

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 86/2

389 SCOMM10: LOCAL GOVERNMENT STUDY 1979

situations and crime and delinquency prevention. Emergency medical skills could dove-tail with Community Health Aides which now exist in many villages. Search and Rescue could involve organizing local men with boats and snowmachines to assist area wide efforts of the Troopers. Water safety could emphasize the use of life jackets and other basic water safety aspects in conjunction with the Coast Guard, and so on. When a complex problems arises, the Village Officer would call for the appropriate outside assistance. He would call the Trooper when a serious crime occurs, the Public Health Service, Troopers or other medical assistance when a major medical emergency arises, the Troopers when a Search and Rescue effort requires air support and so on. Since a serious fire requires immediate actions, the village officer cannot rely on outside assistance but must work through the Village Council to develop a fire suppression capability involving village residents.

Judging this approach to be reasonable and consistent with village conditions, the State Troopers, working with several Native non-profit corporations, including Kawerak, Inc., began training selected villagers in all aspects of public safety in the Spring of 1979. These persons were already on the CETA payroll under the Manpower Training programs with Kawerak. Their CETA funds paid for travel and subsistence expenses associated with the training since these expenses were not contained within the existing Trooper budget.

The training consists of six weeks of formal instruction to be followed by monthly contacts to each Village by the Troopers, as a means of support and continued development of these Village Public Safety Officers. The formal training consists of an initial week-long overview of the entire public safety field to enable the trainees to determine if they want to pursue this vocation and to reveal those who by temperament or other reasons, would not be suited for the job. This phase is conducted in a population center nearest the residence of the trainees, such as Bethel or Nome.

An additional four weeks training then occurs at the Trooper Academy in Sitka, which involves law enforcement subjects, the Emergency Medical Technician course, and information about search and rescue, water safety and local ordinance development. Since the authority of the village officer derives from the inherent powers of a Second Class City, other ordinances are also needed to address local concerns not covered by State Statutes, such as dog control, curfew violation, trash disposal, etc.

The final session of formal training is a six day class in fire prevention and fire suppression involving the actual use of extinguishers, pumps, hoses, and smoke detectors in addition to classroom work.

To date, nineteen Village Public Safety Officers from villages in the Bethel area have completed all phases of training. A second group of Village Officers will complete their training in late March, 1980. They primarily represent villages in the Kotzebue-Nome areas but also include other villages

from Southeastern and Kodiak areas.

Beyond the formal classroom work, a structured training program is then offered to the Village Officers on a monthly basis by the State Troopers and other resource agency personnel. This "follow-up" training will occur monthly, both on an individual basis in the village, and as a group meeting in a regional center. The follow-up portion regarding law enforcement will include critiques of actions taken by the Village Officer, how he might have approached the problem in a different manner, finding out about local village problems, contacts with the Village Council in support of the program and related actions. On occasion, a resource person, such as a fire service instructor from the State Fire Service Training Program in the Department of Education, a specialist in local government from the Department of Community and Regional Affairs, an instructor in emergency medical services from the Department of Health and Social Services or the Regional Health Corporation, would accompany the bush Trooper. These specialized training sessions in the Village would be open to all interested persons, such as villagers interested in forming a fire department, those interested in emergency medical training and so on.

Another means of offering follow-up training is through an "on-the-job" approach, whereby a Trooper responding to a serious crime or other problem, would stop at an enroute village and pick up the Village Public Safety Officer to assist him. This experience would involve a real life situation, rather than a mock problem in the classroom. The Village Officer, for his part, can assist the Trooper

in various ways, including any language problems encountered and ultimately may take the place of a second Trooper who would normally have been involved, thus easing the manpower problem being experienced by the Trooper at bush outposts.

To assure that the oversight and follow-up training occurs on a regularly scheduled basis will require the lease of an aircraft and at least one additional Trooper to be stationed in Nome. In addition to the monthly village visits, the additional Trooper will develop needed records, statistical data, coordinate resource people in trips to the villages and related tasks.

In some villages, there may already be a fire chief or Community Health Aide. In every case, the Village Public Safety Officer is envisioned in a supportive role to these already existing authorities.

Although formal and long term follow-up training are provided, the Village Officer will also need a minimum level of public safety related equipment to be effective. A servicable and distinctive uniform and parka, handcuffs, and baton will serve his law enforcement needs. The matter of a weapon is left to the discretion of the individual villages. The State Troopers do not recommend a handgun for the officer.

Emergency medical supplies are also required. A footlocker of medical gear is envisioned. Its content and storage arrangements will be made in coordination with the Alaska Native Service hospitals, and the federally funded Community Health Aide program.

Local government assistance will include the development of a portfolio of model ordinances which the Trooper will have available on his visits. Requests for information about dog control, for instance, would result in the Trooper referring to copies of three of four ordinances that have previously undergone scrutiny by the Department of Public Safety's in-house attorney to assure their legality. New ordinances developed by a Village Council can similarly undergo legal review. Additional assistance is also available thru the Division of Local Government Assistance in the Department of Community and Regional Affairs, as well as the Criminal Justice Planning Agency in Juneau which is developing a computerized storage and retrieval system of local ordinances.

Fire suppression equipment will also be needed. Initially, fire suppression in the villages would involve a coordinated attack using fire extinguishers, capable of being refilled in the village, or even at the scene of a fire if necessary. Early warning would be provided thru the use of smoke detectors. An extinguisher and a smoke detector should be available in each residence. A shared purchase arrangement is suggested whereby village residents would contribute a part of the cost of these units to develop a feeling of ownership and to help assure their operational readiness.

Certain villages that have a well developed fire brigade and a high interest in the improvement of their fire fighting capabilities would be able to do so by the addition of a pump, lengths of hose, and necessary hardware. As with the basic fire protection equipment, some local effort will help insure the care and maintenance of the equipment.

Some villages now receive State Shared Revenue for fire protection. The Village Public Safety Officer program foresees the use of shared revenue to purchase additional fire extinguishers, and required extinguishing agent and propellant, and other efforts designed to increase fire safety in the village. Information about shared revenue will be provided by the Troopers as part of their oversight function and coordinated with the Department of Community and Regional Affairs.

Technical assistance in the fire service is available from the State Fire Marshal's Office and the State Fire Service Training program.

Although designed to respond to rural public safety needs, the concept of the Village Public Safety Officer program also represents a career ladder for the rural, often Native individual to enter into the public safety field. Initially he can begin as a Village Officer, and after gaining experience in that job, then advance to the position of Constable and become a State employee. From there, he can apply to become a State Trooper.

The Village Officers now are employees of their respective communities paid thru Kawerak, Inc. As local employees, they are responsible to community needs and priorities. At the same time, thru the local employees, the Village Council regains a measure of local control and self-determination it has historically practiced.

IV. Supporting Programs

Over the long term, there are several programs that would be developed that would have a direct impact upon the Public Safety Officer concept.

A. Alcohol Related Legislation

Any degree of control upon the importation, sale, or possession of alcoholic beverages by the villages, and the Village Councils, will directly affect the number of public safety problems confronting the Village Officers in terms of interpersonal violence, family quarrels, accidental fires, exposure, injury, drowning, etc, since almost all these problems have their origin in alcohol abuse.

The situation could be addressed in many ways including assisting the villages in development of ordinances pertaining to a dry community, ordinances forbidding importation, sale, possibly even possession of alcoholic beverages, etc. State statutes could be introduced making the importation of alcohol into dry villages a State crime.

Whichever way(s) are determined to be most effective, a joint effort must be mounted involving not only the State Troopers, but the District Attorneys, the Judiciary and Corrections as well, since legislation of this nature will have an impact upon these justice system agencies.

B. Local Mechanisms for Dispute Resolution

The development of the Village Public Safety Officer program will inevitably increase both the number of formal arrests as well as provide a mechanism to address local problems that could best be resolved by the application of sanctions reflecting village norms and conditions, without entering the formal processing of the State's Criminal Justice System.

For example, the village troublemakers who may have been ignored by villagers before the Village Officer program, will now have to deal with the officer. Many minor problems and misdemeanors can best be dealt with by informal village sanctions, such as the hauling of firewood and water, cleaning the village or other penalties of similar nature. This may be done by the Village Council acting as a Judgement Board which would pass non-criminal sanctions for violation of local ordinances, which now seems possible under existing State law. This concept was first proposed several years ago in a program under the auspices of the Alaska Federation of Natives, but never tried.

A pilot program could be developed jointly by the State Troopers and the Court System, possibly using grant funds. Several villages should be involved and the concept then evaluated, both programmatically and as a legally accepted alternative to formal justice system processing.

A similar dispute resolution program involving the Reconciliation Board concept, was developed several years ago by the Alaska Court System, but faltered apparently due to lack of followup actions. In this program, disputants agreed to lay their problem before a village-elected Reconciliation Board and to accept their decision. The program has the advantage of resolving disputes before they reach a volatile stage and a crime is committed.

Such local resolution of problems by the Village Council returns to them an additional measure of their historic decision-making power and increases local control and self-determination.

C. Public Safety Records System

Presently the Rural Law Enforcement Records System in Alaska is kept on a regional basis, rather than by community. Thus, data about a single community is not readily available. The development of the Village Public Safety Officer program will increase the need for information on a community by community basis, not only for law enforcement but for emergency medical responses, and search and rescue. Fire related data fortunately is available on a community basis thru a program developed in the Fire Marshal's office.

The development of a community based records storage and retrieval system will enable analyses to be made in terms of total public safety activity and ultimately assist in decisions relating to program effectiveness.

V. Program Analysis

The Village Public Safety Officer Program offers several advantages to the people in rural Alaska:

1. Village Officers will address a wide array of public safety problems at minimum costs that have heretofore had little if any attention.
2. The program will have direct economic and employment benefits to rural Alaska.
3. The program will necessitate a minimal increase in State bureaucracy, with the majority of funding going directly to Regional Corporations and villages.
4. Development of the village program can be the first step in a career ladder for Alaska Natives in the public safety field, and in the long term as Alaska State Troopers.
5. The Village Officer Program increases local control and self-determination at the village level.
6. Most importantly, the loss of life and property in village Alaska will decrease as the Village Public Safety Officer program develops.

The value of the program was forcefully demonstrated when, only six days after returning to their villages from the law enforcement and emergency medical service portion of their training, one Village Officer from the Bethel area was called upon to respond to a shooting incident. His actions in taking the necessary emergency medical responses are credited with saving the life of the victim - his sister. He also apprehended the assailant and held him for the State Troopers.

VI. Funding

Funding to date, continues to be thru Kawerak, Inc CETA Manpower program, including the salaries of the Village Officer (\$833/mo.),

and the costs of travel and subsistence while in the training programs. State Troopers, the Departments of Education, and Community and Regional Affairs funded their respective portions of the training thru their own budgets although these costs were unforeseen when their budgets were developed.

A small grant for LEAA will enable the State Troopers to at least begin the follow-up training in the villages, during the spring of 1980, but that effort is temporary at best and provides only an immediate means to develop the oversight portion of the program.

The CETA funds for salaries are, unfortunately, only temporary in nature, ending 18 months after an individual has been hired. Short term extensions are possible, but even so, some of the villages in the Nome area may have their Public Safety Officers terminated before July 1, 1980.

