishes the purpose and construction of local government and provides for maximum local self-government with a minimum of local government units and seeks to prevent duplication of tax-levying jurisdictions. It directs that the entire State shall be divided into boroughs, organized or unorganized, and that in the unorganized boroughs the legislature shall provide for the performance of services it deems necessary or advisable while allowing for maximum local participation and responsibility.

B. Borough Incorporation

Eight of the eleven existing boroughs were established in 1963 and 1964. The Mandatory Borough Act of 1963 directed incorporation of boroughs in eight urban areas within one year or mandatory incorporation would occur. Ketchikan, Sitka, Juneau and Kodiak incorporated while Anchorage, Kenai, Matanuska-Susitna and Fairbanks boroughs were incorporated directly by the state on January 1, 1964. Bristol Bay Borough was the only one of the original nine boroughs to incorporate voluntarily in 1962. Haines incorporated as a third class borough in 1968 and in 1972 the North Slope Borough voluntarily incorporated prompted by the hundreds of millions of dollars in taxable property values at the Prudhoe Bay oil fields.

C. Significant Legislative Proposals

Although there were numerous city incorporations in the unorganized borough, only the North Slope Borough has chosen to organize a regional government. Motivated by awareness of the need for a vehicle for social and political unity and a mechanism for more efficient and equitable distribution of public revenues, a series of legislative proposals have been introduced during the last decade.

In 1972 a comprehensive legislative program was introduced which included a plan to subdivide the unorganized borough (HB 596), levy a 15 mill tax on property located in the unorganized borough with distribution of revenue among unorganized boroughs (HB 597) and a levy of 20 mill tax on the pipeline with distribution to local governments, organized and unorganized (HB 598). Governor Egan's bills, while bringing before the legislature and the public much useful information and debate, were not passed.

Other significant legislation related to the unorganized borough included Representative Tom Fink's HB 122 introduced in 1973 which would have required the incorporation of organized boroughs in all of unorganized Alaska by 1977. Representative Terry Gardiner of Ketchikan introduced HB 291 (1973) which would have established structures that could either remain unincorporated with elected advisory councils, or choose to incorporate at a future date as boroughs of any class or as home rule boroughs.

Since 1973 there have been piecemeal legislative approaches to the problem of providing services in the unorganized borough. In addition, Representative Charlie Parr of Fairbanks has introduced legislation which would provide for taxation of developed land in the unorganized borough (HB 202 - Tenth Legislative Session and HB 9 - Eleventh Legislative Session). None of the above mentioned legislation became law.

In 1972 a number of municipal concerns were addressed in the drafting of a Municipal Government Code, Title 29 which replaced the repealed Title 7 (Boroughs) and the former Title 29 (Municipal Corporations).

D. Service Delivery to the Unorganized Borough

The State Constitution provides that the legislature shall provide for the performance of services it deems necessary or advisable in unorganized boroughs allowing for maximum local participation and responsibility. It may exercise any power or function in an unorganized borough which the assembly may exercise in an organized borough.

In response to the need for delivery of certain services, the state has established a number of jurisdictional boundaries within the unorganized borough.

1. Regional Educational Attendance Areas (REAA's) were created in 1975 as the mechanism through which the legislature delegates to regional school boards the authority to operate the public schools using the boundaries or sub-boundaries of the regional corporations established under the Alaska Native Settlement Act or a combination of such boundaries.

2. Coastal Resource Service Areas are authorized by the Alaska Coastal Management Act of 1977 to plan for the coastal areas. Each regional educational attendance area containing a part of the coastal area may be organized for this purpose or two or more REAAs may be consolidated as a single coastal resource service area. Implementation of the plans which are developed is the responsibility of the state.
3. Salmon Enhancement Service Areas were authorized by 59 SLA 1979. A qualified regional association, when it becomes a nonprofit corporation under AS 10.20, is established as a service area in the unorganized borough under AS 29.03.020 for the purpose of providing salmon enhancement services.

