

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

387 SCOM10: LOCAL GOVERNMENT STUDY 1979

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1 revenue collected from taxes levied and assessed by the municipality and
2 any other revenue which, in the opinion of the municipal officials, is
3 eligible for inclusion in computations of the locally-generated revenue
4 of the taxing unit.

5 Sec. 29.88.030. LIMITATION ON COMPUTATION AND USE OF PAYMENTS.

6 (a) An equalization entitlement generated by the general tax levy of a
7 taxing unit may be expended only for legally authorized expenditures of
8 that taxing unit, but up to 15 per cent of the payment of an equaliza-
9 tion entitlement determined with reference to the areawide locally-
10 generated revenue of a municipality may be expended by the municipality
11 at the discretion of its assembly or council.

12 (b) An equalization entitlement determined with reference to
13 revenue other than revenue obtained from the levy and collection of
14 taxes may be used for areawide or nonareawide purposes, at the discre-
15 tion of the assembly or council.

16 Sec. 29.88.035. TAX EQUALIZATION ACCOUNT. The tax equalization
17 account is established. Funds to carry out the provisions of this
18 chapter shall be allocated by the department to the account. The amount
19 allocated to the account shall be fully distributed by the department as
20 payments to municipalities for the purpose of fulfilling each municipal-
21 ity's share authorized under AS 29.88.010, and the amount allocated to
22 the account shall be distributed by the department pro rata among eli-
23 gible municipalities.

24 Sec. 29.88.040. ADMINISTRATION. (a) The department may adopt
25 regulations necessary to implement the provisions of this chapter. The
26 regulations shall include, among other provisions, (1) procedures and
27 filing dates for submitting financial reports; (2) procedures for ob-
28 taining information required to compute and determine the municipality's
29 millage rate equivalent; and (3) procedures by which the department

1 shall notify a municipality in writing of the reasons for a proposed
2 disallowance or adjustment of any factor bearing upon the determination
3 of the municipality's entitlement and by which the municipality will be
4 provided reasonable time in which to respond or to challenge the depart-
5 ment's determination.

6 (b) The department shall make reasonable efforts to advise and
7 assist municipalities in collecting information and completing reports
8 necessary for the determination of entitlements under this chapter.

9 (c) The department shall, by regulation, classify for inclusion or
10 exclusion as a component of a municipality's millage rate equivalent
11 under AS 29.88.010, any tax revenue appropriated for a utility not
12 included in the definition set out in AS 29.88.045(4).

13 Sec. 29.88.045. DEFINITIONS. In this chapter

14 (1) "department" means the Department of Community and Re-
15 gional Affairs;

16 (2) "municipality" means a city, borough or unified munici-
17 pality incorporated under the laws of the state;

18 (3) "taxing unit" means a municipality and

19 (A) in a borough or unified municipality, a service area
20 or the entire area outside cities;

21 (B) in a city, a differential tax zone;

22 (4) "utilities" means electricity, water, sewer, gas, heat,
23 or telephone services, and refuse and garbage collection services.

24 * Sec. 3. AS 29 is amended by adding a new chapter to read:

25 CHAPTER 89. STATE AID FOR MISCELLANEOUS

26 MUNICIPAL PURPOSES.

27 Sec. 29.89.005. REVENUE SHARING PAYABLE. In addition to the en-
28 titlements under AS 29.88, during each fiscal year the state shall pay
29 aid to a municipality or other eligible recipient which has the power to

1 provide the services described in this chapter and exercises the power
2 in the manner required by this chapter.

3 Sec. 29.89.010. STATE AID TO MUNICIPALITIES FOR ROADS. (a) The
4 state shall pay to a municipality which has power to provide for road
5 maintenance and exercises that power, a sum equal to \$2,500 a mile for
6 each mile of road, street or highway maintained by the local government,
7 excluding (1) the official state highway system, (2) roads, streets or
8 highways not dedicated to public use, (3) roads, streets or highways
9 maintained under the local service road program (AS 19.30.111 - 19.30.-
10 251), and (4) alleyways, in accordance with regulations adopted by the
11 Department of Transportation and Public Facilities. No payments may be
12 made for maintenance of roads not used by automotive equipment.

13 (b) Frozen waterways and connections from inhabited areas to
14 waterways which may be safely used for public transportation by auto-
15 motive equipment and are so used during a portion of a year are eligible
16 for payments of \$1,500 per mile if the waterways and connections are
17 maintained during the period of use by a municipality or combination of
18 municipalities. The Department of Community and Regional Affairs, after
19 consultation with the Department of Transportation and Public Facili-
20 ties, shall determine which waterways and connections qualify and, where
21 the waterways or connections lie outside the corporate limits of a
22 municipality, which municipalities shall receive the payments under this
23 subsection unless the municipalities involved have agreed in writing to
24 a particular distribution.

25 Sec. 29.89.015. STATE AID TO MUNICIPALITIES AND OTHER ELIGIBLE
26 RECIPIENTS FOR HEALTH FACILITIES AND HOSPITALS. (a) The state shall
27 pay

28 (1) to a municipality which has the power to provide hospital
29 facilities and services and which exercises that power, \$1,000 per bed

1 for each bed actually used for patient care, limited to the number of
2 beds provided for in the construction design of the hospital, or \$75,000
3 a hospital for those hospitals with 10 or more beds, or \$25,000 a hos-
4 pital for those hospitals with less than 10 beds, as the municipality
5 may elect; funds received under this paragraph may be used only for
6 hospitals and shall be apportioned among qualifying hospitals as the
7 municipality may determine;

8 (2) on the basis set out in (1) of this subsection to a muni-
9 cipality for a nonprofit hospital not operated by a municipality if the
10 municipality first certifies to the department that the nonprofit hos-
11 pital is in compliance with all standards for hospitals which have been
12 adopted by the municipality; no funds may be paid on behalf of a non-
13 profit hospital in the absence of this certification; payments to the
14 municipality shall be transferred to the nonprofit hospital in accord
15 with the basis by which the entitlement was generated by the hospital
16 and shall be applied to the annual cost of operation and maintenance of
17 the hospital or for the provision of health care service at the hospital
18 as the directors of the hospital determine;

19 (3) to a municipality in which a health facility is operated,
20 \$1,000 per bed for each bed actually used for patient care, limited to
21 the number of beds provided for in the construction design of the health
22 facility, or \$4,000 per health facility as the municipality may deter-
23 mine.

24 (b) A hospital may not receive payment under both (a)(1) and
25 (a)(2) of this section.

26 (c) Funds received by a municipality under (a)(3) of this section
27 shall be used for expenses of health services or operation and mainte-
28 nance of health facilities as the municipality may determine.

29 (d) Before funds may be distributed under this section, the com-

1 missioner of health and social services shall certify to the distri-
2 bute agency that any accumulation of assets by nonprofit corporations
3 or other recipients under this section are dedicated irrevocably to a
4 public purpose.

5 Sec. 29.09.020. STATE AID FOR HOSPITAL CONSTRUCTION. (a) If con-
6 struction of a facility began after January 1, 1968, and state matching
7 aid for construction approved for payment to the municipality or other
8 facility sponsor constitutes less than 25 per cent of the total project
9 cost, the state shall pay to the municipality or other facility sponsor
10 each fiscal year a sum equal to \$2,500 a bed for the maximum number of
11 beds provided for in the construction design of the facility or five per
12 cent of the total project cost, whichever is greater. State aid pro-
13 vided for in this section shall continue until the municipality or other
14 facility sponsor has received an amount which, combined with state
15 matching money for construction of the facility, equals 25 per cent of
16 the total project cost. No funds received for construction shall be
17 used for any other purpose.

18 (b) In this section, "total project cost" includes, in addition to
19 costs directly related to the project, the total of all costs of
20 financing and carrying out the project. These include, but are not
21 limited to, the costs of all necessary studies, surveys, plans and
22 specifications, architectural, engineering or other special services,
23 acquisition of real property, site preparation and development, pur-
24 chase, construction, reconstruction and improvement of real property,
25 and the acquisition of machinery and equipment as may be necessary in
26 connection with the project; an allocable portion of the administrative
27 and operating expenses of the municipality or other facility sponsor;
28 the cost of financing the project, including interest on bonds issued to
29 finance the project; and the cost of other items, including any indem-

nity and surety bonds and premiums on insurance, legal fees, fees and expenses of trustees, depositaries, financial advisors, and paying agents for the bonds issued as the issuer considers necessary.

Sec. 29.89.025. STATE AID TO VOLUNTEER FIRE DEPARTMENTS IN THE UN-ORGANIZED BOROUGH. (a) The state shall pay to a volunteer fire department registered with the state fire marshal and serving an area not in an organized borough or a city a sum for protection purposes equal to \$7.50 per capita for the population served by the department, as determined by the state fire marshal.

(b) Grants shall be made as set out in (a) of this section to facilitate the organization of volunteer fire departments in an area not in an organized borough or a city, upon application of the proposed fire protection group to the state fire marshal and approval of applications according to standards of organization and service prescribed by regulations promulgated by the state fire marshal.

(c) In this section, "fire protection" includes, but is not limited to, fire protection provided by a volunteer fire department registered with the state fire marshal which has official recognition and financial support from the community or area in which it is located.

Sec. 29.89.030. POPULATION DETERMINATION. For purposes of this chapter, population shall be determined by the latest figures of the United States Bureau of the Census or other reliable population data, including but not limited to public school enrollment figures, public utility connection, registered voters or certified employment payrolls.

Sec. 29.89.035. AREA COST-OF-LIVING DIFFERENTIAL. (a) State payments to a municipality or other eligible recipient under AS 29.89.010 and AS 29.89.015 shall reflect area cost-of-living differentials. Amounts distributed shall be based upon the sum of per capita, per mile and per bed or facility grants due each municipality or other recipient

1 multiplied by the appropriate area cost-of-living differential. The
2 area cost-of-living differential for each recipient shall be determined
3 annually by election district under the provisions of AS 39.27.030;
4 however, the area cost-of-living differential to be applied shall not
5 result in an amount to be distributed less than the base allocation.

6 (b) The election districts used in (a) of this section are those
7 designated by the proclamation of reapportionment and redistricting of
8 December 7, 1961, and retained for the house of representatives by
9 proclamation of the governor September 3, 1965.

10 Sec. 29.89.040. MISCELLANEOUS SERVICES ACCOUNT. The miscellaneous
11 services account is established. Funds to carry out the provisions of
12 this chapter shall be allocated by the department to the account in
13 accordance with AS 29.90.010. If amounts in the account are insuffi-
14 cient for the purpose of each municipality's or other recipient's share
15 authorized under this chapter, the amounts which are available shall be
16 distributed pro rata among eligible municipalities and other recipients.

17 Sec. 29.89.045. REGULATIONS. The Department of Community and
18 Regional Affairs shall adopt regulations necessary to carry out the
19 purposes of this chapter. The regulations shall include minimum stan-
20 dards required to qualify a municipality for grants for each service and
21 provisions for a performance report adequate to demonstrate to the
22 department that each service for which credit was allowed was actually
23 performed by the municipality, at least at the prescribed minimum level.

24 Sec. 29.89.050. DEFINITIONS. In this chapter

25 (1) "health facility" means public health centers, maternity
26 homes and community mental health centers, facilities for the mentally
27 or physically handicapped, nursing homes and convalescent centers which
28 are licensed, when required, by the state under AS 18.20.010 - 18.20.130
29 and are owned or operated or both by a municipality or by a nonprofit

1 corporation or other nonprofit sponsor; the term excludes facilities
2 operated or wholly supported by the state or the federal government;

3 (2) "hospital" means a licensed hospital determined by the
4 Department of Health and Social Services to be a general hospital; the
5 term excludes facilities operated or wholly supported by the state or
6 the federal government.

7 * Sec. 4. AS 29 is amended by adding a new chapter to read:

8 CHAPTER 90. ADMINISTRATION OF MUNICIPAL
9 FINANCIAL ASSISTANCE PROGRAMS.

10 Sec. 29.90.010. ALLOCATION AND DISTRIBUTION. (a) The Department
11 of Community and Regional Affairs shall allocate funds appropriated to
12 the accounts established in AS 29.88 and AS 29.89 in amounts determined
13 by the legislature. Money in the miscellaneous services account estab-
14 lished in AS 29.89.040 which exceeds the amount required to fully fund
15 distributions authorized by AS 29.89 shall be reallocated to the tax
16 equalization account established in AS 29.88.035 and distributed ac-
17 cording to the provisions of AS 29.88.

18 (b) Payments under AS 29.90.020 and AS 29.88 shall equal the
19 amount allocated to the equalization account (AS 29.88.035), adjusted in
20 accordance with this section. Payments under AS 29.90.020 and AS 29.88
21 shall be adjusted by proration in accordance with this subsection.
22 Adjustments shall be determined by prorating amounts payable under AS
23 29.90.020 and amounts payable under AS 29.88 by a factor which, when
24 applied, reduces all payments in equal proportion so that payments under
25 AS 29.90.020 and payments under AS 29.88 total the amount allocated to
26 the account established in AS 29.88.035, adjusted in accordance with
27 this section.