Given the lack of local resources in the small villages, the residents there have no alternative than to look to the State for financial support, or to continue experiencing the highest loss of life in the United States as a result of public safety problems.

The following pages set forth a rather detailed budget for the Nome area that would result in the development of the Village Public Safety Officer program during the next year during which time

several indicators of program effectiveness would be developed. Significantly the concept envisions a substantial portion of the budget to be "passed thru" the Department of Public Safety on a contractual basis to Kawenak Inc. It is proposed that all funds for VPSO salaries, per diem, and travel, totalling some 55% of the total program cost would pass thru the Department of Public Safety by contract to Kawerak. In essence, State pass thru funds would replace CETA funds, while retaining all existing program mechanics and relationships of the villages to the corporation developed earlier for the CETA program.

An additional 12% of the total cost will go to vendors for equipment, etc. for the program. It is proposed that the Department of Public Safety handle those funds for convenience since the vendors are located in Anchorage.

The final 33% would be earmarked for the Department of Public Safety for salaries and benefits of the two additional Bethel based State Troopers who would have the oversight and coordination functions, two clerk typists, and the aircraft lease. Even those funds, however, are all specifically allocated for the Village Public Safety Officer Program.

VPSO PROGRAM BUDGET
BERING STRAITS REGIONAL CORPORATION

100 PERSONAL SERVICES

A. Salaries

1. VPSO Program Coord. (AST-ANC)	NC
2. Asst. Program Coord. (AST-ANC)	NC
3. VPSO Field Supr., Corporal in Nome 3062 x 12	\$36,744
Estimated overtime 15/hrs/mo. x 12 mo x 28.26 hrs	5,086
4. Clerk Typist III in Nome, 1426 x 12	17,112

B. Estimated Benefits

1. VPSO Program Coord. - ANC	NC
2. Asst. Program Coord. - ANC	NC
3. VPSO Field Supr. - Nome, 25.5% x 3,062	9,360
4. Clerk Typist III in Nome, 25.5% x 1426 x 12 mo	4,363
Subtotal	\$72,665

200 TRAVEL AND PER DIEM

A. VPSO's (On OJT with AST in Field Responses)

1. Travel - to villages with Trooper (see 300-C)	NC
2. Per diem - 15 VPSO's x ext. 3 days/mo x 12 mo/yr x \$84/day	45,360

B. VPSO Oversight Training in Nome

1. Travel - from villages to Nome via charter, mail plane	5,000
2. Per diem - estimated quarterly sessions at 5 days x 15 VPSO's x \$84/day	25,200

C. VPSO Program Coordinator

1. Travel - ANC to Nome and return (Dept. budget)	NC
Nome to villages and return (Dept. budget)	NC
2. Per diem - (Dept. budget)	NC

D. AST Field Supr. of VPSO program - Corporal in Nome

1. Travel - Nome to villages and return - Trooper leased A/C	NC
2. Per diem - estimated 20 days/mo. in travel x 6 mos x \$84/day	10,080

E. Fire Training Instruction

1. Travel - Comm. air fair - KTKN-ANC-OME x 4 round trips	1,775
2. Per diem - 3 mos x \$84/day	7,560

F. Law enforcement Training Instruction

Instructors from either the Detachment or Academy or both.
Travel and per diem from Dept. budget

NC

G. Video Filming

Two personnel from AST, plus fire service, and other technical instructors as consultants - films to be used for continued training - film library, etc.

1. Travel - ANC-OME-RET, \$254 x 3; JUN-ANC-RET, \$198	960
2. Per diem - estimated 5 days x 3 x \$84	1,260
3. Excess baggage - estimated \$250	250

H. Local Govt. Specialist

1. Travel - airfare to OME to be paid by C&RA	NC
2. Per diem - 2 mos to be paid by C&RA	NC

I. Emergency Medical Instructors

Instructors from Bering Sts. Health Corp or Southeastern EMS Council or both

1. Travel - SEMSC-ANC-OME-RET, \$254 x 2 trips	508
2. Per diem - One session/village, 15 villages x 3 days at \$84/day	3,780
Plus one session in OME, 5 days at \$84	420
Subtotal	102,153

300 CONTRACTUAL

A. Salaries and Benefits of VPSO's

1. Salaries: 15 officers at \$1100/mo (avg. of 6 mos at \$1000/mo and 6 mos at \$1200/mo) x 12 mos	198,000
2. Benefits: 18.8% (6% pension, 4% medical, 5% WC, 1.9% annual leave 1.9% sick) x \$198,000	37,224

B. Fire Training Instructor

Either contractual to AST or thru RSA to DOE, 3 mos at \$3000 mo	9,000
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C. Charter Aircraft

Estimated 450 hrs. at \$105 hr. including standby	47,250
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D. Emergency Guard Hire

3 days/mo x 12 mos . \$10/hr x 15	5,400
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E. Printing

VPSO manuals, training materials, etc., estimated
at \$2600 2,600

F. Communications

Long distance charges between ANI and OME and OME at
VPSO in villages, estimated at \$5000 5,000

Subtotal 304,474

400 SUPPLIES AND OPERATING EXPENSES

Supplies for AST office in Nome, 2 file cabinets, desk, chairs,
etc, estimated at 2,500

INDIRECT - ADMINISTRATIVE OVERHEAD TO BERING STRAITS

Regional Corporation in Nome, 20% of total pass-thru funds
x \$3.6,184 63,236

Subtotal \$63,736

500 EQUIPMENT

A. Uniforms

Shelf items - shirts, pants, jackets, parka, etc.,
estimated at \$500 x 15 officers 7,500

B. Badges and Patches

To be issued by AST only - two badges and two patches,
estimated at \$65 x 15 officers 975

C. Handcuffs, Case, Leather Items and Batons

Estimated at \$75/officer x 15 officers

D. Fire Extinguishers

Cold-rated, Ansul No. 10 dry chem, multi-purpose, cartridge
units or equivalent - \$90 (State contract price), estimated
50/village x 15 villages x \$90 = 67,500. Sell at 25% local
match (75% x 67,500) 50,625

Foray Powder (5 gal pails) - 5 pails/village x 15
villages x \$38 paid 2,850

Cartridges - 20 extra/village x 15 villages x \$21 6,300

E. Suitable Detectors

Photoelectric, battery operated - estimated \$30 x 50/village
x 15 villages = \$22,500. Sell at 25% local match
(75% x 22,500) 16,875

F. Fire Siren

Multidirectional - one per village - alerting for fire, drowning, SARS, etc. estimated \$2200 x 15 villages 33,000

G. EMT Caches

One footlocker with EMT supplies/village estimated \$500 x 15 villages 7,500

H. Pumps and Hoses

Second generation fire protection and envision local use of shared revenue. Estimating 8 villages participating the first year

1 each 300 gpm. pumps, lightweight, portable, with 20' section hose and strainer, estimated	2,450
1 each, 1½, 1½, 1½ gated wye	270
2 each combination Spanner wrenches	15
2 each plastic nozzles 60-90 gpm, variable	50
2 each mil packboards	20
1,000 single jacket rubber lined hose	1,500
1 each reducer 2½ to 1½, pump to wye	17

Total Package = 4,322/village

Assuming 25% local effort (thru rev. sharing x 8 villages for first year) 34,576 x .75 25,932

I. Fire Training Kit

For on-site instruction - Carmody kit (\$500) plus variety of extinguishers (\$400), a variety of smoke detectors (\$200) several films for village showings (1,200), and the pump, hose etc. package as shown above (\$4322). 6,622

J. Video Tape and Associated Expenses for Training Aid

Portable video playback and monitoring unit = 3200
10 tapes at 35 each = 350, plus \$500 for props, on-scene needs, equipment, cleaning, etc. 4,050

Subtotals \$163,354

BUDGET RECAP

100 Personal Services	\$ 75,665
200 Travel and Per Diem	102,153
300 Contractual	304,474
400 (a) Supplies and Operating Expenses	2,500
(b) Indirect (overhead) 15%	63,236
500 Equipment	163,354
GRAND TOTAL	\$708,382

BUDGET ANALYSIS

Amount to Kawerak Inc. (pass thru) =	379,420	or	53.56%
Amount to Vendors, etc. =	243,997	or	34.44%
Amount to Dept. of Public Safety =	84,965	or	11.99%
	708,382	or	100.00%

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

STATE OF ALASKA THE LEGISLATURE

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

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

June 1, 1979

SUBJECT: Taxing Capacity of the Unorganized Borough
(W.O.#7277)

TO: The Honorable Arliss Sturgulewski

FROM: Alexander Hoke
Policy Analyst
Jack Kreinheder
Policy Analyst

AH
JK

You have asked that we investigate the revenue generating capacity of the unorganized borough in relation to a possible sales tax in this area. Our analysis of this matter is summarized in the table and three computer printouts attached to this memorandum, and is based upon actual sales tax revenue (collected in many of the second class, first class and home rule cities within the unorganized borough) in conjunction with revenue estimates based on gross business receipts data for those communities within the unorganized borough which do not presently levy a sales tax. Since a measure of the sales tax capacity in the unorganized borough must of necessity come from multiple sources, the goal of our analysis is to bracket the actual sales tax capacity with a base level estimate and a high-end estimate of revenues generated by a 1, 2, and 3 percent sales tax levied on a borough-wide basis. Our methodology included:

1. Using actual sales tax data (reported to the Department of Community & Regional Affairs by many communities within the unorganized borough for revenue sharing purposes) for communities which levy a sales tax;
2. Using gross business receipts data (filed through 1978 with the Department of Revenue by all businesses operating in the state for the purpose of paying a gross receipts tax) for those communities in which a sales tax is not collected.

Computer Output

The first computer printout provides an alphabetic listing of communities within the unorganized borough for which gross receipts data is available. This gross receipts data is given in units of thousands of

dollars for the calendar years 1974 through 1977. Additionally, actual sales tax revenue for fiscal years 1977 and 1978 along with the present tax rate is listed in the last three columns of the printout. The figures for gross receipts listed on this printout represent that portion of the total business activity within a given community which can be directly attributed to that community. As shown on Table I a significant portion of business activity in the state is filed by businesses whose base of operations lies outside the state (Seattle, San Francisco, etc.). Therefore, one can assume that each community in the unorganized borough shares some portion of the "out-of-state" gross business receipts.

For the purpose of providing an immediate visual assessment of the magnitude of gross business receipts for each community in the unorganized borough for 1977, the second computer printout categorizes communities according the level of gross receipts directly attributable to that community.

Calculation of Sales Tax Capacity

The final computer printout shows our estimate of a 1977 base level sales tax capacity and maximum sales tax capacity calculated at tax rates of 1, 2 and 3 percent for each community within the unorganized borough. Figures for communities flagged by an asterisk are computed in the following manner: Since sales tax revenue data is available on a fiscal year basis only, calendar 1977 estimates were made by averaging fiscal '77 and fiscal '78 revenues. The calendar '77 estimate was then adjusted to a 1% sales tax rate by dividing this value by the sales tax rate listed in the far right column on the printout. Notice that for 1, 2, and 3 percent sales tax revenue estimates, the base level amount equals the maximum amount, indicating that a range estimate was not necessary since actual data was available.

