

ALABAMA LEGISLATURE LOCAL GOVERNMENT STUDY 00/2

330 SCOMM10: LOCAL GOVERNMENT STUDY 1979

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*Suggestions for organization
made by ifterns*

6/27/79

Local Government Study

An Alternative Approach

There are numerous approaches to analyzing the question of the unorganized borough. The shortness of time necessitates an organizational design which clearly delineates areas of responsibility and action forcing goals. The present approach to analyzing the Unorganized Borough partially addresses this issue of design. The following modifications to the present design should lead more directly to a comprehensive analysis and the creation of legislation.

First, the Unorganized Borough should be analyzed independently from four categories:

- 1). Governmental Structure
- 2). Facilities and Services
- 3). Economy and Fiscal Capacity
- 4). Local Control & Participation

Each of these categories would look at the historical issues leading up to the present status and trends in the Unorganized Borough (REAA's, North Slope Borough, non-profit corporations, Nana Strategy, Coastal Zone Management, Tanana Chiefs proposal, etc.).

Secondly, this historical review from the four categories will lead to an analysis of alternative approaches to managing the Unorganized Borough. These alternatives could be:

- 1). Retain the Status Quo
- 2). Create Regional Unorganized Boroughs
- 3). Create a class of Borough with a planning authority

1.

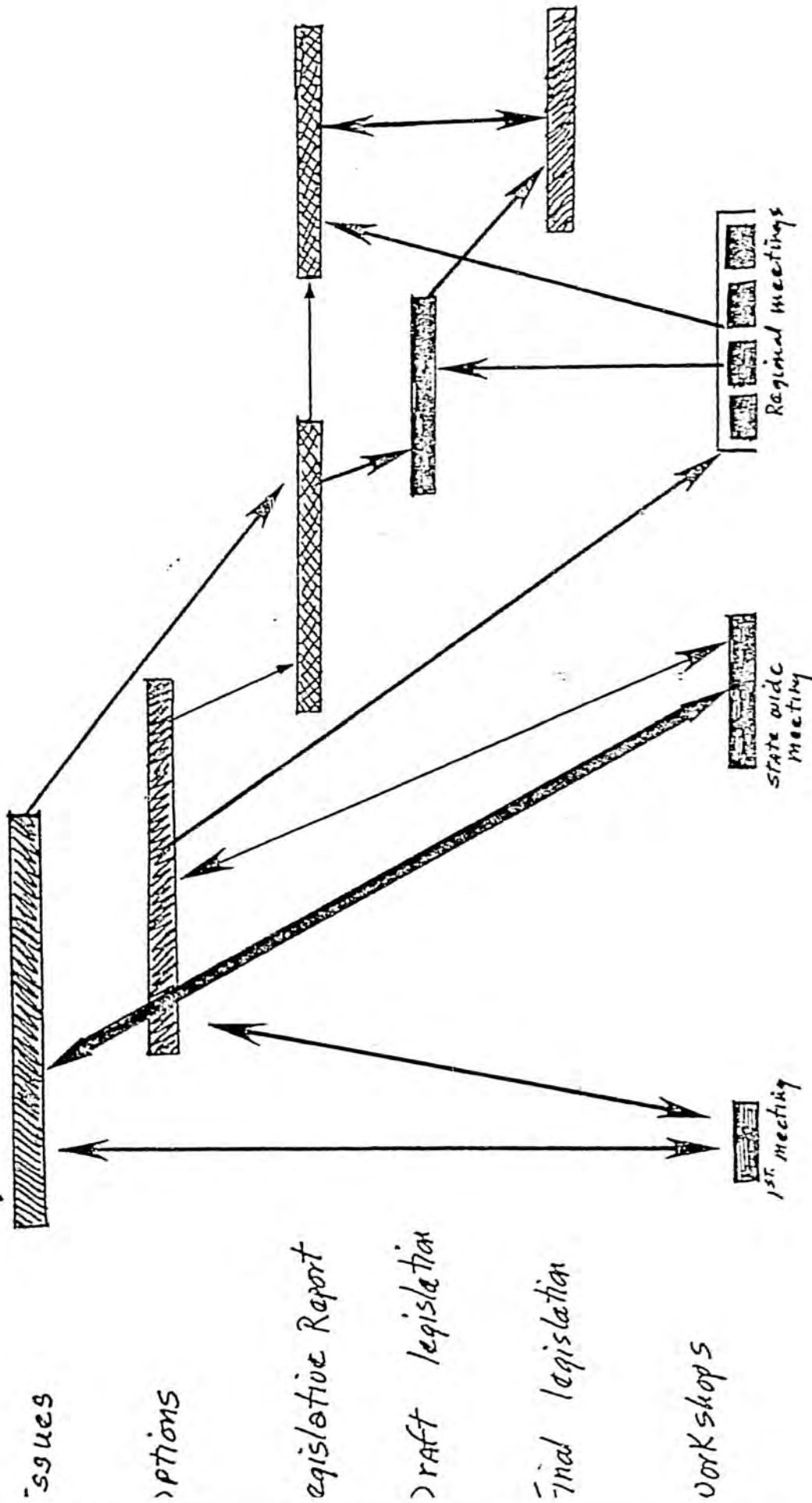
4). Develop Service Districts

5). Mandate Regional Boroughs

These alternatives will be determined as soon as possible and used by the 4 *catagories* for their respective analysis. From this body of information, a comprehensive review of the alternatives can be completed and prioritized. This process will lead to the formation of legislation based upon a comprehensive review of the Unorganized Borough.

Thirdly, the public review of the alternative at the Symposium and the regional forums will provide the added perspective of public reaction. An analysis of regional reactions will be an integral part in the final analysis and prioritization of alternative approaches for the Unorganized Borough.

July August Sept. Oct. Nov.



6/29/77 / S. Anson / Editor

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May 24, 1979 MEETING // with Palmer McCarter's Personnel in Local Government
State Dept. of Community & Regional Affairs

Senator Sturgulewski

The reason why we are here is really the need for a local government study. I came up through the League of Women Voters and through local government in Anchorage, and we went through all the problems of the boundary disputes, and I finally ended up on the Charter Commission for unifying the municipality. But, there were a lot of painful, gut-rending struggles over the years. And, we look around us, and we see other communities going through the same thing, whether it is Ketchikan or Fairbanks, the settings are different, the people are different, but the issues have been, time and time again, the same. As a former Planning Commissioner, and also as a local municipal assemblyman, I was active in Municipal League, and the Municipal League has been, of course, encouraging a local government study for some time. Through the Community and Regional Affairs Department, there have been a good number of times where studies have been talked about, and things have been proposed, and policies have been developed; and for a whole host of reasons, issues have not necessarily been clarified or resolved, and we tend to go on. But the League has really pushed, and under the leadership now of Ginny Chitwood who has an extensive background in local government, I think that, again, there is a very beautiful resource developing here. In the Legislature, it has become very apparent that issues dealing with local government are just really accelerating and it is crucial that someone start to look at some of these problems. I personally have been critical for years of John Rader, who is called the Father of Local Government, and then the Father left home, it seemed to me. But I really think I understand now why no one is taking care of this monstrous thing because, I think we could ask Margie and Gene what they have gone through the last, because it

— * —

is extraordinarily difficult, because we have the whole problem in both the organized and unorganized. But the big thing seems to be in the whole service delivery area. And we keep finding little bits of solutions, and those little bits of solutions add up to a whole. We have the REAA, which took away one of the major catalysts for forming local government. We have the Coastal Zone Districts coming up. Strange creatures we don't quite know how to handle as far as implementing and ongoing relationship. We have had a request from the Tanana Chief's now for a major planning study, as I'm sure you are aware, going on in the Doyon Area, and they would like to see a service district created that has the powers of planning and zoning; and think of the implications that would have on say, interest of State concerns, and so on. We have the interest in the new borough in the Yukon Flats, which incidentally, is in the Yukon, or in the Doyon area. And there seems to be some conflict between the development of the two studies going on there. We have the major problem of the capital flow. I am absolutely appalled and shocked at the fact that we spent some \$86 million in capital, which we seem to throw out this way, subject to very little public hearing, that doesn't really relate necessarily to what people's needs may be; and yet, we are only giving, I don't know what the latest figure is, 88 percent of the revenue sharing, something like that, so the very gut level of local government is not being financed, and yet we are throwing capital needs with their attendant operational costs on to communities. So these things seem to be accelerating. As for regional schools, there is a real interrelationship between them and their use of power supplies, say for the village electrification program. On into organized boroughs, we have annexation problems, how the small communities that are organized relate to the unorganized areas outside - it is different in Southeast than in the West. We have the potential, in addition to the Yukon Flats borough, some 3 additional

pipeline boroughs. We had pressures in the last Legislature, and they are sad little Bill 137, which was a municipal bill to straighten out some long-standing problems, with 29 became one that darn near every politician in the place wanted to get ahold of, because one thing they wanted to attach the Permanent Fund bill on it, secondly, wanted to put on the instant unification proposal of the Valdez area, and up North they wanted to get away with the limitations on the amount of tax, per individual, that could be utilized to meet debt and operational costs. So, the pressures are absolutely tremendous. Representative Parker has indicated a real interest in a local government study and, of course, I have felt that way. And it seems that the stars, the time was auspicious to at least make a beginning. It has really been interesting in getting ready for this, and Margery and Gene have been involved from the beginning. We have more or less been told that we will fail, particularly when we get into the unorganized borough. As a matter of fact, we have had some people tell us, don't begin, because it is impossible. Maybe it is, and maybe we will fail; but I think there has to be a try made. How we developed this now, or where we are, we will try not to make this long-winded, and yet the enormity of the task tends to overwhelm me, and perhaps that is a difficulty in making the beginning. But during, or near the end of the Session, it was very frankly was somewhat a difficult session for me, I need to know everything, and I know so little, and the issues have been so great, that there has never been time to sit down and understand what is happening. But toward the end of the Session, we started a series of just informal meetings with different people, trying to get an idea of both resources that might be out there to help, as well as, what do we need to know, what are the problems and start to identify those. I think we met with some 14 people, different people from different kinds of groupings, during that Session. We talked a good deal to people from Community & Regional Affairs, to the Office of Coastal Zone, DPDP, individual people, Revenue, on and on. We have,

