

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

357 SCOM10: LOCAL GOVERNMENT STUDY 1979

SCOMM

10:42

OVERLAYS

A. LOCAL GOVERNMENT AND SERVICE AREAS

- (A - 1) EXISTING BOROUGHES
- (A - 2) REGIONAL EDUCATIONAL ATTENDANCE AREAS
- (A - 3) COASTAL MANAGEMENT SERVICE AREAS

B. ADMINISTRATIVE DISTRICTS & REGIONS

- (B - 1) DEPT. OF ENVIRONMENTAL CONSERVATION REGIONAL BOUNDARIES
- (B - 2) DEPT. OF PUBLIC SAFETY - TROOPER DETACHMENT AREAS
- (B - 3) DEPT. OF HEALTH & SOCIAL SERVICES - DIVISION OF SOCIAL SERVICES REGIONS
- (B - 4) DEPT. OF TRANSPORTATION AND PUBLIC FACILITIES REGIONAL AND DISTRICT BOUNDARIES
- (B - 5) DEPT. OF HEALTH & SOCIAL SERVICES - DIVISION OF CORRECTIONS REGIONS
- (B - 6) DEPT. OF FISH AND GAME - GAME MANAGEMENT UNITS
- (B - 7) DEPT. OF FISH AND GAME - SPORT FISH REGULATORY AREAS

C. GENERAL

- (C - 1) ALASKA NATIVE CLAIMS SETTLEMENT ACT REGIONAL CORPORATION BOUNDARIES
- (C - 2) CENSUS AREAS - 1980
- (C - 3) ELECTION DISTRICTS - 1974
- (C - 4) STATE PLANNING REGIONS

Township chips

- NATIVE REGIONAL CORPORATION BOUNDARIES + SUBREGIONAL BREAKDOWNS
- RURAL EDUCATION ATTENDANCE AREAS
- COASTAL ZONE MANAGEMENT
- CENSUS DIVISIONS 1970 & 1980 + ROGERS AND COOLEY
- ELECTION DISTRICTS + FEDERAL FIELD COMMITTEE
- BOROUGHs + FEDERAL STATE LAND USE PLANNING COMMISSION
- JUDICIAL DISTRICTS + MAN IN THE ARCTIC
- STATE PLANNING REGIONS.

Carol Rogers
New Dept. Secretary
MARINE MANAGEMENT UNIT?
MAY 1981

DEPT OF FISH & GAME

- 1) GAME MANAGEMENT UNITS
- 2) FISH AND GAME ADVISORY COMMITTEES
- 3) SUBSISTENCE FISH AND GAME MANAGEMENT
- 4) COMM. RES. ZONE
- 5) REELING APPLICANTS
- 6) SPORT FISH

DEPT OF ADMINISTRATION

- 1) SURVEY OF SALARIES AND BENEFITS
- 2) ELECTION DISTRICTS.

DEPT. Military Affairs

DEPT. HEALTH & SOCIAL SERVICES

- 1) HEALTH SERVICE AGENCIES
- 2) DIVISION OF CORRECTIONS
- 3) DIVISION OF SOCIAL SERVICES

University of Alaska -

COURT SYSTEM

RECORDING UNITS

JUDICIAL DISTRICTS.

Label Approved 4/5/81

DEPT. OF PUBLIC SAFETY

- 1) FISH & WILDLIFE PROTECTION
- 2) TREASURES
- 3) MOTOR VEHICLES.

(Pick up in morning)

DEPT. WASH. CHAIRMAN AND

DEPT. OF ECONOMIC DEVELOPMENT

See Donahoe

DEPT. OF REVENUE

major

DEPT. OF MANPOWER PLANNING REGIONS.

Dept. of Law

John Dooling

DEPT. OF TRANSPORTATION AND PUBLIC SAFETY

Chairman?

DEPT. ENVIRONMENTAL CONSERVATION

- 1) WATER RESOURCES
- 2) AIR QUALITY CONTROL REGIONS
- 3)

Bill Thompson

DEPT. OF EDUCATION

PREP'S

John Post

DEPT. OF LABOR

FRANK RUE

DEPT. OF NATURAL RESOURCES

Poué Tere

Attempting to Construct LAND STATUS map of ALASKA

Dec 1, 1977

MARCH 79

MAP INDICATING Current State SELECTIONS

- + PATENTED 21 MIL
 - + TENTATIVELY APPROVED $\frac{1}{4}$ ACREAGE 15 MIL
 - + SELECTED - OVER NATIVE SELECTIONS - COURT CASE
D-2
FED. LANDS. MOST Current
L COURT CASE
-

FEDERAL LANDS

- EXISTING FEDERAL RESERVES
- + NATIONAL PARKS
- + NATIONAL FOREST
- + MILITARY
- + NPR - AK.
- + NATIONAL Wildlife RESERVE SYSTEM

D-1

[NATIONAL Monument Proclamation
AND FEDERAL LAND Policy Manage-
ment Act - MAP of JAN 1, 1979]

NATIVE LANDS

- + PRIVATE NATIVE VILLAGE & REGIONAL CORPORATIONS
SELECTIONS
- + FORMER RESERVES
- + LAND FROM WHICH COOKWET CAN MAKE
SELECTIONS.

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[illegible]

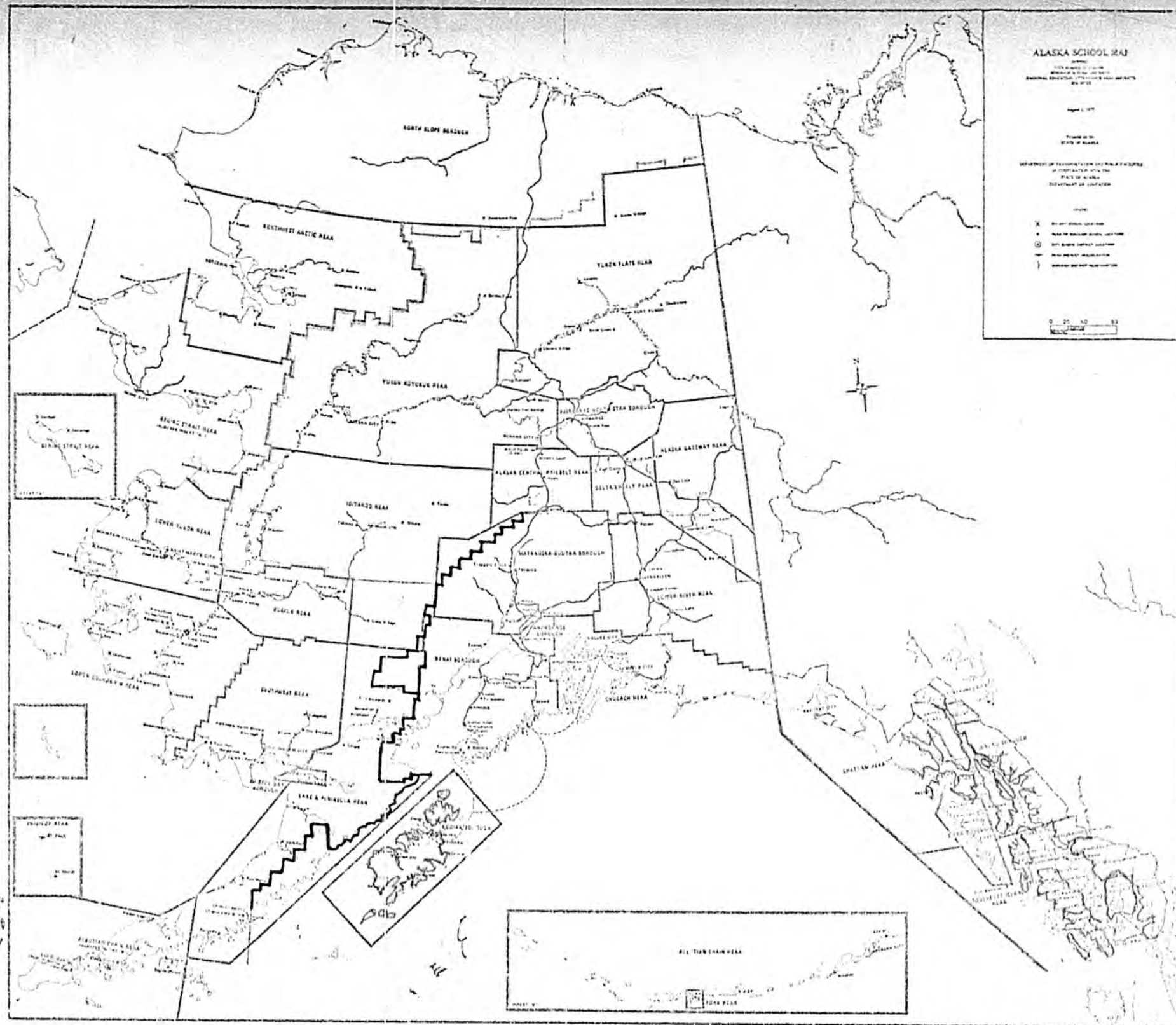
August 6, 1979

Presented at the
1997 Annual Meeting of the
American Psychological Association

DEPARTMENT OF TRANSPORTATION AND PUBLIC UTILITIES
OF THE STATE OF ALABAMA
STATE OF ALABAMA
DEPARTMENT OF TRANSPORTATION

1024

- ☒ Do any driving lessons
- ☐ Make the necessary driving test form
- ☐ City Driving Centre's school
- ☐ Do not forget to bring the
- ☐ ...



ALASKA

PREPARED BY THE
STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND
PUBLIC FACILITIES
PLANNING SECTION
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