28 Sec. 29.90.020. QUALIFICATION FOR MINIMUM ENTITLEMENT. (a) A
29 municipality qualifying for an entitlement under AS 29.88 or AS 29.89

1 shall receive a minimum payment of \$25,000 plus an area cost-of-living
2 differential for each fiscal year if:

3 (1) the municipality has conducted a regular election under
4 AS 29.28.010 - 29.28.050 during the fiscal year preceding the year for
5 which payment of an entitlement is authorized and has reported the re-
6 sults of the election to the commissioner of the Department of Community
7 and Regional Affairs;

8 (2) regular council meetings are held in the municipality in
9 accordance with the requirements of AS 29.23.210 during the fiscal year
10 preceding the year for which payment of an entitlement is authorized and
11 a record of the proceedings is maintained;

12 (3) a municipal budget has been adopted for the fiscal year
13 during which payment of an entitlement is authorized and an audit or
14 financial statement, as applicable, for the preceding fiscal year has
15 been prepared and furnished to the Department of Community and Regional
16 Affairs in accordance with AS 29.23.560(a); and

17 (4) local ordinances adopted by the governing body of the
18 municipality have been codified in accordance with AS 29.48.18C

19 (b) The area cost-of-living differential of each municipality
20 payable under this section shall be determined annually by election
21 district under the provisions of AS 39.27.030. However, except as
22 provided in AS 29.90.010(b), application of the area cost-of-living
23 differential may not result in an amount which is less than the minimum
24 entitlement determined under (a) of this section. For purposes of this
25 subsection, the election districts used are those designated by the
26 proclamation of reapportionment and redistricting of December 7, 1961,
27 and retained for the house of representatives by proclamation of the
28 governor September 3, 1965.

29 (c) The department shall pay to each municipality eligible to

1 receive payment of a minimum entitlement under this section an amount
2 equal to the difference between the minimum entitlement determined under
3 (a) and (b) of this section and the sum of the amounts determined as
4 payable for the same fiscal year under AS 29.88 and AS 29.89, except
5 that a payment may be prorated and reduced under AS 29.90.010(b).

6 (d) If payments are required under this section, the payments
7 shall be made from the funds allocated to the equalization ac-
8 count established in AS 29.88.035.

9 * Sec. 5. AS 29.23.560(a)(3) is amended to read:

10 (3) tax assessment and tax levy figures as requested;

11 * Sec. 6. AS 29.23.560(a) is amended by adding new paragraphs to read:

12 (5) a copy of the current annual budget of the municipality;

13 (6) a summary of the optional property tax exemptions autho-
14 rized in the municipality, together with the municipality's estimate of
15 the revenues lost to it by operation of each of the exemptions.

16 * Sec. 7. AS 29.23.560(b) is amended to read:

17 (b) Compliance with the provisions of this section is a prerequi-
18 site to receipt of municipal tax resource equalization assistance under
19 AS 29.88 and state aid for miscellaneous municipal services under
20 AS 29.89 [STATE-SHARED REVENUES UNDER AS 43.18]. The Department of
21 Community and Regional Affairs [STATE] shall withhold annual allocations
22 under those chapters [THAT CHAPTER] in the event of noncompliance until
23 such time as the report requirements are met [COMPLIED WITH].

24 * Sec. 8. AS 29.73 is amended by adding a new section to read:

25 Sec. 29.73.060. TAXPAYER NOTICE. (a) If a municipality levies
26 and collects real or personal property taxes, the governing body shall
27 provide the following notice:

28 "NOTICE TO TAXPAYER

29 For the current fiscal year the (city) (borough) has been

1 allocated the following amount of state aid for school and
2 municipal purposes under the applicable financial assistance
3 Acts:

4	PUBLIC SCHOOL FOUNDATION PROGRAM ASSISTANCE	
5	(AS 14.17)	\$
6	STATE AID FOR RETIREMENT OF SCHOOL CONSTRUC-	
7	TION DEBT (AS 43.18.100)	\$
8	MUNICIPAL TAX RESOURCE EQUALIZATION ASSIS-	
9	TANCE (AS 29.88)	\$
10	STATE AID FOR MISCELLANEOUS MUNICIPAL	
11	SERVICES (AS 29.89)	\$
12	TOTAL AID	\$

13 The millage equivalent of this state aid, based on the dollar
14 value of a mill in the municipality during the current assess-
15 ment year and for the preceding assessment year, is:

16	MILLAGE EQUIVALENT		
17		PREVIOUS YEAR	THIS YEAR
18	PUBLIC SCHOOL FOUNDATION PROGRAM		
19	ASSISTANCE	 MILLS	 MILLS
20	STATE AID FOR RETIREMENT OF		
21	SCHOOL CONSTRUCTION DEBT	 MILLS	 MILLS
22	MUNICIPAL TAX RESOURCE EQUALI-		
23	ZATION ASSISTANCE	 MILLS	 MILLS
24	STATE AID FOR MISCELLANEOUS		
25	MUNICIPAL SERVICES	 MILLS	 MILLS
26	TOTAL MILLAGE EQUIVALENT	 MILLS	 MILLS"

27 Notice shall be provided

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

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

5 (b) If the municipality levies and collects only a sales tax, the
6 governing body shall provide a notice substantially in the form set out
7 in (a) of this section. In providing notice under this subsection, the
8 council or assembly shall substitute for the millage equivalency its
9 estimate of the equivalent sales tax rate for each of the categories of
10 financial assistance set out in (a) of this section. Notice shall be
11 provided

12 (1) by publishing in a newspaper of general circulation
13 within the municipality a copy of the notice once each week for a period
14 of three successive weeks, with publication to occur not later than 45
15 days after the final adoption of the municipality's budget; or

16 (2) if there is no newspaper of general circulation in the
17 municipality, by posting a copy of the notice for at least 20 days in at
18 least two public places within the municipality, with posting to occur
19 not later than 45 days after the final adoption of the municipality's
20 budget.

21 (c) Compliance with the provisions of this section is a prerequi-
22 site to receipt of municipal tax resource equalization assistance under
23 AS 29.88 and state aid for miscellaneous municipal services under AS
24 29.89. The Department of Community and Regional Affairs shall withhold
25 annual allocations under those chapters until municipal officials demon-
26 strate that the requirements of this section have been met.

27 * Sec. 9. AS 29.13.100 is amended by adding new paragraphs to read:

28 (39) AS 29.73.060 (taxpayer notice)

29 (40) AS 29.88 (municipal tax resource equalization assistance)

1 (41) AS 29.89 (state aid for miscellaneous municipal services)

2 * Sec. 10. AS 43.18.010 - 43.18.045 are repealed.

3 * Sec. 11. (a) Notwithstanding other provisions of this Act,

4 (1) no municipality may receive less than \$25,000 plus an area
5 cost-of-living differential during the first fiscal year in which this Act is
6 effective; and

7 (2) a municipality which would receive less money under the provi-
8 sions of this Act than it received for the last fiscal year under the provi-
9 sions of AS 43.18 repealed by this Act shall, for the first three fiscal
10 years during which this Act is effective, be entitled to receive an amount
11 equal to that received for the last fiscal year under the former provisions
12 of AS 43.18, in accordance with those provisions.

13 (b) For the first three fiscal years during which this Act is effec-
14 tive, if the amount appropriated to pay entitlements under this Act is in-
15 sufficient for the purpose of paying the full entitlement due each munici-
16 pality or other recipient, entitlements determined under AS 29.88, AS 29.89
17 and AS 29.90, together with the additional sums required by (a) of this
18 section, shall be equally prorated and the prorated amounts distributed to
19 municipalities and other recipients.

20 * Sec. 12. This Act takes effect on the first day of the fiscal year for
21 which not less than \$27,000,000 is appropriated and allowed by the governor
22 for distribution to municipalities and other recipients under the provisions
23 of this Act, or on July 1, 1982, whichever is earlier.

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Original sponsors: Gardiner, Anderson
and Miller

Offered: 3/12/79
Referred: Finance

1 IN THE HOUSE

BY THE COMMUNITY AND
REGIONAL AFFAIRS COMMITTEE

2 CS FOR HOUSE BILL NO. 192

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act providing for equalization of the tax resources
7 of municipalities, continuing a portion of the program
8 of state aid for municipal purposes, and providing for
9 minimum entitlements; and providing for an effective
10 date."

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

12 * Section 1. PURPOSE. It is the purpose of this Act to

13 (1) improve the revenue raising and distribution system for the
14 benefit of residents of home rule and general law municipalities by providing
15 for more equitable allocation of financial resources among municipalities to
16 improve their fiscal capacities; and

17 (2) assure that no municipality suffers impoverishment of neces-
18 sary public services, relative to other municipalities, because of the chance
19 location of taxable wealth in the state.

20 * Sec. 2. AS 29 is amended by adding a new chapter to read:

21 CHAPTER 88. MUNICIPAL TAX RESOURCE EQUALIZATION.

22 Sec. 29.88.010. STATE EQUALIZATION OF TAX RESOURCES FOR LOCAL
23 GOVERNMENT SERVICES. (a) During each fiscal year the state shall
24 compute an equalization entitlement for local government services pro-
25 vided by a taxing unit.

26 (b) The equalization entitlement computed for each taxing unit is
27 based on the population, relative ability to generate revenue, and local
28 tax burden of the taxing unit and is determined by the application of
29 the formula

1 Entitlement = P x R

2 where P = population, and

3 R = millage rate equivalent, determined by dividing the
4 sum of the locally generated revenue of the taxing unit by one-tenth
5 of one per cent (0.1) of the full and true value of assessed property
6 of the taxing unit determined under AS 29.88.020(d); however, the pro-
7 perty value used under this subsection may not be less than 15 per cent
8 of the statewide average per capita full and true assessed property
9 value.

10 (c) For purposes of this section, locally generated revenue

11 (1) includes,

12 (A) the actual revenue derived from the levy and collec-
13 tion of local taxes in the taxing unit for local government ser-
14 vices during the preceding fiscal year of the taxing unit;

15 (B) motor vehicle payments received by the municipality
16 during the preceding fiscal year under AS 28.10.431;

17 (C) revenue from fees, rentals, leases, penalties,
18 licenses or permits received during the preceding fiscal year by
19 the municipality for a function or service over which it has con-
20 trol, including revenues derived from parks and recreation ser-
21 vices, mass transit, offstreet parking, and garbage and solid waste
22 disposal services; and

23 (D) special assessments received during the preceding
24 fiscal year;

25 (2) excludes,

26 (A) revenue derived from the levy and collection of
27 municipal taxes and appropriated for the operating expenses and
28 debt service of utilities;

29 (B) revenue from interest earned on investments and from

1 the sale and lease of land or equipment; and

2 (C) all other revenue from whatever service derived.

3 Sec. 29.88.015. DETERMINATION OF POPULATION. (a) For purposes of
4 this chapter, the population of a taxing unit shall be determined annu-
5 ally by the latest figures of the United States Bureau of the Census or
6 other population data which, in the judgment of the department, is
7 reliable.

8 (b) The population of the taxing unit includes the population of
9 any military reservation which is a part of the taxing unit.

10 Sec. 29.88.020. DETERMINATION OF MILLAGE RATE EQUIVALENT. (a)
11 The department may require a municipality to return a certification,
12 signed by the municipal treasurer or manager and the mayor, which pro-
13 vides an estimate of the locally generated revenue received by the
14 municipality during the preceding fiscal year.

15 (b) Not later than October 15 of each year, the department shall
16 make an initial determination of the millage rate equivalent of each
17 taxing unit which will be used as the basis for computation and distri-
18 bution of equalization entitlements for the fiscal year under this
19 chapter. The department shall make the determinations based upon the
20 certification returned by the municipality under (a) of this section.

21 (c) At the earliest possible date, but not later than December 15
22 of each year, the department shall make a final determination of the
23 millage rate equivalent of each taxing unit which will be used as the
24 basis for computation and distribution of equalization entitlements
25 under this chapter. The department shall make the determinations based
26 upon all audits, financial statements and other financial reports pre-
27 pared and submitted by the municipality. The department shall adjust to
28 the locally generated revenue reported by municipalities to exclude the
29 portion of the municipal revenue-generating effort claimed by the muni-

1 cipaity which does not qualify for inclusion in or recognition as
2 locally generated revenue for local government purposes under AS 29.88.-
3 010(c)(1). The adjustment shall be made by deducting an amount equal to
4 the department's estimate of revenue which is not recognized for those
5 purposes.

6 (d) The full and true assessed property value shall be determined
7 by the department in the manner provided for the computation of state
8 aid to education under AS 14.17.140. In addition to the computation for
9 municipalities which levy and collect a property tax, the department
10 shall determine an estimated full and true assessed property value for

11 (1) each municipality which is a school district and which
12 does not levy and collect a property tax; and

13 (2) each second class city in which the population of the
14 city equals or exceeds 750 persons; however, a computation may not be
15 required under this paragraph more often than once during a period of
16 three successive calendar years; and

17 (3) all other second class cities, by determining the average
18 per capita full and true assessed property value of all cities having a
19 population of less than 750 in which an assessment is completed by a
20 municipality or for which a determination is not made under (1) or (2)
21 of this subsection.