and there will be a letter going out very soon, the support of the Governor's Office. I suppose I should say, I think the Dept. should have done far more than they have done on this issue, or the Governor's Office, and I have said as much, and yet if we can get the cooperation of legislative committees and the various departments, I think we can do something. We have tried to identify resources as we've gone along. We have for the joint committee \$74,000 for the interim effort; however, by the time pay salaries and the necessity, we are going to be running it out of my office here, it's really going to chew up a great deal of that money. There are some dollars in DPDP, technical assistants dollars, some \$30,000, we might be able to plug in part of that. Larry Kimball is doing an option of local government in the unorganized borough. I think that's the title. I don't think that has been fleshed out completely. It would be Coastal Zone dollars, and that of course is contingent on the plan being accepted by the Feds and that rather large pool of dollars be available. We do not know at this time, just how much this study will be able to accomplish with those funds and we have a very critical timetable, and I'll go into that. In addition to that, there may be some dollars and possibly some staff time, up to \$50,000 from Coastal Zone Management, and this would be through Murray Walsh. All of these things are very tentative, and we are just at the talking stage. In addition to that we have 2 young men, one with particular experience we feel that will be helpful to us, Jim Sanders and LeMar Cotten. Community & Regional Affairs through Palmer, is going to pick up their salaries for two man months, or the month of June, we will see that they are picked up for July and August. They will be located in Anchorage. They are both working for a Masters in Public Administration and they will be able to handle a discreet portion of this task. And, again, we are going to be looking to you to help in identifying some resources. In addition to that, we have had some indication from Palmer that there can be some help through his shop from Terry, Pat, Herb and a few others. So that is going to be our next step, to really get into - who can do what. The overall thing we would like to accomplish in this study, is a series of statements of incentives and disincentives, something we can measure in legislation and budget-wise. For instance, does this action lead to formation

of local government, in say the unorganized borough, something to measure specific pieces of legislation. One example, we had a permanent fund bill that had a soft loan program in it, that could flow to second class small municipalities, plus the nonprofit corporations. If you meet all your capital needs in one way, will you ever have an incentive to go to local government? What are the things that you need in terms of planning dollars to get started? That is one of the things. Secondly, we want to come out with specific legislation, if there are areas that need correction, we would like to be able to introduce and work towards getting them adopted. Those are the major areas that we are looking at - incentives, disincentives, what are we doing to local government; and are there specific things that need to be done right now. We would like to, and this is the difficult time of it, when this study has been looked at before, it has been looked at as a 2-year project, the difficulties are with a legislative body, we do come and go, although I have 3 years to go, although I quite conceivably will be only 1 more year on Community & Regional Affairs, and this question of continuity gets to be a problem. Something we have to look at, as we go into this, is whether or not it is the kind of thing that will lead to projects that the State can carry by the Department after Representative Parker and myself go on to other things. Although, it may be so interesting that we will stay here forever. We would like very much to use the summer for the basic research gather portion, we want to be able to go out to some of the remote areas in Sept. & Oct. We feel very strongly that we don't want to go out with a package of legislation, but we also don't want to go out with an empty cup. We need to take things there, but not so finalized that we build up walls. Through Representative Rudd, there have been hearings held regarding Charlie Parr's bill calling for the 7 percent tax of property tax in the unorganized borough. I think if we go out with solutions, that you build up those walls. We need to be very careful from the start to involve the bush caucus so that we are not going to fail before we begin. That get's into the whole thing of failure. It's amazing the number of things that are coming back and it would be interesting to hear some of your experiences. The people are saying out there, they

really are not happy with the way things are. Many times they are given projects that they can't handle in terms of operation dollars. We are not hearing that DOTPF is talking about building facilities, something that I've heard Palmer talked about years ago, of getting all their public facilities in one building instead of having to build a school, having to do all the rest of these things. Then the poor people in the village are stuck with having to provide the electricity, the servicing and all the rest. Plus a whole lot of them would like to go to a more regional type school for certain things. These are the kinds of things happening and building up the interest in what we are doing. If we can keep the doors from being slammed before we can talk about these things, maybe we can find some answers. Now with all that, we are going to throw out to you what we have been doing here and would like to get into in some detail and get your reactions. Gene felt I did not push the time frame completely enough. We would like to use this summer for the basic homework that has to be done, find out where we are, get analysis of the specific kinds of problems and in the fall get into hearing process and developing of legislation, we are talking in terms, and this is not finalized, of setting up a policy group that will involve, of course, Representative Parker, myself, Commissioner McAnenery very likely, hopefully a representative from foundation and also ASN, we haven't fleshed that out to be working on these areas and we will be developing then, of course, both the legislation and policy statements. During this whole time we are going to be working very closely with the Administration, because this is the kind of effort, that if we can't develop legislation that would be successful, so many things can be done on a policy level to implement parts of it, so we don't want to get out of step with people, but it's a little bit like trying to build an elephant when you don't know what the elephant looks like. Working in your field you will have perhaps a different perspective than a person working just for Coastal Zone, so try and look at the broadest point of view, give us your individual critique, but realize this has to satisfy this thread that runs threw so many departments, divisions connected with local government. I think you will find, and it's one perhaps the most important thing we feel we can't do and that's the item listed on the very back page. The whole issue of taxation practices in

State as it relates to the whole kind of "share the wealth" component, and although we have taken parts that deal with taxing and revenue, and so forth, this one is absolutely mind boggling, I think it is going to call for a special project done with far more the financial fiscal type. I am not sure that is going to be where it will be relegated to the backburner of another study, but it's one that seems so overwhelming in scope and takes such a lot of resources that we may not be able to begin. O.K., so how do we begin?

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CATEGORIES	BACKGROUND & HISTORY	CURRENT STATUS & TRENDS	BASIC ALTERNATIVES	RECOMMENDATION & LEGISLATION
GOVERNMENTAL STRUCTURE	- Previous Borough Attempts - LEGISLATION - SUCCESSFUL - UNSUCCESSFUL - LEGAL ISSUES	- N.S.B. - SERVICE AREA - CZM - REHA - TANOMA Chief / NON-PROFITS - UJEN		Propose government system. How it will work How it will be implemented
FACILITIES & SERVICES	Evolution of Providing SERVICES - FEDERAL - FEDERAL TRUST TO AMERICAN NATIVES - STATE - NON-PROFITS	Adequacy & SCOPE OF SERVICE DELIVERY		ALLOCATE AND ESTABLISH PATTERNS OF RESPONSIBILITIES
ECONOMY & FISCAL CAPACITY	TAX BASE IN UNORG. Borough - ACTUAL - POTENTIAL			MEANS OF FINANCING PROPOSED APPROACHES
LOCAL CONTROL & PARTICIPATION	- VILLAGE TRADITIONAL BASE - EST. 2ND CLASS cities	- ANCSA - BIA - IRA - CZM - NON-PROFITS		LOCAL involvement IN DECISION AS TO GOVERNMENTAL STATUS AND IN REGIONAL GOVERNANCE

SUGGESTED LOCAL GOVERNMENT STUDY STRUCTURE

CATEGORIES	Background & History	Current Status & Trends	Alternatives & Implications	Recommendations & Legislation
GOVERNMENTAL STRUCTURE ↖	- Previous Borough attempts - Legislation * - unsuccessful <i>Chenoweth</i> - successful - Legal issue	- NSB - SEWER AREA - CEM - REAA - TRAM Chief - JEDC - non-profit	- NO ACTION - MANDATORY BOR. - ALTERNATIVE STRUCTURE OR Borough class - Regionalization / SERVICE DISTRICTS	Propose governmental system. How it will work. How it will be implemented
FACILITIES & SERVICES	Evolution of Providing Services - FEDERAL - FEDERAL Trust to AMERICAN NATIVE - STATE - NON PROFIT	Adequacy & SCOPE OF SERVICE DELIVERY	- NO ACTION - RESP. OF NEW BOROUGH ESTABLISHED - DIFFERENT APPROACHES by current SERVICE PROVIDERS	ALLOCATION AND ESTABLISHED PATTERNS OF RESPONSIBILITIES
Economy & FISCAL Capacity	TAX BASE IN UN. BOR. - ACTUAL - Pipeline property - OTHER - FUTURE POTENTIAL - NATURAL resources - OTHER	INCENTIVES DISINCENTIVES <i>McLester</i>	- LOCAL TAX BURDEN - STATE SUPPORTED SYSTEM - GRADUAL INCENTIVE METHOD	MEANS OF FINANCING PROPOSED APPROACHES
LOCAL Control & PARTICIPATION - home rule - citizen involvement - advisory system	- Village TRAD. basis - EST. 2nd class cities	- ANCSA - BIA - IRA - CEM - NON-PROFIT <i>* Urban firm</i>	- home rule principle - FIXING 2nd class cities - TRAD. Borough function Delegated to non-profit (i.e. planning)	LOCAL involvement IN DECISION AS TO GOVERNMENTAL STATUS AND IN REGIONAL GOVERNANCE

Caps

Local Government Study Objectives

1. Study and evaluate the sufficiency of available local government structure and methods of financing to meet the needs of existing local government entities. Study and evaluate alternatives.
2. Study and evaluate the sufficiency of available local government structures and methods of financing to meet the need for local government entities at the community and regional level in the unorganized borough. Study and evaluate alternatives.
3. Study and evaluate the difference between the planning for and delivery of services in organized boroughs and the unorganized borough.
4. Review of the question of state vs municipal responsibility for the delivery of public services and the construction, maintenance, and operation of public facilities.