A study prepared by the Division of Policy Development and Planning in December 1976 entitled "Alaska Regions and Substate Districts" documented the proliferation of district boundaries used by governmental agencies for both administrative and service delivery functions. It depicted these overlapping jurisdictional boundaries as confusing and as roadblocks to the efficient delivery of services to citizens therefore preventing the Federal, State and local governments from fulfilling their responsibilities to Alaskans.

Systems of subdivisions of the State were analyzed, mapped and compared for their capability to serve as vehicles for governmental planning and program delivery. Each one was also evaluated in terms of its long-term usefulness for governmental purposes. Although specific recommendations for the creation of planning regions and substate districts were incorporated into the study, no action was taken.

CURRENT STATUS

Current efforts which have a bearing on the subject matter of the Local Government Study include:

A. Alaska Coastal Management Program First Year 306 Grant

The Office of Coastal Management, Division of Policy Development and Planning, Office of the Governor has applied for a 306 Grant and has identified as one of its special studies within the grant proposal a study of unorganized borough management alternatives.

The grant proposal states that structures or mechanisms for local planning in the unorganized borough raise questions and have implications for the Alaska Coastal Management Program as well as every other state program in the unorganized borough. The state needs to carefully identify and analyze alternative approaches and structures for planning in the unorganized borough. The Legislature is sufficiently concerned about the problems of local government and the discrepancies between the organized and unorganized areas, that a special legislative committee has been organized to study alternatives for the provision of all services to all local areas (both organized and unorganized) during the next interim.

The issues which cause this item to be a priority for special study by the coastal management program are several. The new lease sale schedule, proposed bottomfish expansion, and suggested new port development all affect the unorganized borough which at the present time has no satisfactory regulatory mechanisms by state or local governments.

B. Housing and Urban Development Grant Application by Division of Policy Development and Planning for FY 80-81

The application by DPDP includes a program subcategory, Regional Planning in the Unorganized Borough, with the objective of establishing a uniform regional planning structure in the unorganized borough. The Division proposes to work jointly with the Local Government Study on this issue and to develop an official policy in regard to regional planning in the unorganized borough and the structure through which sustained local involvement can be obtained.

C. Yukon Flats Regional Government Study

The Alaska State Legislature, acting on a request from the people of the Yukon Flats region, directed that a study be carried out to explore the feasibility of establishing a regional government in that area. The Department of Community and Regional Affairs, in concert with an Advisory Committee from the region, designed the general contract which has been implemented by Ralph R. Darbyshire and Associates. The Yukon Flats Regional Government Study is in the final stages of development with the final summary report scheduled for completion in June, 1979.

The product will present findings with respect to alternatives available in borough incorporation; advantages and disadvantages of borough incorporation; and the legal, political, social and financial ramifications of borough incorporation.

D. Northwest Alaska Native Association Regional Strategies

In 1978 NANA requested state assistance in order to begin a process to establish an overall regional strategy plan. The Division of Policy Development and Planning has developed a HUD grant proposal to help accomplish this goal. The issues seen by regional officials as central to the regional strategy concern the environmental carrying capacity of the NANA region and its innerent affects on the patterns of development, the necessity for identifying and analyzing alternatives to transportation systems and public facilities and an accurate assessment of the present socio-economic characteristics of the region's population.

E. Tanana Chiefs Conference Proposal

During the First Session of the Eleventh Legislature the Tanana Chiefs Conference brought to the attention of the legislators a proposal to establish six sub-regional planning commissions within the boundaries of the Doyon Regional Corporation. While it is the intention of TCC to proceed with this effort, they have requested the Governor designate these commissions as planning advisory councils pursuant to AS 44.19.880 (c). Legislation which would have established these regional planning commission vested with substantial local government power: was drafted.

As this proposal posed questions with significant ramifications, including the relationship of these planning commissions to the activities of federal and state agencies in the region and the relationship of these new entities to existing local governments organized under state law, no legislative action was taken.

Relevant to the historical perspective and current status of local government in Alaska is the bibliography developed for use in the Local Government Study. (See Exhibit A)



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Representative Bill Parker

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LOCAL GOVERNMENT STUDY BACKGROUND

The Joint Senate and House Community and Regional Affairs Committee Local Government Study was initiated as the legislative response to long-perceived problems related to local government in Alaska. The Department of Community and Regional Affairs, as well as the Municipal League, have supported such a study to clarify and resolve questions dealing with municipal relationships and the broader questions related to municipal/state relationships.