LEGEND

EXISTING HIGHWAY SYSTEM
PLANNED ROUTE

DEPARTMENT OF ENVIRONMENTAL
CONSERVATION

REGIONAL BOUNDARIES

CENTRAL OFFICE

POUCHO

JUNEAU, ALASKA 99811

446-2600

REGION I

POUCHO, ALASKA 99802

JUNEAU, ALASKA 99811

344-2148

REGION II

MACHAY BUILDING ROOM 1206

DENALI STREET

ANCHORAGE, ALASKA 99501

274-8637

REGION III

P.O. BOX 1801

FAIRBANKS, ALASKA 99701

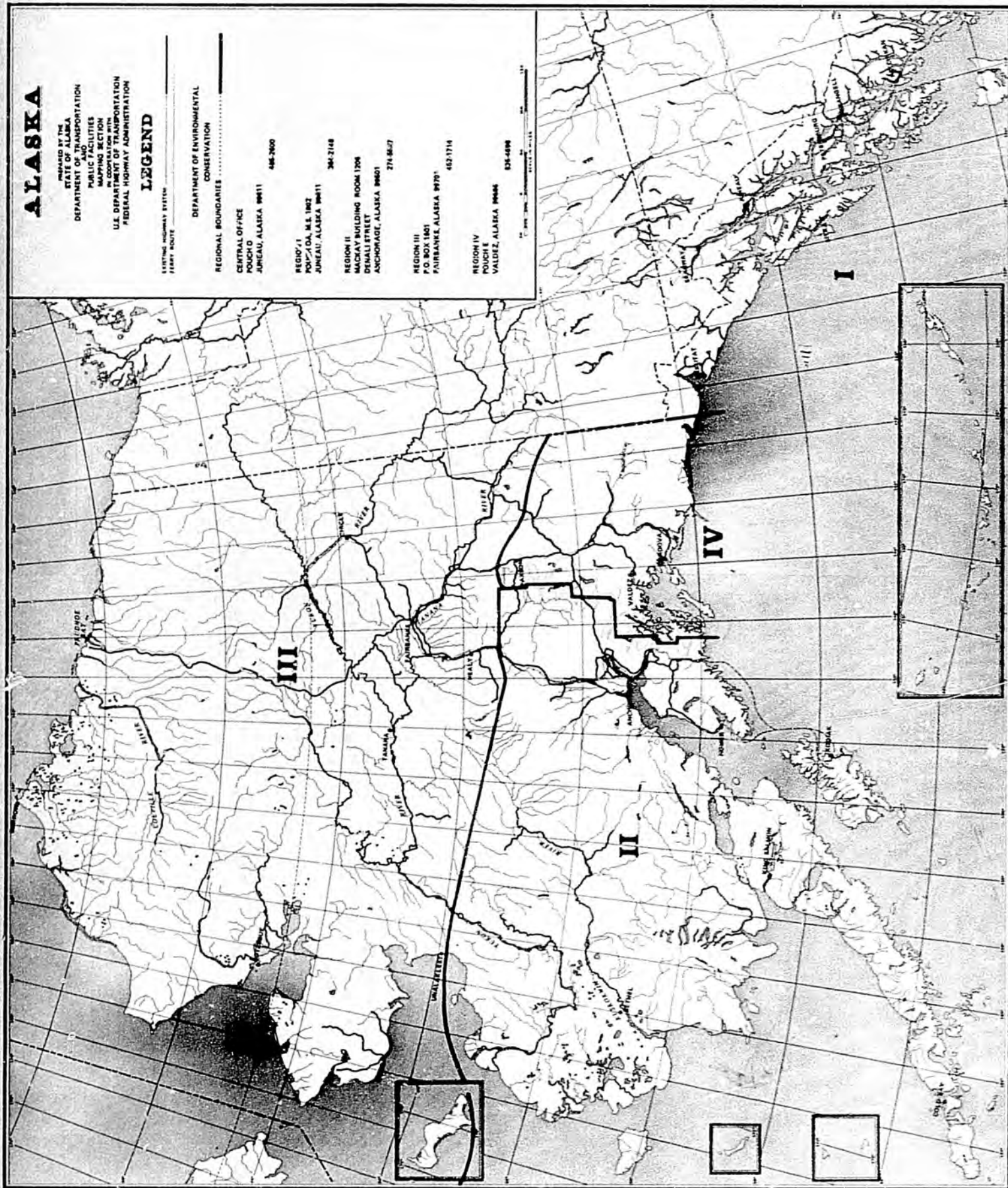
453-1714

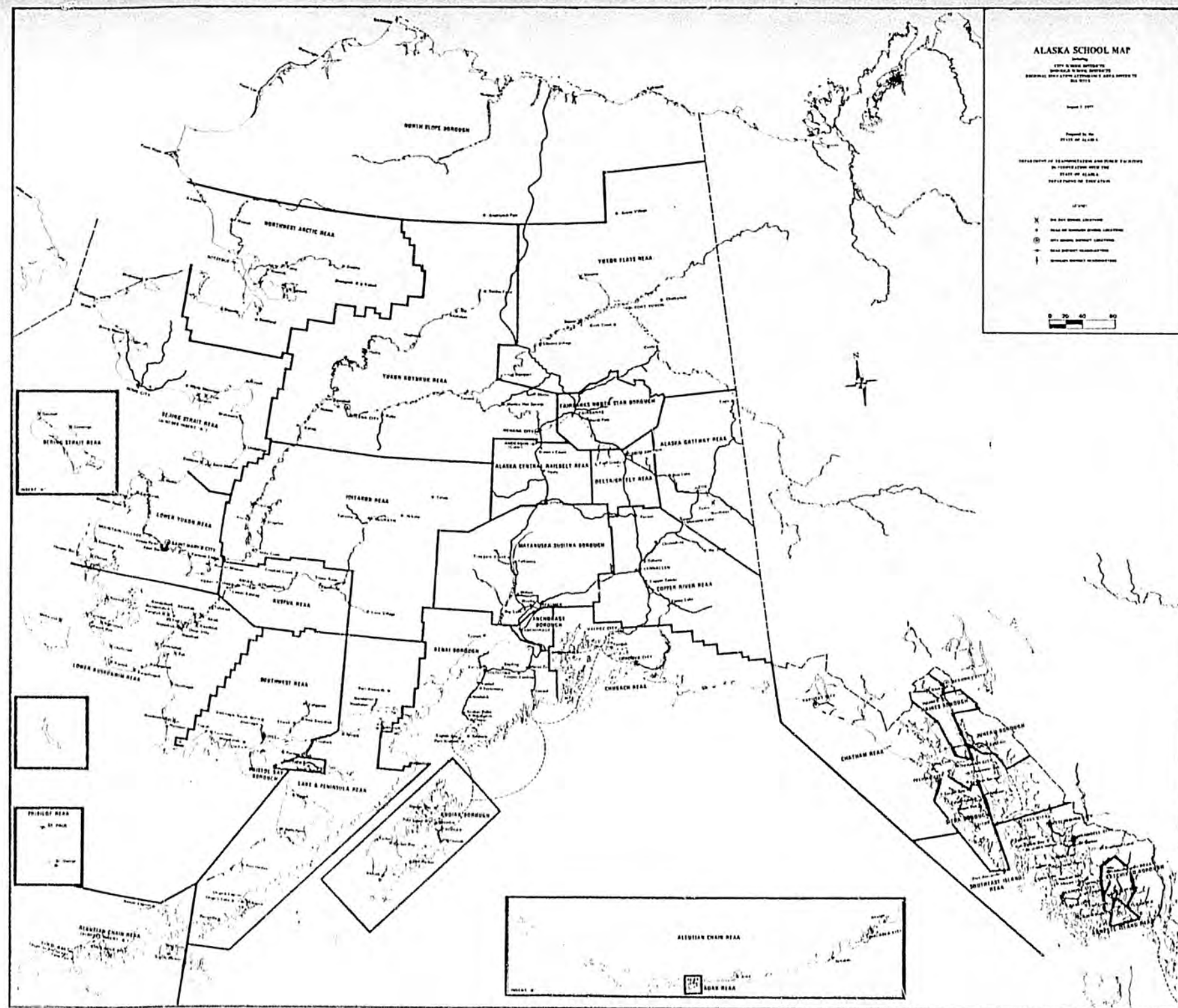
REGION IV

POUCHO

VALDEZ, ALASKA 99686

534-4494

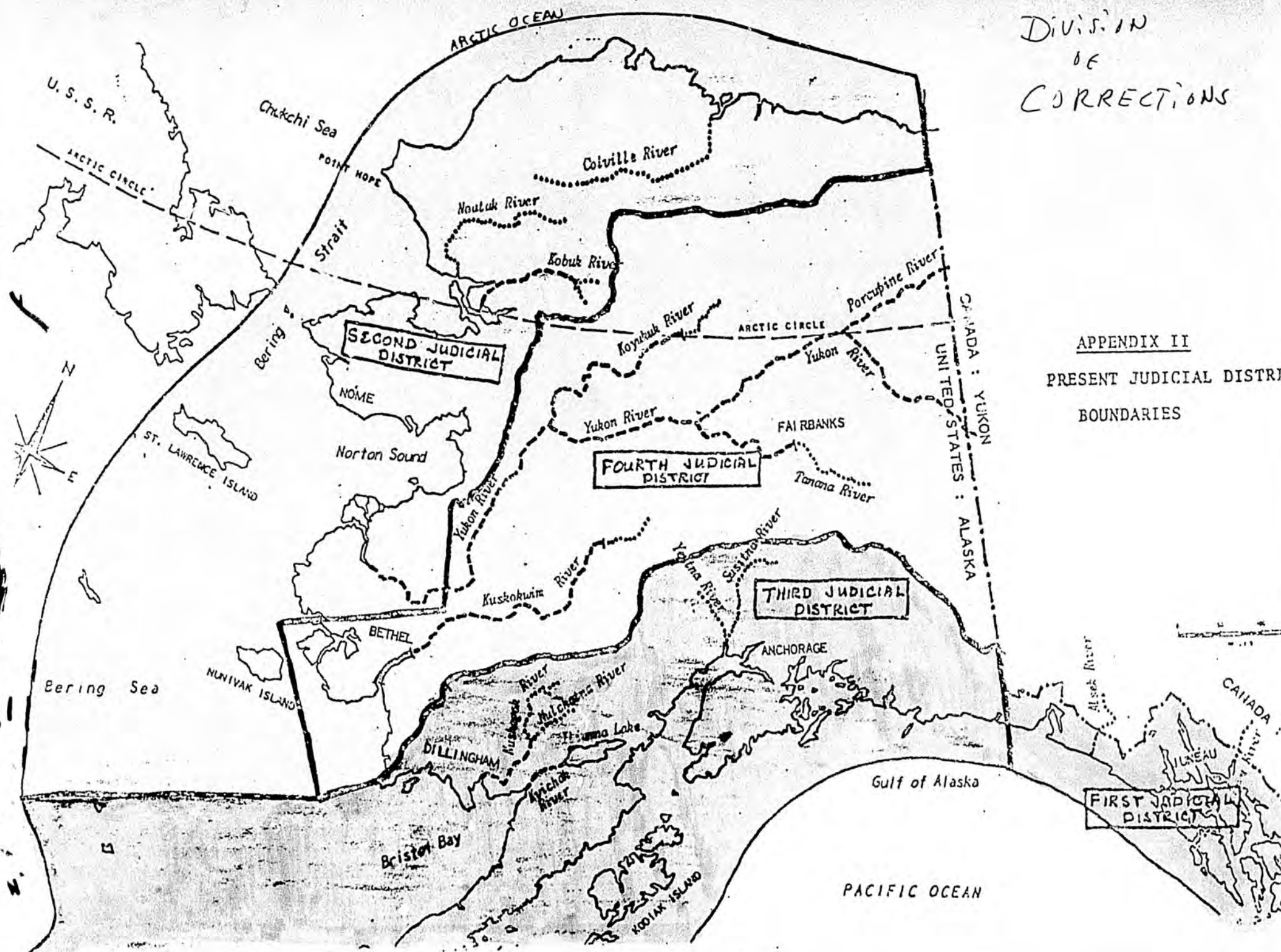






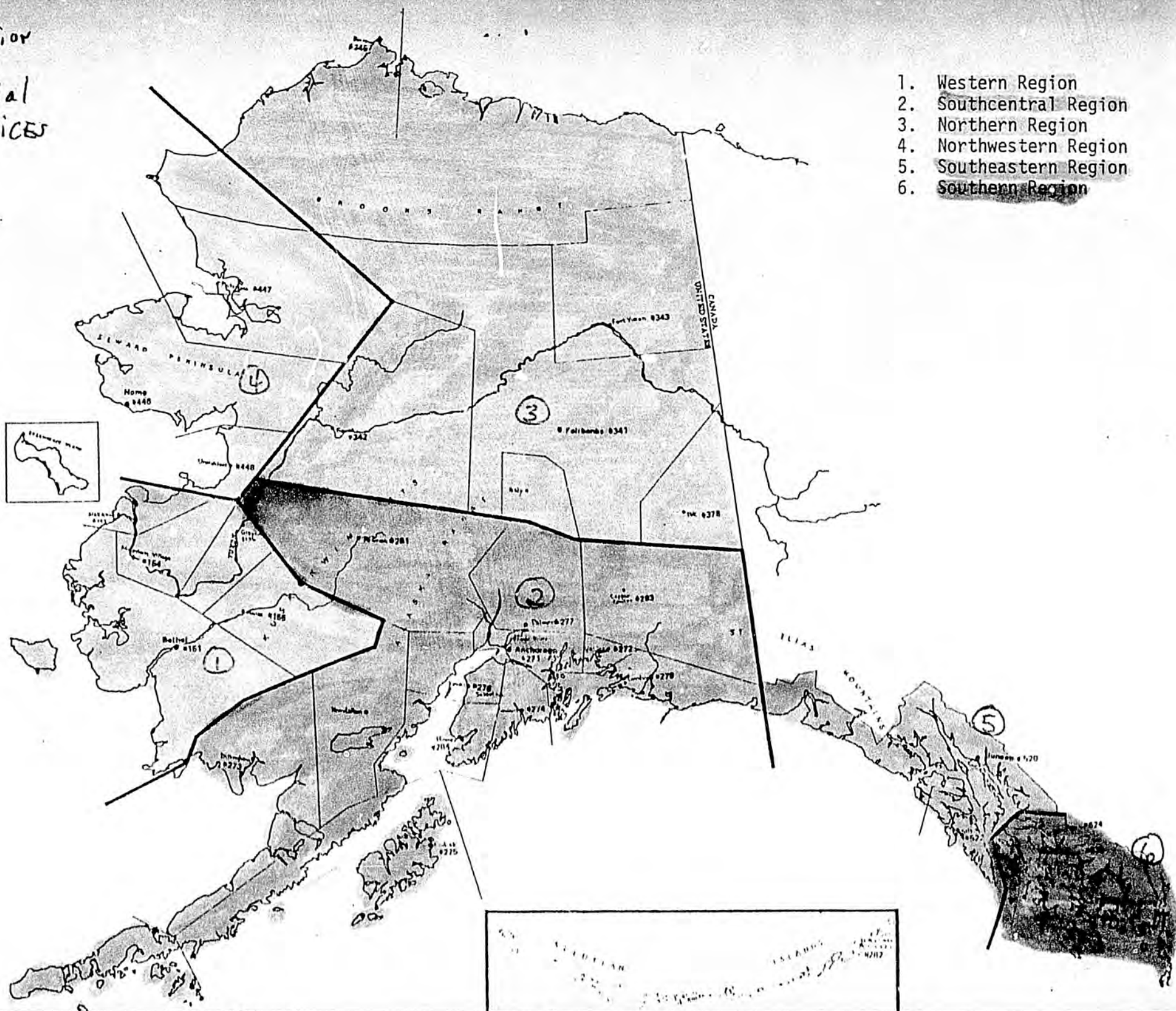
DIVISION OF CORRECTIONS

APPENDIX II PRESENT JUDICIAL DISTRICT BOUNDARIES



Division
of
Social
Services

1. Western Region
2. Southcentral Region
3. Northern Region
4. Northwestern Region
5. Southeastern Region
6. Southern Region



Gene -

Please call

Joe Betie (pronounce Bealy)
Health Planning 3038

see if he can get you a map
similar to 3 attached showing
Health Systems Agencies

(1) SE

(2) SC

(3) northern

+ sub agencies if possible.

No big deal if not available
but beginning to show some
interesting planning area
variances

9/

also call Art Halmerberg 3170

Did see Services & thank
for maps.

EMS - ~~last~~ ~~Gov. Study~~

4/5/79

Norm Miller / Rich Pauley

HES - EMS Grant.

Div of Public Health. Dr. Francis.

cooper landing / Healy need small
no. \$'s for support.

Last year Malone \$500,000 for
program. - Need 250,000 from
Governor.

Enger

looking @ HSA Bdues.

Grant applications - Region 10
HEW.

→ Major percentage is training
coordinator in intensive

→ Profits - Planning } Life support
implementation } system

communications

transportation.

take

Health Comprehensive Care Board (SHCC) → D P D P

D P D P developing pub. state
health plan - component
EMS - on revised plan

* * * need priority setting mechanism
*

~
new telecommunications board
apptd. will assist w/EMS.

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

DUE TO DELAYS IN PRINTING
AND DISTRIBUTION, WE ARE
REQUESTING THAT YOU MAIL
THE QUESTIONNAIRE BACK BY
APRIL 15, 1979.
THANK YOU VERY MUCH.

APR 3 1979

^T
File _____

Shaw Gene

9/
more Distinct ?

9/

STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

DEPT. OF ENVIRONMENTAL CONSERVATION

POUCH 0 - JUNEAU 99811

March 29, 1979

The Honorable Arliss Sturgulewski
Alaska State Senate
Pouch V
Juneau, Alaska 99811

Dear Senator Sturgulewski:

Enclosed is a questionnaire on solid waste management sent by the Department of Environmental Conservation to municipalities, Native health corporations, environmental organizations and selected industries throughout Alaska. Part of the Department's efforts is to discover whether Alaskans think this State has solid waste problems and if so, how to solve them. The answers obtained will be used in writing a statewide solid waste management plan.

Since you are familiar with the desires and needs of your constituents, you might wish to complete the questionnaire. Or you might wish to use it to facilitate discussion with community leaders in your district. In any case, we welcome your active participation in the development of the plan.

This planning effort is funded by a grant under the Resource Conservation and Recovery Act of 1976, P.L. 94-580. The purpose of the plan is to identify solid waste problems and possible solutions relevant to Alaska's unique cultural and natural characteristics.

It will be used to: a) direct the Department in efficiently allocating its resources to more effectively prevent or minimize the adverse effects of improper solid waste disposal, and b) to assist local governments, private industries and the public in their future planning and decision-making.

The initial draft of the plan will be ready for review in late Spring with completion of the final document scheduled for early 1980.

If you have any questions, please contact me.

Sincerely,


Ernst W. Mueller
Commissioner

Enclosure

A QUESTIONNAIRE ABOUT SOLID WASTE

The Department of Environmental Conservation has begun work on a statewide Solid Waste Management Plan.

WE NEED YOUR HELP!!

What is solid waste anyway?

It's all the discards of our modern society, including:

- garbage, refuse and junk
- litter along highways, in campgrounds and blowing along the Front streets of Alaskan communities
- waste oil drained from cars and snowmachines
- industrial and sewage sludges
- hazardous wastes like toxic chemicals and hospital wastes
- junked vehicles and equipment
- industrial wastes

What is usually done with solid waste?

It is:

- burned or incinerated
- reused
- landfilled
- changed so that heat energy or new products are made
- dumped on convenient lands, waters, or ice

BUT...

Sometimes improper disposal of solid wastes causes problems which affect people and the environment.

SO...

We need to know what your organization considers to be solid waste problems and what your organization thinks can be done to solve them.

PLEASE ANSWER THE QUESTIONS AS THOROUGHLY AS YOU CAN. THEN FOLD THE ENTIRE QUESTIONNAIRE, STAPLE OR TAPE, AND MAIL IT TO THE ADDRESS ON THE BACK OF THE LAST PAGE BY APRIL 1, 1979. POSTAGE HAS ALREADY BEEN PAID.

PART I

Below is a list of Problems, Recycling Possibilities, and Recommendations. Most are identified in the Department of Environmental Conservation's 1978 publication ISSUES AND CHOICES IN ALASKA'S ENVIRONMENT. Sections of this document which refer to solid waste are included for your information. Please rate each item in the columns on the right by circling the number which best describes what your organization thinks of it from a local perspective. Your answers will help us determine the importance and practicality of each one in different geographic localities.

	<u>No Problem</u>	<u>Slightly Serious</u>	<u>Serious</u>	<u>Very Serious</u>
<u>PROBLEMS</u>				
a. Junked or abandoned vehicles	0	1	2	3
b. Random or uncontrolled dumping of garbage and refuse in rural areas	0	1	2	3
c. Improper disposal of solid waste in urban dumps and landfills	0	1	2	3
d. No one responsible for proper disposal in many small communities	0	1	2	3
e. Lack of a comprehensive, on-going statewide clean-up effort	0	1	2	3
f. Inadequate roadside litter barrels	0	1	2	3
g. Absence of any facilities in Alaska for processing or disposing of hazardous wastes	0	1	2	3
h. Other _____	0	1	2	3

The most serious problem is: a. b. c. d. e. f. g. h.

Additional Comments: _____

	<u>Don't Know</u>	<u>Bad Idea</u>	<u>Maybe</u>	<u>Support Concept</u>	<u>Will Support Financially</u>
<u>RECYCLING POSSIBILITIES</u>					
a. Collect and ship south used high-quality office paper	0	1	2	3	4
b. Collect and ship south used low-quality newsprint and cardboard	0	1	2	3	4
c. Burn paper for heat	0	1	2	3	4
d. Collect and ship aluminum cans to Seattle	0	1	2	3	4
e. Collect and ship junked autos to Seattle	0	1	2	3	4
f. Collect and ship used tires to Seattle	0	1	2	3	4
g. Burn combustible municipal wastes for energy	0	1	2	3	4
h. Use waste oil for road oiling and other dust control	0	1	2	3	4

i. Burn waste oil for energy	0	1	2	3	4
j. Reinject waste oil into pipelines	0	1	2	3	4
k. Collect and ship waste oil to Seattle for re-refining	0	1	2	3	4
l. Use wastewater treatment (sewage) sludge as a soil conditioner	0	1	2	3	4
m. Other _____	0	1	2	3	4

The recycling possibility which the Department of Environmental Conservation should pursue most aggressively is: a. b. c. d. e. f. g. h. i. j. k. l.

Additional comments: _____

<u>Don't</u> <u>Know</u>	<u>Bad</u> <u>Idea</u>	<u>Maybe</u>	<u>Support</u> <u>Concept</u>	<u>Will</u> <u>Support</u> <u>Financially</u>
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RECOMMENDATIONS: What does your organization think of the following ideas?

The appropriate State agencies should:

a. support the use of "community burn barrels" which don't pollute the air for small villages.	0	1	2	3	4
b. provide technical assistance to local governments in their efforts to dispose or reuse waste oil.	0	1	2	3	4
c. educate the public about the benefits of using recycled products.	0	1	2	3	4
d. receive additional funds for systematic roadside litter cleanup.	0	1	2	3	4
e. allow residents of unincorporated communities along State highways to bring solid waste to their sites for proper disposal.	0	1	2	3	4
f. initiate a State policy of purchasing products with the least amount of packaging where quality and price are the same.	0	1	2	3	4
g. set up standard operating procedures for State agencies to save and segregate paper for recycling.	0	1	2	3	4
h. consider expanding markets for products containing recycled materials.	0	1	2	3	4
i. correct purchasing policies and freight rates which discriminate against recycled goods.	0	1	2	3	4
j. research means of using low-grade or municipal wastes.	0	1	2	3	4
k. use a waste and fuel oil mixture to heat several State office buildings as a resource recovery pilot project.	0	1	2	3	4

	<u>Don't Know</u>	<u>Bad Idea</u>	<u>Maybe</u>	<u>Support Concept</u>	<u>Will Support Financially</u>
l. explore the possibility of using sludge to reestablish vegetation on logged areas and highway rights-of-way or for land reclamation after surface mining.	0	1	2	3	4
m. seek to influence federal policy and law in favor of ocean dumping of sludge in Alaska where it is the preferable disposal method and when sludge cannot be otherwise used.	0	1	2	3	4
<u>Legislation should be passed to:</u>					
n. require a high, mandatory fine for litter violations.	0	1	2	3	4
o. fund State peace officers to devote additional effort on enforcing litter statutes.	0	1	2	3	4
p. insure funding of automobile disposal costs equal to the actual costs or removal and disposal in an approved site by local government effort.	0	1	2	3	4
q. give businesses incentives for development of new equipment and new techniques capable of processing recycled materials on a more economical basis.	0	1	2	3	4

Which recommendations should the Department of Environmental Conservation give priority to in the next five years? a. b. c. d. e. f. g. h. i. j. k. l. m. n. o. p. q.

Additional comments: _____

PART II

Please answer the following questions as thoroughly as possible. If the space allowed is not enough for your answer, use the last page or attach additional sheets.

1. What other solid waste problems concern your organization?

2. With respect to the problem which your organization believes to be most serious, how could it be solved?

3. What does your community do with its solid waste? Is its disposal a health hazard? (Examples: Do children come in contact with deposited wastes; Does it attract bears?) If so, why?