Methodology

1. Review the available literature and update the available research addressing the study objectives.

2. Study and evaluate the delivery of services at the local, regional, and state level. ↙
3. Review and study various geographic boundaries currently used by state, federal, and non-profit entities to meet the need for rationally constructed service delivery systems in Alaska. Determine the extent to which these boundaries are adaptable to the need for logically drawn regional government boundaries.

75,000

- See
Gorsch

Methodology and Approach

Committee work would entail the following components:

- the legislative committee*
- A. Research and analysis. Much of the basic work would be done by *Basic Research and analysis accomplished.* the legislative committee and other legislative staffs in Juneau, *Plus Legislative Division of Legal Services,* work with support *Division of* from DC&RA and others. *and cooperation of other and*
- B. Workshops and public meetings would be conducted to obtain *Administrative staffs in Dept. of Commerce - ~~staffs~~ would be sought.* participation by affected groups and persons. *Greenough.* Organizations to be included are AFN, RuralCAP, ANF, Alaska Municipal League, and *etc.* the like. *Additional* Meetings will be held in rural areas to obtain testimony and views on self-governance, administrative capabilities, fiscal conditions, attitudes toward state vs. local performance of functions, etc. *Division of Services, etc.*
- C. Analyses and formulation of resultant proposals will be carried *in coordination with legislative staff and administrative staffs* out with the help of consultants, and other specialists.

~~_____~~

It is important to take action in the unorganized borough as quickly as possible. The longer ^{nothing} ~~nothing~~ is done, the worse the situation will get. A few more areas may organize on an ad hoc basis. But the rest of rural Alaska may be subjected to some type of mandatory borough legislation, especially after reapportionment further shifts the balance toward urban areas particularly Anchorage.

Study Objectives - *Preliminary*

The principal purpose will be to examine the unorganized borough situation and initiate steps toward resolving problems and promoting maximum self government, as provided in the state constitution.

Specific Objectives are:

1. Review of legislative proposals and previous studies that have been directed toward dealing with the unorganized borough
2. Examination of existing borough statutes and their applicability to rural Alaska.
3. Analysis of existing alternatives under the constitution for dealing with the unorganized areas of the state, including elimination of disincentives and provision of incentives for local governance.
4. Ascertaining of public attitudes and perceptions.
5. Formulation of proposals for legislative and administrative actions, and review of such proposals with representatives of rural organizations and the rural public.
6. Submission of recommendations for legislation and further steps to be taken.

The issue of creating organized boroughs from parts of the unorganized borough comes up repeatedly. Various legislative proposals have been made over a ten year period; none were enacted. The North Slope Borough was created by local initiative to take advantage of oil wealth in its area. Possible creation of petroleum pipelines has led to the current borough study in the Yukon Flats area; the study was funded by the legislature last year. Other areas traversed by the oil pipeline have considered borough incorporation but have taken no action.

Discussions about establishing boroughs in rural Alaska have generally been frustrated by the rigidity of existing borough legislation and by uncertainties about what the new unit would do to and for the people and property owners. Lack of coherent state policy and state initiative has further frustrated previous attempts.

The need for action is not going to go away. Half-way measures, such as creation of REAA's may defuse some of the problems, but only for a while. Massive difficulties will yet come as a result of coastal management program implementation. Other state-sponsored programs will likewise be a difficulty due to lack of regional governmental entities in rural Alaska.

Current legislative dealing with borough formation is not appropriate for most of rural Alaska. It is too rigid, is too specific on organization, and is excessively complex with respect to functions that can and cannot be exercised. Taxation and fiscal burdens often loom oppressively. In fact, current law creates disincentives to organization and self-governance; e.g., school construction financing.

Subsidiary Government Study
Interim unorganized borough study

no.

General Purpose

The study will examine the needs for self-government, study administrative and financial requirements and constraints, ascertain the wishes and concerns of the people, and evaluate alternative approaches to dealing with the unorganized borough. ^{Appropriate} Appropriate recommendations will be made to the 1980 legislative session.

Background

Alaska's constitution provides that the entire state will be divided into boroughs, organized and unorganized. This idea was based on the concept that all regions of Alaska would have an opportunity to exercise the maximum amount of self-government. Constitution writers believed that the people within each of the more rural areas of Alaska could have their own regional unorganized boroughs, within which they could at least have advisory powers. Under this scheme, there could be a gradual transition to a self-governing, organized borough, the pace in each area depending on the wishes and capabilities of the region.

This approach was not taken when borough legislation was enacted upon statehood. Instead, provision was made for organized boroughs in urban areas, with an option for others to incorporate. The balance of the entire state, that is--the leftovers, was constituted into a single unorganized borough. This creature is, of course, ungovernable, and certainly does not lend itself to any duties of self-governance on the part of the people in diverse regions of Alaska.

4/23/79

Memo

TO: Senate: Sen. Arliss Sturgelewski, Gene Walsh
House: Rep. Bill Parker, Marjorie Gorsuch

FROM: Vic Fischer

RE: Interim committee study of unorganized borough.

I hope this is neither too little nor too late. Have rushed out attached notes and will try to get to you today via leg. info office.

Have not gotten into budget matters. A few thoughts on that:

- You should figure on one staff person in Juno, one in Anch. Format directed mostly to research and liason w/DC&RA; latter to help organize external effort, analysis, hearings, etc.
- Travel should include Upper Yukon, NANA, Barrow, Bethel, Dillingham, highway area (Delta, Tok, Glennallen, Valdez). Probably one legislator from each committee at the least; will then supplement with local legislators.
- Consultants: Ralph Darbyshire, Tom Morehouse, Vic Fischer, Byron Mallott. ~~_____~~

Must go now...Plps excuse missepellings...Good luck and best regards

Methodology and Approach

Committee work would entail the following components:

- A. Research and analysis. Much of the basic work would be done by committee and other legislative staffs in Juneau, work with support from DC&RA and others.
- B. Workshops and public meetings would be conducted to obtain participation by affected groups and persons. Organizations to be included are AFN, RuralCAP, ANF, Alaska Municipal LEague, and the like. Meetings will be held in rural areas to obtain testimony and views on self-governance, administrative capabilities, fiscal conditions, attitudes toward state vs. local performance of functions, etc.
- C. Analyses and formulation of resultant proposals will be carried out with the help of consultants and other specialists.



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Interim unorganized borough study

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LENGTH OF Study
BEGIN END

BUDGET ITEMS:

TRAVEL:

- + NUMBER OF TRIPS
- + " " PEOPLE
- + TRANSCRIBING PROCEEDING

WHAT SUPPORT CAN
WE EXPECT FROM
LEGISLATIVE AFFAIRS
- PROFESSIONAL
- CLERICAL?

CONSULTANTS:

- + HOW MANY
- + WHEN?
- + HOW MUCH

STAFF:

↓
HOW MANY
TYPE
WHERE
SALARY

MISC:

SUPPLIES
TRAVEL
PHONE

→ GRAPHIC AIDS COULD BE
AN INTEGRAL PART OF
FINISHED PRODUCT. IN
SUPPORT OF ANALYSIS
AND RECOMMENDATIONS
TO LEGISLATURE

FRANK JAMES - ^{1st meeting LOCAL GOV. STUDY} ~~1st meeting LOCAL GOV. STUDY~~
NANA
(1) PLANNING REGIONS study - Nothing was ever
related to house community re. Each wanting planning money.

FRANK RUE

DNR - PHASE I OF A "COMPREHENSIVE REGIONAL
PLANNING FOR ALASKA'S LAND & RESOURCES" A
PROCESS. USED SIX REGIONAL PLANNING AREAS AS
DEFINED BY DDP REGIONAL PLANNING STUDY.

DNR - ORGANIZING their planning functions.
HAINE/SLAGWAY & DELTA AREA.

DOU ARTGETSINGER - STRESSED NEED TO LOOK AT A MULTITUDE
OF PROBLEMS. TRANSPORTATION, LAND USE, LOCAL GOV. DEPT.
WILL LOOK AT THOSE PROBLEMS. IN THE NEAR FUTURE.

RURAL DEVELOPMENT POLICY WILL BE THE ^{MAJOR} PRODUCT OF THEIR

VERLICKA CLARK - IMPLEMENTATION OF CEAR 306 funding.
ALTERNATIVES FOR LOCAL GOVERNMENT.

→ MUNICIPAL LAND TRUSTS REGULATIONS ^{shows} how to
notify municipalities when a project requires
government. Sensitivity to resources such interest.