22 (e) The department shall annually compute a statewide average per
23 capita full and true assessed property value.

24 Sec. 29.88.025. REPORTS. No payment may be made to a municipality
25 under AS 29.88 until the municipality has first submitted its certifi-
26 cate of estimated revenue and its financial report to the department for
27 the fiscal year preceding the year for which the equalization entitle-
28 ment is sought, together with a budget for the municipality's current
29 fiscal year. The financial report shall include a listing of general

1 revenue collected from taxes levied and assessed by the municipality and
2 any other revenue which, in the opinion of the municipal officials, is
3 eligible for inclusion in computations of the locally-generated revenue
4 of the taxing unit.

5 Sec. 29.88.030. LIMITATION ON COMPUTATION AND USE OF PAYMENTS.

6 (a) An equalization entitlement generated by the general tax levy of a
7 taxing unit may be expended only for legally authorized expenditures of
8 that taxing unit, but up to 15 per cent of the payment of an equaliza-
9 tion entitlement determined with reference to the areawide locally-
10 generated revenue of a municipality may be expended by the municipality
11 at the discretion of its assembly or council.

12 (b) An equalization entitlement determined with reference to
13 revenue other than revenue obtained from the levy and collection of
14 taxes may be used for areawide or nonareawide purposes, at the discre-
15 tion of the assembly or council.

16 Sec. 29.88.035. TAX EQUALIZATION ACCOUNT. The tax equalization
17 account is established. Funds to carry out the provisions of this
18 chapter shall be allocated by the department to the account. The amount
19 allocated to the account shall be fully distributed by the department as
20 payments to municipalities for the purpose of fulfilling each municipal-
21 ity's share authorized under AS 29.88.010, and the amount allocated to
22 the account shall be distributed by the department pro rata among eli-
23 gible municipalities.

24 Sec. 29.88.040. ADMINISTRATION. (a) The department may adopt
25 regulations necessary to implement the provisions of this chapter. The
26 regulations shall include, among other provisions, (1) procedures and
27 filing dates for submitting financial reports; (2) procedures for ob-
28 taining information required to compute and determine the municipality's
29 millage rate equivalent; and (3) procedures by which the department

1 shall notify a municipality in writing of the reasons for a proposed
2 disallowance or adjustment of any factor bearing upon the determination
3 of the municipality's entitlement and by which the municipality will be
4 provided reasonable time in which to respond or to challenge the depart-
5 ment's determination.

6 (b) The department shall make reasonable efforts to advise and
7 assist municipalities in collecting information and completing reports
8 necessary for the determination of entitlements under this chapter.

9 (c) The department shall, by regulation, classify for inclusion or
10 exclusion as a component of a municipality's millage rate equivalent
11 under AS 29.88.010, any tax revenue appropriated for a utility not
12 included in the definition set out in AS 29.88.045(4).

13 Sec. 29.88.045. DEFINITIONS. In this chapter

14 (1) "department" means the Department of Community and Re-
15 gional Affairs;

16 (2) "municipality" means a city, borough or unified municipi-
17 pality incorporated under the laws of the state;

18 (3) "taxing unit" means a municipality and

19 (A) in a borough or unified municipality, a service area
20 or the entire area outside cities;

21 (B) in a city, a differential tax zone;

22 (4) "utilities" means electricity, water, sewer, gas, heat,
23 or telephone services, and refuse and garbage collection services.

24 * Sec. 3. AS 29 is amended by adding a new chapter to read:

25 CHAPTER 89. STATE AID FOR MISCELLANEOUS

26 MUNICIPAL PURPOSES.

27 Sec. 29.89.005. REVENUE SHARING PAYABLE. In addition to the en-
28 titlements under AS 29.88, during each fiscal year the state shall pay
29 aid to a municipality or other eligible recipient which has the power to

1 provide the services described in this chapter and exercises the power
2 in the manner required by this chapter.

3 Sec. 29.89.010. STATE AID TO MUNICIPALITIES FOR ROADS. (a) The
4 state shall pay to a municipality which has power to provide for road
5 maintenance and exercises that power, a sum equal to \$2,500 a mile for
6 each mile of road, street or highway maintained by the local government,
7 excluding (1) the official state highway system, (2) roads, streets or
8 highways not dedicated to public use, (3) roads, streets or highways
9 maintained under the local service road program (AS 19.30.111 - 19.30.-
10 251), and (4) alleyways, in accordance with regulations adopted by the
11 Department of Transportation and Public Facilities. No payments may be
12 made for maintenance of roads not used by automotive equipment.

13 (b) Frozen waterways and connections from inhabited areas to
14 waterways which may be safely used for public transportation by auto-
15 motive equipment and are so used during a portion of a year are eligible
16 for payments of \$1,500 per mile if the waterways and connections are
17 maintained during the period of use by a municipality or combination of
18 municipalities. The Department of Community and Regional Affairs, after
19 consultation with the Department of Transportation and Public Facili-
20 ties, shall determine which waterways and connections qualify and, where
21 the waterways or connections lie outside the corporate limits of a
22 municipality, which municipalities shall receive the payments under this
23 subsection unless the municipalities involved have agreed in writing to
24 a particular distribution.

25 Sec. 29.89.015. STATE AID TO MUNICIPALITIES AND OTHER ELIGIBLE
26 RECIPIENTS FOR HEALTH FACILITIES AND HOSPITALS. (a) The state shall
27 pay

28 (1) to a municipality which has the power to provide hospital
29 facilities and services and which exercises that power, \$1,000 per bed

1 for each bed actually used for patient care, limited to the number of
2 beds provided for in the construction design of the hospital, or \$75,000
3 a hospital for those hospitals with 10 or more beds, or \$25,000 a hos-
4 pital for those hospitals with less than 10 beds, as the municipality
5 may elect; funds received under this paragraph may be used only for
6 hospitals and shall be apportioned among qualifying hospitals as the
7 municipality may determine;

8 (2) on the basis set out in (1) of this subsection to a muni-
9 cipality for a nonprofit hospital not operated by a municipality if the
10 municipality first certifies to the department that the nonprofit hos-
11 pital is in compliance with all standards for hospitals which have been
12 adopted by the municipality; no funds may be paid on behalf of a non-
13 profit hospital in the absence of this certification; payments to the
14 municipality shall be transferred to the nonprofit hospital in accord
15 with the basis by which the entitlement was generated by the hospital
16 and shall be applied to the annual cost of operation and maintenance of
17 the hospital or for the provision of health care service at the hospital
18 as the directors of the hospital determine;

19 (3) to a municipality in which a health facility is operated,
20 \$1,000 per bed for each bed actually used for patient care, limited to
21 the number of beds provided for in the construction design of the health
22 facility, or \$4,000 per health facility as the municipality may deter-
23 mine.

24 (b) A hospital may not receive payment under both (a)(1) and
25 (a)(2) of this section.

26 (c) Funds received by a municipality under (a)(3) of this section
27 shall be used for expenses of health services or operation and mainte-
28 nance of health facilities as the municipality may determine.

29 (d) Before funds may be distributed under this section, the com-

1 missioner of health and social services shall certify to the distri-
2 bute agency that any accumulation of assets by nonprofit corporations
3 or other recipients under this section are dedicated irrevocably to a
4 public purpose.

5 Sec. 29.89.020. STATE AID FOR HOSPITAL CONSTRUCTION. (a) If con-
6 struction of a facility began after January 1, 1968, and state matching
7 aid for construction approved for payment to the municipality or other
8 facility sponsor constitutes less than 25 per cent of the total project
9 cost, the state shall pay to the municipality or other facility sponsor
10 each fiscal year a sum equal to \$2,500 a bed for the maximum number of
11 beds provided for in the construction design of the facility or five per
12 cent of the total project cost, whichever is greater. State aid pro-
13 vided for in this section shall continue until the municipality or other
14 facility sponsor has received an amount which, combined with state
15 matching money for construction of the facility, equals 25 per cent of
16 the total project cost. No funds received for construction shall be
17 used for any other purpose.

18 (b) In this section, "total project cost" includes, in addition to
19 costs directly related to the project, the total of all costs of
20 financing and carrying out the project. These include, but are not
21 limited to, the costs of all necessary studies, surveys, plans and
22 specifications, architectural, engineering or other special services,
23 acquisition of real property, site preparation and development, pur-
24 chase, construction, reconstruction and improvement of real property,
25 and the acquisition of machinery and equipment as may be necessary in
26 connection with the project; an allocable portion of the administrative
27 and operating expenses of the municipality or other facility sponsor;
28 the cost of financing the project, including interest on bonds issued to
29 finance the project; and the cost of other items, including any indem-

1 nity and surety bonds and premiums on insurance, legal fees, fees and
2 expenses of trustees, depositaries, financial advisors, and paying
3 agents for the bonds issued as the issuer considers necessary.

4 Sec. 29.89.025. STATE AID TO VOLUNTEER FIRE DEPARTMENTS IN THE UN-
5 ORGANIZED BOROUGH. (a) The state shall pay to a volunteer fire depart-
6 ment registered with the state fire marshal and serving an area not in
7 an organized borough or a city a sum for protection purposes equal to
8 \$7.50 per capita for the population served by the department, as deter-
9 mined by the state fire marshal.

10 (b) Grants shall be made as set out in (a) of this section to
11 facilitate the organization of volunteer fire departments in an area not
12 in an organized borough or a city, upon application of the proposed fire
13 protection group to the state fire marshal and approval of applications
14 according to standards of organization and service prescribed by regula-
15 tions promulgated by the state fire marshal.

16 (c) In this section, "fire protection" includes, but is not limi-
17 ted to, fire protection provided by a volunteer fire department regis-
18 tered with the state fire marshal which has official recognition and
19 financial support from the community or area in which it is located.

20 Sec. 29.89.030. POPULATION DETERMINATION. For purposes of this
21 chapter, population shall be determined by the latest figures of the
22 United States Bureau of the Census or other reliable population data,
23 including but not limited to public school enrollment figures, public
24 utility connection, registered voters or certified employment payrolls.

25 Sec. 29.89.015. AREA COST-OF-LIVING DIFFERENTIAL. (a) State pay-
26 ments to a municipality or other eligible recipient under AS 29.89.010
27 and AS 29.89.015 shall reflect area cost-of-living differentials.
28 Amounts distributed shall be based upon the sum of per capita, per mile
29 and per bed or facility grants due each municipality or other recipient

1 multiplied by the appropriate area cost-of-living differential. The
2 area cost-of-living differential for each recipient shall be determined
3 annually by election district under the provisions of AS 39.27.030;
4 however, the area cost-of-living differential to be applied shall not
5 result in an amount to be distributed less than the base allocation.

6 (b) The election districts used in (a) of this section are those
7 designated by the proclamation of reapportionment and redistricting of
8 December 7, 1961, and retained for the house of representatives by
9 proclamation of the governor September 3, 1965.

10 Sec. 29.89.040. MISCELLANEOUS SERVICES ACCOUNT. The miscellaneous
11 services account is established. Funds to carry out the provisions of
12 this chapter shall be allocated by the department to the account in
13 accordance with AS 29.90.010. If amounts in the account are insuffi-
14 cient for the purpose of each municipality's or other recipient's share
15 authorized under this chapter, the amounts which are available shall be
16 distributed pro rata among eligible municipalities and other recipients.

17 Sec. 29.89.045. REGULATIONS. The Department of Community and
18 Regional Affairs shall adopt regulations necessary to carry out the
19 purposes of this chapter. The regulations shall include minimum stan-
20 dards required to qualify a municipality for grants for each service and
21 provisions for a performance report adequate to demonstrate to the
22 department that each service for which credit was allowed was actually
23 performed by the municipality, at least at the prescribed minimum level.

24 Sec. 29.89.050. DEFINITIONS. In this chapter

25 (1) "health facility" means public health centers, maternity
26 homes and community mental health centers, facilities for the mentally
27 or physically handicapped, nursing homes and convalescent centers which
28 are licensed, when required, by the state under AS 18.20.010 - 18.20.130
29 and are owned or operated or both by a municipality or by a nonprofit

1 corporation or other nonprofit sponsor; the term excludes facilities
2 operated or wholly supported by the state or the federal government;

3 (2) "hospital" means a licensed hospital determined by the
4 Department of Health and Social Services to be a general hospital; the
5 term excludes facilities operated or wholly supported by the state or
6 the federal government.

7 * Sec. 4. AS 29 is amended by adding a new chapter to read:

8 CHAPTER 90. ADMINISTRATION OF MUNICIPAL
9 FINANCIAL ASSISTANCE PROGRAMS.

10 Sec. 29.90.010. ALLOCATION AND DISTRIBUTION. (a) The Department
11 of Community and Regional Affairs shall allocate funds appropriated to
12 the accounts established in AS 29.88 and AS 29.89 in amounts determined
13 by the legislature. Money in the miscellaneous services account estab-
14 lished in AS 29.89.040 which exceeds the amount required to fully fund
15 distributions authorized by AS 29.89 shall be reallocated to the tax
16 equalization account established in AS 29.88.035 and distributed ac-
17 cording to the provisions of AS 29.88.