4a. If your current disposal site is dangerous or unhealthy to human beings, would your organization support a proper disposal system with local tax funds? 1. Yes 2. No 3. Not dangerous or unhealthy

b. If it is unhealthy to the environment, would your organization support a proper system with local tax funds? 1. Yes 2. No 3. Not unhealthy

c. If it looks or smells bad, would your organization support a proper system with local tax dollars? 1. Yes 2. No 3. Doesn't look or smell bad

5a. "Energy or resource recovery" means that there is a potential for getting useable materials from wastes or that such wastes can be burned for energy. Should resource or energy recovery projects be subsidized by the state? 1. Yes 2. No

b. Local governments? 1. Yes 2. No

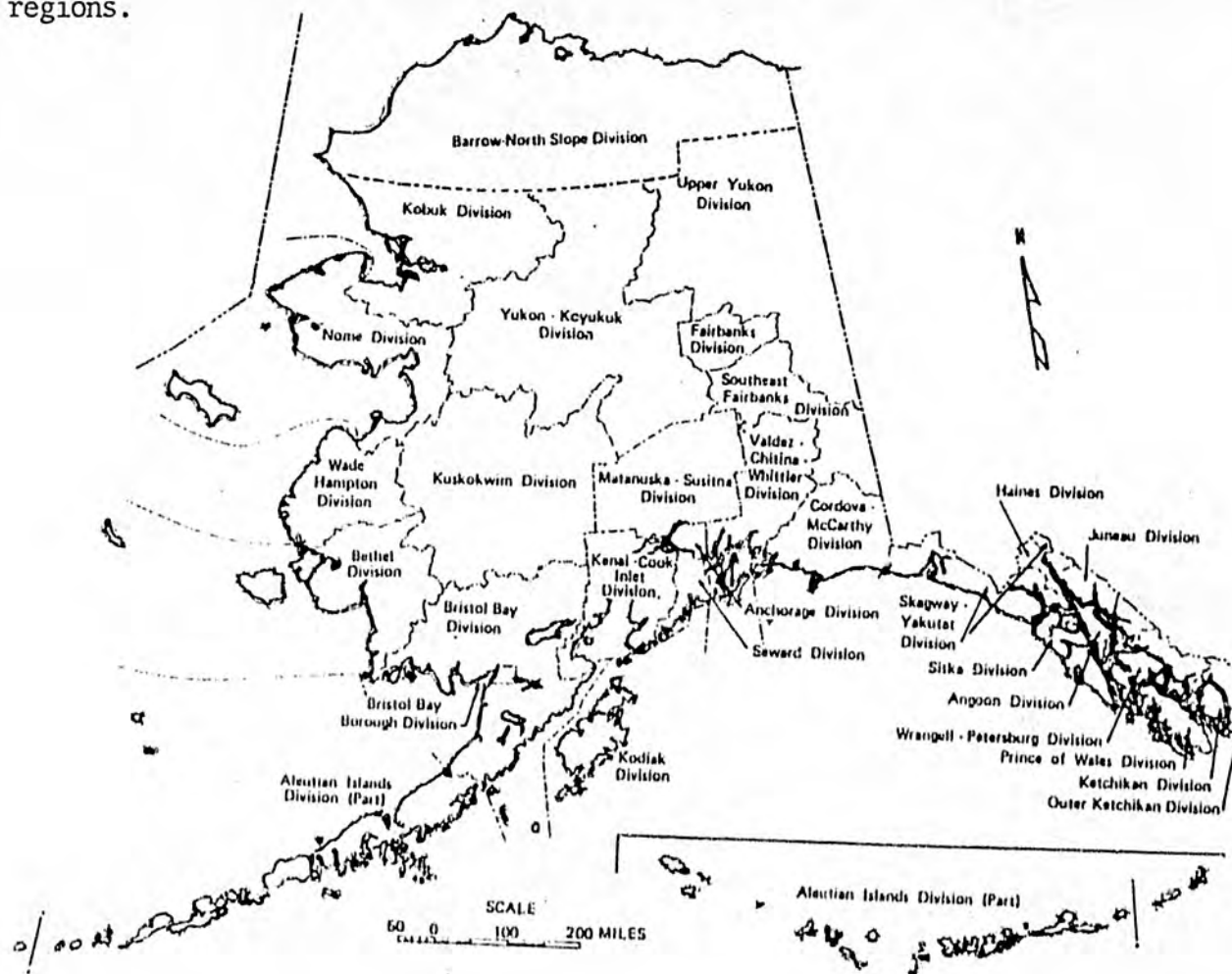
c. If so, how many years should they be subsidized? _____

d. What specific kinds of recovery projects should be subsidized? _____

6a. What barriers to energy or resource recovery do you see in your community? _____

b. in Alaska? _____

7. See pages 31 and 32 in Issues and Choices for background information on these questions.
- a. What level of government should be responsible for solid waste management in the unorganized borough?
1. Federal
 2. State
 3. Local
 4. A special regional government
 5. No government - it's the individual's responsibility
- b. What level of government should be responsible for control and cleanup of litter.
1. Local
 2. State
 3. No one - just enforce the litter statute
 4. Other _____
- c. There has been some consideration given to forming solid waste management regions. They would be responsible for recycling and disposal of wastes over a larger geographic area than a single community or borough. Do you think this is a reasonable idea? 1. Yes 2. No
- d. Below is a map of Alaska. Draw lines around areas of the state which might constitute logical regions.



8. Which of the following are the most effective way of assuring that adequate environmental safeguards are considered in building a solid waste facility?
- a. Permits (flexible on a case by case basis)
 - b. Regulations (rigid, standardized)
 - c. Tax incentives
 - d. None - we don't need any safeguards
 - e. Other _____
9. If you dispose of industrial wastes, what kinds of regulations would hinder or aid your ability to maintain a profitable operation?
- _____
- _____
- _____
10. For industries: if you were to design a set of guidelines, what would you include so as to maintain environmental quality as well as to keep yourself in operation?
- _____
- _____
- _____
11. What other disposal and recycling alternatives and recommendations should the Department of Environmental Conservation address in its plan? _____
- _____
- _____

NAME OF RESPONDENT: _____

ORGANIZATION: _____

YOUR TITLE: _____

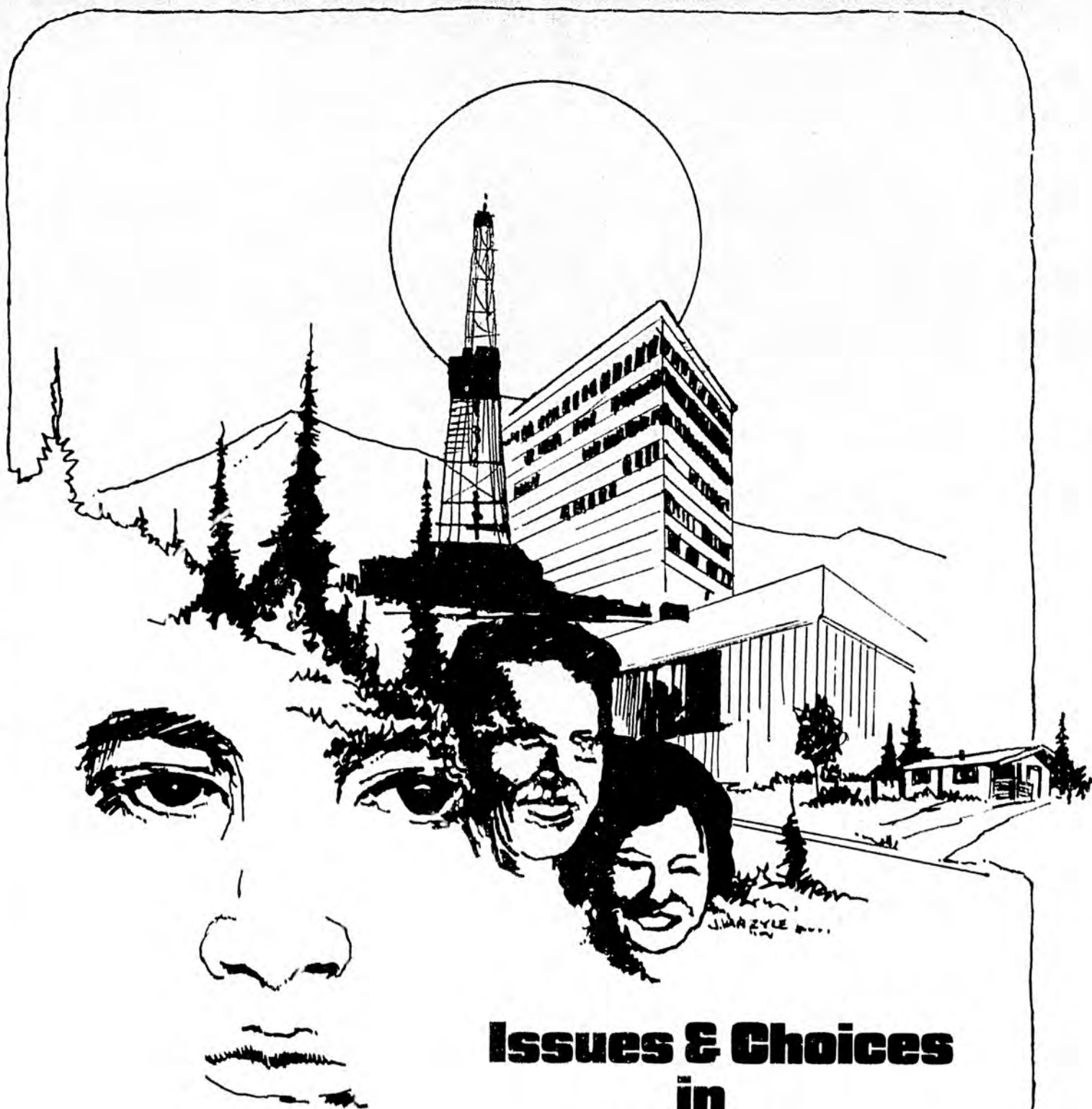
COMMUNITY: _____

Address (optional): _____

Phone (optional): _____



Ellen Greenberg
Terrestrial Programs
Department of Environmental Conservation
Pouch 0
Juneau, Alaska 99811



Issues & Choices in Alaska's Environment

Division of Planning and Program Coordination
Alaska Department of Environmental Conservation
Pouch O
Juneau, Alaska 99811

September, 1978

With a special thanks to Dorothy Hendrix for her assistance in this project.



LAND Waste:

Solid Waste Disposal in Small Communities

The Department of Environmental Conservation's Solid Waste Management regulations deal largely with those solid waste disposal situations in which someone — either a private individual or local government — has accepted responsibility for solid waste management in a community. However, there are many communities in Alaska in which no one has assumed responsibility for the community's solid waste. In these communities there may be a local "dump" to which everyone brings garbage, or individuals may dispose of it separately, scattering it about or, for example, burning it on the beach. Improperly disposed solid wastes can have adverse effects on both human and environmental health. Ground and surface waters may become polluted, which can be particularly harmful if these waters are also a drinking supply. Improper disposal can cause disease by direct contact between people and garbage or indirectly between garbage, pets, and people. Open dumps are attractive to a variety of animals, many of which, like flies, rodents, and some birds, can carry disease. Bears, attracted to open dumps, may cause public safety problems. Although the problems inherent in improper solid waste disposal are frequently recognized, many communities do not have the resources to establish approved systems. Often the costs of proper disposal are greatly increased by climatic factors. Both arctic areas and southeastern rain forest areas create special waste disposal problems.

However, we should not be content with the present situation. There are actions which can be taken that reasonably, at fairly low cost, could improve the situation faced by many small communities and temporary work camps. Present day logging camps and such temporary work camps as were built for the construction of the pipeline are required by federal and State laws to meet standards that may be significantly stricter than those adhered to by nearby communities.

LAND

Waste:

Roadside Litter

Everyone agrees that litter is unsightly and that it decreases scenic values. However, litter is not just an aesthetic problem; it is also a financial problem. Much of our litter problem occurs along our ground transportation routes. Alaska, which prides itself on its tourism opportunities, can ill afford having litter detract from this potential. At least thirty to forty percent of the volume of roadside litter consists of beverage containers. Of the remainder, the most noticeable are paper and paper products. Litter accumulation eventually requires clean-up, usually at public expense. Part of the litter problem is people's careless disposal of trash. Another part of the problem is the lack of a comprehensive pick-up program. At the present time, there is no concerted statewide clean-up effort. Some communities sponsor a spring clean-up. The Department of Transportation and Public Facilities cooperates with local governments or groups in a spring roadside clean-up, as long as no significant additional expenses are involved, since there are no extra funds budgeted for this effort. Also, after snow melts, the Department of Transportation and Public Facilities' maintenance crews pick up some roadside trash.

This is not, however, a systematic effort. The Department of Natural Resources is funded to place and empty litter barrels. However, this program is carried out only where the Department of Natural Resources, Division of Parks' personnel are stationed.

No one is responsible for litter clean-up on non-State roads. Local ordinances, even when they exist, are frequently not enforced.

Another aspect of this problem is the accumulation of litter and garbage in small communities along highway routes. Many of these communities have no approved solid waste disposal site or landfill (see Solid Waste Disposal issue).

For years, Alaskans have been aware of the litter problem. Many communities have clean-up drives. However, no truly adequate solution has been found to either the "before the fact" personal littering habit or the "after the fact" litter clean-up program.



LAND

Waste:

Junked Automobiles

The growing numbers of unsightly junked automobiles along Alaska's roadways represent both a source of valuable resources and a costly disposal problem. Some disposal solutions — erosion control along rivers and shores, dumping into lakes or old mines — often result in oil pollution of the land and water and waste the scrap metal resources. Landfill, unless properly controlled, may result in oil pollution, waste of scarce landfill sites, and loss of scrap metal resource. Recycling is the preferred solution. However, in most of Alaska, this solution is not now economical. Automobile hulks need to be collected, crushed, baled, and shipped south for recycling. The value of the scrap falls far short of the cost of towing, storing, preparing, crushing, baling, and shipping. Along the marine and major highway systems, this shortfall can be \$50 per automobile. Costs in less accessible areas are far higher. During 1977, about 30,000 junked Alaskan vehicles were recycled. Most of these junked automobiles were from southcentral Alaska where concentrated numbers keep costs down and where some governmental and private subsidy programs are available. Recently, several Southeastern communities have crushed automobiles and backhauled them on barges to Seattle. Private enterprise, with little or no subsidy, carried out this program.

Responsibility for disposal now rests with either the owner or the junkyard operator. However, the owners of stripped and abandoned automobiles are not usually identifiable.

Waste:

Toxic and Hazardous Wastes

The Alaska Solid Waste Management regulations define hazardous wastes as those "capable of causing injury, disease or impairment of health, or property damage including but not limited to poisons, pesticides, acids, caustics, infectious or pathogenic wastes, radioactive materials, explosive materials, and oil and petroleum products." The regulations also require the Department of Environmental Conservation's approval of each hazardous waste disposal action. The department's policy to date has been to require the neutralization of waste by chemical, biological or physical processes prior to disposal. Wastes which cannot be locally processed are transported out of the State to properly equipped facilities, thus insuring that no hazardous wastes are left to cause future problems.

Except for the waste generated by the Valdez ballast water treatment facility, Alaska currently has no industry that consistently generates large quantities of hazardous wastes. Population growth and petroleum development, however, will undoubtedly bring substantial increases. Those hazardous wastes that do appear are primarily toxic chemicals and pesticides, and they come from a variety of sources.

Alaska's major problem in handling hazardous wastes has been the absence of any hazardous waste processing or disposal facilities in the State. Lack of in-state facilities has meant that hazardous wastes must be shipped out of the state for processing. For several reasons this is a poor solution. First, transportation costs are so high as to encourage illicit disposal. Secondly, many states are taking over control of their hazardous wastes facilities and are discouraging importation of wastes from outside their boundaries. Finally, wastes processed locally may be processed and disposed of by unqualified, poorly equipped persons, an unnecessary hazard in itself.

The Federal Resource Conservation and Recovery Act of 1976 provides for development of a strong national hazardous waste program. It is not certain at this time how applicable this program will be to Alaska. Initial indications are that this program may be far more bureaucratically complex than Alaska's small problems can justify.



LAND

Waste:

Pesticides and Herbicides

Today, man is exposed to an ever increasing number and variety of chemicals. One such group is pesticides which includes herbicides, insecticides and rodenticides. Use of pesticides and herbicides has increased significantly since World War II. New, more toxic compounds have replaced older ones. As agricultural activities expand in Alaska, we can anticipate increased use of these chemicals. Public use of pesticides in Alaska is predominantly for mosquito and biting fly control. In rural areas, mosquito control occurs in June during the time of fish drying and berry plant flowering, possibly contaminating these food sources, especially if airborne spraying is conducted by ill-equipped or poorly trained pilots.

Private pesticide and herbicide use occurs around the home where users can suffer both acute exposure caused by misapplication and chronic, low level exposure. Currently, more herbicide use occurs on Alaskan rights-of-way than in agriculture or home use. Each year highway, pipeline, railroad, and utility rights-of-way are developed and maintained in the State. Since manual and mechanical control of vegetation is expensive, rights-of-way managers see a cost saving in using herbicides. However, when streams and areas near population centers are exposed to herbicides, use of rights-of-way for such public purposes as fishing and berry picking may be adversely affected. It is considered more environmentally sound to establish plant communities along rights-of-way on which repeated use of herbicides is not necessary.

Although the federal government is responsible for establishing the toxicity of these chemicals and for regulations to protect the well-being of man, animals, waters, and habitats, it is impossible to ever fully understand all the hazards of these compounds, singly or in combination. While the use of pesticides and herbicides has benefited us all, continuing incidents indicate a need for concern about unintentional effects of pesticides and herbicides on human health and on the various life forms in the environment. Pesticides often kill pest predators, while pests tend to become resistant. As these synthetic molecules often concentrate in living organisms in the food chain, so too do toxic effects. The natural productive capacity of the soil may be reduced, forcing increased dependency on chemical fertilizers and herbicides. Residues have been found which have required the destruction of farm animals, cessation of fishing, and retirement of residential and agricultural land. Some pesticides and herbicides cause human disease and fetal malformation. It is difficult, if not impossible, to set truly safe tolerances. Additionally, misuse of these chemicals — accidental contamination, careless release, improper disposal — remains a significant problem.

In Alaska, we must weigh the benefits of these chemicals against the risks they pose and not permit their use except when the proposed application can be demonstrated as essential to the intended purpose and without a safer alternative.

LAND

Recycling:

Recycling

American society has in this generation changed from one of mass producer of goods to a mass producer of waste. Throwaway cans, diapers, toothbrushes, and bottles on the domestic scene to disposable bazookas, satellites and vehicles on the national scale have become an acceptable way of life in this country. America is a nation of both wealth and wastefulness. The obvious need to recover many of these wasted resources becomes more evident every day. However, despite public pressure and potential, as well as real, energy and material shortages, resource recovery has a long way to go, particularly in Alaska. Since the white man first came, Alaska has been the end of a one-way road for imported materials. Until very recently the land was large and the problem small, but the problem of wastes is quickly getting out of hand. Recovering the resource value in wastes is one way to reduce the growing problem of both resource shortages and solid waste disposal.

Scrap

Scrap has a monetary value, and reprocessing is less expensive in money and energy terms than original processing. However, lack of easy and inexpensive transport from Alaskan cities to recycling markets, and the dispersed nature of recoverable wastes, are the most significant barriers to material recovery in Alaska. The least expensive rates are from Anchorage to Seattle at approximately \$33.20 per ton for scrap iron.

Higher rates exist and depend on material composition and quantity and on the point of origin of the shipment. In addition to freight costs, reclaimers must also contend with Alaskan prices for collection, processing and storage and with the increased collection costs inherent in low density population.

Feasibility of resource recovery can only be determined by comparing costs with potential return. Some of the recent prices for scrap in Seattle include:

Crushed Autos	\$30-\$35/Ton
Scrap Iron	\$45/Ton
Color-sorted Glass	\$26/Ton
Ledger paper	\$10-\$25/Ton

Despite these obstacles of high cost collection and shipping, material recovery and recycling is being done in

Alaska. Volunteer collection efforts by individuals and environmentally concerned groups have aided in recycling such specific items as paper, aluminum cans, and returnable bottles.

A commercially sponsored project of interest is the Rainier Brewing Company's returnable bottle program in some Alaskan cities. Overall percent-returned figures are not available, but it is estimated that less than five percent of the imported bottles are returned to Seattle. The main benefit of the program appears to be in improved public relations for the brewery.