PAUL McCARTER - MENTIONED THE POSSIBLE CONSTITUTIONAL
CONVENTION AND THE NEED TO LOOK AT OUR
SYSTEM OF LOCAL GOV IN LIGHT OF CHANGING
TIMES & FUTURE NEEDS. PALMER SAID THE DEPT
FEELS A STUDY SHOULD NOT BE LIMITED TO THE
UNORGANIZED

STUDIES:

ON REGIONAL GOVERNMENT

Past
work
&
Proposed
studies

DEVELOPED INFORMATION FOR A LOCAL GOV.
STUDY - BY PAT POLAND, BRUCE ARENSON, & REBECCA
BERCH & MIKE MILLER, ET AL

RICK GARNETT'S - '75 REDISTRIBUTION OF TAX WEALTH

PROPOSED LEGISLATION -

INCENTIVES TO ESTABLISH LOCAL GOV. STRUCTURES
New Revenue Raising Proposal

(2)

PROBLEMS: Time Rule 1st Local LEAD
ADVISORY PLANNING
AUTHORITY IN FIELDS
FEDERAL & STATE AND
LACK OF DEDICATION

LEE McANERNEY - STRESSED NOT TO LOOK AT WHOLE
PROBLEM NOT JUST THE UNRESOLVED BORDERS

RURAL DEVELOPMENT Policy Council Study
FED, STATE, LOCAL FUNDS. → CALISTA REGION
DONG TWO YEARS AGO.

REN LARSEN - AGREES WITH PALMER REGARDING ^{SIZE} EXTENT OF
STUDY. DOESN'T BELIEVE TITLE IT SHOULD BE
ABANDONED, BUT AMENDED. MUNI LEAGUE - WOULD CARE ^{NOT}
TO SUPPORT WITH DOLLARS AT THIS TIME "COULDN'T SAY"
CHAIRMAN OF MUNI LEAGUE LEGISLATIVE COUNCIL 16 MEMBERS

ARLISS - TALENT IN MUNI LEAGUE SHOULD BE UTILIZED.

BILL PARKER - "POLITICALLY SUCH A STUDY IS A LOSER". RUSH
LEGISLATORS DON'T GRANT TO SUCH COMMITTEES
BECAUSE THEIR ISN'T INTEREST TO LOOK AT THE
QUESTIONS.

NEED TO WORK WITH EIGHT LEGISLATORS. BEING HEARD
IN.

ARLISS - BUSH WANTS PLANNING DOLLARS.

PALMER - ^{THE} ~~GIVEN~~ ^{THE} ~~LOCAL~~ ^{LOCAL} ~~GOVERNMENT'S~~ ^{GOVERNMENT'S} ~~INTEREST,~~ ^{INTEREST,}
BUT "GIVEN THE STRUCTURE OF LOCAL GOVERNMENT
AND ABILITY OF GENERATING REVENUE ~~AND~~ OR ~~ABILITY~~
OF REGION & STATE REVENUE WHAT SINCE THEY
SAY NO, THEY DON'T WANT IT. UNTIL THERE ARE
INCENTIVES TO ~~CREATE~~ ^{CREATE} ~~AN~~ ^{AN} ~~IDEA~~ ^{IDEA} ~~FOR~~ ^{FOR} ~~FINANCING~~ ^{FINANCING} ~~IT~~ ^{IT}."

(3)

FINANCIAL NOT THE ONLY INCENTIVE TO CREATING LOCAL GOV.

YUKON FLATS Study - YES they have pipeline going through their AREA BUT GLENALLAN IS OPPOSED TO LOCAL GOVERNMENT.

37 communities
JOHN HALTERMAN - TANANA CHIEFS (\$240,000) FOR PLANNING.
PACKAGE WILL BE PRESENTED IN A WEEK TO GOV & LEG. FOUND A RUMOR IN STATE LAW ALLOWING THEM TO EXTEND POLICING & ZONING BEYOND INC. BOUNDARIES OF A COMMUNITIES.

VERONICA CLARK - 29.48.037 OR 29.03.2? CITATIONS.
FOR ~~THE~~ EXPANSION OF LOCAL PLANNING & ZONING AUTHORITY.

①

LOCAL GOVERNMENT STUDY.

2nd MEETING

CHECK WITH MUDDY

4/6/79

WALSH

PL. 32M ^{\$}100,000

TO COMMUNITY PLANNING
FOR LOCAL GOVERNMENT WORK.

ARLISS - An opportunity time to address FUTURE OF
UNORGANIZED BOROUGH.

CCM - IMPLEMENTATION IN PROBLEM AREAS.
ALTERNATIVE.

LAUDARY LIST OF PROBLEMS: & RESOURCES

NELS ANDERSON -

Items 2 & 3 -

HOUSE & SENATE CRA CHAIRMEN ARE OR ACT AS CO-CHAIRMAN
WHEN LEGISLATURE ACTS IN ITS ROLE AS ASSEMBLY FOR
UNORGANIZED BOROUGH. BUSH LEGISLATORS LOOK TOWARD
RESPECTIVE COMMITTEE OR ASSEMBLY FOR UNORGANIZED
BOROUGH.

CRA - Admin agencies FOR INTERFACING OUTPATIENTS &
COMMUNITY PLANNING.
RESPECTING UNORGANIZED BOROUGH.

→ HAVE ALSO PROBLEM WITH RES SHARING INSUFFICIENT

#1 FUND FOR PLANNING.

MINIMUM GRANT CONCEPT

FAILURE A COORDINATING GRANT & FOLLOW THROUGH
BETTER DELIVERY OF SERVICES

#2

REGIONAL AREA

to tax No NEW BOROUGHs UP TO NOW BECAUSE OF INABILITY
to generate revenue, to operate a BOROUGH.

IF BOROUGHs WERE MANDATED HE EXPECT REVENUE
FROM STATE TO OPERATE THEM. REP. FINE PROPOSAL.
Automatic ^{GENERAL FUND} funding idea opposed by FINE.

ARLISS - No preconcurred idea of which way to go
At this time, lay down this idea of taxing yourselves
& pay. NATOR CONCERN IS DELIVERY OF SERVICES NOT

DON HARRIS -

(2)

GETTING BEST DOLLARS FOR OUR EFFORT

ANDERSON - APPRECIATED THOSE REMARKS.

LEE - MENTIONED A 4 of A K. PROGRAM CALLED
LOCAL GOV. PROGRAM -- COOPERATIVE EXTENSION
SERVICE; PETE PROBASCO A ONE PERSON PROGRAM SP
- LOCAL GOV. HIGHLIGHTS - NEWSLETTER RICH - CONSERVATION
DAVE HEUZICKSON - WILL BE BACK THIS SUMMER. LITERARY
AN OUTREACH PROGRAM OPERATING ON 4 of A MONEY.
GEARED TOWARD SECOND CLASS CITIES RURAL TRAINING
MANUAL

ARLISS -

1. CZM IMPLEMENTATION - PROBLEM BETWEEN
ORGANIZED AND UNORGANIZED BAROUCH. POTENTIAL PROBLEMS
DNDP
DNR - HAS LEADING POWER IN ORGANIZED BAROUCH
LEE DOESN'T SEE PROBLEMS WITH SIZE OF DISTRICTS
COASTAL ENERGY IMPACT

2. CZM FUNDING FOR UNORGANIZED MUNICIPALITIES.

VILLAGE MANAGEMENT ASSISTANCE IN THE AREA
PROGRAM OF VILLAGE ASSISTANCE
OF COASTAL MANAGEMENT PROGRAMS (VILLAGE) IN ORDER
300 implementation RURAL ASSISTANCE PROGRAM - SEE MURRY.
FUNDS MAY BE TIED INTO LEASE SALE CHECK COMMUNITY
RURAL COORDINATION WILL HELP THEM TO TIE INTO COASTAL PLANNING
MANAGEMENT PROGRAMS BILL OR PROCEED
4 ASSISTANCE - JULY 1 - \$250,000 KETERIVE AREA

FRANK ROE - DNR - HOW & WHO TO INVOLVE IN LOCAL PLANNING

3. BROAD ENOUGH RESOURCE PLANNING AT LOCAL LEVEL
(INCLUSION OF GROUPS/PUBLICS) INVOLVEMENT THROUGH
IN PLANNING FUNDING OR TEST PLAYS
POLICY DEVELOPMENT

Get Copy of
Human
Resources
Report

DNR IS NOT WORKING WITH SEA ON THIS STUDY.

③

4. Local Boundary Commission Procedures (Bill Palmer)

THERE IS A BILL IN TO MAKE AN REVISORY MANDATORY. - MAKING
EVALUATION - HOW IT WORKS? PERCEPTIONS, A DISPUTE
MECHANISMS. Created by ^{the} CONSTITUTION

5) DEVELOPMENT CITIES ACT

LEE MENTIONED NEED TO GO ON TO PAPER DEVELOPED
BY DON STAL. ^{DRAFT}

→ LEE FEELS NEED FOR SUBGROUPS TO STUDY VERY SECTIONS
1) PLANNING -
2) LOCAL BODY COMMISSION.

PALMER - QUESTIONS OF RAY ^{KENT} & CHRIS ^{ANDERSON} TANANAKA CHIEFS.

PETITION FROM REAR TO THE WEST YUYON FLATS - ^{PIPES AND} PROPERTY

GET INFO
ON YUKON
FLATS STUDY
INFORMATION

Runs through the AREA.