18 (b) Payments under AS 29.90.020 and AS 29.88 shall equal the
19 amount allocated to the equalization account (AS 29.88.035), adjusted in
20 accordance with this section. Payments under AS 29.90.020 and AS 29.88
21 shall be adjusted by proration in accordance with this subsection.
22 Adjustments shall be determined by prorating amounts payable under AS
23 29.90.020 and amounts payable under AS 29.88 by a factor which, when
24 applied, reduces all payments in equal proportion so that payments under
25 AS 29.90.020 and payments under AS 29.88 total the amount allocated to
26 the account established in AS 29.88.035, adjusted in accordance with
27 this section.

28 Sec. 29.90.020. QUALIFICATION FOR MINIMUM ENTITLEMENT. (a) A
29 municipality qualifying for an entitlement under AS 29.88 or AS 29.89

1 shall receive a minimum payment of \$25,000 plus an area cost-of-living
2 differential for each fiscal year if:

3 (1) the municipality has conducted a regular election under
4 AS 29.28.010 - 29.28.050 during the fiscal year preceding the year for
5 which payment of an entitlement is authorized and has reported the re-
6 sults of the election to the commissioner of the Department of Community
7 and Regional Affairs;

8 (2) regular council meetings are held in the municipality in
9 accordance with the requirements of AS 29.23.210 during the fiscal year
10 preceding the year for which payment of an entitlement is authorized and
11 a record of the proceedings is maintained;

12 (3) a municipal budget has been adopted for the fiscal year
13 during which payment of an entitlement is authorized and an audit or
14 financial statement, as applicable, for the preceding fiscal year has
15 been prepared and furnished to the Department of Community and Regional
16 Affairs in accordance with AS 29.23.560(a); and

17 (4) local ordinances adopted by the governing body of the
18 municipality have been codified in accordance with AS 29.48.180.

19 (b) The area cost-of-living differential of each municipality
20 payable under this section shall be determined annually by election
21 district under the provisions of AS 39.27.030. However, except as
22 provided in AS 29.90.010(b), application of the area cost-of-living
23 differential may not result in an amount which is less than the minimum
24 entitlement determined under (a) of this section. For purposes of this
25 subsection, the election districts used are those designated by the
26 proclamation of reapportionment and redistricting of December 7, 1961,
27 and retained for the house of representatives by proclamation of the
28 governor September 3, 1965.

29 (c) The department shall pay to each municipality eligible to

1 receive payment of a minimum entitlement under this section an amount
2 equal to the difference between the minimum entitlement determined under
3 (a) and (b) of this section and the sum of the amounts determined as
4 payable for the same fiscal year under AS 29.88 and AS 29.89, except
5 that a payment may be prorated and reduced under AS 29.90.010(b).

6 (d) If payments are required under this section, the payments
7 shall be made from the funds allocated to the equalization ac-
8 count established in AS 29.88.035.

9 * Sec. 5. AS 29.23.560(a)(3) is amended to read:

10 (3) tax assessment and tax levy figures as requested;

11 * Sec. 6. AS 29.23.560(a) is amended by adding new paragraphs to read:

12 (5) a copy of the current annual budget of the municipality;

13 (6) a summary of the optional property tax exemptions autho-
14 rized in the municipality, together with the municipality's estimate of
15 the revenues lost to it by operation of each of the exemptions.

16 * Sec. 7. AS 29.23.560(b) is amended to read:

17 (b) Compliance with the provisions of this section is a prerequi-
18 site to receipt of municipal tax resource equalization assistance under
19 AS 29.88 and state aid for miscellaneous municipal services under
20 AS 29.89 [STATE-SHARED REVENUES UNDER AS 43.18]. The Department of
21 Community and Regional Affairs [STATE] shall withhold annual allocations
22 under those chapters [THAT CHAPTER] in the event of noncompliance until
23 such time as the report requirements are met [COMPLIED WITH].

24 * Sec. 8. AS 29.73 is amended by adding a new section to read:

25 Sec. 29.73.060. TAXPAYER NOTICE. (a) If a municipality levies
26 and collects real or personal property taxes, the governing body shall
27 provide the following notice:

28 "NOTICE TO TAXPAYER

29 For the current fiscal year the (city) (borough) has been

1 allocated the following amount of state aid for school and
2 municipal purposes under the applicable financial assistance
3 Acts:

4	PUBLIC SCHOOL FOUNDATION PROGRAM ASSISTANCE	
5	(AS 14.17)	\$
6	STATE AID FOR RETIREMENT OF SCHOOL CONSTRUC-	
7	TION DEBT (AS 43.18.100)	\$
8	MUNICIPAL TAX RESOURCE EQUALIZATION ASSIS-	
9	TANCE (AS 29.88)	\$
10	STATE AID FOR MISCELLANEOUS MUNICIPAL	
11	SERVICES (AS 29.89)	\$
12	TOTAL AID	\$

13 The millage equivalent of this state aid, based on the dollar
14 value of a mill in the municipality during the current assess-
15 ment year and for the preceding assessment year, is:

16	MILLAGE EQUIVALENT		
17		PREVIOUS YEAR	THIS YEAR
18	PUBLIC SCHOOL FOUNDATION PROGRAM		
19	ASSISTANCE	 MILLS	 MILLS
20	STATE AID FOR RETIREMENT OF		
21	SCHOOL CONSTRUCTION DEBT	 MILLS	 MILLS
22	MUNICIPAL TAX RESOURCE EQUALI-		
23	ZATION ASSISTANCE	 MILLS	 MILLS
24	STATE AID FOR MISCELLANEOUS		
25	MUNICIPAL SERVICES	 MILLS	 MILLS
26	TOTAL MILLAGE EQUIVALENT	 MILLS	 MILLS"

27 Notice shall be provided

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

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

5 (b) If the municipality levies and collects only a sales tax, the
6 governing body shall provide a notice substantially in the form set out
7 in (a) of this section. In providing notice under this subsection, the
8 council or assembly shall substitute for the millage equivalency its
9 estimate of the equivalent sales tax rate for each of the categories of
10 financial assistance set out in (a) of this section. Notice shall be
11 provided

12 (1) by publishing in a newspaper of general circulation
13 within the municipality a copy of the notice once each week for a period
14 of three successive weeks, with publication to occur not later than 45
15 days after the final adoption of the municipality's budget; or

16 (2) if there is no newspaper of general circulation in the
17 municipality, by posting a copy of the notice for at least 20 days in at
18 least two public places within the municipality, with posting to occur
19 not later than 45 days after the final adoption of the municipality's
20 budget.

21 (c) Compliance with the provisions of this section is a prerequi-
22 site to receipt of municipal tax resource equalization assistance under
23 AS 29.88 and state aid for miscellaneous municipal services under AS
24 29.89. The Department of Community and Regional Affairs shall withhold
25 annual allocations under those chapters until municipal officials demon-
26 strate that the requirements of this section have been met.

27 * Sec. 9. AS 29.13.100 is amended by adding new paragraphs to read:

28 (39) AS 29.73.060 (taxpayer notice)

29 (40) AS 29.88 (municipal tax resource equalization assistance)

1 (41) AS 29.89 (state aid for miscellaneous municipal services)

2 * Sec. 10. AS 43.18.010 - 43.18.045 are repealed.

3 * Sec. 11. (a) Notwithstanding other provisions of this Act,

4 (1) no municipality may receive less than \$25,000 plus an area
5 cost-of-living differential during the first fiscal year in which this Act is
6 effective;

7 (2) a municipality which would receive less money under the provi-
8 sions of this Act than it received for the last fiscal year under the provi-
9 sions of AS 43.18 repealed by this Act shall, for the first three fiscal
10 years during which this Act is effective, be entitled to receive an amount
11 equal to that received for the last fiscal year under the former provisions
12 of AS 43.18, in accordance with those provisions; and

13 (3) a municipality may not receive an amount of money which is
14 less in proportion to the total amount appropriated for distribution under
15 this Act than the percentage of its population to the total population of the
16 state determined by the Department of Community and Regional Affairs under
17 AS 29.88.015 and AS 29.89.030.

18 (b) For the first three fiscal years during which this Act is effec-
19 tive, if the amount appropriated to pay entitlements under this Act is in-
20 sufficient for the purpose of paying the full entitlement due each munici-
21 pality or other recipient, entitlements determined under AS 29.88, AS 29.89
22 and AS 29.90, together with the additional sums required by (a) of this
23 section, shall be equally prorated and the prorated amounts distributed to
24 municipalities and other recipients.

25 * Sec. 12. This Act takes effect on the first day of the fiscal year for
26 which not less than \$27,000,000 is appropriated and allowed by the governor
27 for distribution to municipalities and other recipients under the provisions
28 of this Act, or on July 1, 1982, whichever is earlier.

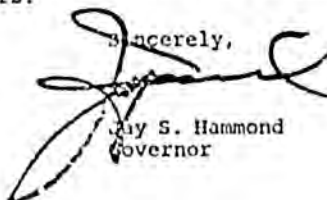
29

First, the bill would replace the 1971 national elevator standards with the 1978 standards as the minimum elevator safety standards for Alaska. Second, the bill would adopt the uniform inspection procedures for elevators established by the American National Standards Institute as the standard inspection procedures for elevators in Alaska. Third, the bill would authorize the Department of Labor to establish a schedule of fees for inspections performed by it in order to provide a source of program receipts to offset, in part, the department's costs of administering the elevator safety program. These first three changes would all be accomplished by sec. 1 of the bill.

HB
189

The fourth change, set out in sec. 2 of the bill, would amend AS 18.60.810 by requiring that emergency power sources on elevators conform with the appropriate standards established by the American National Standards Institute. This would replace the current statutory requirement that the emergency power source be capable of providing lights in the elevator and ringing an alarm for at least five hours.

Sincerely,


Jay S. Hammond
Governor

HOUSE BILL NO. 190 by Fuller, entitled:

HB
190

"An Act making a special appropriation to the City of Nome; and providing for an effective date."

was read the first time and referred to the State Affairs and Finance Committees.

HOUSE BILL NO. 191 by Fuller, entitled:

HB
191

"An Act making a special appropriation to the Department of Transportation and Public Facilities for the Nome-Beltz Road; and providing for an effective date."

was read the first time and referred to the State Affairs and Finance Committees.

HOUSE BILL NO. 192 by Gardiner, Anderson and Miller, entitled:

HB
192

"An Act providing for equalization of the tax resources of municipalities, continuing a portion of the program of state aid for municipal purposes, and providing for minimum entitlements; and providing for an effective date."

*my uphale
state*

HB was read the first time and referred to the Community and
192 Regional Affairs and Finance Committees.

HB HOUSE BILL NO. 193 by Gardiner, Branson, Duncan, Eliason,
193 Meekins, Miller, Moss, Parker and Rogers, entitled:

"An Act relating to fish and game."

was read the first time and referred to the Resources and
Finance Committees.

HB HOUSE BIL' NO. 194 by Anderson, Buchholdt, Cotten,
194 Hurlbert, McKinnon, Miller, Moss, Parker, Parr, Rogers,
Schaeffer, Smith and Gardiner, entitled:

"An Act relating to an Alaska Communications
Authority; and providing for an effective
date."

was read the first time and referred to the Commerce
and Finance Committees.

CONSIDERATION OF THE DAILY CALENDAR

SECOND READING OF HOUSE RESOLUTIONS

SJR SENATE JOINT RESOLUTION NO. 13 am (encouraging the Alaska
13 Congressional delegation to work together to resolve the
am problems created by the President's imposition of the
Antiquities Act on lands in Alaska) was read the second
time with the Resources Committee report (page 200 of the
journal).

Mr. Anderson moved and asked unanimous consent that
HCS HOUSE COMMITTEE SUBSTITUTE FOR SENATE JOINT RESOLUTION
SJR NO. 13 (enunciating the position of the Alaska State
13 Legislature with respect to national interest lands in
Alaska) be adopted in lieu of SJR 13 am. There being no
objection, it was so ordered.

Amendment No. 1 by Randolph:

Page 2, lines 14 and 22:

Delete: "federal"
Insert: "public".

Representative Randolph moved and asked unanimous consent
that Amendment No. 1 be adopted.

Representative Meekins objected.

Representative Meekins withdrew his objection.

The Community and Regional Affairs Committee has had HOUSE BILL NO. 192 (providing for equalization of the tax resources of municipalities, continuing a portion of the program of state aid for municipal purposes, and providing for minimum entitlements; effective date) under consideration and a majority of the committee recommends it be replaced with COMMITTEE SUBSTITUTE FOR HOUSE BILL NO. 192 (same title) and reports it back with individual recommendations. Parker (Chairman) recommends do pass unless amended. Parr and Metcalfe recommend do pass as amended. O'Connell recommends do pass if amended. Zharoff and Branson recommend do not pass as amended. Carney has no recommendation.

HB
192

HB 192 was referred to the Finance Committee.