Recovery of heavy scrap metals, principally iron and steel, appears to be feasible when market prices are high and when sufficient quantities have been gathered. One recovery effort removed more than 10,000 tons of unsightly heavy scrap from a Fairbanks junkyard and shipped it to Taiwan for processing. This was a private enterprise project that did not require a government subsidy. No actual cost information is available.

Junked Automobiles

Another ferrous metal reclamation activity that enhances Alaska's appearance is the collection, crushing and transporting of junked automobiles to Seattle. The first automobile crusher was brought to Anchorage about seven years ago to fulfill a contract with the Greater Anchorage Area Borough. This crusher has recently been in Fairbanks where it crushed approximately 4,000 junked automobiles. A second firm has brought a crusher to Anchorage and has the current contract with the Municipality of Anchorage. In addition to contracted processing, both firms crush vehicles for auto wrecking firms and private parties. The firms estimate a total of more than 25,000 vehicles were processed during 1975.

In addition, the Alaska State Highway Department was awarded over \$500,000 in federal highway beautification funds that were used primarily to remove abandoned automobiles from a zone that extended 1,000 feet to either side of primary highways, and to have them crushed and shipped. Most of this effort was concentrated in the Kenai Peninsula area.

Recycling:

Fluctuating scrap prices and increasing freight rates have meant that automobile crushing and shipping has required a subsidy of from \$15 to nearly \$50. The vehicle processor, who gets salvage rights to the junked vehicle, depends on the difference between the shipping costs and the scrap iron value in Seattle for some or all of his profits.

Paper

Paper recycling in Alaska is presently limited to the conversion of paper into a fire-retardant building insulation product. The company, Urethane Products, has offices in Anchorage and is expanding to Fairbanks. The present source of paper in Anchorage is the local newspapers' overprint copies which bring \$10 per ton. However, demand for the recycled product has been very low, limiting the amount of waste paper bought.

Waste Oil

Waste oil, at last report, was being generated at a rate of 2,000 gallons per day in the Anchorage area alone. It is currently being used by civilian and military organizations for road dust control, except in southeastern Alaska where this use would create runoff problems. In Fairbanks and Whittier, it is being collected and stored for refining at a later date. Service stations presently pay ten to twelve cents per gallon for removal service. Waste oil has many possible uses, including heat generation.

Tires

Automobile tires represent another difficult recycling problem in Alaska. The 1975 Greater Anchorage Area Borough Waste Management Plan projected tire and rubber products disposal at more than ten-million pounds. Presently, only one firm in Alaska retreads automobile tires, averaging approximately 200 per month for the Anchorage market. The rest are discarded. The Greater Anchorage Area Borough Plan discussed returning tires for recycling but noted that freight and handling would require a \$20 per ton subsidy. Such costs must be weighed against conventional disposal costs.

Federal Activities

Although the Federal Government has passed legislation to encourage resource recovery, federal agencies in Alaska have almost no ongoing recovery programs. Military salvage operations are the only continuing efforts that reclaim metal, rags, paper, and other products. These programs have become military tradition, but are not usually economically sound.

Commercial/Industrial Resource Recovery

Commercial and industrial organizations, with a little concentrated effort, can often find ways to recover resources from their own waste products. These activities are usually triggered by the need to save money or by the need to find some place to put a waste that cannot be disposed of in a landfill. One recent example was an oil industry proposal to put contaminated petroleum products and recovered oil-spill oils into local refinery streams for reprocessing. After State agency encouragement, Alyeska recovered considerable scrap after pipeline construction for shipment south.

In Western Alaska another case involved an airline which had a number of 55 gallon drums of contaminated jet fuel. The fuel could not be legally burned or dumped, and the drums were too rusted to transport safely. The problem was solved when a local miner bought the fuel to burn in his boilers.

Recycling:

(continued)

Municipal Wastes

The largest volume of solid waste containing reclaimable materials is municipal refuse. Although the materials are there, the major difficulty is in economically separating them from the homogeneous mass. Also, the quality of many of these materials is poor.

The primary recoverable resource in refuse, at least in Alaska, is probably energy. This can be recovered by burning the combustible portion of refuse to provide energy for heating or power generation. Refuse may also be burned in an oxygen deficient chamber (pyrolysis) to obtain petroleum-like fuels for later use. Another process produces a charcoal briquette for use in stoker-fed furnaces.

Composting has been a successful method of disposing of solid waste, sludge, and commercial and municipal wastes. The final product is soil. Large scale composting has been used as a disposal/recycling technique in such cold climate places as the state of Maine and Scandinavian countries. It is possible that this method could be used in parts of Alaska. A significant benefit of composting would be that it is less space consuming than more traditional landfills.

Recycling:

Sludge Disposal

Both primary and secondary sewage treatment, required by federal law, produce a solid waste called "sludge." As more Alaskan municipalities expand their treatment systems, more sludge will be produced. We tend to regard sludge as a disposal "problem." The federal Environmental Protection Agency has prohibited ocean dumping of sludge. Many communities, especially in Southeast, incinerate their sludge. Not only is this a costly process, but it can also pollute the air. Other communities look to landfill as a solution to their disposal problem. It can be difficult to find suitable land to use for sludge disposal. However, sludge is not a waste but a potential resource. The "sludge problem" is not really a crisis at all but an opportunity. In the lower forty-eight states, sludge is recycled into a peat-like mulch and sold by a few cities as a soil conditioner. For over fifty years this practice has been profitable. Properly treated, stabilized by composting or other processes, and dried, sludge is safely free of pathogens; since few communities have heavy industry, toxic metal contamination should not be the problem in Alaska that it is in other states. Each community needs to look at sludge in terms of its own needs and economics. A small community may produce a couple of tons of sludge per day and may not be able to use it all. In other communities, reuse and recycling may be possible with some imaginative thought.

LAND

Recycling:

Waste Oil

Disposal of waste oil from public and commercial maintenance shops, as well as from vehicles owned by individuals, is one problem that Alaska shares with other parts of the nation. These waste oils contain toxic substances, including heavy metals. There is no simple acceptable disposal method for waste oil: it can neither be used for land-fill nor disposed of by open burning, and cannot be introduced into sewage systems. Waste oil does, however, have a potential resource value that can be recovered. Used crankcase oil can be rerefined. The technical problems with cleaning and rerefining oil can be overcome and a high-quality lubricating oil can be produced. One of the most promising new rerefining methods involves propane extraction, vacuum distillation, and hydrofinishing (PVH). It has been predicted that the rerefining industry will grow at an annual rate of 23 percent between 1977 and 1985. By 1985, some 125 companies may be refining as much as 840 million gallons of oil each year. Some states have already initiated waste oil management programs, and Phillips Petroleum Co. is now building a PVH plant for the State of North Carolina. Other states, including Alaska, are encouraging waste oil collection and beginning to seriously study the waste oil problem.

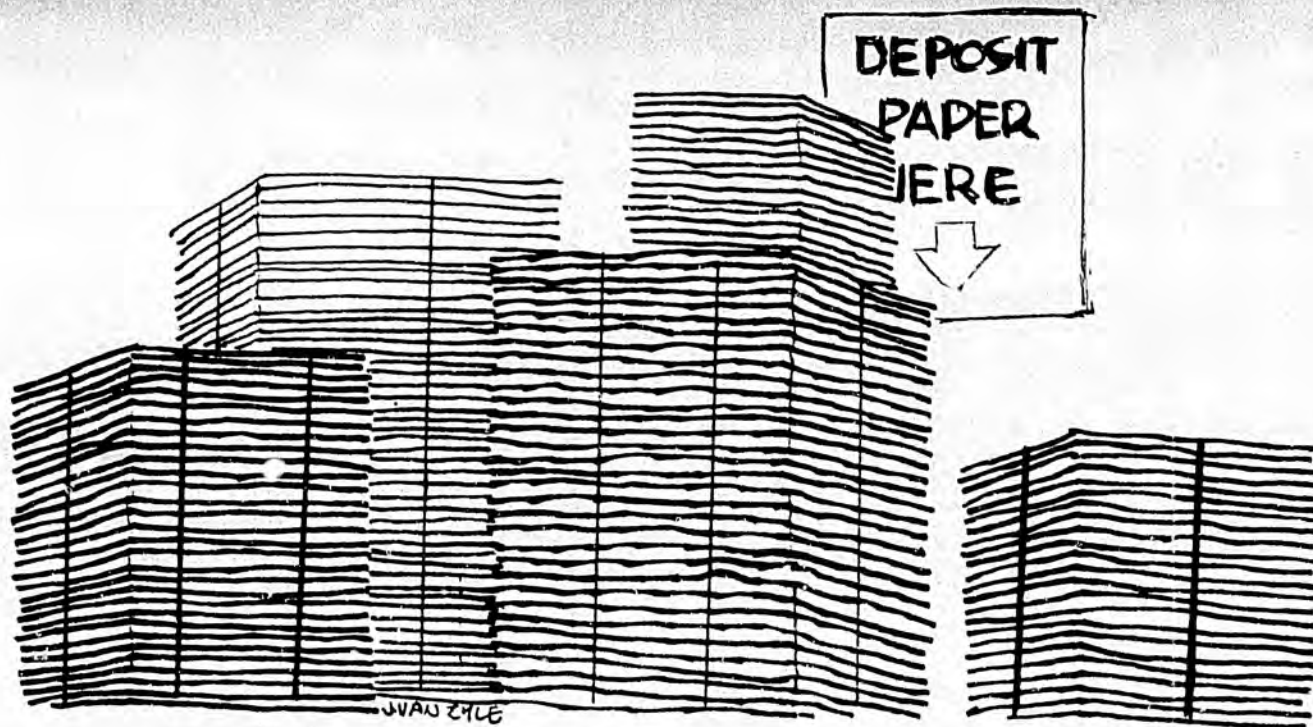
Some Alaskan communities have tried to deal with the problem of waste oil by reusing it. In Anchorage there are two prime collectors of waste oil that provide services to local service stations, bulk plants, garages, airports and other sources. These collectors allow the waste oil to settle in storage tanks. Then it is used to oil roads and construction sites. Although there are no facilities in Alaska for rerefining oil, there are a number of private companies and municipal agencies collecting waste oil for uses other than oiling roads. The Juneau Public Works Department uses waste oil to heat the city shops, and Juneau also ships waste oil to Washington State where it is rerefined. Kodiak tried to adapt its heating burners to use waste oil, but had problems from clogging and corrosion. A fisheries processor in Seward and Petersburg uses special burners which use the heavier waste oil as industrial fuel. The Usibelli Coal Mine at Healy sprays waste oil on coal to control dust and to enhance the BTU value of the coal. However, by and large, the individual who has just changed the oil in his/her car often has little alternative than to illegally dump the waste oil.

Communities need to find alternative uses for waste oil. Experience in other states indicates a variety of possibilities: use in coal fired plants; heating of public buildings; use in asphalt manufacture; reprocessing to heating oil; reinjection into pipelines. Centrally located receiving points should be established for the collection of waste oil here, and consideration should be given for reuse of oil in both



rural and urban communities. It is possible that in the future, enough waste oil could be collected in some regions to provide sufficient quantities for a rerefining operation in Alaska. Assessment of these possibilities requires more data than are now available about the amounts of waste oil generated and requires attention to such traditional Alaskan problems as transportation, scattered sources, and economies of scale. Alternative uses will, therefore, vary from community to community.

Waste oil is an environmental threat if improperly used, and not properly disposed of after use. But with effort, secondary uses for waste oil could be found which might lower the cost of refined petroleum lubricants and fuels. Our supply of petroleum natural resources could be extended by recycling oil. Action by individuals, communities and the State government will determine appropriate Alaskan responses to the waste oil dilemma.



Recycling:

Paper Recycling

Paper and paper products constitute the largest single component of municipal solid waste and litter. It is estimated that Alaskans produce one ton of solid waste per capita per year, forty-five percent of which is paper products. This is approximately 200,000 tons per year.

Most of this paper finds its way to a variety of landfills and dumps scattered around the State. As one of the less dense components of solid waste, paper requires more volume of landfill space per unit weight than others. In some areas of Alaska, landfill space may be at a premium either because of land costs, availability, or, as in southeast Alaska, lack of suitable land for this purpose.

Some categories of paper retain a value even after initial use. For example, recyclers in Seattle will buy used paper stock for prices ranging from \$10 to \$175 per ton. Computer cards have the highest value. Where handling and shipping costs can be kept down, volume users of computer cards have them backhauled to recyclers.

Recyclable waste paper may amount to several thousand tons per year in Alaska, though only a few hundred tons are ever reused. Increased paper prices, diminished resources and increasing volume of usage should spark new interest. As an example of what can be done, it appears that a paper recycling program can be operated by the State or by a private contractor at a profit. State offices in Juneau generate from 20 to 30 tons of recyclable waste paper per month. An equal amount is generated by others in Jun-

eau — local and federal government offices, schools, banks, and so forth. The State's waste paper and other refuse is picked up nightly, compacted, baled, and taken to the municipal landfill. This is a costly process for both state and local taxpayers. However, fully a third of this waste-paper is worth \$80 or more per ton in Seattle. While Alaska's storage and shipping problems create additional costs, there is a high probability that a paper recycling program could be successful, if employees segregated high value waste paper for shipment south. Such a resource recovery program could demonstrate the feasibility of conservation practices to local governments, business and private citizens. It may even be feasible at some future time to recycle waste paper through Alaska's own pulp mills. Assurance of large volume supplies would be necessary to offset expensive equipment costs.

Other methods available for reducing the paper problem involve processing before final disposal. To get higher densities in the landfill, paper, along with other wastes, can be shredded, baled and/or incinerated. If incineration is used, heat may be recovered from the paper fuel, thereby lowering both landfill costs and fuel costs.

Still another method to help solve the paper problem is source reduction. Much of what comes into Alaska is enclosed in multiple packaging. In many cases this is unnecessary. The elimination of excess cardboard and paper packaging would have a marked impact on the amount of paper needing disposal or recycling.

Waste:

Recommendations

1. The State should finance a research, design and demonstration project to produce a low cost, efficient, and simple "community burn barrel" for small communities with waste volumes smaller than those which fall under air quality regulations. Once such a "community burn barrel" has been designed, communities should be given assistance through revenue sharing to buy or build these incinerators and for operation of this waste management system. For unincorporated communities along or connected to highways for which the Department of Transportation and Public Facilities has litter collection responsibilities (or has or can have a disposal site), the Department of Transportation and Public Facilities should allow local residents to bring, at a predetermined time, solid waste for proper disposal.
2. The Department of Transportation and Public Facilities should receive additional funds for systematic roadside cleanup. Furthermore, to impress upon people the need to change personal habits, the Governor should direct all State peace officers to devote additional effort to enforcement of the law prohibiting littering (18 AAC 60.080(a)). A high, mandatory fine should be assessed for violations. The Department of Environmental Conservation should examine the feasibility of establishment of at least one State-owned, contracted or licensed hazardous waste disposal facility. The Department of Environmental Conservation should also consider contracting for hazardous waste disposal at the state-owned facilities in Washington or Oregon. Regulation of in-hospital disposal of pathogenic wastes should remain with the Section of Licensing and Certification of the Department of Health and Social Services. As part of its toxic and hazardous materials responsibilities, the Department of Environmental Conservation should develop expertise to assess the toxic and physical effects of petrochemicals on human and environmental health. Further, the Department should incorporate the most advanced scientific and public health information into its review of industry plans and permit requests.
3. The Department of Environmental Conservation should educate the public regarding the hazards of pesticides and herbicides. Non-toxic means of control should be publicized and encouraged. All users of dangerous pesticides and herbicides should be trained and tested. Broadcast use of herbicides should be strictly controlled by Department of Environmental Conservation regulations. Since little is known about the behavior of herbicides and pesticides in Alaska, agency users of these chemicals should be encouraged to establish monitoring programs to determine length of time residues persist and the mobility of these chemicals in soils and streams.
4. Legislation should be considered which would insure funding of automobile disposal costs equal to the actual costs of disposal by local government effort, with costs to be reimbursed by the Motor Vehicle Division of the Department of Public Safety from the general fund. Where even subsidized recycling is not economical, junked automobiles should have their petroleum products removed, be crushed and buried in an approved sanitary landfill.
5. Until superior technology is developed for long term storage, no water, land or geological formation in Alaska should be used for the storage of nuclear waste materials.

Recycling:

Recommendations

1. The State should present recycling incentives to the public and industry. Elsewhere, bounties paid to non-profit groups for recycling cans and scrap, and loan programs for the development of innovative resource recovery methods have been successful. State agencies could set an example by converting the oil-fired boilers in State-owned buildings to utilize a fuel oil/waste lubricating oil mixture. The State could explore the possibility of using sludge to reestablish vegetation on mined areas or highway rights-of-way, or for land reclamation after surface mining. The Department of Administration should initiate a State policy of purchasing products with the least amount of packaging where quality and price are the same. The Department of Administration should set up standard operating procedures for State government to save and segregate paper for recycling. Federal government offices and other waste paper generators should be encouraged to participate in the same or a similar program.
2. Businesses should be given incentives for development of new equipment and new techniques capable of processing recycled materials on a more economical basis, including possible action by the Department of Commerce and Economic Development to create expanded markets for products containing recycled materials. The Departments of Commerce and Economic Development and Administration should emphasize correction of discriminatory purchasing policies, (possibly including action by the Department of Revenue to change tax policies on depletion allowances and special capital gains benefits) to equalize economic advantages currently given to the use of virgin materials over scrap and reusable resources. Additionally, the State should seek alteration of freight rates determined to be discriminatory or inequitable so that recycled materials are not placed in an unfavorable competitive position with primary materials in serving a common market. Further, the Department of Environmental Conservation should inform the public of high quality products being produced from recycled materials, and of the environmental benefits produced by purchasing these products. The Department of Environmental Conservation should act as a clearinghouse for information on alternative uses and potential commercial uses for waste oil and should provide technical assistance to local governments to help recover the full value of waste oil.
3. The University of Alaska should expand research with emphasis placed on developing means of utilizing low-grade solid waste including unsegregated materials and mixed refuse. Particular attention should be paid to community-scale composting.
4. Alaska should seek to influence federal policy and law in favor of ocean dumping of sludge in Alaska where it is the preferred disposal method and when sludge cannot be otherwise used.
5. Communities, or community groups, should explore possible uses of sanitized sludge, including gardening, gravel pit rehabilitation and sod production.

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

1) Name of agency or division

(Department of Community and Regional Affairs - Division of Manpower)

2) Name of regions or substate districts specifically created and utilized by your agency

(Manpower Planning Regions)

3) Were the regions or districts utilized by your agency mandated by statute or regulation or were they created internally at the discretion of the department or division? If they were created by statute or regulation please ~~site~~ the citation.