THIRD CLASS BODILY PROPOSED FOR REAR WEST OF YUKON FLATS
YUKON - KANUKOK

WHY DON'T WANT PEOPLE WANT LOCAL GOVERNMENT

CHRIS ANDERSON - GENERALLY PEOPLE DON'T WANT GOVERNMENT
^{TANANAKA CHIEFS}

PEOPLE DON'T UNDERSTAND, THIS LEADS TO CONFUSION

UNITING REGIONAL GOVERNMENT

HUB, CETA, FUNDS -

REPORTS

NATIONAL

WILL BE

FORTH COMING

FROM TANANAKA

RAY KENT - DO IT WITH THEM NOT TO THEM. NO ORGANIZATION
TO DEAL WITH IN THE UNORGANIZED. COMPETITION FOR
FUND AND LACK OF COOPERATION CREATES PROBLEMS.
LACK OF COORDINATION BETWEEN NATIVE & STATE FUNDING
HOW DO YOU PLAN TOGETHER. COMPREHENSIVELY COMES FROM LOCAL
LEVEL.

(4)

NEED TO ESTABLISH A PUBLIC FORUM

6) ~~LACK OF LOCAL UNDERSTANDING~~
LOCAL INPUT INTO NEEDS ASSESSMENT <

→ TAINIAH CHIEFS FULFILLING A NEED.

PALMER - 75% OF STATE IS IN ORGANIZED SKEWCH.

LEGISLATIVE APPROPRIATION OF ²⁵75000 TO IDENTIFY NEEDS &

ALTERNATIVES / GOVERNMENTS

NOT LOOKING AT ANY ALTERNATIVE
OTHER THAN THOSE IN BOOKS.

GOOD CHANCE OF A BUDGET
BEING FORMED.

SAME ABOUT OVER THE
QUESTION WHETHER TO ORGANIZE
PRINT TO ORGANIZE.

7) Funding For Foreground Study

PLANNING

LEE - HEARINGS HELD IN
A COMMUNITY - DONE
BY CONTRACTOR RATHER
THAN GOV. LESS PRACTICAL
THAT WAY.

APR 44 - CONCERN OF JFSLUPC WITH 14(2)C MUNITRUST LANDS
IS THERE ANY PROBLEM

check
with
VERONICA
ON BEGS
BEING DRAFTED

Mostly
LEE IRA VILLAGES OR VILLAGES COUNCILS

PALMER Will Receive 1258 AC. QUESTION IS WHETHER TO ORGANIZE
OR NOT TO CONTROL THEIR LANDS OR TURN THEM OVER
TO MUNICIPAL LANDS TRUST OFFICER
MANLEY Hot Springs - CONSIDERING 2nd CLASS STATUS

(6)

LEE - mentioned need to identify positive things that have been prepared.

LEE - would like to see a comprehensive packets
→ compiled - Previous compiled by DNR + CRA and others bills and reports.

ARLISS - Has the state adopted an policies pertaining to UNORGANIZED? BOI

LEE - ^{"they"} UNORGANIZED BOROUGH IS IN HANDS OF LEGISLATURE.

LEE - CENSUS DIVISIONS DO COINCIDE WITH NATIVE
- NO CONTROL OVER $\pm$ FEDERAL CORP.
No delineation of divisions.

ARLISS - DELIVERY OF SERVICES. NO POLICY ON SYSTEMS BEING TIED TOGETHER.

John - WORK HAS BEEN DONE. There is multitude of jurisdiction boundaries. they develop their own regions for their own particular needs.

LEE - REAA FORMULATION PROCESS WELL THOUGHT
out.

WHAT
PROCESS
DID THEY
GO THROUGH

NELS - #
INADEQUACY OF FUNDING FOR SECOND CLASS
CITIES.

7.

Aruss - Wants to know who is charged
Statutorily with planning

John - ^{PPP} they could put together some info
in this area.

Palmer - mentioned bringing LSC Affairs. in to do
this.

BUDGET
MANAGEMENT

LEE - Don't forget UofA. etc

Aruss - Identify duplication of PLANNING efforts.
Statutory / FRECCAMS.

LEE - mentioned combining divisions plus

LEE -

John - A LAW THAT ^{REQUIRES ADMINISTRATIVE} CREATE
OVER WHAT EXIST NOW.

Aruss - Invite GREGG ERICKSON

8/30/79

(1)

Fran Ulmer

new
Bethel
Coastal Mgmt - vs. unorganized Borough.
Regional Government -- what will exist
in unorg Borough.

Nana Regional Strategy -- Does it make
reg. less attractive
is Coastal Mgmt / H.U.D. Regional Strategy

Frank - DNR
Classification - looking @
Regional Resource plans -- areas need
further planning

Delta
Haines - Skagway
Not well developed local process.
How to coordinate.

Goal - How to use state resources.
Land to dispose of

Vic Fisher working on this.
Regions - DDP planning
Vic is designing regional resource
planning strategy. D.H.R. wants
to re-align

Tom Wright signs D.D. C+RA

Plan to address whole issue
of what is going on in rural Alaska.
Rural gov. structure -- ed. - transp -
resource development.

Plan to re-undertake looking at
rural Alaska -- get town for a
day -- brainstorm. Did do work
of Rural Development Policy
Committee.

Rural

Trans.

Data of DPDP Planning Region
Kay Allred

Calmer Mr Carter State for 20 years.
State Shared funding
Structure

{ Took 3 people & did major
info background (list did study)

✓ Veronica Clark DCRS
main land district Rep - How to
identify recognize identifiable
structures

✓ Mayor Don Larson - reg. borough.
Pupil trans - \$1 for school -
service areas - Double dipping
concern.
elections / Revenue sharing / zoning
Fuels can be solved through existing
structure.

✓ Rep Parker - Politically a loser.

✓ Glen Hattelman

29.48.037 Tanana Chiefs 840,000 & break
territory into 6 areas. P & Z --
Some form of official entities. Want
P & Z powers. Feel a quiet in
law that allows P & Z beyond
jurisdictional issues. Want to
legitimize process. Want to validate
through election. B & A - Block
Ment.
Veronica Planning funds at one time
came through state. Now C D B 6 +
same Home - directly to non-profits.

29.48.037
of Tan. 2020
29.03.020
service areas
in borough
borough could be
P & Z could be
Ludwig
set aside

37 para professional + sci
+ regional plans

Genny Chitwood ng/ansg.

Sally Pae

Lee Mc.

~~Interim Committee~~

~~Lee~~

~~Comprehensiv~~

~~Admin~~

~~En-~~

~~Senate CR~~

~~nat'l com~~

Then - Says may be possible
to it. maybe don't need
need consensus as to what
from nat'l

~~State policy~~

~~Gov. M. L.~~

~~nat'l community~~

37 para professional + sub regional
+ regional plans

— Giving Chitwood rg/unsrg.

Sally Pae —

Lee Mc. —

Interim Committee

Lee: { Comprehensive Study bill —
Admin — House / Senate CRA
— Ron — Exp + keep natural com. admin.

Frank — Says may be possible to just
do it. maybe don't need study.
need consensus as to what we need
from mty —

State policy — ?

Build in natural community

A.B.L.



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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, "instant" unification, etc.

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 C&RA Committees laid the groundwork for the Study in a series of meetings involving individuals from the Executive Branch and the Alaska Municipal League. During these meetings, specific concerns were identified and there was a consensus that legislative action in this area could be productive.

WORK PRODUCT

The product will present findings with respect to the sufficiency of available local government structures to meet the need for local government entities at the community and regional level; the services delivered by government and quasi-governmental units; and the impact the economic, social, political and cultural factors prevalent in the unorganized borough have on the formation of local government.

The Study represents a cooperative effort on the part of the Legislative and Executive branches. Governor Hammond has indicated his support of the goals and has elicited the further support of state departments. The House and Senate Community and Regional Affairs Committees will function in a joint capacity in this effort. *edu-i*

The Study will be based on a recognition throughout of existing research and material pertinent to the subject. Previously done work will be reviewed, updated and incorporated if relevant to the objectives of the Study.

Each task, identified with a main objective of the study will be developed independently. However, due to the complex nature of the Study, those tasks which overlap (see Exhibit) will be developed with recognition of these relationships. To this end, an inventory of the resource people involved in the project is attached, (see Exhibit)

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

Public hearings will be held in the Unorganized Borough during the Fall of 1979 and the testimony received at this time will be a major ingredient in the development of a final product. Leaders from both the urban and rural areas of the state will be asked to actively participate in the Study.

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.

SPECIFIC ACTIVITIES

- * Plan for a "mini Brookings" type Conference in Anchorage with leaders from rural and urban areas for a "think tank" session on Local Government.
- * Ask for "White Papers" from key people with local government expertise on the subject of the study.
- * Have state departments prepare a summary statement of activities and written resources available from their departments which have a bearing on the study.
- * Plan a preliminary educational campaign for the rural areas on local government.
- * Develop a presentation for use at the November meeting of the Alaska Municipal League.
- * Plan for members of the House and Senate C&RA Committees to attend public hearings in the Bush during the Fall '79.

LOCAL GOVERNMENT STUDY PROJECT SCHEDULE

WORK PROGRAM

June July Aug. Sept. Oct. Nov. Dec. Jan.