For those communities for which actual sales tax data is not available, estimating the sales tax capacity of a given community is a more complex problem. The base revenue values are calculated using the 1977 gross receipts for each community. The maximum revenue values include the base values plus a per capita share of out-of-state gross receipts times the population of the community. This adjustment is necessary because many firms which conduct operations in Alaska are based outside of the state and report their gross receipts at these out-of-state locations. These out-of-state gross receipts totalled \$1,408.7 million in 1977. It is difficult to determine the exact amount of these out-of-state receipts which was generated by each community; as an approximate indicator we have used a per capita share of these receipts.

The shortcoming of using a per capita share of the out-of-state gross receipts to compute a ceiling for the taxing capacity of communities in the unorganized borough is most noticeable for communities with a low

level of economic activity relative to their population size. This anomaly is clearly visible on the third printout where the relative range between the base level revenue and maximum revenue potential is very large for certain communities while the relative range between base level and maximum for the entire unorganized borough is much narrower.

Since applying a simple 1% sales tax levy against the total gross business receipts for a given community resulted in a much higher level of tax revenue than was actually generated within those communities, it was determined that a multiplier could be found to reduce the gross business receipts amount such that a 1% sales tax would approximate available sales tax revenue data in the greatest number of instances. An iterative series of calculations proved that a multiplier of .42 maximized the accuracy of sales tax revenue estimation using gross business receipts data.* Using the .42 multiplier with a 1% sales tax in the unorganized borough results in a range from a base level of \$2,147,000 to an upper limit of \$2,467,000--a difference of \$321,000 or 15%.

The following table summarizes our best estimate of the sales tax revenue generating capacity of the unorganized borough at tax rates of 1, 2, and 3 percent:

1977 UNORGANIZED BOROUGH SALES TAX CAPACITY*

CAPACITY AT 1%		CAPACITY AT 2%		CAPACITY AT 3%	
<u>Base Level</u>	<u>Maximum</u>	<u>Base Level</u>	<u>Maximum</u>	<u>Base Level</u>	<u>Maximum</u>
\$2,147	\$2,467	\$4,294	\$4,934	\$6,440	\$7,401

* Figures in thousands of dollars.

AH:JK:dh
Attachments

* The accuracy of sales tax revenue estimation using gross business receipts data times the .42 multiplier was 70%, i.e. the range between the base level revenue and maximum level revenue estimates bracketed actual sales tax revenue data 70% of the time when the .42 multiplier was used.

TABLE I
GROSS RECEIPTS SUMMARY

	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
Unorganized Borough	\$ 263.3	\$ 521.7	\$ 607.7	\$ 640.6
Boroughs	4,923.1	7,929.8	8,195.8	9,687.2
Out-of-state	449.7	2,291.3	1,557.7	1,408.7
TOTAL	\$5,636.1	\$10,742.8	\$10,361.2	\$11,736.5

All figures in millions of dollars

Revenue projections from taxation of the Unorganized Borough pursuant to House Bill 9.

1978-79 School Millages

Anchorage	5.87
Bristol Bay	2.70
Fairbanks	5.50
Haines	2.027
Juneau	6.85 *
Kenai	4.035
Ketchikan	4.25 **
Kodiak	5.00
Mat-Su	6.05
North Slope	1.59 *
Sitka	2.30 *

Total 51.172 divided by 11 (boroughs)
equals 4.652 average.

* rates received by telephone

** rate by telephone, comment was 85% of rate
is school (85% X 5 mills = 4.25)

Value Estimates

Method I

Average value per capita in organized areas (excluding oil & gas)	\$25,369
Population of Unorganized Borough (include second class cities)	43,584
Average value per capita in Unorganized Borough (80% of organized)	20,295

\$20,295 times 43,584 = \$884,537,280

884,537,280 less vacant land exclusion (20%) = \$707,629,824

Method II

Average population per parcel in organized borough	1.96
Average value per parcel in Unorganized Borough (80% of organized)	35,758.00
Parcels in Unorganized Borough	22,374.00

22,374 less 20% for vacancy exclusion = 17,899

17,899 times \$35,758 = \$640,032,442

Method III

Average value per parcel - 6 smallest first class cities	19,704
Parcels in Unorganized Borough	22,374

22,374 less 20% for vacancy exclusion = 17,899

17,899 times 19,704 = \$352,681,896

Revenue Estimate

Method I - 707,629,824 @ 4.652 mills = \$3,291,893

Method II - 640,032,442 @ 4.652 mills = \$2,977,430

Method III - 352,681,896 @ 4.652 mills = \$1,640,676

Our estimates of revenues range from a low 1,640,676 to a high of 3,291,893 and feel the final result would fall in that area. However, it should be noted that these figures are no more than estimations and could be far afield.

Specific Questions or Concerns

Six first class cities levy no property tax. Act as written seems to ignore them.

Eagle is a second class city that does levy a property tax. Shouldn't some provision be made for them to continue in some way?

Prepared by:

Department of Community and Regional Affairs
State Assessor's Office

THE LEGISLATURE OF THE STATE OF ALASKA
ELEVENTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. House Bill No. 9

Title Assessment Levy & Collection of Taxes In The Unorganized Borough

Requested by Representative Parr

Date _____

II. FISCAL DETAIL

Agency Affected Community & Regional Affairs

Program Category Affected Development

Budget Request Unit(s) Affected Office of State Assessor

EXPENDITURES (Thousands of Dollars)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84
100 PERSONAL SERVICES		415.10	440.00	446.40	494.39	524.05
200 TRAVEL		66.50	70.49	74.72	79.20	83.95
300 CONTRACTUAL		852.79	851.96	871.68	281.98	292.89
400 COMMODITIES		19.50	20.67	21.91	23.22	24.62
500 EQUIPMENT		37.34	10.00	5.00	5.00	5.00
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		1,391.23	1,403.12	1,419.71	883.79	930.51

FUNDING (Thousands of Dollars)

GENERAL FUND		1,391.23	1,403.12	1,419.71	883.79	930.51
FEDERAL FUNDS						
OTHER (Specify)						

POSITIONS

FULL TIME		15	15	15	15	15
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

This analysis is based on the assumption that the original mapping program and establishment of the necessary assessment data and files will be contracted for.

The additional staff included are only to supervise the original project and then maintain system after initial program.

(Continued on attached pages)

IV. DATE February 14, 1979

PREPARED BY Terry L. Farley, State Assessor

AGENCY Department of Community & Regional Affairs

Original: Legislative Finance

PHONE 465-4730

cc: Budget and Management

Prime Sponsor (First Legislator Named)

BREAK DOWN OF COSTS INCLUDED IN ANALYSIS

ADMINISTRATIVE COSTS

100 Personal Services

MAPPING

FY 80

1 Mapping Supervisor	Range 19 @ 2355	28,260
1 Title Examiner	Range 17 @ 2031	24,372
2 Draftsmen	Range 17 @ 2031	48,744
1 Clerk IV	Range 9 @ 1178	26,592
2 Clerk III	Range 8 @ 1108	26,592

Sub Total \$142,104

ASSESSMENT

State Assessor (upgrade)	Range 24 @ 467	5,604
1 Appraisal Supervisor	Range 20 @ 2532	30,384
4 Appraisers	Range 18 @ 2168	104,928
2 Statistical Clerks	Range 10 @ 1254	30,096
1 Administrative Consultant	Range 12 @ 1426	17,112

Sub Total \$188,124

Sub Total Mapping 142,104

Sub Total Assessment 188,124

330,228

Fringes @ 25.7% 84,868

Total \$415,096

200 Travel and Per Diem

FY 80

State Assessor and Supervisors	7,500
Title Examiners and Appraisers	50,000
Review Boards	9,000
Total	\$66,500

300 Contractual

FY 80

Telephone	7,200
Postage	4,500
Printing and Advertising	6,000
Data Processing and Programming	126,000
Machine Rental and Xerox	72,000
Office Space 1400 sq. ft. @ \$1.35	1,890
Professional Fees	700,000
Total	\$852,790

400 Commodities

FY 80

Reference Materials	4,500
Mapping Supplies	5,000
Office Supplies	10,000
Total	\$19,500

500 Equipment

Sufficient Equipment to establish new personnel in environment conducive to work	FY 80 \$37,330
--	-------------------

Note: Subsequent years are based on inflationary pressure on FY 80 except the \$700,000 for professional fees has been projected to decrease to \$100,000 in FY 83 assuming original establishment of maps and records to be complete by that time. Also the Equipment item has been reduced substantially after initial purchase.

Additional Comments: We would envision the process of setting up the administration as multiple step in nature. The first logical step would be an indepth study to establish proper procedure of implementing the administrative process. Subsequent steps at this point are tentative in nature and would be subject to revision at the conclusion of Step I.

Step Two would be setting up of a mapping program by region. Administratively, mapping of one region at a time would appear appropriate. This mapping program would involve a private contract with supervisory direction and controlled by professional staff to be added to the Department of Community and Regional Affairs.

Step Three would be listing, enumeration and calculation of data into preliminary appraised values (this should be done by geographic area and directly follow Step 2 in each area).

Step Four would be onsite review of finished product by professional staff of the Department of Community and Regional Affairs for acceptance or refusal of contractor's work.

Step Five would be the compilation of all data into final assessment roll and present to review board for their actions.

Step Six - At conclusion of Review process, final assessment roll would be compiled and presented to Revenue for collection.

As you can see, this process will be relatively time consuming, however, it appears to be the best and most logical approach to solution of the problem.

Also, it should be noted that even though some of the work is to be contracted, it is essential that professional staff be heavily involved from the onset to insure the quality of the finished product.

It would appear that another approach at least at the start would be a "Study of Taxation in the Unorganized Borough" to determine both feasibility and cost of administering such a property tax. It is completely possible that the cost of administration could exceed the revenue produced at least for the first few years.



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

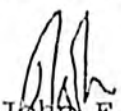
Dear Margie:

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

STATE OF ALASKA THE LEGISLATURE

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

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

May 24, 1979

SUBJECT: Distribution of Flow of Funds in Alaska
(W.O. 7276)

TO: The Honorable Arliss Sturgulewski

FROM: Elke Kallab *EK*
Policy Analyst

The attached summary of federal and state flow of funds in Alaska for FY '78 by federal and state governments is the best we were able to achieve in the time frame available. We are not too encouraged from our preliminary efforts that these data can be improved upon appreciably, although certain portions could, no doubt, be further refined as to function, and possibly community.

We would like to make the following comments about the methodology used and the limitations encountered in compiling the attached summary of federal and state flow of funds in Alaska.

Boundaries

Since it was desired to find out where funding originated and where the funds were spent, the boundaries that we settled on were census divisions for federal funds and election districts for state funds, because the best available data were reported in this fashion, and also because the boundary lines are not altogether conflicting. Copies with approximate boundary lines of census divisions and election districts superimposed on the Community and Regional Affairs' city and borough map are in our office, if you would like to see the general outlines of the regions we have grouped.

Sources

The Community Services Administration brings out a publication, Geographic Distribution of Federal Funds in Alaska, which attempts to report all federal obligations. However, we discovered that it is not a complete list. We do not know at this time how complete the information contained in the above mentioned publication is, although we believe it to be quite accurate, particularly with the supplemental allocation of funds provided by HUD and the Indian Health Service.