The State Affairs Committee has had HOUSE BILL NO. 238 (making special appropriations to the Department of Transportation and Public Facilities for the construction of float plane ramps at Akhiok and Larsen Bay; effective date) under consideration and a majority of the committee recommends it be replaced with COMMITTEE SUBSTITUTE FOR HOUSE BILL NO. 238:

HB
238

"An Act making special appropriations to the Department of Transportation and Public Facilities for the construction of float plane ramps at Akhiok and Karluk; and providing for an effective date."

and that it do pass. Concurring: Miller (Chairman), Gardiner, Parker and Fuller. Not concurring: Martin and Metcalfe have no recommendation.

HB 238 was referred to the Finance Committee.

The State Affairs Committee has had HOUSE BILL NO. 254 (relating to Alaska National Guard retirement; effective date) under consideration and a majority of the committee recommends it do pass. Concurring: Miller (Chairman), Fuller, Parker and Gardiner. Not concurring: Martin recommends do not pass, and Eliason and Metcalfe have no recommendation.

HB
254

HB 254 was referred to the Finance Committee.

The State Affairs Committee has had HOUSE BILL NO. 276 (making a special appropriation to the Department of Transportation and Public Facilities for facilities in communities of the Alaska Peninsula and the Aleutians; effective date) under consideration and a majority of the committee recommends it be replaced with COMMITTEE SUB-

HB
276

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

THE SECOND ANNUAL JUSTICE INNOVATIONS CONFERENCE

LOCAL CONTROL AND THE PUBLIC SAFETY FUNCTION



Sponsored by the
Justice Center, University of Alaska,
Anchorage
with the cooperation of the
Criminal Justice Planning Agency,
Office of the Governor

October 11-13, 1979
Anchorage Westward Hilton

SECOND ANNUAL CRIMINAL JUSTICE INNOVATIONS CONFERENCE

"LOCAL CONTROL AND THE PUBLIC SAFETY FUNCTION"

ANCHORAGE WESTWARD HILTON

OCTOBER 11, 12, 13, 1979

THURSDAY, OCTOBER 11

9:00 am Introduction

John Havelock, Justice Center

Welcome

Dr. Marvin Loflin, Acting Vice-Chancellor,
University of Alaska, Anchorage

"Innovations and Programs"

The Governor's Commission on the Administration of Justice

- Daniel Hickey, Chief Prosecutor, Department of Law
- Brian Shortell, Public Defender
- William R. Nix, Commissioner, Department of Public Safety
- Dick Emmerman, Judicial Planner, Court System
- Charles Campbell, Director, Division of Corrections
- Charles Anderson, Chief, Anchorage P.D.

12:00 pm Conference Luncheon

Remarks

The Honorable James A. von der Heydt
Judge, U.S. District Court

✓ 1:30 pm "Local Control and Public Safety Services in Rural Alaska"

- John Angell, Justice Center
- Wayne Hanowicz, Social Justice Project, MI
- Ton Anderson, Director, AK State Troopers

✓ 3:00 pm "Police Minority Relations and National Overview"

Robert Lamb, Jr., U.S. Department of Justice

3:30 pm "Discrimination and Minority Issues in the Justice System"

- Bert Campbell, Chair., Minority Sentencing Practices Advisory Committee
- Kim Moeller, Director, North Slope Department of Public Safety
- David Case, U.S. Solicitor's Office
- Patrick Anderson, Esquire

FRIDAY, OCTOBER 12

9:00 am Introduction

John Angell, Justice Center

"Family Violence Program, Spouse Abuse"

- James Bannon, Executive Deputy Chief, Detroit P.D.
- Susan Mills-Peek, former Chairperson, Detroit Police Commission

10:00 am "Organizational Design and Service Delivery"

Ray Galvin, Crime Analysis Unit, S.F.P.D.

11:00 am "Advanced Systems for Rural Information Processing"

Jack Gilcrest, National Center for Social Data, University of Montana

12:00 pm Conference Luncheon

"The Role of the Media in the Criminal Justice System"

Howard Weaver, Pulitzer Prize-Winning Reporter

1:30 pm Introduction

Roger Endell, Justice Center

"Legislative Response to Justice Problems and Issues"

- ✓ • Senator Ed Dankworth, Anchorage
- Representative Nels Anderson, Dillingham ✓
- Representative Hugh Malone, Kenai ✓
- ✓ • Senator John Sackett, Galena

2:45 pm Introduction

John Havelock, Justice Center

"Regional Government, Revenue Sharing, and Local Control"

Roger Lang, President, Alaska Native Foundation, and panel

3:45 pm Introduction

Roger Endell, Justice Center

"Implications of Correctional Innovation"

- John Conley, Director, Criminal Justice, University of Wisconsin - Panel
- Charles Moses, Correctional Superintendent
- Stan Zaborac, Correctional Superintendent
- David Arnold, Assistant Director, Juvenile Services

SATURDAY, OCTOBER 13

9:00 am "Role of the Public in Public Safety"

Doug Barry, Justice Center

Respondent

Major Brian Porter, Anchorage Police Department

10:00 am "National Crime Prevention Campaign"

Sharon Knast, National Center for Crime and Delinquency, New Jersey

10:30 am "Community Dispute Center: Alternatives to the Courts"

Ray Shonholtz, Director, Community Center Project, S.F.

Respondent

Michael Rubenstein, Alaska Judicial Council

1:30 pm "Alternatives to Incarceration: New Approaches in Discouraging Repeat Offenders"

Roger Endell, Justice Center

Panel

12:00 pm Conference Luncheon

Introduction

Barbara McPherson, C.J.P.A.

Citizen Action for Juvenile Justice"

Jim Miller, Executive Director, IN Juvenile Justice Task Force

- Chris Cobb, Project Prosecutor
- Marion Kawacki, Treatment Alternative to Street Crime
- John Conley, University of Wisconsin
- Charles Campbell, Director, Division of Corrections

3:00 pm Families in Crisis

Introduction

Doug Berry, Justice Center

Panel

- Jim Miller, IN Juvenile Justice Task Force
- Melissa Middleton-Cook, Family Connection
- Carla Strane, Juvenile Probation
- Sema Lederman, Family Violence
- Representative Lisa Rudd
- Lynn Ferry-Caswell, Anchorage Center for Parents and Children

Notes

Notes

EQUAL OPPORTUNITY STATEMENT

It is the policy of the University of Alaska to provide equal educational and employment opportunities, to provide services and benefits to all students and employees without regard to race, color, religion, national origin or sex in accordance with the laws enforced by the Department of HEW/OCR and OEO/DOL, including Presidential Executive Order 11246 as amended, Title VI of the 1964 Civil Rights Act, Title IX of the Education Amendment of 1972 and Title 41, parts 60-1, 60-20 and 60-50 and Sections 799A and 845 of the Public Health Service Act where applicable.



UNIVERSITY OF ALASKA
CRIMINAL JUSTICE CENTER
3211 PROVIDENCE AVENUE
ANCHORAGE, ALASKA 99504

September 5, 1979

Ms. Marjorie Gorsuch
Standing Committee on Community and
Regional Affairs
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Margie:

I enclose a concept paper we have developed in connection with our Justice Innovation Conference next month. Any advice you or Jack Chenoweth may have on topic design or speakers or invitees would be appreciated.

As I mentioned on the phone, on a very limited basis, we will assist you and the Committee in identifying further documentation in addition to those reports which I mentioned, but there is a lot of original work that needs to be done in a number of different areas.

At some juncture, the foundation program Concept in Public Safety interfaces with tax equalization formulae. In early drafting for the Special Session of 1973, a number of concept papers and drafting concepts were developed on this topic which may have some relevance.

Sincerely yours,


John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Professor Stephen Conn
Professor John Angell

Organizing Justice Services in Underdeveloped Regions
a concept for

THE SECOND ANNUAL CONFERENCE ON ALASKA JUSTICE INNOVATION

In the beginning, the various components of public safety^{1/} in Alaska were perceived by local residents as an integral part of the local culture. Public safety was, of necessity, something you took care of yourself or at the small group level. With the immigration in the nineteenth century and early twentieth century, the polarization of Alaskan justice began. An essentially custom law orientation continued to characterize Native justice. The immigrants carried with them a set of expectations more dependent upon state sponsored institutional arrangements, in this case the federal government. Thus early western style law and order in Alaska was imposed rather than locally generated. The central symbol of Alaska law and order was the itinerant judge who moved around the state holding court, passing out sentences, resolving disputes, in an essentially colonial governmental mode.

With the growth of white communities in Alaska, indigenous police forces also arose for the maintenance of local order reflecting cultural perceptions of police roles and community needs on a community by community basis. These two approaches suggest a certain ambiguity of purpose. Is public safety a service focusing on individual need, provided and controlled locally? Or, is it a function of larger group or sovereign interests - maintaining law and order? This ambiguity is prevalent throughout the American system.

1/ While hammering out a concept of public safety is a purpose of this project, we start on the premise that in sparsely settled areas public safety must be interpreted with the greatest breadth for administrative effectiveness, including many essential services including the adjudicatory. We hypothesize also that even in areas of concentrated population in this state, public safety should be treated in a broader conceptual framework for planning even if specialization requires administrative differentiation.

With the coming of statehood the federal role was replaced by the establishment of a state judicial system and the conversion of the Alaska (Territorial) Highway Patrol (which had functioned as its name implies) into a general policing agency that followed up on serious crime in those areas where no local indigenous police operations had arisen.^{2/} The state police (now called Alaska State Troopers) also assumed responsibility for search and rescue, and medical emergency responses. The AST parent department, the Alaska Department of Public Safety (DPS) also included the state fire marshall. Since the early 70's DPS has also included the fish and game law enforcement agency. The military/law enforcement training and style of the state troopers tends to set the style for the department.

Neither an overall evaluation nor a theoretical statement of public safety responsibilities in Alaska has ever been developed except by way of retrospective justification. Institutions such as the Bureau of Indian Affairs, the state National Guard, the Civil Air Patrol, and the military as well as the Department of Public Safety have provided certain classes of emergency service. But these services have not been based on comprehensive definition of what constitutes citizen need or rights to such services.^{3/}

-
- 2/ More detailed documentation of the history of public safety in Alaska can be found in Alaskan Village Justice by John Angell. Some description of the indigenous systems of local control can be found in the works of Steve Conn and others.
- 3/ Some idea of the persistence of the colonial mentality in some quarters can be gained from the press accounts of an address in the early 70's by a Major General commanding in Alaska to an Alaska State Troopers Annual Award Banquet that "we of the external security forces are here to back up the forces of internal security against any emergency," a statement which was interpreted generally as referring to the general's speculation on the risk of Indian uprisings. The general's views are not characteristic of locally controlled public safety.

Further, there has never been a statement of the role to be played by custom law in areas of Alaska where the custom law ways of Alaskan Native groups survive. There is no definition of the responsibility of the state, of the borough (regional governments) and cities of Alaska with regard to public safety services. There is no comprehensive definition of citizen rights and responsibilities regarding control of public safety services and policies. No statement concerning the appropriate method of financing of public safety services in the state exists.

With the increasing availability of financial resources and the settlement of land ownership patterns in Alaska under the Alaska Native Claims Settlement Act and in pending d2 legislation before the Congress, it would appear that the state is ripe to establish complete plans for an appropriate local, regional and state governmental scheme as outlined by the constitution but never been fully realized.^{4/}

Alaska badly needs to take a look at patterns of public safety service distribution, management and financing in comparable regions under democratic regimes before addressing these issues. The most likely analogies for Alaska are in the Scandinavian countries. Canada, of course, has many similar issues in the government of the north, although Canada, too, is in an immature stage of development.

4/ Most of the land mass of Alaska has no local government whatsoever. The more densely settled metropolitan areas have unified borough/city forms of government for their administration of varying claims to territory in the vicinity. However, the constitution mandates that the state shall be divided into boroughs, organized and unorganized.

Statement of Objectives

Spread over a dozen institutions, there are now in Alaska a large number of persons which are professionally concerned with the administration of justice in rural areas. There are hundreds of professionals engaged in public safety activities in rural Alaska and the several thousand persons involved in justice administration in Alaska. These agencies and persons continue in an unplanned way incrementally changing a non-system which grows with minimum coordination among components despite the existence (and promise) of highly centralized organs of administration over judicial, public safety, health and social services and corrections services in state government. Change will continue in its disjointed way according to the independent motives and concerns of these various individuals unless a concerted effort is made to stimulate multi-level, comprehensive public safety planning.

The purpose of the conference is to start to establish a theoretical foundation which can provide a common starting point for all of these institutions and individuals. A participatory conference bringing justice administrators in key decisional roles around the state together to discuss the theoretical options is essential to establishing a consensus on an overall theoretical construct.

In choosing a theoretical approach, these officials of the state and local governments, local political leaders and legislators should have at their disposal some possible alternatives for establishing public service delivery in the democratic mode. Such alternative models are often characterized by democratic control, a broad service approach to the function and concept of public

safety responsibilities, elaboration of the relationship between private and public adjudicative mechanisms and a therapeutic approach to the problems of deviant behavior.^{5/}

Any theoretical public safety construct for Alaska must, however, include consideration of the background development of regional government in Alaska and the resource based revenue for all public services in the state.