Development of work program
with emphasis on tasks re-
lated to service areas

*

Development and circulation
of "white papers"

*

Discussion of work product
related to organized munic-
ipalities with Alaska
Municipal League (1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15) (16) (17) (18) (19) (20) (21) (22) (23) (24) (25) (26) (27) (28) (29) (30) (31) (32) (33) (34) (35) (36) (37) (38) (39) (40) (41) (42) (43) (44) (45) (46) (47) (48) (49) (50) (51) (52) (53) (54) (55) (56) (57) (58) (59) (60) (61) (62) (63) (64) (65) (66) (67) (68) (69) (70) (71) (72) (73) (74) (75) (76) (77) (78) (79) (80) (81) (82) (83) (84) (85) (86) (87) (88) (89) (90) (91) (92) (93) (94) (95) (96) (97) (98) (99) (100)

*

Educational information re
study circulated in Bush

*

White Paper Conference on
Local Government

*

Public Hearings in Unorgan-
ized Borough

*

Completion of all work pro-
gram tasks

*

Meeting with Ak. Municipal
League Legislative Committee
on proposed legislation (1) (2) (3) (4) (5) (6) (7) (8) (9) (10) (11) (12) (13) (14) (15) (16) (17) (18) (19) (20) (21) (22) (23) (24) (25) (26) (27) (28) (29) (30) (31) (32) (33) (34) (35) (36) (37) (38) (39) (40) (41) (42) (43) (44) (45) (46) (47) (48) (49) (50) (51) (52) (53) (54) (55) (56) (57) (58) (59) (60) (61) (62) (63) (64) (65) (66) (67) (68) (69) (70) (71) (72) (73) (74) (75) (76) (77) (78) (79) (80) (81) (82) (83) (84) (85) (86) (87) (88) (89) (90) (91) (92) (93) (94) (95) (96) (97) (98) (99) (100)

*

Final report with summary
and recommendations developed

*

Drafting of proposed legis-
lation

*

Legislation introduced

*



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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.



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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

RESOURCE

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

- I. 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, and 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

RESOURCE

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.



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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.

TASK

RESOURCE --

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
 - A. Using the standards stated in the Constitution (Article X) and Title 29 (Municipal Government, Section 29.18.030, Organized Boroughs)
 - B. Selected jurisdictional boundaries shall include the following:
 1. Native Regional Corporation Boundaries
 2. Rural Educational Attendance Areas
 3. Boroughs and suggested unorganized borough divisions as defined in Alaska Regions and Substate Districts (prepared by the Division of Policy Development and Planning, Dec.'76)
 4. Boundaries as discussed in Issues of Regional Government in Alaska

METHODOLOGY

1. Identify information gaps which make this Task difficult to accomplish.
2. Understand the petition procedures and standards related to incorporation as they relate to the role of the Dept. of Community and Regional Affairs and to the Local Boundary Commission.
3. Review the revised Local Boundary Commission regulations re any regulations that pertain to "standards".
4. Consideration should be given to expanding existing borough boundaries or reduction of borough areas.
5. Review Yukon Flats Borough Study as it relates to this Task.
6. Analyze Mobil Oil V. North Slope Borough (State Supreme Court Decision sustaining incorporation of North Slope Borough.



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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.

TASK

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.
 - A. Review existing surveying work such as the MANA profiles, Public Forum reports, Yukon Flats Borough Study, Congressional questionnaires, etc.
 - B. Determine the need for further investigation of public attitudes and educational needs in relation to local and regional government structure.

METHODOLOGY

1. Review techniques being developed by the Department of Transportation and Public Facilities for implementation of Ch. 168 (Public Facilities Surveying). Investigate possibility of integrating Local Government Study component in DOTPF public participation process.
2. Identify need for translators in accomplishing Task #2.

RESOURCE



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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 functions.

TASK

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.
- A. Analyze the methodology used for planning and assessment of need for services.
 - B. Identify the intraregional communications mechanisms used by these organizations.
 - C. Address the question of the impact of local government formation on the existence and services of these non-governmental and quasi-governmental organizations.

RESOURCE



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Juneau, Alaska 99801

OBJECTIVE

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

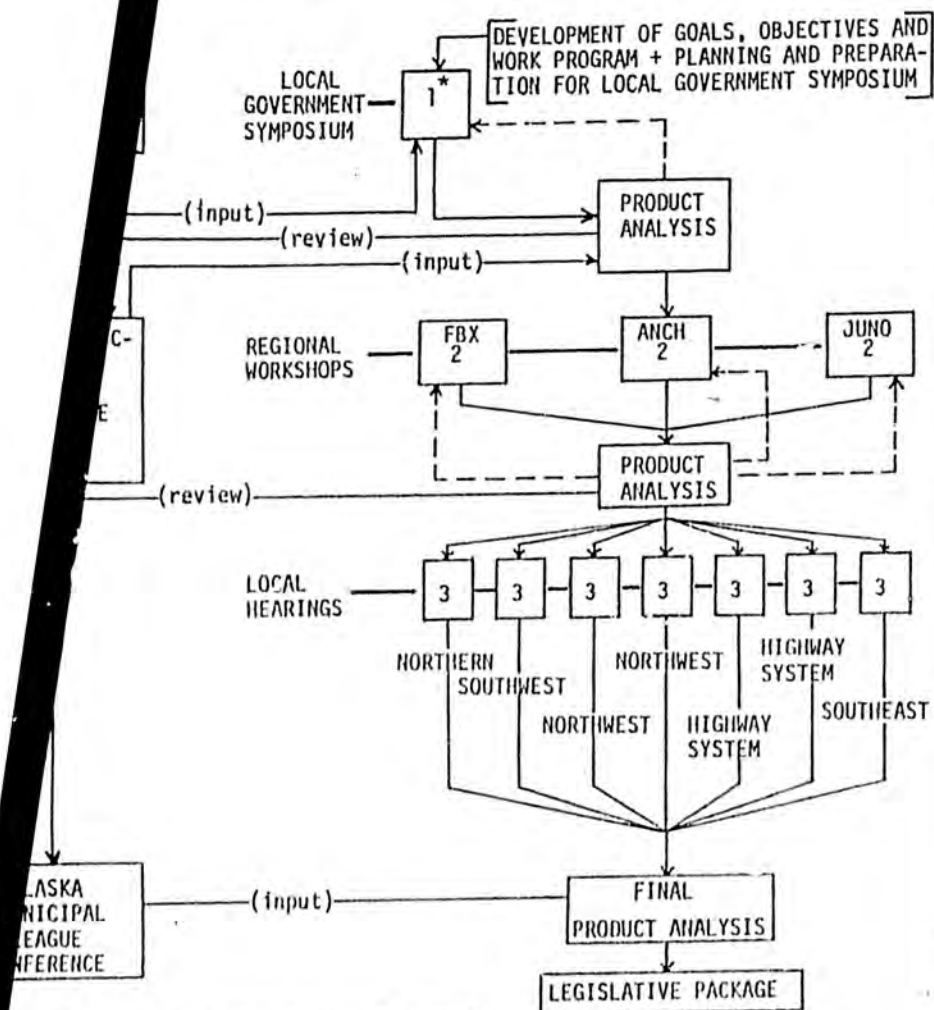
TASK

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.
- A. Develop a chronology including, but not limited to:
1. Traditional organizations
 - (a) Tribal councils
 2. Non-Traditional organizations
 - (a) Indian Reorganization Act Councils
 - (b) Second Class Cities
 - (c) Boroughs
 3. Quasi-Governmental organizations
 - (a) Regional Native Corporations (profit and non-profit)
 - (b) Village Corporations (profit and non-profit)
- B. Information compiled should include:
1. Identification of local or regional jurisdiction
 2. Intended purpose and enabling authority
 3. Administering agency
 4. Funding Source
 5. Governing structure and process
 6. Analysis of intergovernmental relationships

RESOURCE

ARTICULATION OF DIFFERENT ISSUES AND

Local Government



* Levels of participation are indicated by numbers, 1) people knowledgeable of local government, 2) local and regional leaders, 3) legislative committees and general public

MAY	JUNE	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
							
		 (symposium)					
		 (analysis)					
			++(Alaska Municipal League Meeting)				
			 (workshops)				
				 (analysis)			
					 (hearings)		
						++++(Alaska Municipal League Meeting)	
							
		(Development and consideration of proposed legislation)				(Final analysis and preparation of study products)	

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY 6/14/79

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

1. Task I. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough formation.

A. Using the standards stated in the Constitution (Article X) and Title 29 Municipal Government, Section 29.18.030 , Organized boroughs.

B. Selected jurisdictional boundaries shall include the following;

1. Native Regional Corporation Boundaries
2. REAA'S
3. Boroughs and suggested unorganized borough divisions as defined in Alaska Regions and Substate Districts, prepared by DPDP
4. Boundaries as discussed in Issues of Regional Government in Alaska
5. Issues of Regional Government in Alaska

much technology
CONSIDERATIONS, RESOURCES, AND OBSERVATIONS:

- 2+ Understand the petition procedures, and standards related to incorporation and role of CRA and Local Boundary Commission.
- 6+ Resource- Analyze Mobil Oil v. North Slope Borough (the state supreme court decision sustaining the incorporation of the North Slope Borough)
- 5+ Yukon Flats Borough Study
- 1+ Identify information gaps that make this analysis difficult to accomplish
- 4+ Consideration should be given to expanding existing borough boundaries or reduction of borough areas
- 3+ Review the revised Local Boundary Commission regulations re. any regulations that pertain to "standards"

IV.

2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perceptions of governmental structure and functions (federal, state, local, quasi-governmental)
 - A. Review existing surveying work such as the NANA profiles, Yukon Flats Borough Study, Congressional questionnaires, etc. for insight re Task objective.
 - B. Determine the need for further investigation of public attitudes and educational needs in relation to local and regional government structures.

METHODOLOGY

Review techniques being developed by the Department of Transportation and Public Facilities for implementation of Ch. 168 Public Facilities Survey. Investigate possibility of integrating Local Government Study component in DOTPF public participation process.

Identify need for translators in accomplishing Task #2.

IV.