INDICATE

(created internally)

4) How long has current set of regions or districts been utilized?

(since 1976)

5) What was the bases or rationale for delineating the boundaries of your particular regions or districts? (ie. for conformance to other agencies boundaries, relationships to Native Corporation Regions, relationships to major hydrographic provinces)

6) For what purpose or purposes are these regions or districts utilized?

☐ administration

☐ regulatory

☐ statistical gathering

☐ other (please specify)

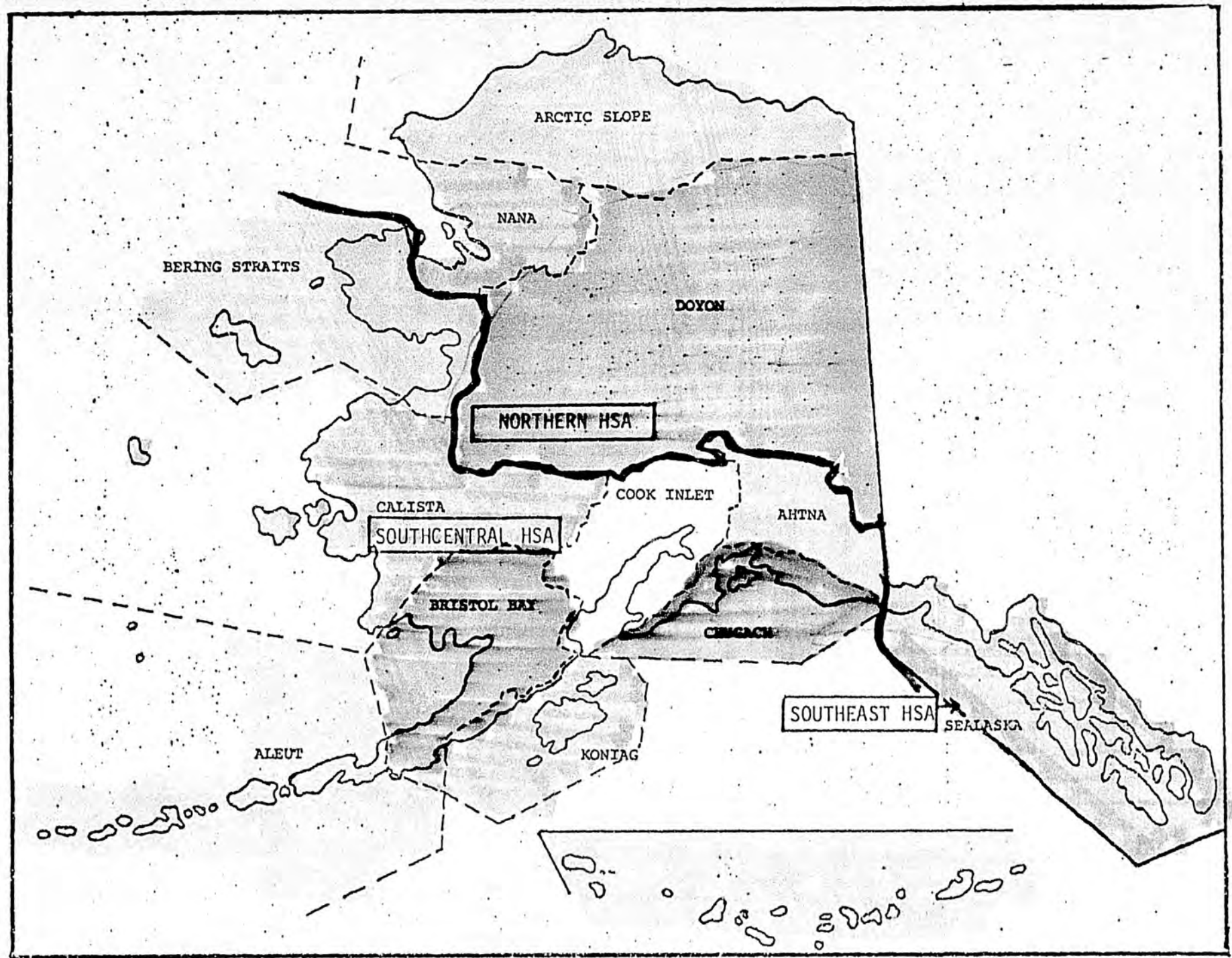
7) What functions do your regions or districts serve?

8) Are there any Federal or State jurisdictional boundaries your agency relates to or utilizes in the performance of its responsibilities?

(ie. election districts, census divisions, Rural education attendance areas)

[illegible]

HEALTH SERVICE AREAS
NATIVE REGIONAL CORPORATIONS



****PLEASE NOTE****

THE ORIGINAL FILE CONTAINS AN OVERSIZED DOCUMENT THAT
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DESCRIPTION: MAP

OFFICE OF THE GOVERNOR
DIVISION OF PLANNING AND RESEARCH
AGENCY DISTRICT SERIES

DEPARTMENT OF FISH AND GAME, DIVISION OF COMMERCIAL
FISHERIES REGIONS AND MANAGEMENT AREAS

****PLEASE NOTE****

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DESCRIPTION: MAP

ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES REGIONS
AND MAINTENANCE DISTRICTS
SEPTEMBER 1978

(PREPARED BY THE STATE OF ALASKA DEPARTMENT OF TRANSPORTATION AND PUBLIC
FACILITIES MAPPING SECTION IN COOPERATION WITH U.S. DEPARTMENT OF TRANS-
PORTATION FEDERAL HIGHWAY ADMINISTRATION)

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DESCRIPTION: MAP

ALASKA GAME MANAGEMENT UNITS
INDICATION BOUNDARIES OF AREAS LISTED IN ALASKA HUNTING,
TRAPPING AND GUIDING REGULATIONS

MAP VALID JULY 1, 1978

Alaska State
Planning Regions
and
Substate Districts

December 1976

Prepared by

Division of Policy Development and Planning
Robert E. LeResche, Director

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State of Alaska

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SUMMARY

The proliferation of district boundaries used by governmental agencies in Alaska is confusing, prohibits efficient delivery of services to citizens, and therefore, prevents the Federal, State and local governments from fulfilling their responsibilities to Alaskans.

The Division of Policy Development and Planning, with assistance from other State agencies and the Legislative Council, has conducted a study of region and district usage in the State and of systems devised for dividing the State into units for various governmental purposes.

Three major needs were identified by the study:

1. A rational system of regions and/or districts to serve as the framework for planning and coordinating services provided by Federal and State governments.
2. Designation of an official system of districts or regions for collection of data for planning and programming purposes.
3. A structure for decentralization or delegation of governmental services to allow greater citizen participation in their planning and delivery.

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. Actions by the Legislature toward regionalization of State programs were examined. Current and anticipated demands for regions or districts for State Government use were investigated.

Two types of subdivisions appear to be required:

1. Large regions -- for planning, such as transportation, economic, resources conservation or development.
2. Districts -- for provision of services usually administered by counties, responsibility of Alaska's boroughs except in the Unorganized Borough.

Two sets of subdivision are recommended:

1. Alaska State Planning Regions, large areas whose boundaries are now compatible with existing Census Divisions. The Regions are numbered I, II, III, IV, V, and VI.

2. Alaska Substate Districts, smaller areas whose boundaries follow those of the Rural Educational Attendance Areas (REAA's). These 12 districts meet the constitutional requirements of boroughs and, with the 11 organized boroughs, constitute a statewide system. The Districts are identified as A, B, C, D, E, F, G, H, J, K and L.

Census Divisions, statistical areas established by the U.S. Bureau of the Census, are compatible with the Regions but not with the Districts. The intent is, during the next year, to work on the areas in conflict and decide where common boundaries will be established. Two opportunities enable this process:

1. After Native land selections are completed, Native Regional Corporation boundaries will no longer be necessarily inviolate. Land management and community concerns may not require further existence of those lines.
2. The State has the option of requesting boundary changes in the Census Division before the 1980 Census; requests and justification must be delivered to the Census Bureau by the summer of 1978.

When the Census Divisions are finalized for the 1980 Census, it is anticipated that those divisions will serve as the building blocks of both systems, the Regions and the Districts. Common building blocks will allow use of data in Divisions, Districts or Regions.

A two-stage implementation plan is proposed:

1. By Administrative Order the Governor will designate the recommended two systems as State planning tools and require that State agencies use them in their program planning. Exceptions may be approved by the Governor in specific instances where compliance is not possible or feasible. The same Order will also provide for continued study of district needs in the Unorganized Borough, of boundaries of existing boroughs and of conflicting portions of the region and district systems which need resolution. Federal and local governments will be requested to use the regions and districts in their planning. ✓
2. Results of the study will be presented to the Governor in January 1978 with recommendations for Executive or Legislative action as appropriate.

Maps and descriptions of the recommended systems of regions and districts are included in the report. Also included is a brief history of districting in Alaska, results of a statute search for district requirements, reports of the 1975 Legislative Task Force on Administrative Districts and a suggested Administrative Order for Phase I of the implementation procedure described above.

I. INTRODUCTION

The State of Alaska may top the Nation's record for the number and variety of governmental programs in proportion to its population. Federal, State and local agencies are called upon for many services that are considered private responsibility in other states.

The Federal Government still administers social services to Alaska Natives and maintains extensive land management and military operations. Some of the Federal programs are carry-overs from Territorial days and are expected to eventually phase out. The large majority, however, will undoubtedly continue to be part of the governmental structure in Alaska.

Functions of our State Government, as defined by The Constitution of Alaska, are not substantially different than other states. However, there is no county-level government in much of the state, and consequently, the State assumes a much larger responsibility. Article X, Section 3 of the Constitution provides that:

The entire State shall be divided into boroughs, organized or unorganized. They shall be established in a manner and according to standards provided by law. The standards shall include population, geography, economy, transportation, and other factors. Each borough shall embrace an area and population with common interests to the maximum degree possible. The Legislature shall classify boroughs and prescribe their powers and functions. Methods by which boroughs may be organized, incorporated, merged, consolidated, reclassified, or dissolved shall be prescribed by law.

Legislatures, since Statehood, have given the authority a broad reading - interpreting it as permissive rather than mandatory. The earliest boroughs were created at the request of residents of the areas; later ones were imposed by the Legislature based on the standards set forth in the section quoted above. The policy to date has been that only organized boroughs are delineated and those only when population and economic levels justified the action. No boundaries have been established for unorganized boroughs.

All unincorporated area within the State - 75 percent, approximately - is classified as "the" Unorganized Borough for which the Legislature is the governing body. The Legislature has not chosen to sit as the borough assembly, which leaves this vast area without local government services, except for those communities incorporated as cities.

In order to serve residents of the Unorganized Borough, both State and Federal Government agencies have established systems of regions or districts in whatever pattern seemed appropriate for the performance of that particular agency's responsibilities. For services usually administered at the borough (or county) level, such as health or welfare, districts were drawn broadly enough that each could contain a population center from which staff could operate. Dissatisfaction of rural clients led, over time, to attempts at smaller districts that allowed some resident influence on programs and services. The general practice, historically, has been for each agency to design its own districts. No one set of districts has been designated officially, for either State or Federal use. No approval has been required for adoption of agency district plans.

This proliferation of district boundaries has proved difficult for governmental agencies as well as to their clients. But confusion is not the major problem engendered by the diversity of district patterns. Information by which to evaluate services, to compare levels of service, to expose duplications, and to justify service needs, is either not available or is not usable.

Three critical needs have been spawned by the uncoordinated districting practices. First, some rational system of regions and/or districts must be established as a framework for planning and coordinating governmental services provided by the State and Federal Governments.

Second, the region/district system should be designated, by the State of Alaska, as the official framework for data collection. The resulting accumulation of information would fill the current void in program evaluation opportunities.

The third need is for an interim form of government to allow citizen participation in decision-making on a local level during the period that areas are growing toward organized borough responsibility. Alternative proposals for dividing the unorganized borough into units and decentralizing some State functions are now being studied by staff of the Department of Community and Regional Affairs.

II. DISTRICTS OR REGIONS?

During the course of investigating existing and future divisions of Alaska for this study, the terms "region" and "district" have been used almost interchangeably. The project began its life as a "Substate District Study", was merged temporarily with a legislative "Administrative Districts Task Force", and emerged as the "Regional Boundary Study."

The terminology confusion became critical in the report writing stage and was hardly alleviated by the use of "region/district" or "district/region" with great frequency. A search for justification of either term produced the following information:

1. Dictionary definitions tend to be reciprocal. "Region" is explained as a district and "district" is described as a region.
2. Federal agencies and planning programs use "regional" in the context of multiple. Regional planning agencies are multi-state, multi-county or multi-community. Federal regional councils are multi-state; Federal development regions are multi-state.
3. "District" in its verb form means "to divide or organize into districts. Numerous states have "substate districts" used for administrative purposes.
4. The predominant usages appear to be:
 - a. divide into districts
 - b. build into regions

Therefore, because the chief purpose for the proposed designation of geographic areas appropriate for eventual borough status is to provide substate services and information, we are electing to use "districts" for components of that system. Larger areas, composed of two or more districts, we will call "regions."

III. WHY DESIGNATED REGIONS AND DISTRICTS?

Election districts, described in the Constitution, were the first districts established in Alaska for State Government uses. Since the original districts were delineated in 1958, they have been altered to conform with changing population distribution; the most recent reapportionment occurred in 1974. During the years since Statehood was achieved in 1959, 12 boroughs have organized, one of which was later denied borough status because of legal problems. In addition to the divisions for election and borough government purposes, the State has been divided into sets of from two to forty or more districts or regions, with each set designated for some specific programmatic or data collection activities. Some boundaries are drawn along natural features such as rivers and mountain crests; some follow latitude/longitude or township lines; a few appear to have no rationale except to denote pieces of the whole.

Federal agencies use legal boundaries of national forests, parks, monuments, recreation areas, or wildlife ranges. They also have developed several sets of arbitrary regions or districts for administration of particular programs. Congress, in passage of the Alaska Native Claims Settlement Act of 1971, authorized the Secretary of Interior to carve up the federally owned land not already classified into one of the national systems, by separating out lands to be studied for possible inclusion into those permanent systems (National Park, Forest, Wildlife Refuge, and Wild and Scenic Rivers). The same act created twelve Native regions and set aside blocks of land from which selected lands will be patented to the Natives.

State government agencies frequently find their efforts frustrated by boundary-related problems. Social service program administrators claim that documentation of need and evaluation of program performance is often impossible because consistent data is not available; that agencies collecting statistics use different boundaries. The complaint is returned from localities where people feel services are duplicated by State and Federal agencies, or more than one of either, in some areas and non-existent in others.

A companion complaint attacks the system which designs services with no participation by the people to be served. Tailoring of programs to match particular characteristics or conditions in individual districts is difficult unless program planning and administration are localized. All communities do not have the same priorities - nor do they all share the same problems.

Alaska is the subject of probably the most monumental data collection efforts in the country - perhaps in the world. Yet Federal agencies are still playing "catch-up" on geological and geophysical investigations; and much of Alaska is still unsurveyed - our resources undetermined. Now is the time to organize the information we have and design a system for adding, storing and retrieving data as it becomes available. Such a system should have the capability to provide information in the contexts or packages most likely to be needed. Federal and State agencies, local governments, Native organizations and private concerns should be able to contribute to and draw from the Alaska Data Bank.

DPDP sponsored a "Show and Tell" session for planners in September 1976. All State agencies having responsibilities involving planning were invited to describe their work and tell the group what their specific needs might be - for plans and for information. Two subjects dominated the "needs" expressed. First priority was for officially designated uniform State districts or service areas, and the second was for a centralized data bank.

Another strong incentive for the State to establish districts is the Federal consistency requirement. Several federally funded programs carry provisions that supported activities must conform to established State districts and/or make use of local governmental bodies. The latest step in the direction of Federal consistency is S.3075, known as the Magnuson Bill or the Intergovernmental Coordination Act of 1976, which is:

"A Bill to establish a national policy on areawide planning and its coordination, to encourage the use of organizations composed of local elected officials to perform Federally assisted or required areawide planning, to require use of planning districts established by states in Federal planning programs..."

Section 704 of S.3075 is specifically aimed toward sub-state planning and development districts:

"Upon the request of the Governor of any state, the head of any Federal department or agency of the United States Government who administers a Federal program which permits or requires the division of a State into two or more planning and development districts for the purpose of performing areawide planning, is required to utilize a substate district plan which conforms to or is consistent with any plan established by the State..."

Unfortunately, S.3075 did not pass in 1976; however, its supporters are planning another try in 1977. Favorable action is predicted early in the new Congress.

Groups in the Bethel and Fairbanks areas have already appealed to the Governor for designation as sub-state districts so they can operate local clearinghouses and deal directly with the Federal Government on specific programs. Community leaders feel that governmentally sponsored services should be more effective with some local control over priorities.

IV. WHAT HAS BEEN DONE

This current effort to sort out the district requirements in Alaska was preceded by at least one other attempt. Early in the 1970's, State agencies and Federal agencies conducting programs in Alaska were polled for descriptions of their district boundaries. The response, plus an intensive follow-up survey, revealed two important facts: (1) that the combined total of State and Federal districting systems were too numerous to deal with in one study, and (2) that no real rhyme or reason emerged when all the district maps were overlaid on a State map. The confusion continued in spite of the fact that some of the multitude of regional breakdowns were intended to end the proliferation by providing a set of common boundaries for all or several purposes.

The 1975 Alaska Legislature, in SLA Chapter 124, provided for reorganization of public education in the Unorganized Borough. Regional Educational Attendance Areas (REAA's) were to be designated, based on boundaries and sub-boundaries of Native corporation regions, in which regional school boards would operate the public schools.

The same Legislature (1975) saw introduction of a resolution, HCR 2, by Representative Mike Miller which proposed that: (1) an interim committee be appointed to "study the subject of the election district boundaries and their continued usefulness for purposes of administration of State services and functions other than elections; and" (2) convene a joint study committee of representatives from the executive, judicial and legislative branches of State Government "to resolve this complex, multifaceted problem to ensure that the public interest in the effective administration of State affairs is served,..." The resolution was not passed.

During the spring of 1975, a work program was being prepared by the Governor's Division of Policy Development and Planning for the FY 76 State Comprehensive Planning Program. This work program, submitted to the U.S. Department of Housing and Urban Development (HUD) for funding, included a Sub-state Districting Study. The stated purpose of the Study was "to untangle the numerous existing boundary systems" used by State agencies and to "identify a usable set of sub-state regions to allow more efficient planning and delivery of governmental services."