The emergence of definitions of major application in property, in lands, natural resources and their control systems (stock ownership, etc.) and the development of major federal land administrative units with significant indigenous populations living internally sharpens the need to consider regional government development and the relationship among federal, state and local responsibilities for public safety services.

The high rate of natural resource development that is anticipated in Alaska over the next several decades, which, with the indigenous culture, gives Alaska much of the coloration of a third world developing country must also be considered.

5/ This is consistent with the Alaska Constitution which provides that penal administration shall be based upon the principle of reformation and upon the need for protecting the public.

National and International Significance

The growth of public safety services briefly sketched here in Alaska is analogous to development in the United States generally. There has only rarely and locally been any theoretical setting of foundation of these services. Definitions of public safety have been extremely narrow and segmented into specialized areas. Police services in general in this country have developed on a criminal investigation model or a traffic control model with little regard for the broad social service functions which in fact are the community needs which police, particularly in rural Alaska, are called on to meet. The relationship between police services and other dispute settlement mechanisms of the community is largely unexplored territory. Thus there is a great deal to learn for all Americans from examination of more mature or consciously developed patterns of interrelationship between state, local and regional governments in the delivery of public safety services and other social services sponsored by government.

As noted, policing in democracies can be indigenous in origin, built in response to local demand for public safety (growing out of the nightwatchman concept, etc.). This is in contrast to the more authoritarian models of police as an extension of sovereign power and officers of the ruling class or administration.

It is noteworthy that despite its long history of democratic control in most of the United States, when the United States has exported police services, as was done extensively in Viet Nam, it has followed the European model of police training as para-

military in preparation for a role as adjunct to the central authority of the state. The development of an Alaskan model based on local responsibility might provide a fresh impetus for an alternative style of public safety regime for export to those underdeveloped and third world countries that look to America for models of public administration.

Bush justice conference: *Lack of village police funds cited*

By DON HUNTER
Daily News reporter

A program to train public safety officers for Bush villages may fail unless ways to pay the rural officers on a continuing basis are found, the director of the Alaska State Troopers said Thursday.

In an address during the second annual Criminal Justice Innovations Conference at the Anchorage Westward Hilton, Col. Tom Anderson said progress has been made in the initial months of the village public safety officer program. The program, developed "to address some of the most serious, life threatening problems of the rural villages," trains candidates from villages in police, firefighting and emergency medical skills.

"We do not combine all of

these skills and services in one man in our urban cities, nor should we," Anderson said. "But we believe it can be done and that it will work within the context of the rural villages ..."

The program's first four-week training course was completed only about three weeks ago. But Anderson says the training already has begun to bear fruit. An officer who graduated from the program only six days before successfully handled a shooting case in Mekoryuk two weeks ago, he said.

The same 19 officers who completed that course will go to a one-week fire training school in Anchorage in January, he said.

Anderson said rural Alaska is buffeted by a high, ill-defined crime rate, the highest per capita loss of life and property due

to fire in the country, the highest per capita loss of life in boating accidents and drownings, and leads the state in search and rescue missions and alcohol abuse.

"Yet, in the face of this, the rural villages of Alaska have the least developed resources needed to address these problems," he said.

But training rural officers is not enough, Anderson said, recommending the development of methods to prevent alcohol abuse — "the root cause of most of our public safety problems" — and long-range funding to pay the officers.

Although many villages have attempted to enact ordinances restricting or regulating the flow of alcohol, "these ordinances are often unconstitutional and consequently ineffective."

Anderson said the public safety department has asked the criminal justice planning agency to work on the alcohol control issue, and is considering the possibility of lobbying for state legislation to give the villages to "impose non-criminal penalties on violators."

Money — or the lack of it — may be the most important hurdle to clear, Anderson said.

At present, village officers are paid through the federal Comprehensive Employment and Training Act. "The CETA program requires that employment must be limited to 18 months.

"It is intended that the local governments are then supposed to pick up the salaries. But ... these villages do not have the income or resources to provide adequate salaries."

THE VILLAGE PUBLIC SAFETY OFFICER PROGRAM

A Conceptual Design To Improve Law Enforcement
And Public Safety In The Rural Areas Of Alaska



By

The Department of Public Safety

August 1979

William R. Nix, Commissioner

Thomas R. Anderson, Director
Division of State Troopers

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VILLAGE PUBLIC SAFETY PROGRAM

A CONCEPTUAL DESIGN

I. THE PROBLEM

Public safety in rural Alaska is perhaps the most neglected aspect of village life, and one of the greatest concerns to the bush residents inhabiting the 200 villages or so within the state.

Consider that rural Alaska:

1. Suffers the highest per capita loss of life and property due to fire within the entire United States, and indeed the industrialized Western world;
2. Suffers the highest per capita loss of life due to boating mishaps and drownings in the United States;
3. Is one of the most inaccessible areas of the United States to obtain assistance when major medical emergencies occur, and is often remote from any type of medical facility;
4. Leads the State in incidence of alcohol abuse and alcoholism;
5. Is one of the most inaccessible areas of the United States to obtain assistance from law enforcement agencies;
6. Has high, but no clearly defined, rates of crime due to lack of adequate statistics at both the local and state levels. Some authorities consider the bush areas to have higher incidences of crime than urban areas in Alaska;
7. Leads the State, and perhaps the nation, in the incidence of search and rescue missions;
8. Has the least developed of local resources to address these problems of the entire State, and possibly the entire United States.

It is safe to assume that no group of Caucasian communities would tolerate similiar circumstances, and that they would demand equal protection under the law. The question of why these conditions exist, and more importantly, how they may be addressed is the subject of this paper.

II. EXISTING PUBLIC SAFETY RESPONSIBILITIES

A review of government agencies charged with responsibilities for public safety, (or the lack of such responsibilities) helps explain the high toll of accidental loss of life and property in Alaskan villages. It also suggests ways to alleviate the total public safety problem in the rural areas of Alaska.

A. Law Enforcement

The Division of State Troopers, within the Department of Public Safety is charged with law enforcement in the bush villages. Located at various remote outposts but with limited resources, they respond immediately to emergencies, as quickly as possible to felony cases, and routinely to minor offenses. However, bad weather and lack of transportation, often means unavoidable delays to even life-safety situations. Limitations of personnel and budget further restrict response to criminal acts. Nevertheless, the Troopers represent by far the largest force of public safety personnel in rural Alaska.

The extent of crime in rural areas is not known with any certainty due to inadequate records at both the village and state levels. Often the Troopers are called as a last resort by a village when a law enforcement problem can no longer be dealt with by the village, rather than as the initial response mechanism as in an urban Caucasian community. The Troopers task is often made more complex by the traditional law ways and methods of dispute resolution of the minority ethnic groups. These approaches are often perceived to be in conflict with the dominant Anglo adversary system.

Although many villages have hired local police officers through the CETA funded Manpower programs within the several Regional non-profit Corporations during the last year, most of their personnel are untrained in even basic law enforcement aspects. They suffer high rates of turnover due to low wages and peer pressure, traditional subsistence activities, and certain unrealistic C.E.T.A. program limitations that do not apply to small villages in Alaska.

B. Water Safety

Boating mishaps and water related deaths are the concern of two agencies - the State Troopers who enforce State legislation related to water safety, and the Coast Guard who enforce federal laws, and also conduct boating and water safety programs.

Due to limited resources and other reasons, the Troopers primarily investigate water-related deaths rather than become involved in prevention efforts. Reduction of these deaths requires immediate on-the-scene response, coupled with effective educational and prevention-oriented efforts. The Coast Guard, with only seven prevention and educational personnel in the State, is likewise restricted in their efforts.

C. Fire Service

The fire problem in Alaska is particularly acute, even tragic, when it is realized that fire related deaths in rural Alaska are greater than anywhere else in the Western World. Rural lifestyles involving the use of flammable liquids, lack of building and electrical codes and other factors are prime causes of high fire losses. It is also true that there is no State agency charged with the development of local fire suppression efforts. Unlike the State Troopers which is a statewide agency to perform law enforcement services, the Fire Service in Alaska has no comparable state agency with broad responsibilities for fire suppression. The only State agencies with fire-related objectives are the State Fire Service Training Program in the Department of Education and the Division of Fire Prevention in the Department of Public Safety. The former has a training responsibility. Only the Division of Fire Prevention is a legislative program; the other is merely a portion of the continuing education function within the Department of Education.

There is little evidence that the legislature is concerned with or knowledgeable about the fire loss problem in rural Alaska. Certain remedies proposed during the last session - purchasing self - contained breathing apparatus and fire trucks - reflects a singular inappropriateness to small rural villages.

D. Emergency Medical Service

Major medical emergencies, like water accidents, usually require an immediate response to be effective. Many villages have the Community Health Aide Program, (CHAP) funded through the Indian Health Service of the U.S. Public Health Service. Itinerate State Public Health nurses also provide health and medical services assistance. The CHA program, however, is primarily oriented to daily health concerns, rather than emergency medical response. Their program also experiences personnel turnover and is subject to times when the CHA is absent from the village. Bad weather may mean a delay of several days before a severely injured person may be evacuated. Other than the CHA, and possibly other residents with prior training in first-aid, many villages can offer very little response to a medical emergency.

E. Search and Rescue (SAR)

Search and Rescue is more nearly a function of weather problems, vast distances and inhospitable terrain than any other aspect of Public Safety. Many SAR missions require an immediate response.

The Department of Public Safety is legislatively charged with the responsibility for SAR in Alaska. In discharge of that mandate they have named SAR coordinators in each detachment and have developed both Statewide and detachment level SAR plans. However, nowhere within their organization are there the specialized resources needed for the broad array of SAR missions experienced. They must therefore rely extensively upon military and civilian rescue capabilities.

F. Village Ordinances

Local government in rural Alaska is often non-existent, at least in the formal sense. Many villages are "unorganized" although equally true, many are Second Class cities, thus making them eligible to receive state shared revenue, assistance programs, and develop ordinances to extend local control over village problems not covered by state laws. Local government machinery, however, is often informal. Local ordinances to enable the village to act upon and resolve issues of local interest are incomplete at best, often out of date, on occasion unconstitutional, or do not exist at all. The Department of Community and Regional Affairs is the State agency most closely aligned with local government. Other agencies, such as the non-profit corporations, the AFN, and at least one Borough have all been involved in the ordinance program. Their efforts, however, have generally existed independently of each other. As a result, one may uncover evidence of three or four previous efforts to upgrade ordinances in a given

village, but the village may still not have an complete set of ordinances. Needed is an on-going, well coordinated statewide effort amongst all interested agencies.

III. ANALYSIS OF THE RURAL PUBLIC SAFETY PROBLEM

In developing a viable, effective public safety program for bush Alaska, one must appreciate the character and nature of village public safety problems.

Law enforcement problems are generally uncomplicated. Most involve alcohol abuse and domestic disturbances. Village fires tend to involve relatively small structures, although they may be quite intense given the flammable nature of the construction, and they must be suppressed immediately or the structure, and perhaps lives, will be lost. Search and Rescue missions involving villagers can most effectively be analyzed by local residents and relatives who have intimate knowledge of both the individual and the area involved. Boating mishaps and drownings are aggravated by silt laden waters, colder water temperatures, lack of water safety skills, and alcohol abuse.

Although villages face a broad array of public safety problems, the number of problems that occur in one village in a year are not great, since most villages have only a few hundred residents. Most problems involve law enforcement, but typically only one or two fires occur. Perhaps only one drowning or maybe none occur in a given year. Most search and rescues are successful.

It is readily apparent that with the low number of calls for assistance and the relatively uncomplicated nature of the calls, that the nature of law enforcement, fire fighting, and emergency medical services, such as are needed in urban areas are not needed in a village program. Therefore, a paid fire chief and paid police chief is not applicable in the bush. Equally inappropriate are big city fire trucks, patrol cars and ambulances.

The successful village public safety program must consider the following:

1. The response effort for fire suppression, and many other public safety aspects, must be immediate, and therefore from within the village in order to be effective.
2. The village public safety program must interface with existing public safety programs to be maximally cost effective and produce the best results.
3. The program must be sensitive to, and utilize to the extent possible the traditional means of dispute resolution and law ways.
4. Over the long term, state legislators, regional corporation officials, village council presidents and other decision makers in bush Alaska must be convinced of the value and approach of the program, in order to assure long term support and funding.
5. The approach must place emphasis upon local decision making and control to assure the program meets village objectives and concerns.
6. The State Troopers should develop the program and take responsibility for its implementation since they are the largest public safety force in the bush and have responsibilities for more elements within the public safety field than any other agency.

IV. PROGRAM PROPOSAL

In view of the relatively uncomplicated nature and limited number of calls for assistance in individual villages, it is recommended that one person from each village be broadly trained in all aspects of public safety, to include law enforcement, fire protection, emergency medical services, search and rescue, boating and water safety. In brief, this individual, designated as the Village Public Safety Officer, (VPSO), would be broadly responsible for improving all public safety aspects in his village. He would work very closely with the Troopers and would call them when serious and more complex crimes occur. He would also work closely with existing village medical capabilities, but would be individually responsible for developing a basic fire suppression capability.