TASK

RESOURCE

3. Prepare an inventory of public services and programs provided by non-governmental and quasi-governmental organizations.
- A. Analyze the methodology used for planning and assessment of need for services.
- B. Identify the intraregional communications mechanisms used by these organizations.
- C. Address the question of the impact of local government formation on the existence and services of these non-governmental and quasi-governmental organizations.

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

TASK

RESOURCE

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.

- A. Develop a chronology including, but not limited to, traditional self-government organizations such as the tribal councils; ~~the non-traditional organizations such as the~~ (IRA Councils, Second Class Cities; *Barangays*) and ~~those~~ quasi-governmental structures such as ~~the~~ Regional Native Corporations, (non-profit and profit), Village Corporations (*?*)).

- selectively*
B. Information compiled should include:
1. Identification of local or regional jurisdiction of the organization.
 2. Intended purpose and enabling authority
 3. Administering agency
 4. Governing structure and process
 5. Analysis of intergovernmental relationships

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- + Identify information gaps that make this analysis difficult to accomplish
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- B. Information compiled should include:
1. Identification of local or regional jurisdiction of the organization.
 2. Intended purpose and enabling authority
 3. Administering agency
 4. Governing structure and process
 5. Analysis of intergovernmental relationships

Read "Up The Organization"

5/27/79 Commentary from
C. L. A. Staff

Memorandum
Date: Aug. 28, 79
To: Mr. [unclear]
From: [unclear]
Subject: 1-3 future
Municipal Committee

Local Govt.
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 state, ~~regional~~ ^{local} and municipal levels of government.
- X 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.

Methodology

Have Dept. prepare a summary statement of activities
re study as DCTPF, DNR (Bachis Study)

Have "Brookings" - White Paper Conference

Review of existing statistics

Recognition of all pertinent previously done reports

Cooperative effort of leg & executive branches

Interns DRDP seek up funding under technical assist. \$
Status of interns to be detailed.
Get interns expenses picked up also.

Murray Holsh - Contract Mgr. for consultants (Dorbyshire?)
CZM \$ for taking committees & head? Give him tasks
some from him

Teletype in Arch. as resource. Leg Affairs.

Chaitin/Kadow as office space?

Fisk & Name Boudet as resource.

Federal Land Use Planning Com. as resource.

Nov. Meeting of Municipal League

STUDY OBJECTIVE

- 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.

TASK

RESOURCE

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.

Van Flanders

League

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.

Adaptability of here! Not C+RA. Yukon Flats Study applies here. Third class city need.

League

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.

Hot - Palmer in Canada. C+RA

League

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.

C+RA What has made what has worked work? Forest Service work in Yukon Flats area

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.

C+RA If a merger + consolidation has been developed? Federal Boro laws sent info might be C+RA

STUDY OBJECTIVE

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

TASK

RESOURCE

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

*Enumeration districts
Census boundaries
DPDP -
Laphin-Holder*

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.

DPDP reconnaissance work

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.

*state contribution problem
Ms. Lane grants
Bembridge*

5. Review the question of state vs. municipal responsibility for delivery of public services and the construction, maintenance and operation of public facilities.

*municipal League
Needs assessment*

6. Review the service area concept as it relates to service delivery, specifically in the unorganized borough (REAA's, Coastal Resource Service Districts, etc.). Delineate the boundaries, authority and function of these rural service areas and their relationship to state government.

*"Administrative Mechanism"
Catherine Hecht - Code for
Municipal Education
Research on REAA/
REAA Legislation &
follow up work on REAA
REAA near Sand Point
pulled out into smaller
area*

*Poland - Hasler - organized borough
Take longer to respond*

*Legislation - recent approach and
problem.*

*Native Boys as quasi-govt unit
Tribal Councils!*

Local govt role in regard to service delivery?

*What is the model for service delivery?
Is it a model for service delivery?
Is it a model for service delivery?*

STUDY OBJECTIVE

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

TASK

RESOURCE

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 for 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.

*Limitations - local
must involve joint effort
Talk to Dave Rose re Bond Bank Has
contracts - rural areas. Prospective
prepared for rural communities?
Utility bond sales. AVEC?
How does AVEC work?*

*Commerce
Frank Rose (income)
natural resources*

*DNR (\$500,000 identification)
The Fairbanks work
Frank Tice
BLM as resource
Baldy does not to
organize*

(RH)

*reassessing - existence
of programs*

*Paland - rural areas must control -
self-determination!*

Larry Crawford - financial & Anal. Review portion of study

*Pipeline Coordinator's Office - Margaret Farrant re
tax questions.*

Land status re Land 2

*Identify
papers to info
Planning
Chas. has done
this*

*Municipal
League*

STUDY OBJECTIVE

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

TASK

RESOURCE

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.

*ICBAH
Native Regional Corp.
Unorganized boroughs suggested
unorganized borough (substate)
CRM?*

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.

*DOTPE techniques
Personal contact
Translators - (Bethal - Upuk)*

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.

*Impact of local govt. formation
local government structure
local govt. formation
+
Alaska - govt. structure
Impact of these -
ANF - Village Management Assistance
Native Corp. - Native non-profit.*

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).

*ADP - 15 - 3-4
What would be effect of incorporation on future government organizations? Should they continue - spirit?*

Reach people outside the unorganized areas.

Written list of

Revenue sharing - Check w/ mayors - Mary Foster

Betty Hedberg (questionnaire) re. private re. service (PRA members) related to DOT study)

Give ed. material first!

Get out of main cities

Use secret readers to reach these places

Why hasn't local govt. reached?

(Health aids WORKING - Indian Health Service)

Go Hatter John - ...

Hired by local council

Scout - yrs. without pay + no training

Have turned & paid. Traditional medicines &

*Don't forget
new funding
to people*

COMPONENTS RELATED TO LOCAL GOVERNMENT STUDY

OUTSIDE SCOPE OF WORK PROGRAM

1. Investigate disparity and differences among taxation practices of state and local governmental units and laws to provide uniformity, tax fairness, and equity to state residents.
2. Investigate alternatives to methods of generating local taxes in addition to sales and property taxes and provide a more equitable distribution to local governments of state revenues generated by taxation of the state's resources.
3. Research other states' local government laws with reference to "share-the-wealth" taxation concepts to seek out models which could be appropriately used in Alaska.

Revenue

Revenue

*Multi-State Tax
Commission
P. Bushnell
J. Donohue
Dept. of
Revenue*

Municipal League

Professional Expertise

Byron Mallot

Vicki Lord (owner) - Deenaka - Dayori

Directors of non-profit (political implications of directorships)

*Surviv. for REAA's - basis of taxation & local govt.
for est. purposes only*

Van Fischer

Pete Garnett

Darbyshire

Bob De Pere - financial area especially

*George Henallas - Community Planning - Gambell
Grant writing / CEM # / scope of service
writing*

Oil & Gas Taxation - Jerry Haver / State Assessment Bd.

Subject for Kenai Borough

Questionnaire - Municipal League

DWP
suggestions
July 1966

INTERIM-CRA COMMITTEES LOCAL GOVERNMENT STUDY

GOAL: To provide public services effectively, efficiently and equitably to Alaskan communities

STUDY OBJECTIVE: Study and evaluate the ability of available local government structures to meet the need for local government services at the community and regional level, and Study and evaluate alternatives to and modifications of existing structure. Recommend one or several appropriate alternatives.

TASKS:

1) Review available background information:

- what do we have?
- a) historical and legal evolution of local government structure and formation in Alaska (e.g., city and borough classes; unorganized borough; service areas and other sub-units; Local Boundary Commission; relationships of local and state government, village councils, native corporations, and quasi-governmental groups involved in local government functions; incentives and disincentives to municipal incorporation);
 - b) pertinent major studies and proposals on local government structure (e.g., Tanana Chiefs Conference proposal; Yukon Flats borough study; NANA Regional Strategy; proposed legislation related to organization of unorganized borough; community and regional attitudinal surveys and studies).

how (well) does it work?

2) Investigate adequacy and effectiveness of existing local government structures and traditional, native and quasi-governmental groups to provide services and fulfill local government role.

what do we need?

3) Study and evaluate alternatives to and modifications of existing local government structures:

- a) research local government structures and intergovernmental relationships in other states or nations which are relevant to the Alaskan experience and analyze their relevance to both rural and urban situations;
- (b) identify and analyze in detail selected alternatives;
- (c) analyze and evaluate the alternatives with respect to:
 - i) potential revenue sources in unorganized borough (e.g., sales tax; real and personal property taxes; income tax; gross business receipts; natural resource development revenues);
 - ii) local cost of providing services which are mandatory functions of basic local governmental unit and those administrative costs associated with the establishment of local government;
 - iii) ability to provide effective and efficient public services;
 - iv) local and regional self-determination;
 - v) ?

4) Develop executive or legislative mechanism to achieve goal.

QUESTIONS FOR INTERIM LOCAL GOVERNMENT STUDY

*Beyond the
SCOPE OF OUR
STUDY IF DONE
ON ANY SCALE*

1. Identify the types of governmental services and programs needed by different areas of the state, and identify what level of government could and should provide the service or program.
2. Investigate adequacy of existing local government structures, (i.e. 3 classes of boroughs, 2 classes of cities plus development cities, and merger, consolidation, and unification of these forms), 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. Investigate alternatives to methods of generating local taxes in addition to sales and property tax, and provide a more equitable distribution to local governments of state revenues generated by taxation of the State's resources.
4. Investigate disparity and differences among taxation practices of the state and local governments, and standardize taxation policies and laws to provide uniformity, tax fairness, and equity to state residents.
5. Look at the role and financing of existing REAA's, coastal resource districts, IRA councils, and native regional and village non-profit organizations, and determine their relationship to the role of state and local government.
6. Research other states' local government laws (particularly "Share-the-Wealth" taxation concepts) to seek out models which could be appropriately used in Alaska.
7. Determine the best approach for funding and studying the feasibility of requested new municipal incorporations.
8. Study alternative mechanisms (i.e. Alaska Local Boundary Commission, "Minnesota plan", the "Texas plan", etc.) for affecting local government boundary changes.