A. Legislative Task Force

The measure introduced by Representative Miller was not passed but, at the conclusion of the legislative session, the Legislative Council appointed a task force to study administrative districts, their utility, and their relation to the original and revised election districts. The Administrative Districts Task Force was chaired by a member of the Council and included members representing all State agencies using districts in their programming, DPDP Sub-state Districts Study staff, and the Alaska Municipal League.

The Task Force completed its first chore, researching statutory districting requirements, in December 1975. Completed almost simultaneously was a re-survey of State agency's district usage. Maps prepared for the earlier study were used as the basis for the updating, which was performed in each department under leadership of the department representative on the task force.

The status of the Study, and results of the legal search and the survey were given to the Council in January, 1976. The report, together with a roster for the task force, is attached as Appendix I.

B. 1976 Update

Continuation of the Administrative Districts Task Force and support of the Substate Districts Study was not granted by the Legislative Council. An interim task force, which would have reported to a new Legislature, was apparently not considered a priority.

Another opportunity for completion of the districting study emerged from related programs. DPDP and the Department of Community and Regional Affairs are jointly involved in development of rural policies and regional government alternatives. The study teams joined forces to update State agency district maps and interview program directors about their district plans. Each district map was approved or corrected by the agency head.

V. REGIONAL SYSTEMS IN REVIEW

Alaska's Constitution, Article XIV, established the State's first system of regions - the original election districts. Those districts, designed in 1956, have been altered and divided as required by reapportionment, once in the early 1960's (officially adopted in 1965), and again after the 1970 Census. The most recent districts became official in 1974. Map 1 documents the series of boundaries. Election districts, of course, are always with us, but because their number and boundaries change, they are less than satisfactory for uses that depend upon consistency or a broad data base.

In 1962, George W. Rogers, in The Future of Alaska, described three regions he considered most meaningful for studying social and economic history.

Dr. Rogers joined with Richard A. Cooley during the next year to produce Alaska's Population and Economy, in which they divided two of Dr. Roger's previously designated regions to make a five-region system.

State planning was the purpose to be served by the regional breakdown - "for use by the Division (of State Planning) in the performance of its planning and programming functions..." Two sets of considerations were applied in selecting the regions: (1) they must be functional, "reasonably homogenous, and closely interrelated geographic, social and economic areas" and (2) they must "provide a rational basis for planning and projection of future development..."

Another variation rearranged the regions as administrative centers for State Government with Fairbanks, Anchorage and Juneau, each serving one region. Southeast was a single region in all three sets, which are shown on Map 2.

Data accumulated by the five regions could be combined to also serve either the three-region system's needs, or could be broken down by election district.

The Federal Field Committee for Development Planning in Alaska developed a set of economic subregions which were described in its 1968 publication, A Subregional Economic Analysis of Alaska. In this system, shown on Map 3, as in Roger's and Cooley's, Southeast was one region. None of the other regions matched Roger's and Cooley's. David M. Hickok, director of the University of Alaska's Arctic Environmental Information and Data Center (AEIDC), later described the Committee's attempt to develop a set of regions, each one homogenous in "ethnic populations, physiographic and natural resource patterns, economics and socio-political considerations."

map 2

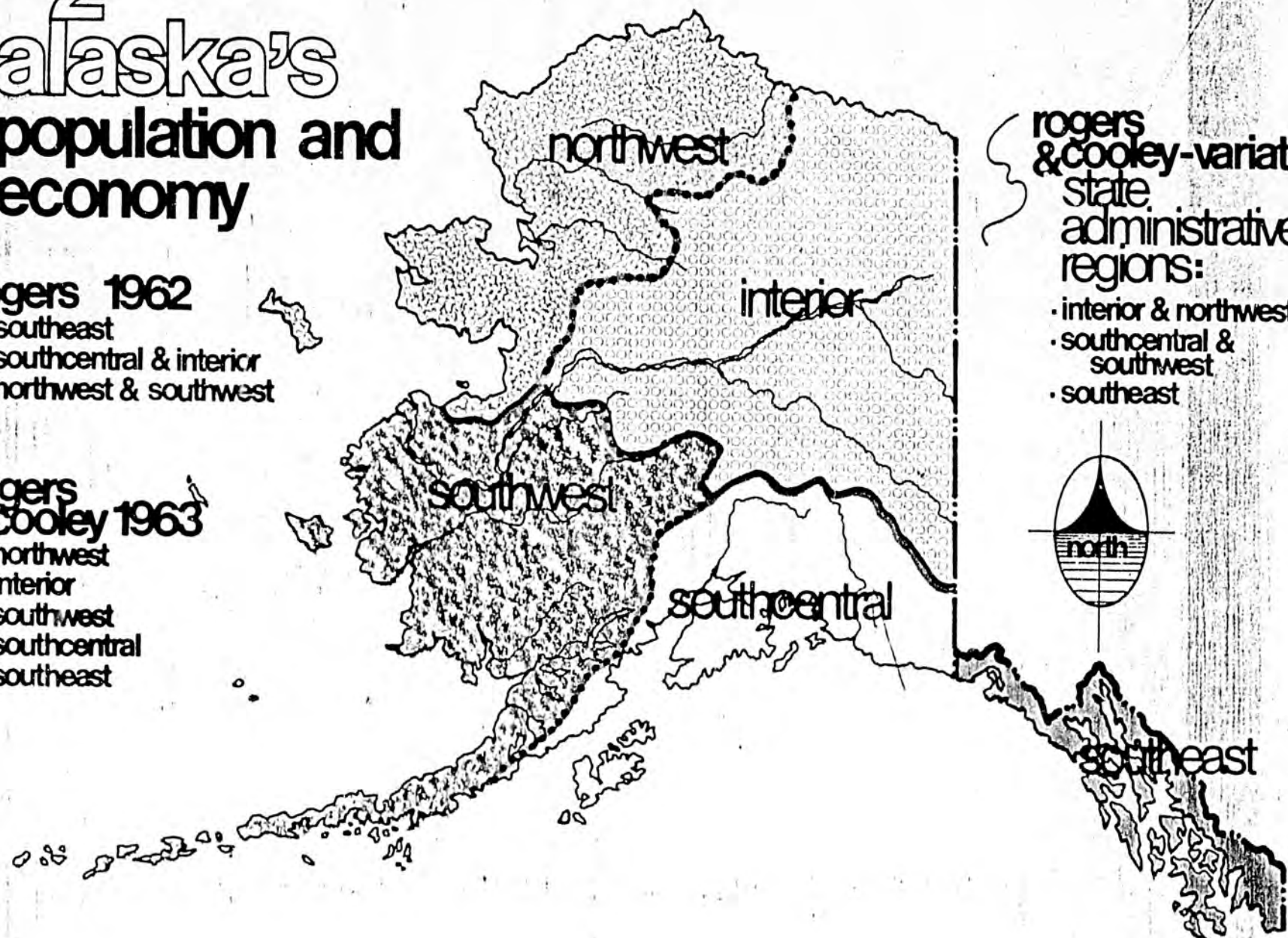
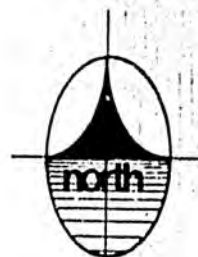
alaska's population and economy

- rogers 1962
- southeast
 - southcentral & interior
 - northwest & southwest

- rogers
& cooley 1963
- northwest
 - interior
 - southwest
 - southcentral
 - southeast

rogers
& cooley-variation
state
administrative
regions:

- interior & northwest
- southcentral &
southwest
- southeast



map1

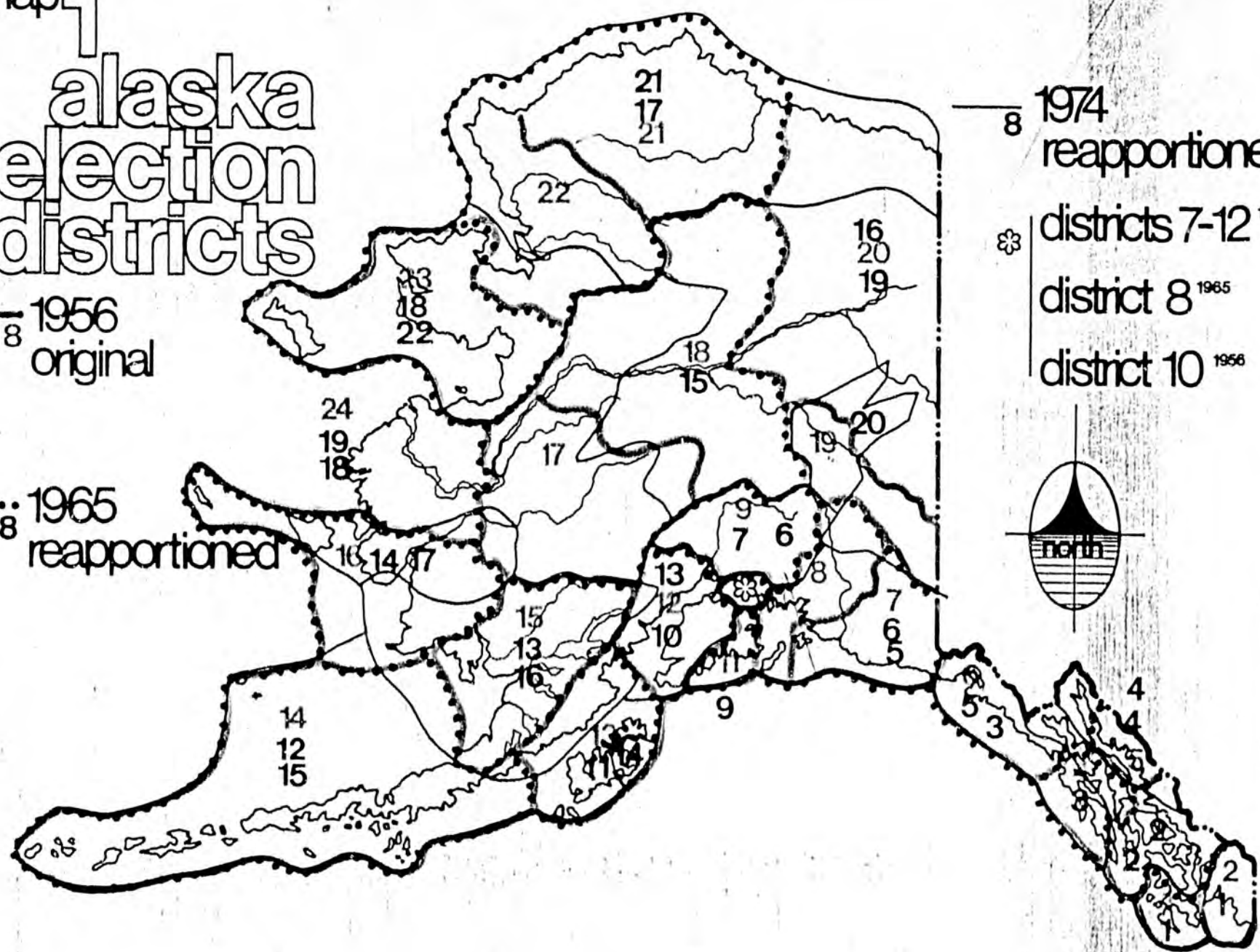
8

8

* districts 7-12

1965

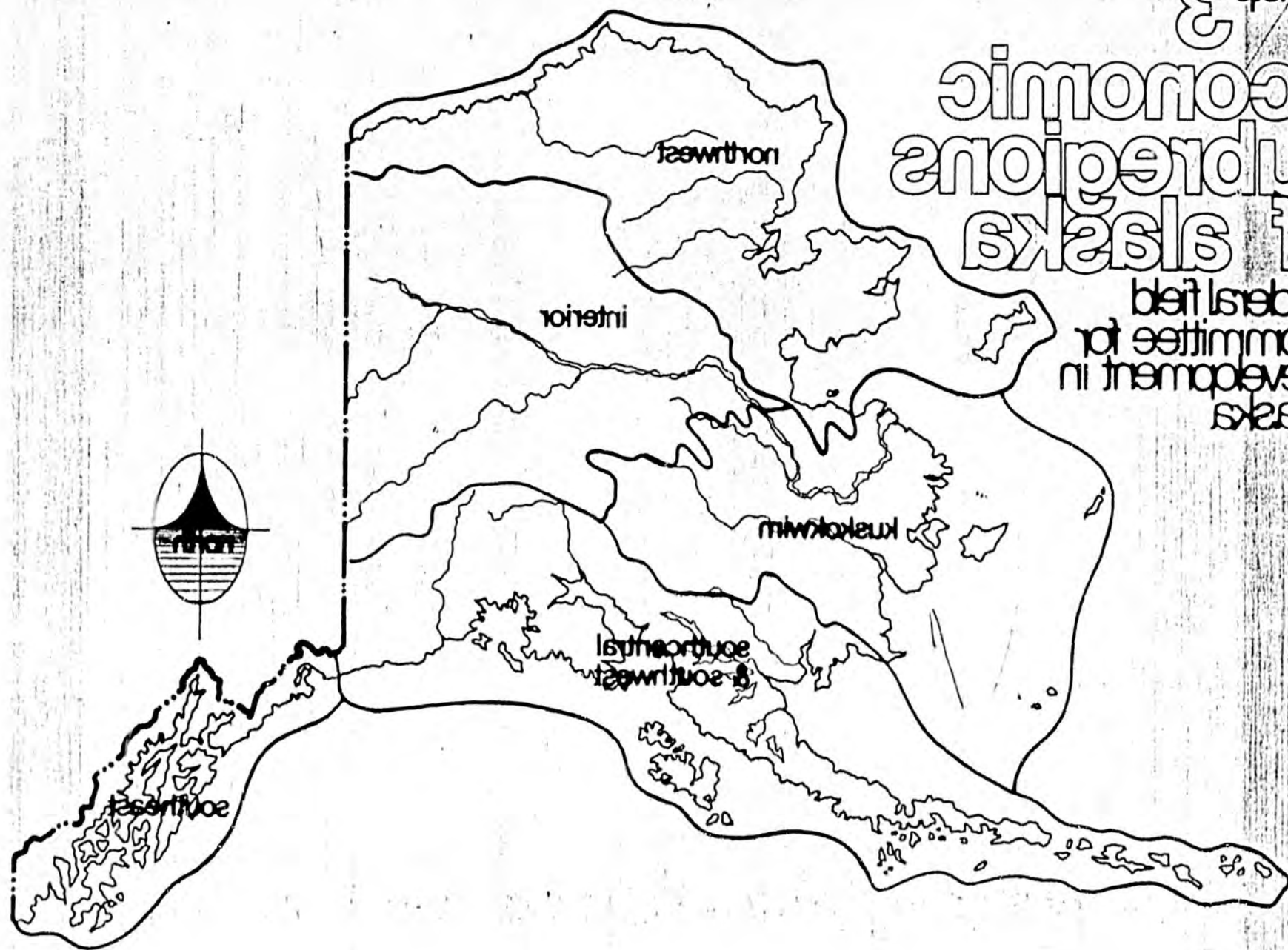
1958



map 3

of Alaska supplies economic

development in
communities
for federal
lands



Alaska Manpower Outlook for 1970 used a four-region breakdown which could also be disaggregated into election districts. These regions (see Map 4) were used by the Alaska Department of Labor for compilation of labor force, employment, occupational, educational and training information related to manpower planning and training programs.

Congress passed the Alaska Native Claims Settlement Act in late 1971. The Act provisions are responsible for two sets of regional boundaries - both fairly certain to remain a permanent factor in future planning and development in the State. Section 7(a) required the Secretary of the Interior to divide Alaska "into twelve geographic regions, with each region composed as far as practicable of Natives having a common heritage and sharing common interests." Regions approximating the areas covered by the operations of the twelve Native associations were duly established as shown on Map 5.

A Joint Federal-State Land Use Planning Commission was created by the Alaska Native Claims Settlement Act, Section 17(a)(1), and assigned numerous responsibilities for land and other related planning in the State. One of the first programs undertaken by the Commission was compilation of land and other resource data. For this project, a Resources Planning Team was formed to work under Commission direction. The Team members were mostly professional staff people loaned to the Commission and, like the Commission, represented the State and Federal governments about half and half.

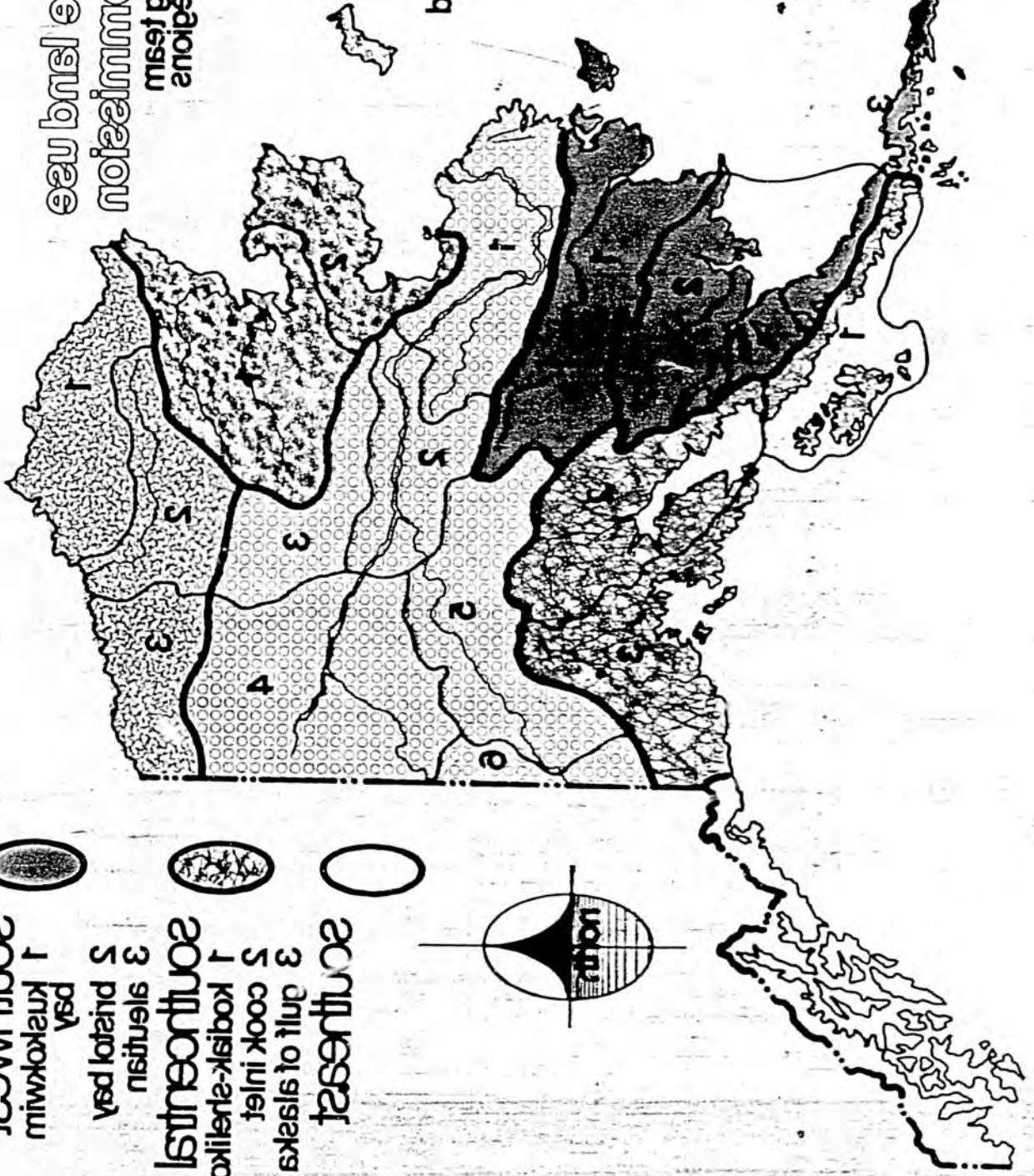
Regional divisions established by the Resource Planning Team were chosen as most appropriate for the type of data to be collected and the form in which they envisioned its use. The primary purpose for the regions was for inventorying natural data. The six hydrologic major regions chosen by the Team are shown on Map 6. Each region, except Southeast, is again divided into subregions, all of which encompass major watersheds. Massive data inventories (by far the most extensive in Alaska's history) were compiled by the Resource Planning Team and recorded by region and subregion on maps. The data base associated with these regions has prompted use of the same regional divisions by other Federal and State agencies.