May 24, 1979

The obligations of federal funds are separated by the individual departments, and the agencies and programs within those departments. They are further broken down as to federal grants versus other federal obligations. We have obtained further details as to communities within regions receiving federal funds from the Department of Health, Education and Welfare (HEW) and we are enclosing a copy of the HEW breakdown of federal funds into Alaska, so you may see the level of detail which is available. The individual who compiles the information for the Geographic Distribution of Federal Funds in Alaska told us that while similar breakdowns do not exist for other departments in the federal government, the information could be provided by requesting it from the individual departments. We have not pursued this avenue to determine the difficulties or length of time needed to obtain such breakdowns for all federal outlays listed in the Geographic Distribution of Federal Funds in Alaska.

For the state's flow of funds we worked from several sources intended to complement very inadequate information.

We began with the capital and operating budget as broken out by election districts. This, however, represents only those monies which can be identified by communities or election districts, and does not cover the bulk of the budget. We supplemented this information with state salaries, which were also available by election districts to get a more complete picture. Expenditures by the court system and the legislature were also obtained, and to the extent we could allocate them to a particular region, we did. The state's appropriations are broken down generally by departments (function) to which funds are appropriated. So far, we have found it impossible to reconcile these figures with the total state budget for that fiscal year, which was \$1,169,000,000. We really do not know what or where the missing components in the state budget are, and have been unable to get clarification from those individuals we have contacted for help.

As mentioned before, many of the attached amounts can be allocated to individual communities, but we do not believe this would necessarily be of value, because it cannot be done for all monies. There is no comprehensive accounting system in the state which would supply the information you are seeking.

We believe the figures we have collected are accurate, but they are spotty and incomplete, and we do not know the extent of their incompleteness or bias regarding location or function.

It would appear from the efforts made that it might be possible to obtain the necessary information regarding the flow of funds and delivery system of services in the unorganized boroughs. However, it would take a great deal of time, effort, cooperation and coordination on the part

The Honorable Arliss Sturgulewski

-3-

May 24, 1979

of federal and state agencies to achieve it. It has been suggested that to be successful in such an undertaking would require that the state change its accounting system, so funds can be accounted for and tracked.

Finally, while the attached information is incomplete, we believe it is more comprehensive than anything else available at this time. If you have any questions, please let us know.

EK:lmk
Attachments

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

S U M M A R Y

FEDERAL AND STATE FLOW OF FUNDS IN ALASKA

Fiscal Year 1978

(October 1, 1977 - September 30, 1978)		(July 1, 1977 - June 30, 1978)		FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS	ELECTION DISTRICT	STATE FUNDS	
01 Aleutian Islands	\$ 76,521,000	15 Aleutian Island-Kodiak	Operating Budget ¹	\$ 118,500
	Native Health Service 241,632		Capital Budget	1,744,000
			State Salaries ²	268,908
			U of A Salaries	46,500
			Court System Expenditures	-
	TOTALS			\$ 2,177,908
				\$ 78,940,540

¹ Includes only those items which are identifiable as to location.

The bulk of the operating budget is not available by location breakdown.

² Does not include salaries of court system, legislature, or University of Alaska.

* Excludes federal funds.

** Small portions of these salaries may be federally funded. (See attached sheet for more details).

*** Includes Bethel.

Prepared by:

Legislative Affairs Agency
Research Division

May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
02 Anchorage		\$845,898,000	07-12 Anchorage	Operating Budget ¹	\$ 48,942,000 *	
	HUD	3,328,000		Capital Budget	9,550,100 *	
				State Salaries ²	50,709,486 **	
				U of A Salaries	17,609,500	
				Court System Expenditures	9,728,864	
	TOTALS	\$849,226,000			\$136,539,950	\$985,765,950
03 Angoon		\$ 10,206,000	02 Wrangell-Petersburg	Operating Budget ¹	\$ 513,800	
23 Skagway-Yakutat		11,868,000		Capital Budget	625,000	
22 Sitka		21,117,000		State Salaries ²	893,697	
10 Haines		3,825,000		U of A Salaries	26,100	
11 Juneau		193,199,000		Court System Expenditures	155,650	
28 Wrangell-Petersburg		16,790,000				
	HUD	55,000				
	Native Health Service	356,084				
			03 Sitka	Operating Budget ¹	\$ 2,607,800	
				Capital Budget	870,100	
				State Salaries ²	2,449,773	
				U of A Salaries	342,800	
				Court System Expenditures	186,756	
			04 Juneau	Operating Budget ¹	\$ 6,097,600 *	
				Capital Budget	6,309,500 *	
				State Salaries ²	45,453,988 **	
				U of A Salaries	2,812,200	
				Court System Expenditures	1,928,921	
	TOTALS	\$257,416,084			\$ 71,273,685	\$328,689,769

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
04 Barrow-North Slope	\$ 49,187,000		21 Barrow-Kotzebue	Operating Budget ¹	\$ 625,000	
14 Kobuk	10,404,000			Capital Budget	2,968,000	
	Native Health Service	686,826		State Salaries ²	608,150	
				U of A Salaries	1,415,000	
				Court System Expenditures	255,646	
	TOTALS	\$ 60,277,826			\$ 5,871,796	\$ 66,149,622
05 Bethel	\$ 39,844,000		17 Bethel-Lower Kuskokwim	Operating Budget ¹	\$ 1,999,300 *	
	Native Health Service	6,422,000		Capital Budget	1,961,000	
				State Salaries ²	1,486,009 **	
				U of A Salaries	1,808,500	
				Court System Expenditures	544,201	
	TOTALS	\$ 46,266,000			\$ 7,799,010	\$ 54,065,010
06 Bristol Bay Borough	\$ 8,574,000		16 Dillingham-Bristol Bay	Operating Budget ¹	\$ -	
07 Bristol Bay	13,495,000			Capital Budget	947,000	
	Native Health Service	428,690		State Salaries ²	990,255	
				U of A Salaries	67,000	
				Court System Expenditures	-	
	TOTALS	\$ 22,497,690			\$ 1,994,255	\$ 24,491,945

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
08 Cordova-McCarthy	\$ 9,009,000		05 Cordova-Valdez-Seward	Operating Budget ¹	\$ 5,268,600 *	
26 Valdez-Chitina-Whittier	18,830,000			Capital Budget	1,344,900	
21 Seward	16,108,000			State Salaries ²	8,055,302 **	
	HUD	359,000		U of A Salaries	606,900	
	Native Health Service	493,960		Court System Expenditures	225,182	
	TOTALS	\$ 44,799,960			\$ 15,500,884	\$ 60,300,844
09 Fairbanks	\$172,222,000		20 Fairbanks	Operating Budget ¹	\$ 44,223,800 *	
				Capital Budget	8,887,500 *	
				State Salaries ²	18,368,746 **	
				U of A Salaries	20,807,000	
				Court System Expenditures	3,107,880	
	TOTALS	\$172,222,000			\$ 95,394,926	\$267,616,926
12 Kenai-Cook Inlet	\$ 31,343,000		13 Kenai-Soldotna-Homer	Operating Budget ¹	\$ 986,600	
	Native Health Service	435,392		Capital Budget	1,300,600	
				State Salaries ²	3,149,980	
				U of A Salaries	937,700	
				Court System Expenditures	476,698	
	TOTALS	\$ 31,778,392			\$ 6,851,578	\$ 38,629,970

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
16 Kuskokwim	\$ 6,524,000		18 Galena-McGrath-Hooper	Operating Budget ¹	\$ -	
27 Wade Hampton	14,240,000		Bay	Capital Budget	1,220,000	
29 Yukon-Koyukuk	44,589,000			State Salaries ²	437,153	
Native Health Service	1,218,160***			U of A Salaries	92,600	
				Court System Expenditures	-	
TOTALS	\$ 66,571,160				\$ 1,749,753	\$ 68,320,913
15 Kodiak	\$ 40,144,000		14 Kodiak	Operating Budget ¹	\$ 1,126,800	
Native Health Service	271,733			Capital Budget	135,000	
				State Salaries ²	2,684,962	
				U of A Salaries	505,200	
				Court System Expenditures	228,538	
TOTALS	\$ 40,415,733				\$ 4,680,500	\$ 45,096,233
17 Matanuska-Susitna	\$ 21,054,000		06 Palmer-Wasilla-Matanuska	Operating Budget ¹	\$ 4,018,400	
				Capital Budget	670,000	
				State Salaries ²	4,198,732	
				U of A Salaries	1,567,900	
				Court System Expenditures	83,206	
TOTALS	\$ 21,054,000				\$ 10,538,238	\$ 31,592,238

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
18 Nome		\$ 18,765,000	22 Nome-Seward Peninsula	Operating Budget ¹	\$ 391,300	
	Native Health Service	1,088,042		Capital Budget	392,500	
				State Salaries ²	2,331,325	
				U of A Salaries	341,500	
				Court System Expenditures	342,825	
	TOTALS	\$ 19,853,042			\$ 3,799,450	\$ 23,652,49
13 Ketchikan		\$ 31,343,000	01 Ketchikan	Operating Budget ¹	\$ 1,474,700	
19 Outer Ketchikan		9,129,000		Capital Budget	1,258,000	
20 Prince of Wales		3,220,000		State Salaries ²	2,875,883	
	HUD	1,000		U of A Salaries	499,500	
				Court System Expenditures	486,354	
	TOTALS	\$ 43,693,000			\$ 6,594,437	\$ 50,287,43
24 Southeast Fairbanks		\$ 22,108,000	19 Nenana-Ft. Yukon-Tok	Operating Budget ¹	\$ -	
25 Upper Yukon		4,370,000		Capital Budget	1,062,000	
	HUD	4,020,000		State Salaries ²	2,273,549	
	Native Health Service	710,079		U of A Salaries	137,100	
				Court System Expenditures	-	
	TOTALS	\$ 31,208,079			\$ 3,472,649	\$ 34,680,72

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)		(July 1, 1977 - June 30, 1978)		FEDERAL AND STATE FUNDS
<u>CENSUS DIVISION</u>	<u>FEDERAL FUNDS</u>	<u>ELECTION DISTRICT</u>	<u>STATE FUNDS</u>	
Statewide	Native Health Service \$ 73,839,885 HUD 11,680,793		State Salaries \$ 1,543,535 Court System Expenditures 873,868 Legislative Expenditures 8,583,408	
	TOTALS \$ 85,520,678		\$ 11,000,811	\$ 96,521,489
GRAND TOTALS \$1,869,562,275			\$385,239,830	\$2,254,802,106

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

ATTACHMENT

DISTRICTS		STATE SALARIES	POSSIBLE FEDERAL FUNDS
07-12	Anchorage	\$ 50,709,486	\$ 2,025,800
04	Juneau	45,453,988	235,600
17	Bethel-Lower Kuskokwim	1,486,009	200,000
05	Cordova-Valdez-Seward	8,055,302	43,400
20	Fairbanks	18,368,746	29,804,300

NOTE: These figures are incomplete and for internal legislative use only.
See Attached Memo.

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979



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

August 6, 1979

Honorable Arliss Sturgulewski
State Capitol
Pouch V
Juneau, Alaska 99811

Dear Arliss:

Re: Local Self-Government Seminar

Thank you for the invitation to the seminar. Though I did more than my share of complaining about the imposition on private time, I will have to admit that I was a net winner from the occasion in the extent to which my knowledge of some of these issues was improved upon.

I was particularly intrigued by the way a "foundation program" for public safety emerged without a whole lot of special interest prodding on my part.