Gene H.

Working Draft

April 6, 1979

Local Government Study Objectives

1. Study and evaluate the sufficiency of available local government structure and methods of financing to meet the needs of existing local government entities. Study and evaluate alternatives.
2. Study and evaluate the sufficiency of available local government structures and methods of financing to meet the need for local government entities at the community and regional level in the unorganized borough. Study and evaluate alternatives.
3. Study and evaluate the difference between the planning for and delivery of services in organized boroughs and the unorganized borough.
4. Review of the question of state vs. municipal responsibility for the delivery of public services and the construction, maintenance, and operation of public facilities.

Methodology

1. Review the available literature and update the available research addressing the study objectives.

2. Study and evaluate the delivery of services at the local, regional, and state level.
3. Review and study various geographic boundaries currently used by state, federal, and non-profit entities to meet the need for rationally constructed service delivery systems in Alaska. Determine the extent to which these boundaries are adaptable to the need for logically drawn regional government boundaries.

4/23/79

Memo

TO: Senate: Sen. Arliss Sturgelewski, Gene Walsh
House: Rep. Bill Parker, Marjorie Gorsuch

FROM: Vic Fischer

RE: Interim committee study of unorganized borough.

I hope this is neither too little nor too late. Have rushed out attached notes and will try to get to you today via leg. info office.

Have not gotten into budget matters. A few thoughts on that:

- You should figure on one staff person in Juno, one in Anch. Format directed mostly to research and liason w/DC&RA; latter to help organize external effort, analysis, hearings, etc.
- Travel should include ^{FT. YUKON KOT.} Upper Yukon, NANA, Barrow, Bethel, ~~B~~illingham, highway area (Delta, Tok, Glennallen, Valdez). Probably one legislator from each committee at the least; will then supplement with local legislators.
- Consultants: Ralph Darbyshire, Tom Morehouse, Vic Fischer, Byron Mallottt. (I'm interested, of course; 2-3 months possible)

Must go now...Plps excuse missepellings...Good luck and best regards

Methodology and Approach

Committee work would entail the following components:

- A. Research and analysis. Much of the basic work would be done by committee and other legislative staffs in Juneau, work with support from DC&RA and others.
- B. Workshops and public meetings would be conducted to obtain participation by affected groups and persons. Organizations to be included are AFN, RuralCAP, ANF, Alaska Municipal LEague, and the like. Meetings will be held in rural areas to obtain testimony and views on self-governance, administrative capabilities, fiscal conditions, attitudes toward state vs. local performance of functions, etc.
- C. Analyses and formulation of resultant proposals will be carried out with the help of consultants and other specialists.

It is important to take action in the unorganized borough as quickly as possible. The longer nothor is done, the worse the situation will get. A few more areas may organize on an ad hoc basis. But the rest of rural Alaska may be subjected to some type of mandatory borough legislation, especially after reapportionment further shifts the balance toward urgan areas particularly Anchorage.

Study Objectives

The principal purpose will be to examine the unorganized borough situation and initiate steps toward resolving problems and promoting maximum self government, as provided in the state constitution.

Specific Objectives are:

1. Review of legislative proposals and previous studies that have been directed toward dealing with the unorganized borough
2. Examination of existing borough statutes and their applicability to rural Alaska.
3. Analysis of existing alternatives under the constitution for dealing with the unorganized areas of the state, including elimination of disincentives and provision of incentives for local governance.
4. Assertaining of public attitudes and perceptions.
5. Formulation of proposals for legislative and administrative actions, and review of such proposals with representatives of rural organizations and the rural public.
6. Submission of recommendations for legislation and further steps to be taken.

Interim unorganized borough study

General Purpose

The study will examine the needs for self-government, study administrative and financial requirements and constraints, ascertain the wishes and concerns of the people, and evaluate alternative approaches to dealing with the unorganized borough. Appropriate recommendations will be made to the 1980 legislative session.

Background

Alaska's constitution provides that the entire state will be divided into boroughs, organized and unorganized. This idea was based on the concept that all regions of Alaska would have an opportunity to exercise the maximum amount of self-government. Constitution writers believed that the people within each of the more rural areas of Alaska could have their own regional unorganized boroughs, within which they could at least have advisory powers. Under this scheme, there could be a gradual transition to a self-governing, organized borough, the pace in each area depending on the wishes and capabilities of the region.

This approach was not taken when borough legislation was enacted upon statehood. Instead, provision was made for organized boroughs in urban areas, with an option for others to incorporate. The balance of the entire state, that is--the leftovers, was constituted into a single unorganized borough. This creature is, of course, ungovernable, and certainly does not lend itself to any duties of self-governance on the part of the people in diverse regions of Alaska.

The issue of creating organized boroughs from parts of the unorganized borough comes up repeatedly. Various legislative proposals have been made over a ten year period; none were enacted. The North Slope Borough was created by local initiative to take advantage of oil wealth in its area. Possible creation of petroleum pipelines has lead to the current borough study in the Yukon Flats area; the study was funded by the legislature last year. Other areas traversed by the oil pipeline have considered borough incorporation but have taken no action.

Discussions about establishing boroughs in rural Alaska have generally been frustrated by the rigidity of existing borough legislation and by uncertainties about what the new unit would do to and for the people and property owners. Lack of coherent state policy and state initiative has further frustrated previous attempts.

The need for action is not going to go away. Half-way measures, such as creation of REAA's may defuse some of the problems, but only for a while. Massive difficulties will yet come as a result of coastal management program implementation. Other state-sponsored programs will likewise be a difficulty due to lack of regional governmental entities in rural Alaska.

Current legislative dealing with borough formation is not appropriate for most of rural Alaska. It is too rigid, is too specific on organization, and is excessively complex with respect to functions that can and cannot be exercised. Taxation and fiscal burdens often loom oppressively. In fact, current law creates disincentives to organization and self-governance; e.g., school construction financing.



Official Business

Alaska State Legislature

Senate - Committee on Community & Regional Affairs

Pouch V
State Capitol
Juneau, Alaska 99811

April 28, 1979

MEMORANDUM

TO: Senator George Hohman
Legislative Council, Chairman

FROM: Senator Arliss Sturgulewski, Chairman
Senate Community & Regional Affairs

SUBJECT: Interim Local Government Committee composed of the Senate and
House Community and Regional Affairs Committee

LOCAL GOVERNMENT STUDY OBJECTIVES

1. Study and evaluate the sufficiency of available local government structure and methods of financing to meet the needs of existing local government entities. Study and evaluate alternatives.
2. Study and evaluate the sufficiency of available local government structures and methods of financing to meet the need for local government entities at the community and regional level in the unorganized borough. Study and evaluate alternatives.
3. Study and evaluate the difference between the planning for and delivery of services in organized boroughs and the unorganized borough.
4. Review of the question of State vs. municipal responsibility for the delivery of public services and the construction, maintenance, and operation of public facilities.

METHODOLOGY

1. Basic research and analysis work would be accomplished by this Interim Legislative Committee. Assistance and cooperation of other legislative staffs (such as Legislative Division of Legal Services and Division of Research Services), and administrative staffs; i.e., Department of Community and Regional Affairs, would be sought.

- A. Review the available literature and update the available research addressing the study objectives.

B. Study and evaluate the delivery of services at the local, regional, and State level.

C. Review and study various geographic boundaries currently used by State, Federal, and non-profit entities to meet the need for rationally constructed service delivery systems in Alaska. Determine the extent to which these boundaries are adaptable to the need for logically drawn government boundaries.

2. Workshops and public meetings would be conducted to obtain participation by affected groups and persons. For example, organizations to be included would be AFN, RuralCAP, ANF, Alaska Municipal League, etc. Additionally, meetings will be held in rural areas to obtain testimony and views on self-governance, administrative capabilities, fiscal conditions, attitudes toward State vs. local performance of functions, delivery of services, etc.

3. Analysis and formulation of resultant proposals will be carried out in coordination with legislative staff and administrative staffs.

BUDGET

See attached memorandum.

Attachment



Official Business

Alaska State Legislature

Senate

Committee on Community & Regional Affairs

Pouch V
State Capitol
Juneau, Alaska 99811

April 28, 1979

MEMORANDUM

TO: Senator George Hohman
Legislative Council, Chairman

FROM: Senator Arliss Sturgulewski, Chairman
Senate Community & Regional Affairs

SUBJECT: Budget for Interim Local Government Study

The following estimated budget is provided for the Local Government Interim Study.

(100) Personal Services \$ 40.0
1 1/2 Project Coordinators
12 mo., \$3,000 mo., plus
10.13% benefits

(200) Travel 18.0
Committee Transportation (Juneau/
Anch.) Chairmen/Senate & House
Community and Regional Affairs
Committee plus staff travel
15 trips at \$200 = \$3,000

Committee per diem - 15 members +
staff for individual meetings and
conferences
3 days each at \$165 = \$2,475

Hearing Committee Transportation
5 members
5 trips at \$400 = \$10,000

Committee per diem - 5 meetings
2 days each at \$55 = \$2,750