Although the F-S LUPC regions and subregions cannot be broken down into election or census districts, conversion of socio-economic data to complement the natural resource inventories has not presented a serious problem. Six Alaska Regional Profiles were prepared cooperatively by the Commission, the Arctic Environmental Information and Data Center of the University of Alaska, and the Division of Policy Development and Planning in the Office of the Governor. The Profiles cover both natural and man-made environments in each region.

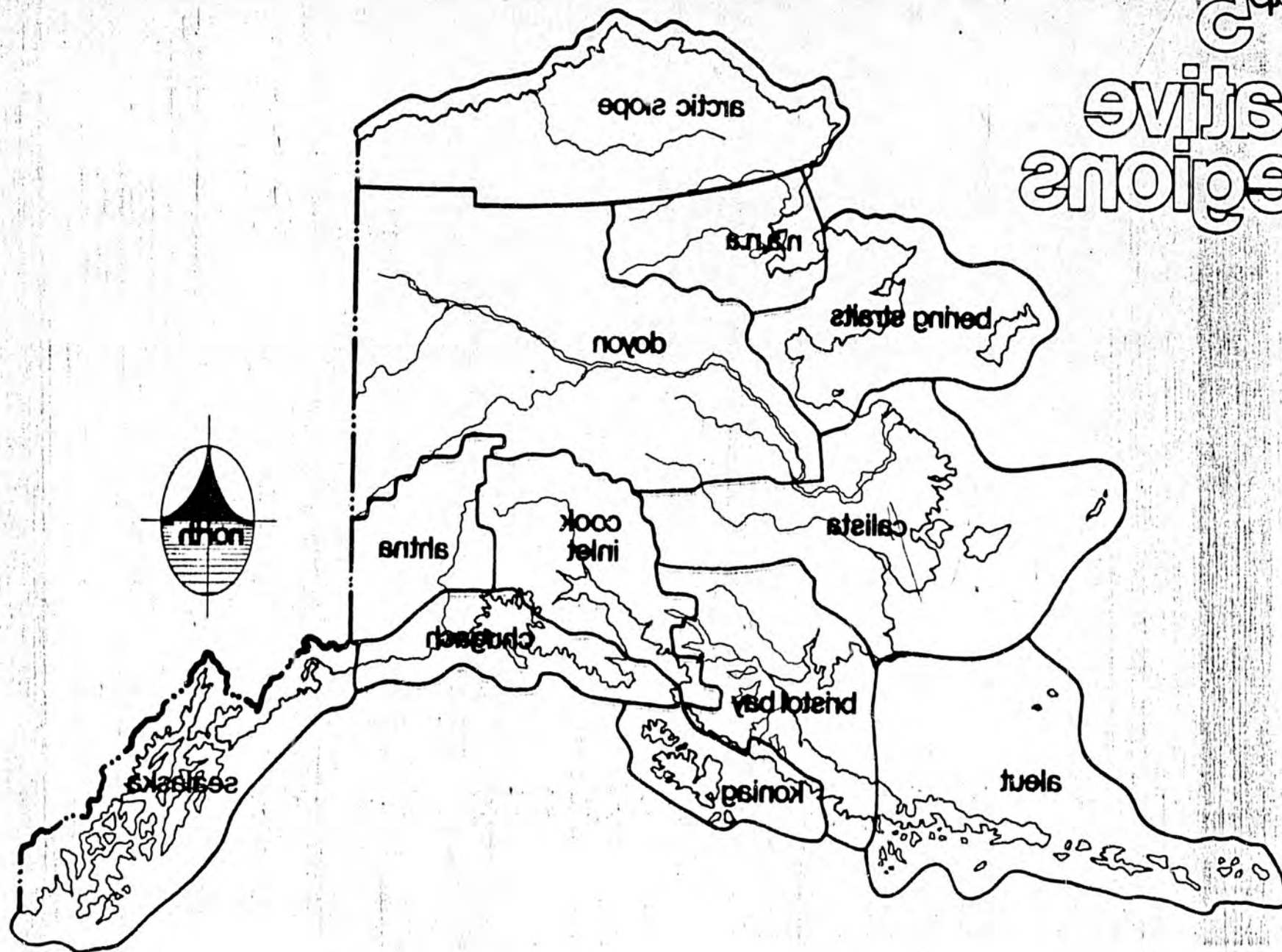
ustb ©

regions and subregions
resonance planning team
planning commission
federated-state land use

- Arkou-causaga
e ribbet
2 tsusua
4 ribbet, Arkou
3 kookrik
5 central Arkou
Arkou
1 lower
5 northern sound
1 kookrik sound
northwest
3 east sictic
5 coville
1 west sictic
sictic



2 eviten anoiper



regions

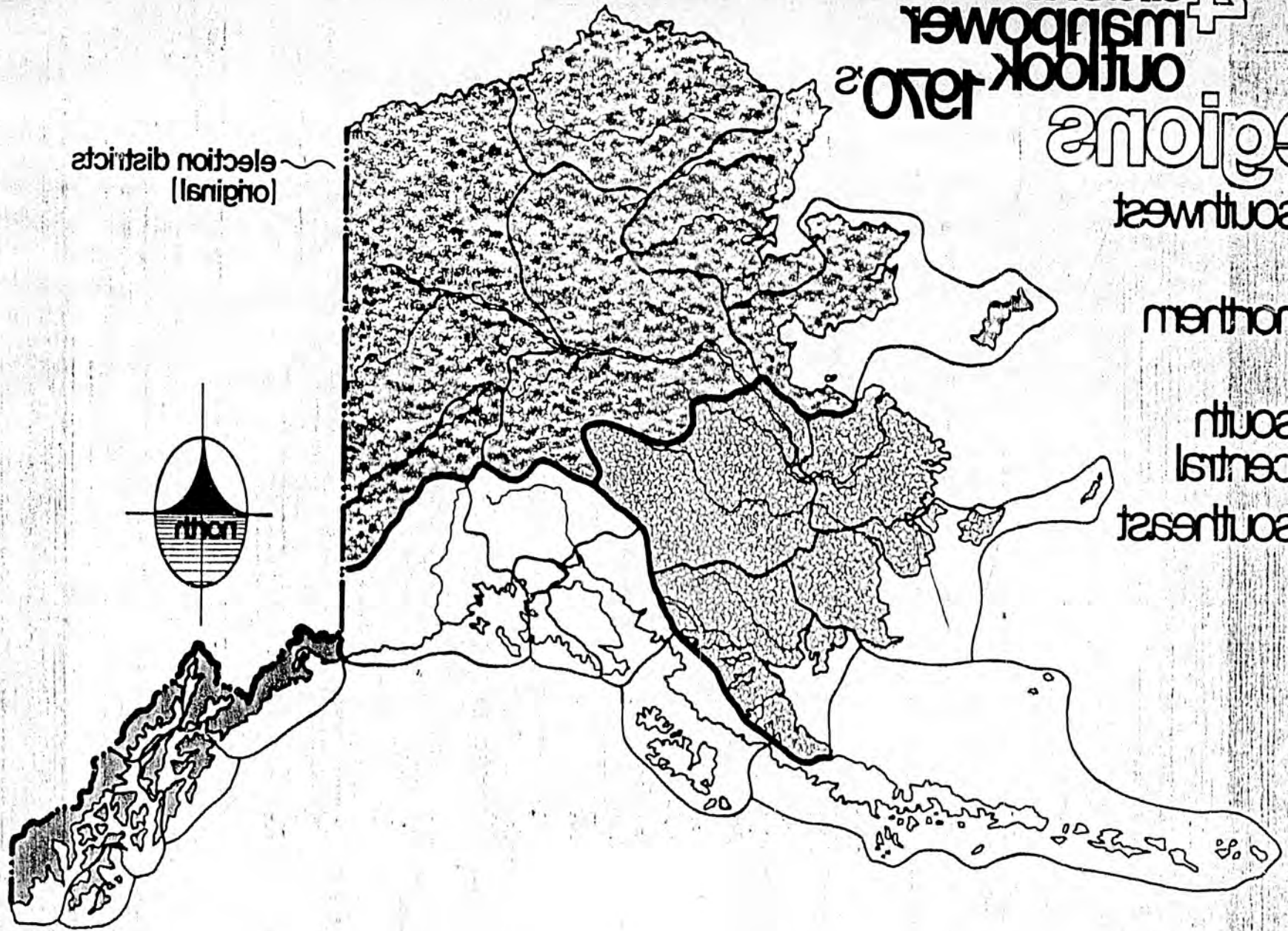
outlook 1970s

4 us subways

us 49

- southwest
- northern
- south central
- southeast

election districts
(original)



From the regional systems devised by Rogers and Cooley (Map 2) and the F-S LUPC Resource Planning Team (Map 6), several variations have been developed. Each is important for a particular planning and/or research function. At the University of Alaska's Institute for Social and Economic Research (ISER), a significant research effort, Man-in-the-Arctic-Program, or MAP, is assembling resources and socio-economic information and designing modeling procedures for projecting growth patterns based on alternative policy decisions. For MAP, the five-region Rogers and Cooley system was adapted by separating out the major urban areas, Anchorage and Fairbanks, making two additional regions (see Map 7).

Regional Educational Attendance Areas (REAA's) were mandated by the 1975 Legislature to provide a vehicle for local control and operation of the public schools. AS 14.08.031 required the Department of Community and Regional Affairs to consult with the Department of Education and local communities to "divide the unorganized borough into educational service areas using the boundaries or sub-boundaries of the regional corporations established under the Alaska Native Claims Settlement Act..." Other cultural and socio-economic considerations were also to be included in the selection process.

A team of State officials toured the rural areas to discuss boundary suggestions with the local people, to get their views and to explain how the new educational system would work. The 21 REAA's established under terms of the law are shown on Map 8.

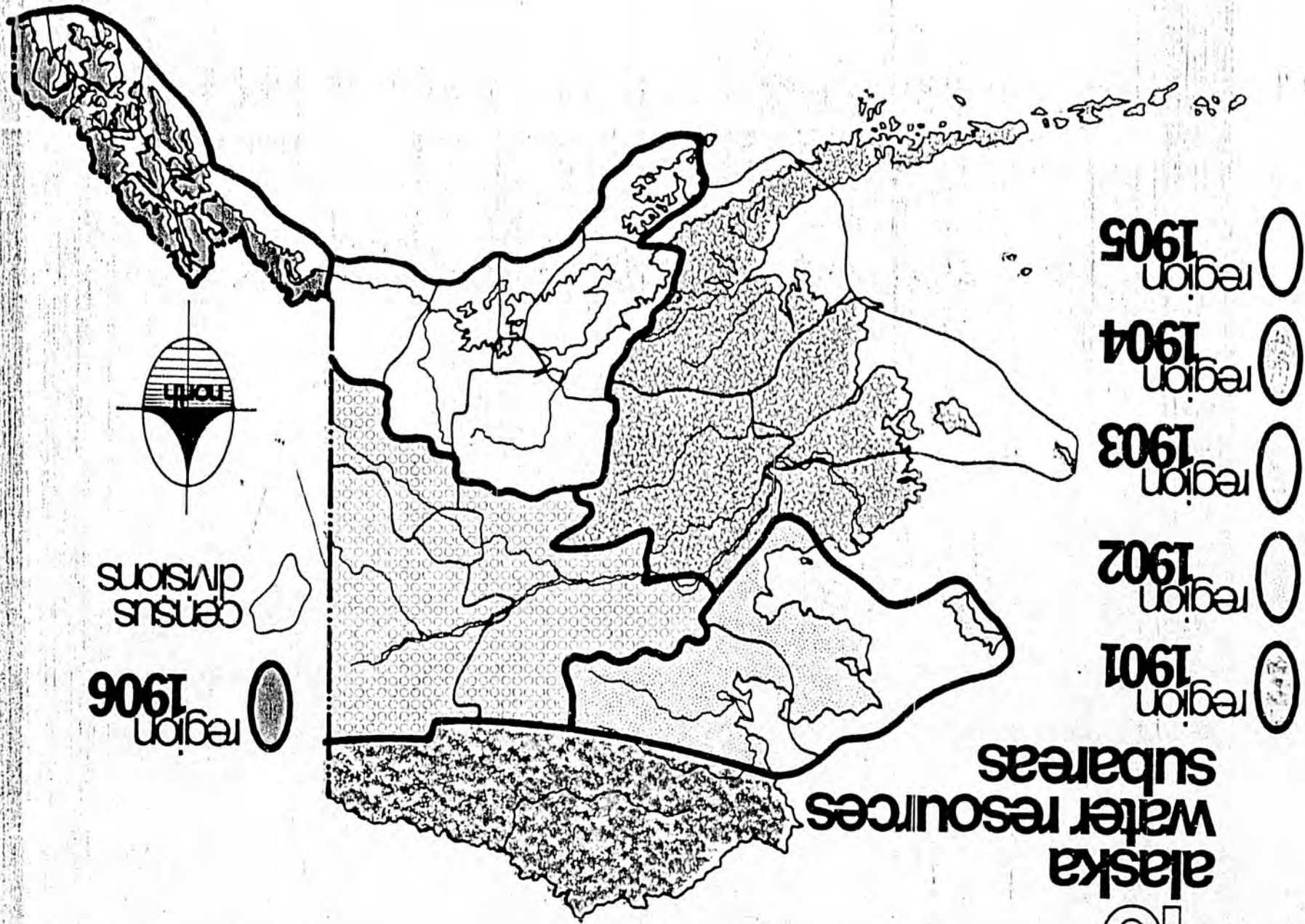
Creation of the REAA's interrupted an effort which began in 1972 to regionalize the State for governmental purposes. SLA 1972, Chapter 200, established the Department of Community and Regional Affairs and charged the new Department to assess regional governmental needs and present alternatives for the Unorganized borough.

Study of unorganized borough development, governmental services and related questions was revived in 1976. Among the considerations is a plan for division of the territory into units that could, when feasible, become organized boroughs. Map 9 shows the proposed boundaries which are being discussed with State agencies and other interested organizations and individuals. Also shown on Map 9 are the 11 currently organized boroughs.