You might keep in mind the rather extensive work and current involvement which we are in professionally at the Center on this and related topics.

I believe you have a copy of John Angell's comprehensive germinal study of Alaska bush justice. Roger Endell has been working with Russ Meekins' special committee and with the administration on their bush justice corrections facilities planning committees. Steve Conn has been directing a project in which we are all involved on control of alcohol distribution. A report on this topic which will feature local control issues will be out in the fall. Steve has been involved from the beginning in the study of adaptations of traditional problem and dispute resolution techniques. We have also been involved in field paralegal and governmental education projects in Barrow under the auspices of the Alaska Federation of Natives. These are only some of our more prominent activities in the delivery of justice services.

The variety serves, in part, as a reminder that the definition of public safety services is considerably broader than law enforcement, fire fighting and search and rescue. There is a penumbra of essential service activities, of which alcohol control and treatment management is but one cluster, which make up a fully stated public safety function.

Honorable Arliss Sturgulewski
August 6, 1979
Page 2

Dr. Angell has been working with Commissioner Nix and University of Michigan on a federal grant project on social justice training or retraining for police officers which also underlines this aspect of public safety services.

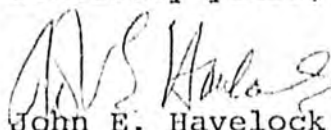
As you know from your experience with the City of Anchorage, there has never been any comprehensive rationale for the division of responsibility between municipal and state governmental entities for public safety functions. If a public safety foundation program is to be developed, that question, too, must receive careful study, and possible solution options formulated.

I realize that the interim committee has little or no money at the time being for the kind of analytical work and studies which the breadth of the topic suggests. However, it may be that some of these matters may emerge as major state issues because of the groundwork done by the committee. If that is the case, I hope that you will keep the Justice Center in mind as a resource cutting across institutional boundaries.

We all share your belief that issues of local control and governmental administration have a very high priority and have strong linkages with those topics, such as the source of funding for state services, which are usually identified as the top state priorities.

I hope these observations are of some use to you and encourage your continuing aggressive pursuit of local control over essential state services.

Sincerely yours,



John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Representative Bill Parker



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

Some scribblings on overhaul of police protection -

Use a voucher system -- replace current revenue sharing with system more closely tied to foundation approach.

Units based on population served --

1 - 300	1 unit	2751 - 3000	7 units
301 - 600	2 units	3001 - 5000	8 units
601 - 1000	3 units	5001 - 10,000	9 units
1001 - 1500	4 units	10,001 and over	10 units plus 1 unit for 3000 people or major part thereof
1501 - 2000	5 units		
2001 - 2750	6 units		

So --

Bethel 3500 people served
translates into 8 units

Need to determine unit price -- say \$ 30,000 (figure set by statute)

Bethel: 8 units x \$ 30,000 = \$ 240,000

Probably need to recognize cost of living:

Bethel, under current revenue sharing, is at 33.3%

So, \$ 240,000 increased by one-third (\$ 80,000) = \$ 320,000

State will cover not less than 80 nor more than 95%, depending on relative property value. Bethel has no property tax, so, presumably, state will pay 95% of \$ 320,000 or \$ 304,000.

Bethel entitled to voucher for this much. May

- (1) use to support own police force, in which case the state pays the money, but instructions issue that troopers assigned there do not enforce local ordinances
- (2) may rely on state troopers, in which case \$ 304,000 plus the required local contribution of the difference (\$ 16,000) is turned over to Commissioner Nix - so he can provide more troopers to Bethel station so that these troopers will enforce local ordinances;
- (3) some combination of (1) with (2), depending on how the local government feels about local versus state police protection capacity.

* * *

Participating municipalities have to come forward with a plan of service, indicating ordinances to be enforced. Public Safety Department could lay down some general rules about these plans of service, one of which would be that municipality could not claim dollar support for a local police force without concomitantly enforcing local ordinances -- in other words, that they could not take the money but avoid hassles with public protection by leaving the troopers to enforce municipal ordinances. Not all state statutes would have to have parallel municipal ordinances for the

locals to enforce, but local ordinances should cover those areas where municipalities have authority and where problems are fairly common.

In places where protection is part local, part state (like Juneau), support for police protection from local force would be paid only for population served (7,500 people in downtown and 1,500 in Douglas), while the amount calculated for the rest of the population (valley, Auk Bay, North Douglas) would be kept by state troopers, matched by requisite local contribution, and made available to meet costs of an expanded Juneau trooper detachment.

In rural areas, while some small cities would probably want to try to retain a police officer or constable, in a 1 unit village (i.e. population of less than 300) totalling to a \$ 40,000 grant (1 unit = \$ 30,000 plus 33.3%), a portion could be used for local constable, while balance could be turned back to Public Safety Department and put with money returned from adjacent villages to share the costs of a state trooper.

SCOMM

10:68

AR	ISFOR AND
	MAL
MAR 3	
File:	Local Govt.
Subject:	Sub 1, 2

LOCAL AFFAIRS AGENCY
(DCRA) GUSTAVUS
RETREAT ON RURAL
GOV'T.

TAPE 1
-RETREAT-

Byron Mallott:

Since I have been the Director of the Local Affairs Agency, coming in with the new administration prior to the legislative session, having to become acquainted with a whole new range of different kinds of people, I have found that, personally, I have not had the kind of time that I really felt was necessary to really think about the issues that surround the responsibility of the agency and the kinds of issues and think that affect local government. I suspected that there were a whole number of other people who are involved with local government who from time to time felt the same way. After thinking about it for some time, what I would like to do is get my agency and small number of people together who have had an impact on local government and some real expertise and concern for local government to just spend some time talking about the problems and issues and programs and so forth that we are involved in, and to discuss some of the things that are taking place now in local government. Recognizing that in the Legislature at this time there are some very important bills that affect local government--Municipal Code, State Aid, the Department of Community Affairs, a bill to create legal service areas in the unorganized borough. After thinking about it for some time, I approached a number of people with the state government about the possibility of holding a staff retreat, if you want to call it that, and found that it was something that was pretty unorthodox in the state government. However I just recently found that the entire state government is contemplating a series of seminars to discuss state policies and what the Local Affairs Agency proposed to do might be an indicator as to whether it would be worthwhile for other departments to do, although they would be more formal in their approach since they would be focussing on their own budgets since the State is going to program budgets.

I sent, and I hope everybody received, the memorandum where briefly I tried to put down my reasons for wanting to meet with you and also my feelings as to why I didn't want a formal kind of meeting but rather a meeting where we could just sit down and kick around the issues and not formulate policies but discuss the kinds of issues and get a handle on them that ultimately would be taken into consideration when the policy of the state governmental level is formulated.

1.

I'd like to say before I start that I am really happy that those not of the agency that were invited are able to be here. I look forward, during the course of the afternoon and possibly most of tomorrow, to learning from you and sharing experiences.

I set out a number of issues that we might be able to discuss during the meeting as well as stating that those persons who had other concerns in this area, they would bring those along as well.

I don't have a copy of that memorandum, I haven't given it a whole lot of thought just exactly where to start. I think maybe we might just start by each of us making a short statement as to what we feel is the purpose of this and what we might be able to get out of a conference such as this and then go back and focus on some specific issue.

✓
Vick, since you're the kind of guy whom people regard as--well, I guess the way I can put it best is that when you were walking over to the bridge, someone said you were looking for a skull to contemplate.

✓
VICK:

This is a very healthy sign, emanating from the Local Affairs Agency because some of us who have been around local government for a lot of years would really expect it to evolve _____ state leadership. Unfortunately, for a whole variety of factors, many having nothing to do with the staff of the Local Affairs Agency itself, there has not been very much leadership until now and not very much effective evolution of local government brought about by the state itself.

As many of you probably know, Tom Morehouse and I have been working on a study of the whole role of the state and local government in Alaska with primary emphasis on the evolution of boroughs. I think one of the main lessons that came out of our studies--and this is why I think this meeting is so important--is that many of the problems that many of us in Alaska experience with boroughs emanate not so much.

from the basic concepts that were in the Constitution that the idea^{المشور} was quite okay, adequate enough, and so on, but the problem came that for years after the idea was put in the Constituion, there was no further development of the idea of the concern of finding a program when the state was established in 1969 with immediate problems to deal with, there were lots of crises to meet, local government was shunted aside and there was nothing done about boroughs. Gradually, as some of you may remember, the pressure started building up to do something. Due to the joint effort of the Local Affairs Agency and the LEgislative Council, a bill started shaping up which became the 61 Borough Act which really didn't resolve very much. All it said was what was already in the Constitution, but it said okay, if someone wants to come up with a borough, set up a process so--give it some further thought. Leave the initiative to people at the local level, and at the local level, they have all sorts of different ideas, most of them relating to the fact, don't we want them to have this new _____ voluntarily anyway. The school people didn't want it because they saw a danger to them loss of power, all sorts of building problems; above all, no one had seriously thought through the implementation of the borough concept at the local level. No one had taken a look at the state as whole and said well, here's how it could work and so on. I don't want to go on too long, but I think the biggest problem that we face here, and I am sure that this is why most of us are here, is the further development of the state role in providing some direction, some leadership for local areas, particularly on the issues that cannot completely be viewed from the local level. Most important in development of government in rural Alaska--here I think the petition that's already been filed by the North Slope group is a perfect example of what could happen in the rest of Alaska, if to continues again on the piecemeal level without any preconceived scheme. We're just liable to create more problems than we have today. This is the part where we're stuck with the 61-63 Borough Act. It's taken a lot of years to digest those. Within a few years, we'll learn how to live with those. But, I certainly hope that this meeting can be a beginning of what you might call a rational approach to local government in Alaska, the exertion of the positive issue by the state, particularly in the

solution of problems in rural areas.

MALLOTT:

Thank you. With the discussion of the North Slope Borough--once again, I found that, as you mentioned, looking at the statutes determines the kind of study that the Local Affairs Agency is mandated by law to perform. It was really difficult to really get a handle on the kinds of questions that needed to be asked in order to make heads or tails of standards for incorporation. It puts a burden on a persons. We've been struggling with that kind of an issue within the agency for some months now. As a matter of fact, we've got a series of memoranda where we've gone back and forth with it.

One of the things that has become very obvious to me, having been a member of the staff of the Local Affairs Agency some time in the past, was that the agency is taking a lot of _____ for a long time for a whole number of reasons. We recognize that even though it is a small agency that people say that we should be doing more things in certain areas, that it should be responding to these kinds of issues--that it has to develop a different kind of capability than it has now. Whenever you discuss these kinds of things with any number of persons, they all react differently and looking at the agency with that kind of background, it became obvious again that when you try to put together any kind of legislation, to create for example a department, that you really had to know exactly what it was that you wanted before you sat down to write the legislation.