The need for such a study became evident to the chairmen of the Community and Regional Affairs Committees during the First Session of the Eleventh Legislature with consideration of legislation dealing with annexation, revenue sharing, delegation of borough powers, and "instant" unification.

Overlapping jurisdictional boundaries in the unorganized borough became an issue again when a proposal by the Tanana Chiefs Conference to create regional and subregional planning commissions was brought to the attention of the legislature. This proposal raised the question of the effectiveness of the present service delivery systems. There was renewed concern that there was no state rural policy against which to weigh this proposal and other legislative action.

The Chairmen of the Community and Regional Affairs Committees laid the groundwork for the Study in a series of meetings involving individuals from the legislature, the executive branch and the Alaska Municipal League. During these meetings, specific concerns were identified and there was consensus that legislative action in this area could be productive.



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WORK PROGRAM

The Local Government Study has been designed with recognition of the abundant amount of existing research and material which has documented the problems in the unorganized borough. Problem areas which have been identified deal with:

1. Sufficiency of available local government structures to meet the need for local government entities at the community and regional level.
2. Sufficiency of the economic base in the unorganized borough in financing the basic local government functions.
3. Continually developing jurisdictional boundaries within the unorganized borough used for both administrative and service delivery purposes.
4. The ability of the state to deliver services effectively to the unorganized borough through the creation of service areas.
5. The role of the quasi-governmental organizations as service deliverers and the functioning of such organizations as substitutes for local government.
6. The question of state vs. municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.

The approach of the Local Government Study will be solution oriented. Specific problems will be articulated and solutions proposed. The process for accomplishing this will be a series of meetings as described below.

Preliminary organizational work will consist of development of study goals, objectives and work program design as well as planning and preparation for a Local Government Symposium. Background material related to the objectives will be made available to the participants of the Symposium. (See preliminary draft of these objectives - Exhibit B)

PROCESS - The process is outlined in Exhibit C with a project schedule.

1. LOCAL GOVERNMENT SYMPOSIUM

The Symposium will bring together native leaders, local government specialists, representatives of the Alaska Municipal League and other pertinent organizations for a weekend meeting. This knowledgeable group of individuals representing diverse interests will address the problem areas and develop solutions.

An intensive product analysis will follow the Symposium and the results of this analysis will be circulated for comment by the Symposium participants.

2. REGIONAL WORKSHOPS

A series of regional workshops (Fairbanks, Anchorage, Juneau) will be held to broaden participation in the Study and include those individuals with local and regional perspective. Proposed solutions will be further discussed and refined.

3. PUBLIC HEARINGS

The last level of meetings would take the Senate and House Community and Regional Affairs Committee members to the rural areas of the state to discuss the findings of the Symposium and Regional Workshops.