Alaska Water Resources Sub-areas (Map 10) were approved in April 1976 by the Alaska Water Study Committee after serious consideration of alternatives. Water and other resource data compiled by the F-S LUPC is vital to the water planning

map 70

alaska water resources subareas



map 9

**organized boroughs
& suggested unorganized
borough divisions**

1 north slope borough

2 fairbanks north star
borough

3 matanuska-
susitna borough

4 municipality of anchorage

5 kenai peninsula
borough

6 bristol bay
borough

7 kodiak island
borough

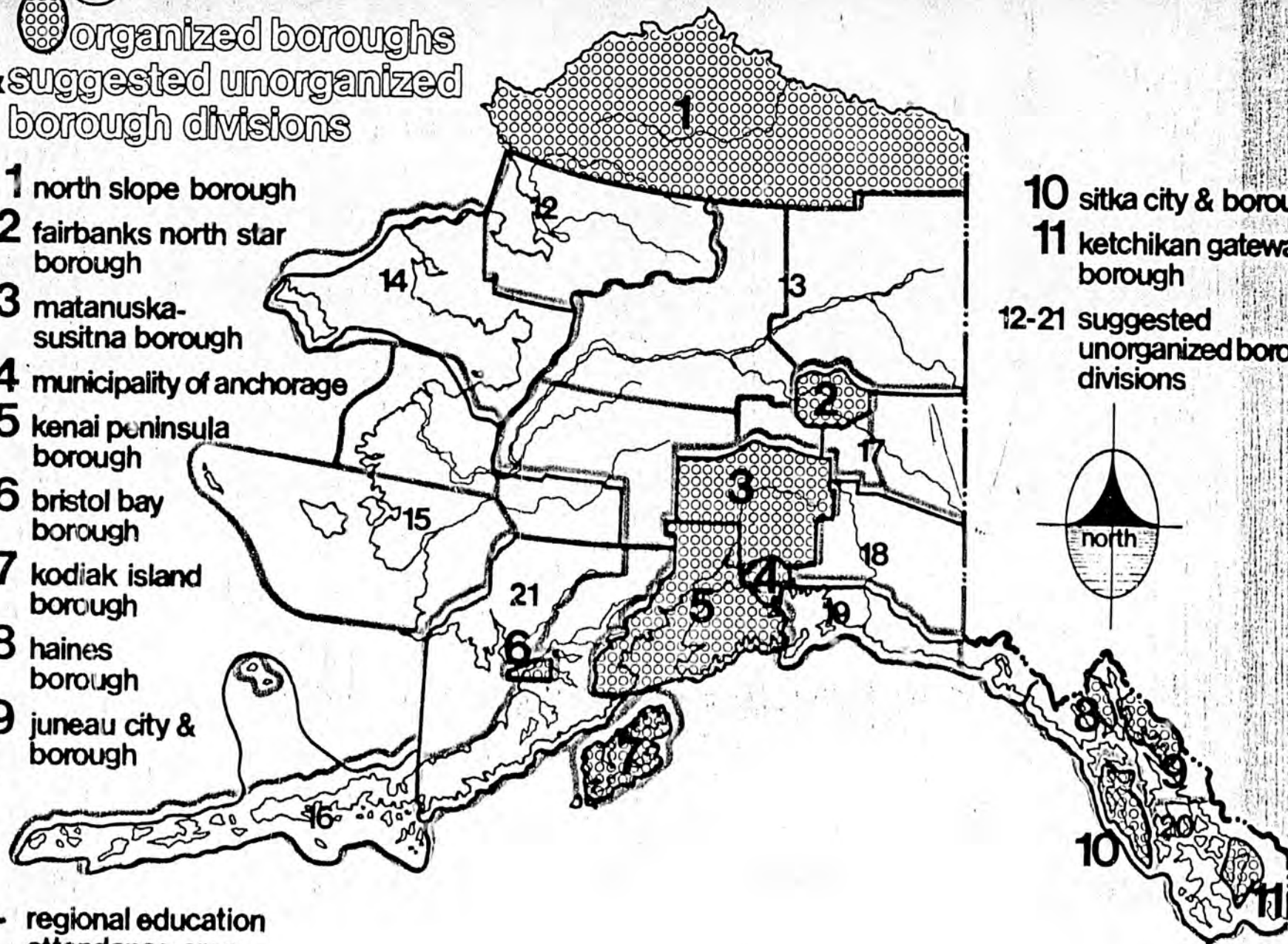
8 haines
borough

9 juneau city &
borough

10 sitka city & borough

11 ketchikan gateway
borough

12-21 suggested
unorganized borough
divisions



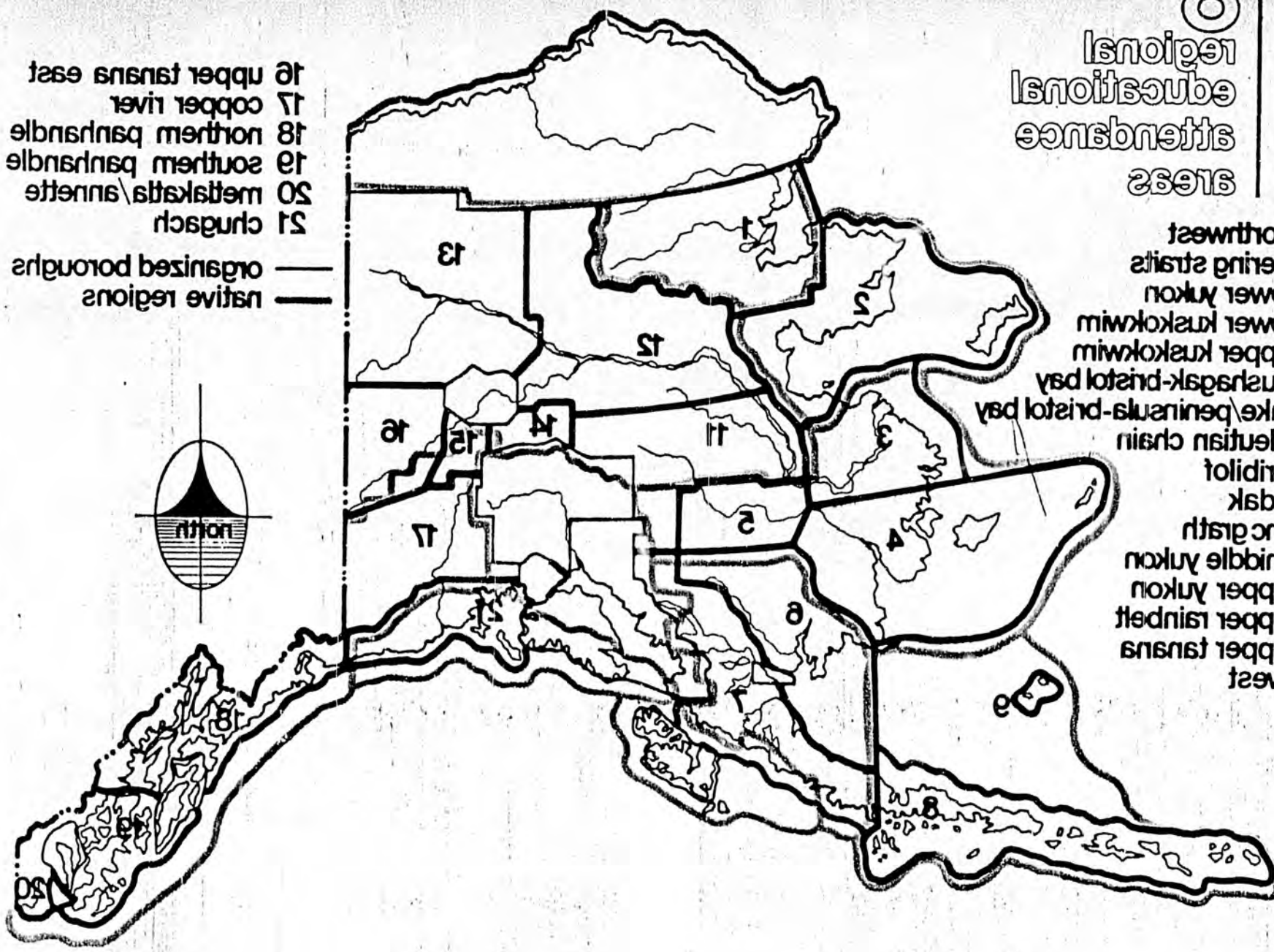
regional education
attendance area

map 8

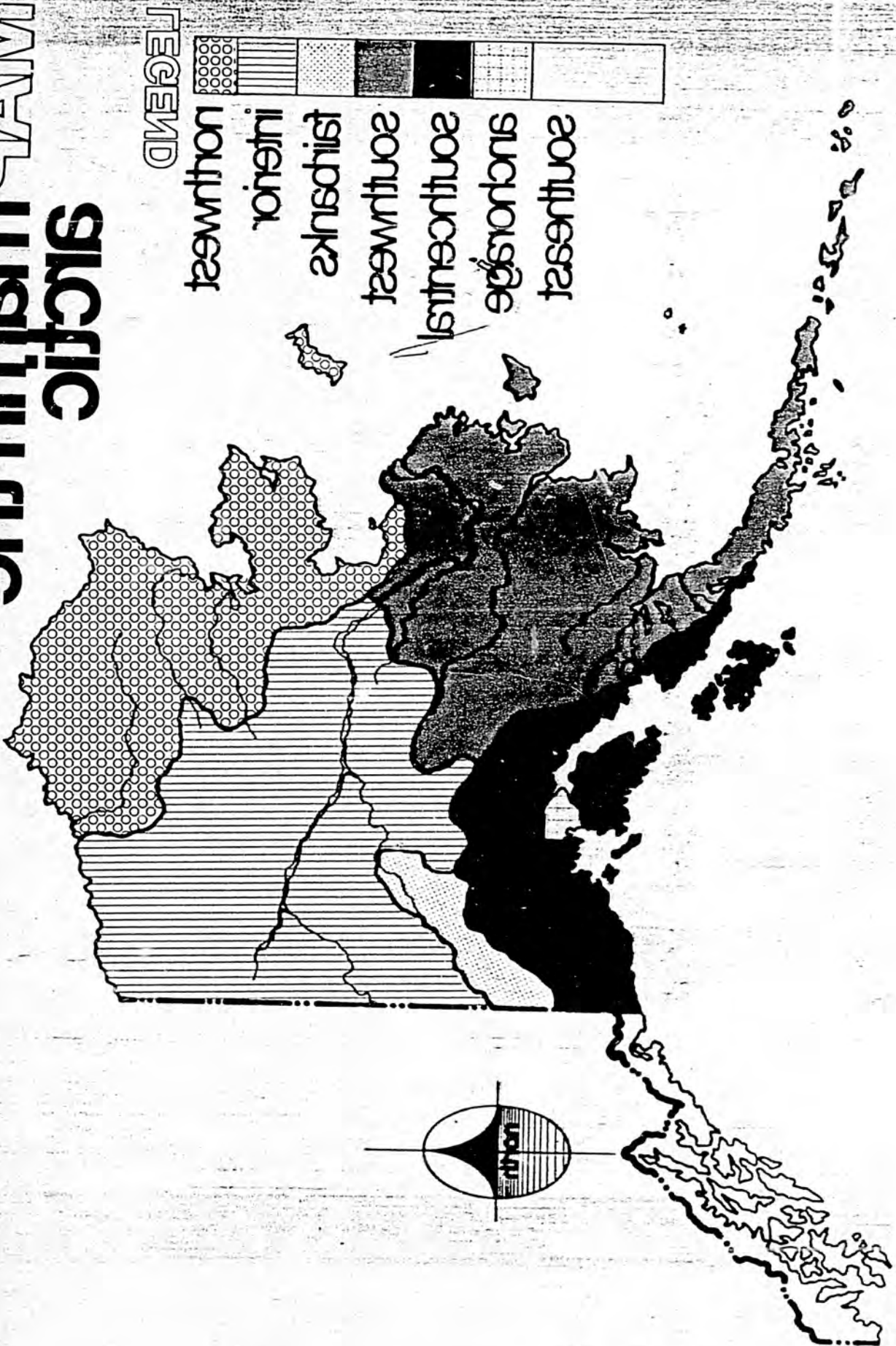
attendant
educational
regional

- 1 northwest
- 2 Bering straits
- 3 lower Yukon
- 4 lower Kuskokwim
- 5 upper Kuskokwim
- 6 Unalakleet-Pristol bay
- 7 Lake/Peninsula-Pristol bay
- 8 Aleutian chain
- 9 Bristol
- 10 Adak
- 11 McGrath
- 12 middle Yukon
- 13 upper Yukon
- 14 upper Tanana
- 15 upper Tanana
- west

- 16 upper Tanana east
- 17 Copper river
- 18 northern Panhandle
- 19 southern Panhandle
- 20 Metlakatla/Annette
- 21 Chugach
- organized boroughs
- native regions



Arctic MWB in the ent



program; for that reason departures from the hydrologic regions were given close attention. Final boundaries, however, follow census division lines which makes it possible to use census data without the need for conversion. LUPC inventories are more easily adjusted because they are mapped.

Map 11 is a system of regions proposed by the State Division of Parks, Department of Natural Resources, for the framework of an Alaska State-wide Comprehensive Outdoor Recreation Program. The Division currently is using a set of regions based on those of the F-S LUPC--a logical affiliation because of the wealth of natural resource data available for those regions. Now, however, a new five-year planning program is being submitted to the Bureau of Outdoor recreation. BOR requires that the State's recreation plan use official State Planning regions.

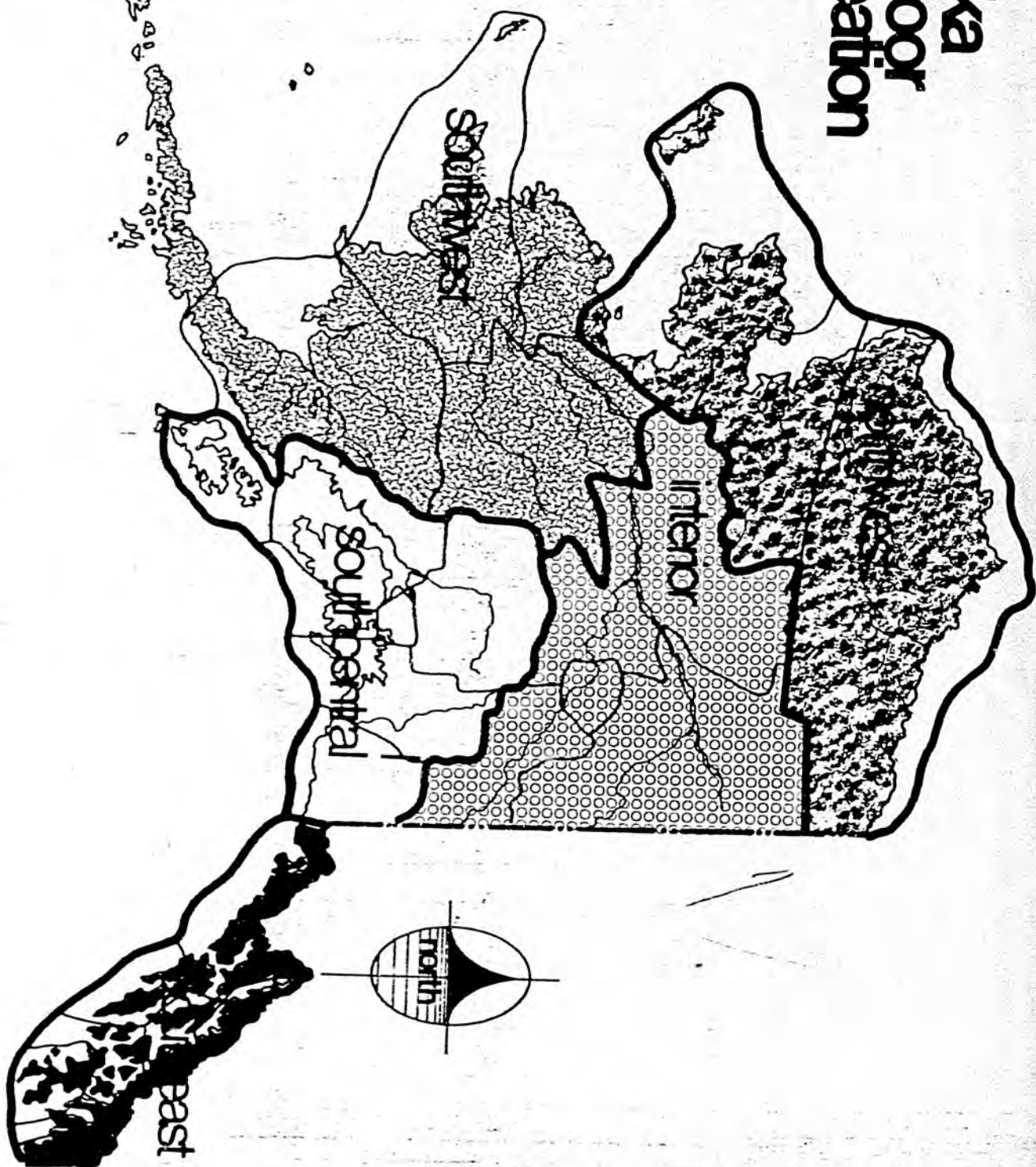
Principal concerns expressed by the park planners are: (1) that the basic integrity of the F-S LUPC be maintained and (2) that major regions adopted conform, in large measure, to existing Census Division boundaries. The recommended system, Map 11, does both, as shown by the listing of regional components.

The regional systems described above are only representative of the broad range of divisions used or recommended for use in Alaska. Numbers of agencies using districting plans have varied over the period covered by the study. The most recent survey examined 42 sets of regions or districts, used by 28 State agencies, operating within 13 line departments plus the University of Alaska, Office of the Governor/Lt. Governor, the Judicial Branch, and the Federal-State Land Use Planning Commission. Boundaries of the Native Regional Corporations and U.S. Bureau of the Census divisions, although not created by the State, are included in the study because they are important components of many other sets as well as being used regularly by some State agencies.

map 11

alaska outdoor recreation plan

census
divisions



VI. THE SELECTION PROCESS

One major decision about regionalizing or subdividing the State came easily: no one set of regions or districts could fulfill the needs of all agencies. The next decision was not so easy; how many different sets of boundaries can be justified on the basis of particular requirements? This question called for some analysis of existing regional systems and development of criteria by which to judge the needs and the capability of boundary systems to meet those needs.

A. Existing Regions/Districts

District systems in use appeared to fall into two main groups: (1) those which divided the State into two to eight large areas, and (2) those which created twelve or more districts. Large area (regional) systems included Man-in-the-Arctic (MAP), Alaska Water Study, Alaska Outdoor Recreation Plan, and several others. Dominant in this group are the Rogers and Cooley five region system and the hydrologic regional system adopted by the Federal-State Land Use Planning Commission. This system, however, actually falls into both size groups, since the six major regions are again divided into subregions.

The second group, consisting of smaller unit (district) systems, is dominated by two primary sets: (1) the Native regions created for implementation of the Alaska Native Claims Settlement Act and (2) the census divisions established by the U.S. Bureau of the Census as statistical areas.

Obviously, the needs for regions vary. Agencies which use substate areas for program administration have different requirements than an agency concerned with natural resource management or statistical data collection. Districts used by the Division of Lands for forest protection, for example, include only areas containing forests. Fish and Game divisions use districts drawn according to location of the resources they manage. Public Safety deploys State Troopers regionally, based on population and people-related activities. Even within the groups of large areas (regions) or smaller areas (districts), purposes of the subdivisions are divergent.

B. Results of the Sorting

Separation of region maps into the two categories put 30 into the large area systems, of which four were also subdivided into smaller units. Twelve systems have 12 or more units. Two agencies reported that regional systems submitted earlier

are no longer used. The 1976 updating survey disclosed that 18 agency regional maps have been changed since the previous survey in 1975.

Of the 30 large area systems, only three were actually constructed by combining census divisions. Nine more sets have boundaries similar enough to those in the Census system that adjustments could readily be made to achieve conformity. Some agencies, in fact, have already indicated a willingness to alter their regions as necessary, to match the State regional plan.

Smaller area systems, or districts, range from Native Regional Corporations, numbering 12, to the Census Divisions, which total 29. Not one of the 11 other small unit systems is based on Census divisions, but most of them are close enough to census boundaries that adjustments would not be difficult. Native corporation regions are now legally established as are existing boroughs and the REAA's. The suggested division of the Unorganized borough, if accomplished, would probably become boroughs, at which time they would also become census districts. REAA's, created by State law, do have authority to merge with each other or with a borough, which may mean that their boundaries would eventually coincide with those of census divisions.

C. Objectives to be Achieved

Reiteration of the reasons why Alaska should have designated regions is appropriate before reviewing selection criteria. Many individuals, representing governmental agencies at Federal, State and local levels, have offered suggestions for regional breakdowns of the State. Usually the suggestions are accompanied by statements of need. Briefly, they desire to:

1. Eliminate confusion of overlapping boundaries.
2. Provide comparative information for evaluation of programs and determination of priorities.
3. Coordinate programs/efforts of Federal, State and local governments.
4. Improve consistency of data.
5. Increase efficiency in management and financial activities of governments.
6. Gear programs to particular desires and needs of people.