A. Training

Four phases of training are envisioned. Initially a one week survey course would be conducted in various regions throughout the State, designed to present an overview of the public safety field and what is expected of the VPSO, as well as reveal those who by temperament or other reason would not perform well.

A four week session would be held shortly thereafter at the State Trooper Academy in Sitka consisting of two weeks of law enforcement, search and rescue, water safety and local ordinance development, and two weeks of emergency medical training.

The third phase is a week-long session consisting of fire fighting techniques and fire prevention, oriented to existing village conditions. The course will be conducted at one of the five regional fire training centers - Anchorage, Fairbanks, Juneau, Bethel, and Kotzebue - which have been funded through passage of a state bonding issue.

Completion of the three formal phases of the training program does not mean the VPSO needs no further guidance, and training. Indeed State Troopers undergo eleven weeks of follow-up field training to be accomplished by dividing the various subjects into a prescribed number of objectives, tailored to village conditions. Each time a Trooper visits a particular village, he would present information on a particular objective. Documentation of completion of each segment could be developed in a training jacket so that as other Troopers visit that village, information is readily available about what training has been completed and what subjects need to be covered. In this manner, field training is accomplished in an orderly manner even though different Troopers may be involved.

Present Trooper background and experience qualifies them to present follow-up training in areas of law enforcement, search and rescue, and related fields. Although individual experience and interests will vary, some Troopers will not consider themselves qualified to

provide follow-up training in fire suppression, basic information about ordinance development, shared revenue, some emergency medical aspects, and water safety. They, therefore, will need to undergo supplemental training in these fields. At least two possibilities exist to accomplish this extra Trooper training. In the short term, existing bush Troopers could attend training sessions in these subjects. In the long term, an advanced Academy training session could be developed for all Troopers destined for assignment to bush posts. These Troopers could be certified to a higher level of accomplishment both by the Department and by the Alaska Police Standards Council.

Numerous public safety agencies will assist in the total training effort, including the State Trooper Academy staff in Sitka, the State Fire Service Training program, the U.S. Coast Guard, the Department of Community and Regional Affairs, and detachment level Troopers from bush areas. Initially, CETA training funds will pay for travel and subsistence/per diem for the trainees. Instructional related costs would be borne by the several Public Safety agencies. Long term funding of training and other aspects is addressed in a later section.

Training received would result in;

1. Certification by the Alaska Police Standards Council as a Village Police Officer;
2. Certification by the State of Alaska as an Emergency Medical Technician;

3. Certification by the Department of Education as a Rural Fire Fighter I;
4. Award (of an as yet undetermined number) of college credits by Sheldon Jackson College or the University of Alaska.

The diagram on the following page portrays the training of the Village Public Safety Officer as a flow chart, showing each of the training components in sequence and number of hours devoted to each major topic.

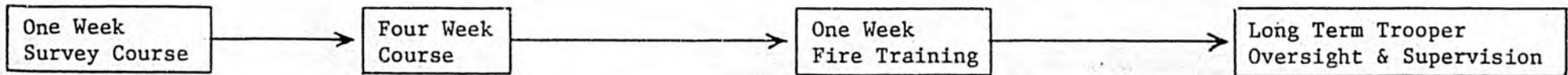
B. Program Elements

The following paragraphs describe the village programs to be developed and encouraged by the VPSO, upon completion of his training. Support by the Village Council is crucial to the success of his efforts.

1. Provide Law Enforcement Services

The VPSO should in effect, act as an extension of the State Trooper at the village level. When serious crimes occur, the VPSO should take the immediate actions required such as protecting the scene, preserving evidence, and determining witnesses, and other actions as directed by the Trooper who would be called immediately. The activities of the Village Officer will provide a greater level of service to the village and be of obvious support to the Troopers.

VILLAGE PUBLIC SAFETY OFFICER
- TRAINING -



Field Locations

State Trooper Academy

Regional Fire Training
Center

Individual Villages

26 hrs. Law Enforcement
12 hrs. Emergency Medical
6 hrs. Fire
1 hr. Ordinances
1 hr. Search and Rescue
2 hrs. Water Safety

48 hrs.

75 hrs. Emergency Medical
25 hrs. Swimming - Water Safety
17 hrs. Procedural Law
18 hrs. Substantive Law
7 hrs. Records, Reports
4 hrs. Crisis Intervention
4 hrs. Search & Rescue
3 hrs. Ordinances
16 hrs. Other

21 days

3 hrs. Public Fire Protection
2 hrs. Fire Behavior
6 hrs. Portable Extinguishers
6 hrs. Forcible Entry and Ropes
5 hrs. Fire Hose Practices
8 hrs. Fire Streams & Portable
Pumps
4 hrs. Ladders
6 hrs. Ventilation Practices
4 hrs. Rescue & Breathing
Apparatus
4 hrs. Salvage & Overhaul

48 hrs.

(Curriculum Under
Development)

The greatest number of problems will involve relatively minor offenses. Drunkenness, petty theft, local ordinance violations and related problems should in most instances be resolved by the VPSO and the council. He will also have to be proficient in report writing, keep basic statistics, and perhaps most importantly, become prevention oriented. Attempts to help resolve smoldering differences before a crime is committed, assisting persons who become intoxicated so they do not harm themselves and others, and related efforts will all help to prevent problems from occurring. He should also be able to work with village administrators and clerks so that the village obtains shared revenue on the basis of law enforcement in the village.

2. Organize a Village Fire Department

The VPSO can stimulate interest among the Council and other residents to form a basic fire protection capability utilizing portable extinguishers, smoke detectors, portable pumps and lengths of hose, voluntary home inspections, school-oriented prevention programs, and similar efforts.

The extinguisher should be the dry chemical, multi purpose, cartridge pressure units, rated for cold weather. These units can be refilled in the village, or even at the scene of a fire if needed. A supply of powder and cartridges should be stockpiled in the village.

As long range goals, smoke detectors best suited for village home conditions and a fire extinguisher should be installed in every home.

While the VPSO may be a member of the fire department, ideally he should not be the fire chief. The more villagers that can be involved in the public safety program, the better their village conditions will become. He should be able to work with the Village Clerk to assure the village applies for revenue sharing for fire protection, how to help organize a local fire department and how to report fires to the State Division of Fire Prevention.

3. Organize a Local Search and Rescue Group

The VPSO can stimulate interest in forming a volunteer cadre of villagers to assist the Troopers and other agencies in Search and Rescue. This cadre could consist of villagers who own snowmachines, or have boats who have agreed to form a rescue group. The group could undergo training in First Aid, and other subjects determined appropriate. They could sponsor prevention efforts such as assuring everyone who goes on an extended trip has survival gear, has made his itinerary known to someone within the village, etc.,. Although the VPSO should ideally not be head of the SAR group, both the SAR group head and the VPSO should be knowledgeable about how to get reimbursed by the state for fuel, and equipment, etc., that were expended during the SAR mission. Rescue group personnel can be of particular help in evaluating the actual need for a search and rescue mission when a local resident is overdue, as well as other aspects of assistance to rescue authorities.

As may be seen, the Fire Department and the rescue group, although described separately here, may consist of the same personnel.

4. Assist the Community Medical Provider

Many villages have a resident Community Health Aide, or other medical provider. The role of the VPSO is to offer such assistance as is deemed appropriate, but not attempt to take the place of this individual. In some cases the VPSO may be the only person trained in response to medical emergencies, and by default becomes the initial medical responder. The VPSO and CHA can jointly arrange for First Aid Training to be taught to villagers, and help procure needed medical supplies for emergency situations. They can take each others place when one or the other is absent from the village.

5. Assist the Coast Guard in Boating Safety and Water Survival

The VPSO can assist the Coast Guard in boating and water safety efforts, by arranging for the showing of films, displaying posters, assuring life jackets are in boats when persons are on the water, arrange for swimming classes if feasible and refer flagrant and repeated violators of safe boating practices to the Coast Guard. They can generally assist in other Coast Guard efforts toward safer marine practices.

6. Work with Village Council to Develop Improve Ordinances
and Use Shared Revenue

The numerous aspects of the VPSO's work will be made easier if through local ordinance a Department of Public Safety can be created, and other ordinances developed to provide the legal basis for areas of local concern.

Information about ordinance promulgation and shared revenue is therefore considered important from the standpoint of increasing local control and self determination. Relatedly, the several non-profit regional corporations have been conducting training of village clerks, and other municipal officers, in these two topics among others, so the VPSO's will not need to know all the mechanics and details of ordinance development and shared revenue. Similar information and assistance is available from the Department of Community and Regional Affairs. Emphasis will be upon ordinances as a means to enhance operational effectiveness of his public safety program when he returns to his village after completing the training. In both areas he will be encouraged to work with the city clerks and administrators.

C. State Level Programs

For the Village Public Safety Officer concept to be successful requires assistance from several state agencies and possibly federal agencies as well for program development, research and

continued assistance. Although there are many state and federal agencies with programs of interest and value to the small rural communities, this section describes those with particular advantages and value to the Public Safety Officer Program.

1. Development and Maintenance of Village Ordinances

The improvement of village ordinances is an important aspect of increased local control and self determination. To date, there have been many generally independent efforts by various organizations to address this problem, but none has been entirely successful.

At the request of the Department of Public Safety the Criminal Justice Planning Agency is developing a concept paper about how the ordinance problem can best be addressed. An early aspect is the expected convening of a meeting by agencies with an interest or existing program in this field. It is anticipated that the Departments of Public Safety, Law, Community and Regional Affairs, the AFN, Yapitak Bista Manpower Programs, Mauneluk Corporation, Kawerak Corporation, Doyon LTD., Criminal Justice Planning Agency, Criminal Justice Center and others will meet. Discussion will probably center about which agency has done what, the existing programs and capabilities, how each can dovetail their efforts with the other, and the overall parameters of a long term ordinance development and maintenance program.

2. Developing Mechanisms of Local Dispute Resolution

To enable local villages to resolve as many minor disputes as possible serves several purposes. Many village councils already informally assess penalties to miscreants that typically include restitution to the aggrieved party, and useful work for the villages. This approach has the advantage of local decision making that best suits the offense, a penalty that is obviously related to the offense, and clearly an alternative to formal processing through the criminal justice system. Local offense resolution should be formalized through the provisions of AS 29.48.035 that permits city councils to assess non-criminal penalties for infractions of local ordinances.

In a related manner, the provisions of federal law such as the Indian Reorganization Act, the Indian Self-Determination Act (PL 93-638) and the Indian Child Welfare Act should be examined in terms of local control and dispute resolution mechanisms.

An earlier attempt to utilize local decision making for dispute resolution involved the concept of the Reconciliation Board. Begun several years ago by the Court System, the program involved local village residents who attempted to arrive at a mutually agreeable solution to both sides of a dispute. This alternative to formal justice system processing was set up in several villages, but was only marginally successful, and

dropped soon thereafter by the Court System. This program should be reviewed, both in terms of its acceptability and value at the village level. If found to be of potential value, it could be modified as required and reinstated. In addition, study is needed in the area of traditional dispute resolution within the different ethnic areas of the state to determine if they include constitutional rights and guarantees and if they could apply to villages in rural Alaska.

3. Village Control Mechanisms for Alcoholic Beverages

As noted earlier, providing the means to respond to public safety concerns is in reality dealing with the manifestations of a deeper underlying social problem - that of alcohol abuse and alcoholism. Specialty agencies within the broad field of public safety have known for years that many of their problems are related to, or the direct result of, alcohol abuse. There is no question that many villages want to control or eliminate alcoholic beverages in their communities but do not know how best to proceed or even how to proceed at all. The depth of the alcohol problem, and the benefits to be gained by its control have led several villages to institute drastic measures to prevent alcoholic beverages from coming into the villages. Some of these approaches are certainly effective but obviously unconstitutional.

Simultaneously with the development of the Village Public Safety Officer program, a research effort should be mounted to explore all the means and options that a village has, or

could have with changes in the law, in order to deal with the alcohol problem. The Attorney General's Office, the Criminal Justice Planning Agency and the State Troopers should be involved and possibly the office of Alcoholism and selected social service agencies. The objective is to identify the means a village could use to prevent/control the influx of liquor into the village, rather than any attempts to determine the sociological reasons people drink, etc. No more worthy commitment of resources could be made.

D. Potential Funding Sources

The long term objective is to develop continuing funding for the village public safety program. There are several approaches that appear possible. Although discussed individually below, a combination of funding sources might also be used for the program.

1. Comprehensive Education and Training Act (CETA)

In the short term, CETA manpower funds of the several Native Corporations will continue to fund salaries and travel costs. Training conducted by the State Troopers to date - one week session in Bethel and Nome during the Spring of 1979 - has been CETA funded. The first month long session which began in late August 1979 was financed by the Manpower program of Yupitak Bista, representing the Calista

region, as will the follow-up week for fire suppression and prevention training.