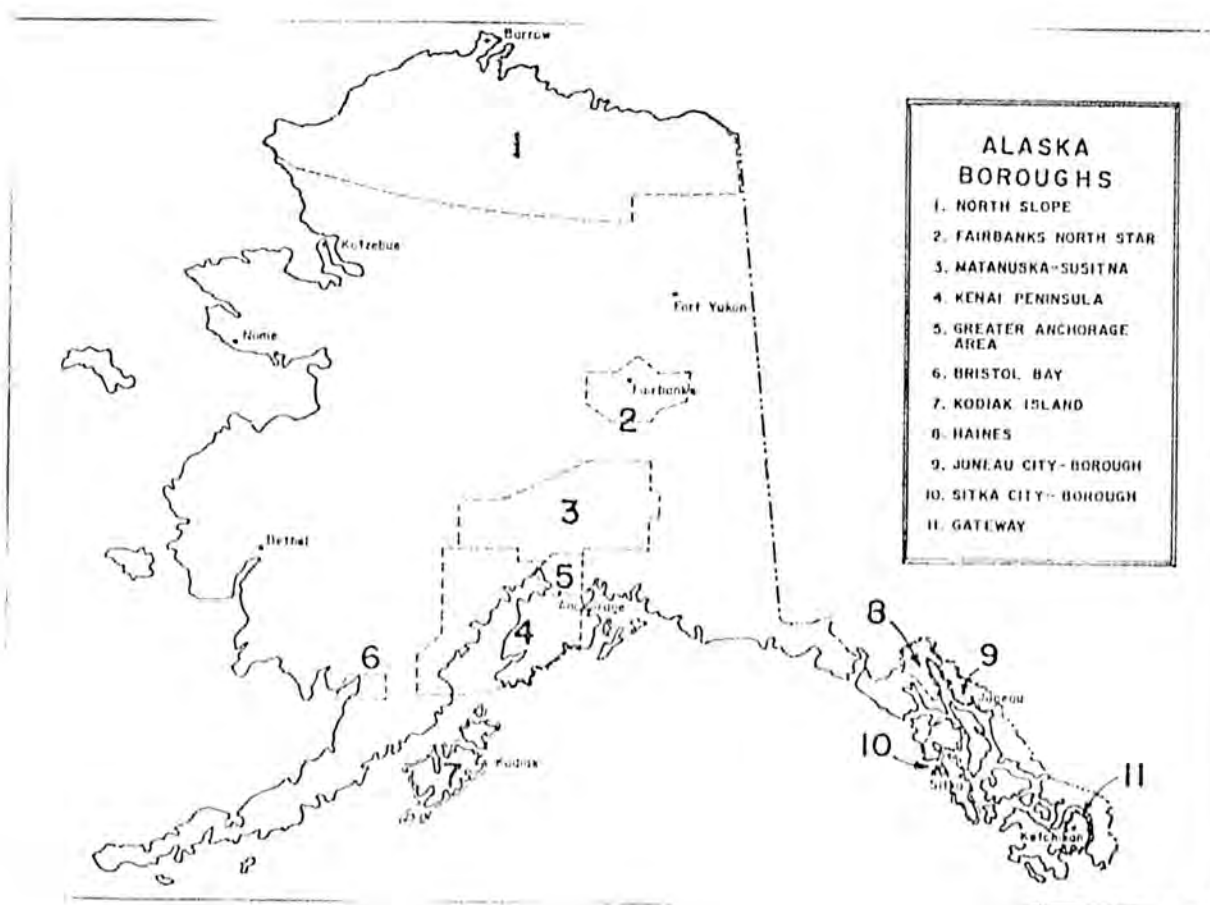
The findings of the Symposium and Workshops will be supported by the production and use of tables, charts, graphs and maps. Such tools support the intent of simplifying the subject matter and making it suitable for public educational use.

Testimony received at this time will be a major ingredient in the development of a final product. Throughout the process there will be development and consideration of proposed legislation. Specific legislative goals include addressing problem areas of Title 29 specifically service area formation as well as the broad question of achieving self determination through local government in the unorganized borough. In addition, the information developed will serve as a framework for evaluating future legislation in terms of its effect as an incentive or disincentive to local government formation.

ORGANIZED MUNICIPALITIES

Concurrent with the activities described above, and in conjunction with the Local Government Study, the Alaska Municipal League will concentrate on defining municipal problems which could have legislative solutions. This effort will be accomplished in close cooperation with the Department of Community and Regional Affairs.

A survey will be developed and circulated by the Municipal League and the survey analysis will become part of the subject matter for discussion and consideration at the Local Government Symposium and Regional Workshops.





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DRAFT - May, 1979

LOCAL GOVERNMENT STUDY OBJECTIVES

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.
- II. Study and identify present public services provided by federal, state, and municipal levels of government and assess their relationship to local government formation.
- III. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
- IV. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.

STUDY OBJECTIVE

1. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.