I might begin by stating some of the things that the agency has done, at least in my tenure to date. Really, we've been kind of a new outfit. We've not had time to sit down and formulate any kinds of programs. We've been responding to issues that either have come back since I've been there or that have been on-going. You formulate policies that really have a large impact on local government during, you know, the heat of the moment--you know, working on specific issues--in defense of the agency. Maybe I shouldn't use that word, because I'm not really defensive about the agency at all, you know, I'm just trying to state some of the concerns that I know people feel. We really have been doing a lot of work. Essentially, it's been with smaller units of local government. Very small units of local government. People have voiced concerns to me that, you know, maybe you don't really have anything to do

very much with the very large units of local government. Because we recognize that there're internal capabilities inside the agency. However, probably, there's much that we could probably be doing with places like Seward and Valdez and Cordova and so forth. Maybe we ought to be looking at doing something there. The agency has, as a matter of fact, by and large, since I've been here, we've been working principally in the interest of the smaller units of local government simply because they are the people that are coming to us and asking for assistance. I really feel that even places like I mentioned, Kenai, Valdez and Seward--we've not had any kind of requests for assistance from them. Also, from time to time, I hear people saying what has the Local Affairs Agency done for us? You know, that kind of business--when they've never asked us to do anything. And that bothers me too. There are problems out there, too. Why should an agency that kind of responsibility have to wait for someone to come pounding at the door in order to assist them? No one on the staff has a strong background in any specialized field such as finance. We don't have a lawyer. We feel very much the need for development of capability in a number of specialized fields that, really, it is the capability of our staff that has determined what we do. I've found also, since I've been there that the agency has spent almost as much time working inter-state governmentally as we have working with local governments on a direct basis. (Doing what, Byron?) Oh, answering questions for the Department of Revenue taxes, revenue sharing. Personally, I've been involved in a whole number of things-- Pipeline, Land Claims, you know... Mostly, like with the Pipeline and Land Claims, you kind of of to say, that isn't my bag. Even the third floor doesn't know what the Local Affairs Agency is supposed to do, or if it does, feels that what it is they want us to do is sometimes more important.

So when you talk about state role in leadership for local government, this is somewhat my feeling as to what we got. If anyone would care to start talking now or has any comments about their own feelings as to the capabilities of the agency as they exist now or should exist, Maybe we ought to do that now.

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I'll start if you like, Byron. I have a few thoughts and I think all of us see essentially what problem we deal with. Suppose you and Vic have just decided those of us who work in local government know perfectly well what is happening. Your're referred to as the _____ of his thoughts. Vic referred to it as _____. This is quire true in local government at all levels. We started out with a fairly beautiful Constitution which did a couple of things that I think need to be kept in mind. What it created--a very strong, blexible system of local government. Secondly, and it appears to me from the reading of the minutes, importantly created the Local Affairs Agency to work with this. The concept, of course, was pretty undeveloped, and I think aggrately so. So, what we've done in local government is work by trial and error to develop almost entirely by trial and error. I put it this way jokingly, but there is a good deal of seriousness to my _____--we make up the laws as we go along. We really do to a large extent. We also make up the procedures as we go along. We kind of hit a stage now, and I think this is kind of half time as far as starting to think along these lines. There has been a lot of experience accumulated throughout the state in all levels of government from the most sophisticated down to the rural electrification fourth class villages to where-- I think, possible at this state, to start developing some kind of advisant and examination and philosophy and techniques. To me, this is probably the greatest contribution the agency can make. The concept that it can only be useful to small governments-- I just can;t accept because it's kind of withdrawn because you're not sitting there day by day. It gives a different outlook on all elements of government. I would say that the strongest function the agency can perform is, in effect, unified policies, unified experience, to write about them--to take experience and rationalize them--what has developed, why. A pretty clear path has been layed out since it was drawn up. Seems we were going along the best way to do things. Why are we going in this direction and what is the best method of getting some of these things done. The agency is in an ideal position to pull back and do this and I think this is the kind of thing the Constitution contemplated. Of course, frankly, most of us has supported

the department concept because the agency has been...well, all of us know, very useful to local government over the course of the years.

But it's just _____ to pull back and take a long view and to start pulling things together and rationalizing and in effect developing philosophies and guidelines. And, frankly, I would think that this is the most valuable thing the agency can do.

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I'd like to back this up with some related thoughts. Number one, I fully agree that you need a department and if you're going to get out of the sub-marginal according to operation where you can only deal with small problems of small communities and very inadequately at that because so long as you're within the Office of the Governor, you have a builtin political problem. The Governor does not want the budget of the Office of the Governor to increase substantially, you are under political constraint when you are within the department. Also, you cannot exert the kind of leadership when you are in a department where you can function. Start thinking from that standpoint. If you're going to provide leadership and expand, you've got to get out from under the Governor's office and become a department and develop more staff and so forth. And also, related to this, and this is in response to _____, I think it's very important to find a way to provide the agency, department or present, can be of service to the major communities also--where it can be valuable to the major communities also. Simply, again, for political reasons, you've got to have a clientele if you're going to be of influence, if you're going to get the kind of money that you need to operate. Otherwise if you are a representative of _____ havenots, you're just not going to get very far.

MALLOTT:

When I first became the Director of the agency, Bob Sharp said to me, "Byron, I see your major function as being the catalyst for straightening out the mess between the boroughs and cities." And I thought about that for a long time and I never fully resolved it in my mind. As a matter of fact, as to the role of the agency, you know, having what people view as a workable/local government staff--^{set of} men of good will ...that once the forces, all of the forces that are involved, set themselves in motion--know exactly what the role of the agency is. You know, that's just one of the kinds of problems

we have. We just don't really know where to stick your foot in the door in order to set up a kind of relationship with larger local governments that both of you mentioned.

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I wish this darn report of ours hadn't gotten stuck at the printers. We hope to have it out within a month, but, a couple of us were talking about the conclusions that we came to. In looking at the borough situation today as evolved from the Constitution-- looking at the history of the conflicts and so on, I think that Bob Sharp has a point and we make a number of recommendations relating to state policy. One of the things we analyzed which we should have done long before but never was done, was the different characters of the different boroughs. You have some that are urban, in effect, metropolitan areas such as Anchorage--Juneau is suburban, borough, and so on. Then you have what you call multi-created (nucleated?) you know, dispersed boroughs such as, I think the best example here is Kenai where you have a whole bunch of cities where there is need for central services that can be effective for all of the communities. And we agonize quite a bit--struggle over the question, you know-- can't the cities and boroughs ever come together and so on. There are a lot of ^{friction} problems at the local level and it would be very difficult for them to come together. And here, I think the advice Bob Sharp gave is very important. New legislation in the only _____ approach. Lot of _____ the state has available--revenue sharing programs, and most important in the _____ of local government that we've seen in Alaska in many years. I think most of you are probably more familiar with the provisions of the present revenue sharing legislation, but as I remember, it's in the section Grants for Law Enforcement that has specific provisions against duplication of services. Well, there's lot of room there where certain revenue sharing devices can be put to use to bring about unification where unification is determined to be desirable regardless of ^{certain} conflicts that ^{may} exist at the local level. Or at least provide incentives ^(?) for unification without forcing it on anyone, and provide dis-incentives for those areas where conflicts are constantly ensuing. And, from that standpoint, you can do quite a bit. And I think the revenue sharing program is your best tool for that. It's not a matter of

going in and arbitrating between the school and borough assembly or the city and borough in the case of Anchorage and Fairbanks.

????(Bill)

I'm not following you. When you mentioned something about Local Affairs Agency assisting a legislative area or something, I lost you someplace.

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Okay, what I was talking about was really a policy. This goes back to what I was saying earlier. The state has never really had a policy on local government and never any direction set, except to pass legislation when a big crisis was there. Then legislation was passed and issues and problems would be forgotten again for awhile. Okay, now we have certain developments at the local level. Weak boroughs do exist and we do have conflicts between boroughs and cities; there are lots of problems that boroughs have. The question is, how does one start resolving those problems. This includes something major--well, it doesn't mean major adherence of the state more than any of the others. I was picking up on the comment that Byron was quoting about Sharp making of resolving the problems between boroughs and cities. Here it is very important for the state to accept problems at the local level as also being state problems. Anchorage is divided into separate camps as conflicts--the borough, the city and the schools--they don't function effectively and sufficiently. These are problems of the state. When Anchorage doesn't _____ department find they have areawide police/or whatever they might have under unification, this means the state has a responsibility that is not being _____ at the local level, so the state spends more money. There are lot of reasons why the start should begin this. What I was suggesting was following some of the patterns of the revenue sharing program; that the state pursue that, develop policies and use the revenue sharing program as well as various other devices as a tool for, in effect, providing the incentive to local area to do what many people in local areas think ought to be done anyway.

??? Kevin

Essentially, of course, to follow up this comment, what they've done financially currently is the structure of state aid as such--unification is financially disadvantageous...Let's use your police as an example. If you unif, you face the problems which you were assured would not come up but which is coming up. Previously, the

state had been doing policing without thought to local area. The area, since it unified, has had to take on several things the state had previously done. In other words, unification is a ^{good} way to lose much at the local level. The State policy is encouraging unification; this is the policy actually discourages it. Thinking along these lines-- and, incidentally, this takes rather broad state cooperation because the Highway Department in certain areas, _____ they do. We just got a bunch of parks from the Division of Lands, parks that were handled before unification that we now have. Police services are backing out. In other words, the state departmental policies are, of course, to preserve departmental _____. By doing this, the state local government policy which has never been very explicit, but it's very clear anyway, towards developing local government is being discouraged. And, I think, the agency has a large role to play in this area.

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This is exactly what I was saying. You've got to remove the dis-incentives and provide incentives.

MALLOTT:

I recognize that. And, you've got to develop the mechanisms to do it, to get involved--looking at the agency as it exists now. You get involved in very major issues on the force of personality alone, you know--those of the city, the borough and the agency has to, as Bill said, kind to feel its way through and respond to issues as they arise. There are no real mechanisms that allow you to make major changes if they are necessary. ~~like-getting-your-nuts-cut-off.~~

✓???

Okay, in other words, in relation to our report which deals with organized boroughs only is for the conversion of the Boundary Commission into the local government commission. It would concern itself with the broad issue of policy with performance of state services with apropos at the local level and make recommendations to the legislature and to the executives so be in arm (?) of a department, but mostly, be able to stand off, conduct hearings and so on, to have a constant review and evaluation in function-growing rather than deal with boundaries just on an _____ basis whenever that particular question--issue--arises...

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Are you anticipating regional...is that what you said?

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Well...you're a step ahead, but I would say yes. For purposes of local incorporation, it may well be regional, incorporation on a regional condition. But I was talking primarily on state condition, someone who could take some of the political heat on problems such as this...

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At the same time retain the boundaries...

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It seems to me though that what we're talking about here--the problems of the boroughs, municipalities the bargains are pretty well defined now and were able to say that they are, were talking about little bits of policy to encourage some things that were all pretty much at agreement with. We're talking about the unorganized Borough and some of the other smaller like Kenai, borough, business of this nature. We don't have a fatherly state at all. And the question is who is, who is to assume a leadership here and a leadership has assumed what kind of leadership, I don't prove that the legislature or the Local Affair Agency saying, coming up with a master plan, saying this is what needs to be done right now. I think that really that we need to have a dialog we need to encourage discussion of the debate around the State until we get some kind of idea of what we really want and then, and then we could start. We need to bring the rural areas up to place, where the municipalities are, where we have some kind of idea what its all about, how we need to go.

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I hope I wasn't taking to suggesting to state, the state come in this way. What I really was suggesting is I'm not quite sure the statement is correct, that we have _____ that we all three own even with the more centralized municipalities, I was thinking the Agency stepping and taking a hard look at the presenting some kind of over all anoletikle picture to see actually how much of the code do you agree with? I'm not sure.