However, the CETA program envisions units of government assuming salary costs after persons have been temporarily hired by CETA. Present CETA regulations stipulate that employment is limited to 18 months at which point the employee is terminated, theoretically to then be paid by the local community. At that point, a new person may be hired for the same job and paid by CETA funds. While perhaps applicable in urban areas, the small villages in Alaska have little or no resources to pay the salary of any employees. Thus, there is the specter of a continual turnover of local personnel involving the need for endless training, and with no long-term advantages, either for the village or the state.

It is during the term of employment by CETA that alternative means for funding must be developed in order that the program can continue at improved levels of salary and consequent longer tenure of the officers and development of extensive local skills in the broad field of public safety. Only in this way can the problems of law enforcement and public safety in the rural areas be improved.

2. Legislative Appropriation

As with the State Trooper program, State appropriations may be made to fund the VPSO program, as an adjunct to and an extension of the State Troopers. If made to the Department of Public Safety, the Department could then contract with the several non-profit Native Regional Corporations for them to provide the services, or the Department could provide the services directly. Or, if the appropriation was made to the Regional Corporations, they could provide the services directly, while coordinating their efforts with the State Troopers, or possibly contract with the Department to have them provide the services. Legislative funding could be either for the entire program costs, or to be used in conjunction with one or more of the other potential funding sources.

3. Revision of Shared Revenue Formula

Presently, state shared revenues are apportioned on a per capita basis - \$12/person for law enforcement and \$7.50/person for fire protection. Although a regional cost differential is applied, this per capita entitlement formula does not take into account the adequacy of the resulting funds, existing tax base, local effort, or even whether or not the majority of funds are spent in those areas from which eligibility derives. A proposal could be developed for the legislature in which a minimum amount could be specified for public safety services - perhaps

\$25,000 per village, or some other figure that could support a full-time Village Public Safety Officer program. Or the per/capita basis could be increased in recognition of local effort, such as the existence of a village sales tax or other means of municipal income that reflect a good faith effort by the village to help themselves.

The legislature could also require that shared revenue funds awarded on the basis of existing police and fire services, be utilized to upgrade and otherwise support those programs in the villages, even if the entitlement formula is not changed. Currently only 20% of the entitlement must be so spent.

4. State Alcoholic Beverage Tax

The state alcoholic beverage tax is another potential source of funding the village officers. Certainly there is no greater cause and effect relationship than alcoholic beverages and the need for public safety services. Legislative action would be required to appropriate a certain percentage of alcohol-tax revenues derived from sales of alcoholic beverages in rural areas.

5. Contract Services

Another aspect involving shared revenue is the idea of villages contracting with the Department of Public Safety

to provide public safety services through the use of the village's shared revenue entitlement. Currently, shared revenue funds will not support a full-time Public Safety Officer. Supplemental funding from either the legislature or the Department would be needed if this approach is to be utilized. The goal of such an approach would be to develop the program in the village while involving the Council to an increasing degree, until the village can administer the entire program. However, the Department would continue its oversight and supervisory function, as described earlier.

6. Public Safety Revolving Loan Fund

A concept to fund the training of future local Public Safety Officers, if CETA Manpower training funds are reduced, is to develop a revolving loan fund, similar to other student training loan funds. The legislature could establish the fund within the Department of Public Safety. Residents of a community who meet certain minimum qualifications (age, residency, education, etc.) and desire to become a Public Safety Officer could apply for a loan after obtaining the sponsorship of the community which intends to hire him at the completion of his training. Those granted loans would attend the training and then return to work as a Public Safety Officer. His loan would be forgiven upon the completion of three years of

satisfactory service. Preliminary work has already been done by the Public Safety Academy staff on this concept. This concept, however, assumes the ability of the sponsoring communities to pay the officers salary and otherwise support a public safety program.

7. Contracts from Other State Agencies

Financial support may be available from other government agencies with irregular needs for short term tasks in rural areas by contracting with native non-profit corporations to perform the tasks through the Public Safety Officer. Currently state and federal agencies send several persons into the bush to perform the needed tasks. Often they are unfamiliar with the bush, do not budget adequate funds for the job nor allow sufficient time to do it, have no entre' with the villages, and may not relate well to village residents. Substantial time and money is often expended for less than successful results.

In the alternative, the government agency could contract for the task to be performed. Since the Public Safety Officers have intimate knowledge of their village and nearby ones, they could perform the work required with a minimum of effort. As a result, valid information would be gathered in a timely manner without the costs of travel, per diem, and salary.

The regional corporation would then forward the appropriate amounts of the contract to the villages involved for use in support of the public safety program.

If this concept proves feasible, it holds implications for state agencies with bush responsibilities. In the long term, a generalist in the villages would evolve who knows quite a lot about many state agency functions and could perform on-site tasks for functional specialty agencies of state and federal government. As an example, the diverse requirements of the Departments of Health and Social Services, Labor, Education, etc. could be fulfilled by the "village coordinator". If true our entire framework of thinking about state government operations in the bush should, in the long term, be re-examined. Instead of functional specialists separated by the traditional hierarchical pattern on organizational charts, a generalist could perform work for many differing agencies and at potentially great cost savings to the traditional ordering and approach of government agencies. Such approach however could only be undertaken as the villages themselves and the Public Safety Officer are ready to accept the approach and responsibilities involved.

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

White House Conference ^{10/15/78} - Rural Transportation.

114 sources Fed flt that can aid transportation
11 fed agencies

10/77 G.O.O. report identify sources.

1978 Surface Transportation Coord. Project.

Sec 18 Projects must be coordinated
to secure rural transp. funds.

7 agencies are working on method to
coordinate \$1.5.

SP 1978

Sec 18 - Pub. Transp. in rural areas.

Cities under 50,000. Capital expenses -
also operating expenses 75,000.00 nationwide.

Comible 80,000,000 1980-81-82 Dist
according to rural population. Alaska
Alaska 120,000⁰⁰ Cost of capital.

Vehicle parking lots etc. etc.

80 Fed & local match. Operating cost =
50%. up to 1/2 of match from other
federal sources. Coordination could
result in matching funds being made
available. DOT/PK has authority

to distribute. Must be fair & equitable.

(V) must demonstrate coordination

Alaska has not applied for funds - to date.
Have been looking & studying - working
with Federal Housing Administration.

Other resources -

Dept H&A - just they spend 500,000,000
a year moving clients

Community Services Administration (formerly OSC)

800 Community Action Agencies

Farmers Home Administration long term low
interest loans. for communities under
10,000 5% $\frac{1}{2}$ p

CEJA - Dept of Labor

1500 CEJA slots to 13 states and
democratic

Action - Volunteers to do during /
dispatching for SW 18

Leland Scott H&A - Region 10 -

Want to foster independence - see
transportation as way to improve
quality of access to human resources.

Head Start 2 ans + in Region 10

probably 18,000,000

See Street purchase vehicles, public
transportation system. purchase other

Agencies —

will encourage and start elderly
to coordinate.

Problem of paperwork — will be
addressed w/ a task force approach.
and simplified task approach — Process
of administrative regulatory reform is underway
Dane Dougherty —

John Sartell -

Marine / Highway Department

Ed Hoffman - AUCP

Bob Lehr -

Dick Johnson

Dennis Supelmaier - Kalptone.

Fred Chier - DGE - Lehr - GSA.

FHA - ^{expensive} CSA - FISH - Jean -

Dept Agriculture, Federal Regional Council

Bob Blodgett - Idler.

Region is working out agreement - (?)
per John Sartell.

Problem - some areas - ^{not covered vehicles} major access
roads from village to airport

Dennis Dooley - DOT. Div of Planning

& Research. Problem of lighting

on aviation program - Alaska does well
but aviation programs are different.

Lots of regs but problems of technology

Some need vehicles designed for ^{an} covered
transport. Some areas 3 wheel boards

or four wheel pickups - Problem of
maintaining roads in winter - such
as half-tracks

Check funding since from village to
airport is being used for Kenia.
El Cuchuma D. St. - Federal Aid
System - then qualifies for categorical
funding. Off Road Safety system -
Fibers & A.A. may have some \$/p
for access.

Dennis Dregelmann - trying to get
gravel major problem

Dennis Dealey - Federal Standards don't
speak to "functional" needs

Laura Schroeder - City Mgr. Dillingham
{ Super off roads - D. St.
Local Service Roads & Trails
- must have priority set - don't have
to pave road.

Ed Hoffman - Bethel getting shafted

Bob Blodgett - Federal airport -
Build airport & then no road to
get there. Civil works, but I
maintainance - standards set too low

Rep. Gross - Concern river
transportation

Dennis Dooley - now getting into
marine waterways. Just beginning
Federal Highway starting to
work in area.

^{public maintenance problem}
Local service trails & roads. ^{2nd class}
Wooden sidewalks - major problem.

^{Harper Bay}
Coordination P.H.S. - garbage dump & no
road to dump. Fenced a lake so
garbage can be burned in winter.

Airport - Village - airport -

John Saffell - need example -
air mail lines

Public transportation - F.H.A. - could
frame marine

Jonathan Solomon - Ft. Yukon.
River transportation - Barges loaded
in Nenana can't go in Ft. Yukon
up full load (only 50%) because

cost - want simple task to bring
full load. want to improve mail
system -

Steve Dittmeier / Alaska R.R.

See near/long term problem
near term m/s Yukon (ARR) destroyed
by fire. Causing near term problem
trying to find a boat.

Long term - Remaining tug boat needs
replacement. May be 5-10 million
to now asking is ARR the
proper owner of equipment - but
way to provide service on Yukon.
want to see continuity of service
& won't pull out until replacement

Scott Black - North Pacific Rim
want to know where \$15 mil.

Chris Anderson asked about study of
hedge ice roads for barges etc.

Mayor Carlson major problem is
water transportation. Primary concern
is improved load

Basic level of services

Joyce Munro - Referred to local service roads + traf. Is there comparable program of Feds -

Jim Farmer - Galena Sees upper respiratory problem of air quality - concern over road oiling. Banned & melt away.

*
*
Fed \$'s gasoline - goes go into general fund.

Itle is - HEW approach Dept of Defense need special vehicle. DoD - surplus vehicles. Explore - suggest lobbying to define as special circumstances vehicle

~~State~~ ~~Country~~
sub. regional state a country not
in existing major problem when
improvements being operating costs.
no tax base / not generating \$s
Perker - 300+ airports. Some
300 million to bring up to state.
will take more than ad hoc
approach maybe last area that
has min life support system.

Y. K. Heath Corp -
48 village 16,000 - 75000 sqm

CAB ^{beam} - storage space for airports &
emergency equipment, emergency
strobe lighting, - mail, fuel, water system
access, roads, villages to airport

medical
ambulance } Anakt - Hooper Bay -
St Mary's - Kito Village -
Ennoro K -

Joe Fitter / wants to see State / Federal
agency -

But Cagwell - Proposed est to Yukon.
as a question of economics. Someday in
future but not there yet.

Q

Coordination between fed / state / local.

How to get all 3 working -

Deanna
Seymour

State legislative acts for local
areas - He comments that some
legislators on panel, maybe need direct
grants



Wrap up -

Small cities - air traffic problems -
wants to see small airfield upgraded
surround J.R.O. - if extension into
municipal areas. not much
interest of route South 48.

People want improvement & upgrading of existing
roads rather than new roads.

Enormous costs of doing business

Following - Reginald

Needs who represent major funding to
know more about peers programs
first application reviewed so proper
referral made

② Follow in session for people making grant decisions - session for processing

③ Federal notes & goals sent to override. Feels no mal-intent but lack of specific knowledge

④ Upgrading air taking -- some promising funding sources - aircraft + facilities



SBA James H. H. EDA

⑤ Galt - no plan to cut back on R.R. Long term expansion. Work w/ state & private shippers to help maintain route. Need to justify economic utility

⑥ Flexible funding -- has been goals of White House. High costs - more money out quickly

Denver Regional

① no conventional roads - 3 airports /

② first minimal decision 7/15/68

Parameters of what is being

Run - other than conventional

Snowmachine - half hour.

Access to dump water / access to A.A.
Sec 18 - responsibility to get coordination
together. Some specific examples
as to some basic basics needed
Extending yr to yr can cover out
down length of large tunnel.
need to have coordination fed/state
financing.

Federal Safety - associated costs -

React -

Other than traditional means -

need to look @ Sec 18 to see if cap.
expenditures are ok also look @ other
cap funds beyond Sec 18

Review Fed standards to see if
flexible enough to meet problems
given

Relationships Fed/State financing. Feel
offers real hope for creative financing.
Maybe loan or loan guarantee
tradeoff for upgrading airports - need
to look at how by when

How get related to village. need to do
more to improve local areas capacity
** to relate - will be in rural policy
** & to small communities for
grantmanship etc.

credit major proposal to address
problem. maybe rural bank? or
through existing banks?

**WHITE HOUSE
CONFERENCE
on
RURAL
TRANSPORTATION**



**October 5, 1979
ANCHORAGE,
WESTWARD HILTON**
Anchorage, Alaska

Sponsored
by
Northwest Federal Regional Council