TASK

1. Research the historical and legal evolution of local government structure. Review proposed legislation related to organization of the unorganized borough and assess the viability of these proposals. Analyze the relationships between municipalities at the community and regional level and their relationship with state government.
2. Investigate adequacy of existing local government structures, (i.e. three classes of boroughs, two classes of cities plus development cities) , and their legally authorized sub-units (i.e., differential tax zones, service areas, and assessment districts), and modify existing or devise alternative forms of local government which could better provide the services.
3. Research the local government structures and intergovernmental relationships of other states and areas which may be pertinent to the Alaska experience. Evaluate relevancy in both rural and urban situations.
4. Review pertinent major studies (Tanana Chiefs Conference Proposal, Yukon Flats Borough Study, NANA Regional Strategies, etc.) and ascertain trends and implications related to local government formation.
5. Review the role of the Local Boundary Commission. Analyze statutory provisions for alteration of local government boundaries. Study and evaluate alternative mechanisms for affecting local government boundary changes.

STUDY OBJECTIVE

- II. Study and identify present public services provided by state, federal and municipal levels of government.

TASK

1. Update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services being provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
3. Identify the allocation and level of service provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
4. Review existing intergovernmental loan programs and grant procedures as they function as incentives or disincentives to the formation of local government.
5. Review the question of state vs. municipal responsibility for delivery of public services and the construction, maintenance and operation of public facilities.
6. Review the service area concept as it relates to service delivery, specifically in the unorganized borough (REAs, Coastal Resource Service Districts, etc.). Delineate the boundaries, authority, and function of these rural service areas and their relationship to state government.

STUDY OBJECTIVE

- III. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.

TASK

1. Review potential revenue sources in the unorganized borough including, but not limited to sales, real and personal property tax, income tax, and gross business receipts in addition to revenue associated with natural resource development.
2. Prepare a land status analysis including, but not limited to, a general identification of private, public and Native-owned land. Such analysis would include estimates of acreage by category of existing and anticipated real property.
3. Review statutory inducements and disincentives related to municipal government incorporation. Determine workable approaches for studying the feasibility of and funding new municipal incorporations.
4. Identify the local cost of providing the services which are mandatory functions of the basic local governmental unit and those administrative costs associated with the establishment of local government.

STUDY OBJECTIVE

- IV. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.

TASK

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine thoughts and perceptions on various levels of government (federal, state, local, quasi-governmental)
Determine the need for further investigation of public attitudes, perceptions and ideas on the need for local and regional government structure.
3. Prepare an inventory of public services and programs provided by non-governmental organizations within the unorganized borough.
Analyze the nature and level of services being provided.
4. Analyze historical and non-traditional methods of organization for local and regional self determination in the state (i.e., IRA Villages, Native regional profit and Native non-profit corporations).



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OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASKS

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services provided by federal, state and municipal entities within the municipalities and unorganized area of the state. Identify the allocation and level of these services.
3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.
4. Review the question of state versus municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.
5. Review the service area concept as it relates to service delivery in the unorganized borough and the relationship of the service areas to state government.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.

- A. Substate Districts/Regions

Collect maps that delineate the existing regions and districts utilized by federal and state agencies to operate programs or deliver services. Special emphasis should be given to reviewing and updating the recommendations and analysis in the report entitled Alaska Regions and Substate Districts, prepared by the Division of Policy Development and Planning in 1976.

- B. Authority

The review of the enabling authority for the existing jurisdictional units should include:

1. Citation of the specific enabling authority
2. Length of time operative/date instituted
3. Basis for choice of boundaries. Mandatory borough incorporation standards should also be reviewed.

- C. Function

This review should include a statement of the purpose for which the unit was created. The units should be categorized as administrative units or service areas.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.

OBJECTIVE

- II. Study and identify present public services provided by state, regional and municipal levels of government and assess their relationship to local government formation.

TASK

4. Review existing intergovernmental loan and grant programs and contractual practices as they function as incentives or disincentives to the formation of local government.
 - A. Identify state and federal loan and grant programs with municipalities. Analyze state and federal procedures and practices re municipalities as they relate to local government formation.
 - B. Analyze the state's contractual policies for delivery of services to municipalities and unorganized areas (i.e. with the non-profit corporations)
 - C. Document state financial assistance and non-financial inducements for organization ("organizational grants, land conveyances, etc.)



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OBJECTIVE

- IV. Study and evaluate the social political and cultural patterns in the unorganized borough and their relation to local government formation.

TASKS

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
3. Prepare an inventory of public services and programs provided by non-governmental and quasi-governmental organization. Analyze the nature and level of services provided.
4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.