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Well I don't know I will give a point on the amount of agreement that sure there are lots of battles in the unification thing wages hot and cold but we seem to be much more ^{advanced in this area} _____ in terms of bring^{ing} about ^{some kind of} newly^{aplaud} in the state than we are in many other

BYRON MALLOTT:

I think the pattern of government is becoming pretty well defined, the urban level and even though lots of conflict all the _____ needs. Yes but the, there's not definition in the rural area of the various auctions that are possible and that the advantages and disadvantages of various auctions and it seems like this is the area that definitions of environment your agency can really help some of the other agencies make a point of focus.

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One of the things that the agency even back when you were in originally listed in, I think it was 1966 and 1967 and continued through until you came on board on January 4th of this year was that it seems like you were continually engaged in day to day operations that practical problems of local government we've never had the staff to step aside and enter all that area with all that research with real fundamental research on local government policy which is on the structure and this sort of thing. And at the same time during the past couple of years the legislature itself has educated an interest in department licencing the agencies functions so that the funding can be provided through the executive branch department. To handle all these responsibilities there are a couple of big deals in front of the legislature right now. There's a good bill, the last session but it seems to me that if the legislature is interested in strengthening the agencies that the appropriations would be made even if the Local Affairs Agency in anticipation as the department _____ decent bill can be drawn up.. I know I'm saying alot of things all at once, but it an accumalated frustration that I felt that the three years that I've been with the Agency.

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Aren't you making quite a assumption there, or a presumption tha the legislatures really _____ Local Affairs, I don't think.

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Well maybe I should clerify this. If by saying at least legislative council has indicated that it was a strong priority of there's.

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The last legislative council, not the new one.

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Well I don't know what the new one has in mind.

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Byron another thing while we're on the subject, I think we've all had a opportunity to at least review in cursury manner, manner of Vic Fishers and Tome Moorehouser report on State and Local Governments instructions. One thing we havn't achieved as of yet, coordination between the Local Affairs Agency, and its potenial successor Department of Community Affairs through because of the actual production of this document because its going to be very important. If the Agency is going to begin to fulfill the responsibility, perhaps we ought to clue ourselves into Vic Fishers report. His final report.

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Well I don't think the report will be that specific and have that much. Let me comment generally for a m nute on sort of this hole research. and intelliengence function. I spent a few years in Washington, in view of Housing Urban Development Metropolitan Planning Development and at that time HUD had an appropriation for research in the amount of something like 400,000 when I first came on, In the early 60's. 400,000 for the whole United States for all the housing and urban research I think the budget for that is in the low millions now the policy decision was made and in the mid sixties that they really couldn't form internal research in a Agency that has my responsibility so this isn't feasible, so you look around the department of Fish & Game just a little bit of research the probability, the most research of any, but limited to the department of Highways and even that is limited. I think that for basic research you have to look outside, you have to use outfits like ours and other groups, consultants, where ever you can find them. And make sure lee is on his establishment the operating agency and those who can sort of like us it back and get away from it all and do the necessary research. But then making sure that feed back mechinisiums exist, because you know you can provide all the intelligence in the world and all the ideas if you fort of off in a shell somewhere and the ideas get lost you really havn't accomplished very much. But I don't think bill l should be conversoned of Local Affairs Agency and Department, and I'm not, I'm ~~not~~ taking care of it Converting Local Affairs Department from an operating Agency to one who sits back studies experiences and so on because as soon as you do that, well then nobody will care what you're doing you've got to have people who feel that you're serving them.

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I'd like to comment to on this, we've had a long history of informal educational development. Education approaches to all issues

BYRON

But it takes a long time to development awareness and interest and a movement towards resolution. I think sometimes we become impatient and don't show enough attention to the educational process and the developing of building awareness in order to do this you have to have a pretty solid basis of knowledge and this is ~~an area~~ that has quite a panarama in the State on various offices for government sometimes you pray for confusion and look for a solution by open to moving in the educational process, but I think the setting such as this where we're trying to sharpen some focus on the goal and development coharance if approaches that are extremely important.

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Well I've been sort of thinking, it, Byron since you have started talking that I think that one of our biggest problems is that we don't even know what the State Government policy is towards local Government.

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The question I was going to ask you when you started talking don't you have any thing to say, relationship of Local Government.

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Actually I don't think that the agency or the administration had ever developed a real policy towards what they think of Local Government and the State should be what it should do and how the State can help them, accomplish what ever they think they should do. Now we have recommended to the Governor that he appointed through a advisory commission work with his office just has he's appointed a rural advisory commission. And I think between the Agency the leagues the university this advisory commission and the governors office we could develop a state wide policy toward Local Government. And then I think the Agency or fortunetly maybe he can get a Department would be in position where they could step into the Local areas without stepping on any ones toes, and maybe leading them the way that they would like to see it operate with in the State of Alaska. I think could get the Agency in that position and then we would have accomplished a tremendis amount of good and something that should have been done about 10-12 years ago.

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Isn't one of the problems though the that the municiple league hasn't been able _____ these transpolicies because of the municipalities themselfs havn't really had any dind of unitnity. I have noticed the manicplaities themselfs couldn't have had any direction. I imagine your job is very diffucult.

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I'd like to espond to that if I could, What is a big function to the muncipale league what actually is performed this act is ineffective in place in the city and Boroughs to get to gether and have their brawls in private and reasonable policy. And there's been some strong brawls inter-muncipale leagues. But also the muncipale league has some has came close to bring Borough & Cities into at least talking to each other. And I can remember when we didn't. Not very long ago.

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You know I think we've developed a pretty good policy ourselves and I think its going to take the State to tell us what there policy is so that if we're way out of line somewhere but what they want to see happen or what they think what would be best for all concerned at least you know what there talking about.

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Well thats just the point I was making is though that normally you have strong lobbies, municipalities is the state accustomed as Alaska is the muncipale league pretty well sets the State's policy and in this case there has been no policy and think that reflects what I think what lacks in the policy in the municipallities for general.

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Well I think we have a pretty good policy our statements pretty clear, good size and by the time its developed through the conferences and all the other meetings we had. The only thing else we never know whether we're in conflict with the State or whether we're ever going to get support from the State, things like that I just feel that if we knew what the State policy towards the Local Government was and had the opportunity to work under that policy we would be a lot better off. I say the thing of the muncipale league lacks though you get officers of these municipalities together and you won't agree with the policy just because the people back home disagree with the pretty general and you if you don't have a broad basis of support in the State through the strongest lobby in the question in the State you won't get much of anything.

What the question is whether the representatives or the Local Government can ge together and really represent their people or not.

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I think theirs a considerable lag myself

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My own feeling is that they by and large it is represented, the Local Government

I don't see any strong support public support for the programs in the
municipal league frankly.

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It is there but I haven't seen neither.

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I wonder if the problem is any real public understanding.

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Well that's the job of the municipal league. Which seems to me
being the chief lobbyist of the _____ municipalities.

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Getting back to your statement that it is recommendable that the _____
independent of the State Government do fundamental research on questions
that, can you restate your point of view with respect what the agency
should do with its own research functions and develop _____ing a
philosophy of policy and guidance.

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I didn't mean to enbar the agency should do no analysis what so ever
I think that the agency has to analyze and get involved in quite a bit
of quantitative studies I would have, My feeling was that it is too much
to expect for any department to be able to undertake major research as
such as looking at the totality of government and its problems and so
on. I think the prime function of the agency is to assist in the evolu-
tion of policy and providing service and if you don't provide service
you don't exist. You provide service to only small sections or weak
sectors you won't amount to very much. It just seems to me we've had
to be so careful talking about policy is if we can just sit down and
write it out and come up with the safe and sound & solved problems this
isn't part of the constitution. But there are some policy's that can
be where you can start from your general goal and go right on and refining
refining them right on to objectives and so on the operational schemes
one thing was mentioned earlier was this whole concept of self government
we pay a lot of lip service to self determination but in fact then we turn-
ed around and we over specific except when someone reaches the ultimate
level. In fact there's reason why say a second class borough why and second
class ^{city} shouldn't be able to determine on its own how they like to
represent its what functions they perform and so on. There's a lot more that
can be done to make local government operational and these are all kinds of
things that require the sort of coming together the outside observer the
practitioner at the local level and a state practitioner, I don't think
the agency alone can do it.

Byron Millott

I'd like to comment with regards to your statement, He says the State has no policy , you know, and that Egan is kind of sitting back waiting for the State to build one. You know the league does speak for majority at least in strength and if not in numbers in the Local Governments, in the State you know its been a real concern for me since becoming the Director. I think I've talked to Don about a half dozen times on the phone, I've never been to his office and he's never been to mine. Most of this is a direct result of the past session where we've both been too busy to really do much. But that the real reason why I called this conference, is that I'm not the kind of guy that feels comfortable sitting down saying, (Hey guys come in to my office we have to develop a State Policy on Local Government).

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Let me break in here for a second, I think that impart that Don may be looking for is the kind of Policy that you support Local Government period. Such as the Highway Department, the Highway Department will pay for all of Alaska if they were given the chance.

??

I'm concerned with that also, you know for example the cities & Boroughs may be tearing each other apart and hindering the involvement of a very large segment of the whole economy and the social structure of the State of Alaska and the State will almost totally ignore it but not even recognize it but could be 2 people from the telephone company can be picketing out front; and the next day the Governor personally intervenes ??

This municipal problem you're talking about is our testing ground and this is where we're experimenting and where we're learning and developing ideas and I don't think there's a heck of a lot longer that way. Sure there are some problems but I think the experience of Juneau is a good experience and I think we learn a lot from it and I'm not yet ready to generalize, I want to watch a little bit more and I want to see what happens in Anchorage.

??

Let me go back to the one basic step further and actually let me say first I agree with this situation has in fact more lessons than _____ Which means you're going to end up in conference you are going to end up with inefficiency, you are going to end up with things that need to be straightened out. A lot of this has gone through and in certain areas lessons have been learned.

Denise isn't a State Policy to attempt to create a responding growing and confident Local Government? I mean you can get that basis and I wonder if it really is? For example you start with some courtesy in an unorganized Boroughing in the State Policy to attempt to have this grow in confidence and then successful where it can handle its own affairs and encourages it if it does grow?

??

Perhaps it would be right what questions what should State Policies_ This is what we are learning right now and I don't think any body could say too clearly that the State Policies should be _____ or _____ and I'm not so sure its not such a bad thing. In certain areas at least.

??

Well, at least in the basic area is it a important State Policy to develop a compatible to government?

??

And to handle problems on a Local Level.

??

In other words as you start out you gradually you're confident in this and need help in this and then you confidence gradually increases this, the Policy of the State encourages? I reason I stay in practice not the State practice board both the Department of level and the legislative level is very frequently to just simply say that either we will totally ignore the problem or we will impose these peace meals solution on the worst blisters.

VIC:

This is really an important questions because before you can deal rural Government especially regional rural government you will be up against this because, there you will tread on the jurisdictions of the individual State Agencies where it will be a question, of shall this be a State function or shall the people within a given leagion be given responsibility to carry out this particular function so this does become a question of Policy.

??

Vic, I question whether we can develop a Policy, that says precisely that which is to be treated as a Local and that which is to be treated by the State as a State wide problem I think we are going to find various among all our municipal or Community situations in Alaska.

??

I think the basic question is given _____ the two, you may have a choice which does the State prefer to develop confidence, I think would

they rather have it developed at Local Government level, or are they more interested in developing an over all compitant State Government. Now certainly particulary capable of us. The Governor is still on Regional Service areas basically says no we're not interested in developing the confidence in the Local lovers. Some decision making power but the State reserves the right to make those decisions. Of course some other bills that have been introduced say some of them say other kinds of things, that yes you know that the thing has closed much power and has developed as mucn confidence on the local level than small communities right on up to Major Boroughs. You know and I think thats got to be a decision that somewhere the State Governments _____ before you can state passing any kind of legislation that we're talking about and doesn't even talk about maybe, excepthow the Department going to be if there is any control.

??

You're talking about on the Regional Service Bill, I opposed for must of the session, at the end of the session I've changed my mind entirely on it. And for this reason the thing I learned on the session was that the people on the unorganized Borough the legislatures and others don't have the slightest idea of what the heck the Local Government could do, of what kind of organized Government could do for them and how it would be used as tools. And the reason I became interested in Local Service Area Bill was because it would provide a means to get them together to begin to develope some kind of tool and looks like it to be a fairly good start. I don't think we can impose we shouldn't anyway, impose the level of Government on people who are not interested in using it at this stage of the game.

??

Specifically something like the Service Area Bill is the idealisium concept of the increasing confidence because the service areas can ultimitly do everything except for the fact that the service area you move in to an incorporated erra, the Service Area is ideal you can feed in responsdibili-ties as there ready to take it.

??

The thing is it brings people together lets them think what can we do on regional, some regional basis and thats what attracted me to the idea.

??

I had during most of the session, after consultation with the administration, we decided we would just let that bill just lie there, will it wasn't until the last 3 weeks of the session, that we decided we ought to do something with this bill, one of the reasons that you stated. And what prompted my concern was that there were a number of persons visiting

BYRON MALLOTT:

Juneau and in Juneau were concerned with the Local Government out in the rural areas and they would say things like we need to appoint a Blue Panel that would during between now and the next session, that would take all the information that we've got draft the legislation create by the Local Government. Well that's stupid, you know because we have perfectly clean vacuum out there, I'm not talking the state, you don't have people in this you don't know how people will really respond you don't have any real kinds of parameters and I hope though I had some of the same concerns all through out the bill that John has our Philosophy all the time during the developing of the bill and when we were working in the legislature, this would be a starting point. You that its purpose would be to try and get a handle of what is really needed out there through the involvement of the people that reside there themselves.

??

Byron did you ever take a map of Alaska and draw the Regional Service Area?

Byron Mallott:

The development of the bill, I purposely did not because to much look like the Greional Corporation.

??

Let me ask you another question, Whynot divide this State into 12 or however many unorganized Boroughs?

??

BYRON:

You know there are all kinds of options, that reasonable people can sit down and any kind of setting and discuss, we, this is just one we chose just looking at the staitory kind of authority and the consitutional authority that we had, and would probably be the least obnoxious to the legislature. Also we thought that we needed to kick the word Borough out of there.

??

I think we do have a _____ of whats wrong with sitting down and moving the panel without consoling the _____. I mean that the Borough, I think the Borough hasn't worked and I think if we may be start out with City-States to begin with like their developing now maybe it just takes people a while to get used to a idea and developing it a little bit. But if I was to do it over again I certainly would be opposed to the Borough idea.

??

Let me suggest this, that the reason why the Borough idea hasn't worked so far as it hasn't worked, is the fact that someone went off in the corner

and _____ the 1(slation and passed it, a(this is my objection to the Regional Service Area Bill, without thinking it through, without knowing what it means and how and who operates and so on, without programming this all the way through without consulting the people without looking at all the alternatives, and then deciding which way to go, this is what happened within the 61 act and then the 63 act was sort of a reaction to the 61 act.

??

I have a different interpretation of Regional Service Area, in regards this is a tool in which people can get together and decide if they have community interest to put something together, we don't say we are going to divide a state up into a Regional Service Areas we allow the people themselves to say O.K. lets get together and put something up and see how it develops.

??

You know what the first Borough is? It was the Bristol Bay Borough, which is the most irrational Borough we have in Alaska today. And you're going to find the first people who get together may be the people like Glen Allen they want in the Service Area they _____ have nothing to do with the _____, _____. And they want their own damn Regional Service Area says 5 miles down Glen Highway and that's all they want, and at that point you haven't drawn any maps since you don't have a pre conceived notion you establish just as we established Bristol Bay Borough which is the result which served that purpose is because nobody else.

??

It seems to me what we're doing though is recent Service Area, is even if something like this happened, which would probably be disastrous the legislature and administration would be reserving the right to come along later to say we've learned, and reason of quantity we are going to take some of the larger areas and equalize some of the problems. And pretty soon on that basis at least we'd have something to work for, and is not as irreversible as the Borough is.

??

One of the things in the rural areas is that kind of decision if we're going to go the Regional Service Areas or, what ever we're going to go we'd better go damn fast because were getting to the point now in that situation where they've grown up with Glen Allen and like a _____ which is looking at a small Borough right at the mouth of the Yukon, all at that kind of thing. And if we don't get some things started we're just going to have really irrational things popping up all over rural Alaska without any thought at all.

One of the things that the discussion is impinging upon here is perhaps it will in the end be desirable for the State to Regionalize some of the Services and I think, Vic, that you mention that in your report, and to Regionalize it seems that it demands some definite boundaries in which people within those boundaries may have a voice in what the State Government and even what the Federal Government does in that particular region, a region of interests. And that argues towards definite boundaries as opposed to boundaries that are flexibly established for regional service areas.

??

I think we got into the discussion of Regional Service Areas, the real illustration is to have State Policy towards Local Government is developed or not developed and I like to say you know the discussion of the Fish itself and until latter get vack on the Local Affairs Agency.

??

Spacificly it does illustrate quite better what is the State Policy going to be and is the State going to develope a Policy for the Regional Service Area illustrate this. Is the State going to develope the Policy that starts with no government and gradually increases Local capibility which is the kind of thing being aimed at, with Regional Service Area whether thats the Policy talk behind it whether this is the proper recognition or not. It should stay encouraged for this type of growth.

??

I know Bryon has an illustration. But I want to get back and talk about Local Affairs Agency and Regional Services Centers. Lets hope later we'll get into and discuss.

??

Byron hold me back in the straight and narrow if I deviate to much from the subject I had in mind but Don mentioned Rurban Policy Development COMission I wonder if might thrash this around a little bit and see what benefits this kind of commission would have as opposed to the development of Policy through the Local Affairs Agency or perspective apartment.

??

Well there are a number of senics just to kick it off that would say that the Alaska Munciple League Is Urban Policy Commission

?? You don't get much recognition

?? We don't even get to much right spices eithter(Sorry Don)

?? I think that this place where Blue Ribbon Commission could function at least agree on quite a number of places on regards to the municipalities and their names and how the State should relieve to them and we

I think therir are ten things with equal ideas because

Now Mark careful you're on the Blue Ribbon Commission and its difficult on the Blue Ribbon Commission and I'm speaking from Municipality experience and municipality leave experience Committee. The Municipality League Legislative Committee for an example with people who are constantly working in Municipality Government. See things somewhat different and more practical point of view Your Blue Ribbon Commissions have a tendency to look at things from a purely theoretical point of view and to bring in a theoretical Approach and we're missing the real problems.

??

The problem _____ has though is the people who come from various Municipalities are not instructed as to what policy that Municipality is. They go up there with out any relationship, they go up there with the wrong ideas, there not representing one district to a city or something like that there representing the city, if the city doesn't have a policy or the Borough doesn't have a policy and so you have a lot of very strange thinking of Municipality League areas in my opinion anyway. I don't think the League represents what the Municipalities have in mind, quite often.

??

I really think, I really wouldn't mind local government except _____ I don't think the general resident citizen thinks about Local Government.

??

I'm talking about the Municipalities itself. Now I have examples in mind where certain representatives of gateway Borough, city of Ketchikan have gone to Municipality meetings and interval resolutions in which they'd be thrown out of office in Ketchikan they seem to be away from home and they can get away with it. It seems to me that they should be representing the Municipality and the thinking of the Municipality. After some Local debate perhaps a hearing on some of these questions.

??

One of the problems is, seems to me that by and large around the state the councils and assemblies deal in the practical day to day problems. The same thing is confronting the Local Affairs Agency. They never have an opportunity to step aside and say whether our Borough whether our city, what is the policy that we see that is best in terms of our own ordinances in terms of the state law that governs us and their activities.

??

Yeh! But they should, I have to object to policies of the Municipality League when I know there are going to be Policies which are not Policies of the

Municipalities which are represented by the individuals who are there.

??

But the problem with going back I think Gregg can speak to this is one of the biggest problems we're in a position of developing policies probably stronger than any Municipality here and one of the things are simply headed most trouble with is being able to pull tight and work with basic, where should we be going and what should be our directions. Wouldn't you agree with that Gregg?

Gregg:

Yes I generally agree with that. At least in the unified government the demands on part time assembly are very.

Dick:

How can you justify a individual assemblyman going to a State convention and voting forthis policy or that policy. When you don't have a Local Policy.

??

Well Dick can't you turn that right back to our legislatures who represent those people who write the most letters to you, not the hole people but just a few that you receive letters from or try and get an indications from.

Dick:

I think that a big problem, Why do the responsibility of Borough or Assembly men or city Government are elected to that body to represent people floating around and a few things. And he goes to another organization it seems to me he should go on an instructed basis . He's representing the city not the State or himself.

??

Dick I'd think this may be fine in theory and practice you know as a legislature that he can do it, what comes to my mind is most recent conference reprot of National Mayors Conference where they passed two resolutions I noticed. One resolution was to pull out of, do every thing possible to pull out of Viet Nam by December 31 of this year. I wonder how many Mayors were constructed on that, secondly they also passed a resolution, on amentory resolution, supporting the Alaska pipeline. I thought there wasn't one Mayor beside's from Sullivan who went _

??

Well we're still what we're talking about is the basic problem of there being a somekind of a dream of what the people will ask, or well or what there we should be going on some of these questions. And I'm looking for some reason for the lack of policy, and I'm looking for some way of developing that policy.

??

The question I think is though in terms of _____
Municiple League is if the Govenor takes, either recognizes the Municiple League as his Urban Affairs Commission or Appoints an Affairs Commission he can solve some of those problems, will it make the people be willing to sponser to what comes out of the Local Government, they won't. If that's one way to get an Urban Policy of Urban Affairs Commission and you need it to come out of Municipalities are you tied in Municipalities or something like that?

??

Specifically I think its important how we tie the Local Affairs Agency into it. I think this is a hiddy input Agency where any decissions of this sort, how do they arrive at there input and how do they deliver it?

??

Well any time you talk about policy you look at the full report, and there's that policy you know once it's developed it's going to be prominated and put into action and right now the Local Affairs Agency is it on behalf of the Governor.

Bryon Mallott:

You know this hole issue of Urban verses and this is whats its been, it hasn't been Urban and or anything, it's been Urban verses Rural, you know it kept coming back to me, when I took the job well you know, here ol' Mallott can turn Local Affairs into another Rural Development Agency you know then just say to Hell with that. You know us Rurban guys will take care of ourselves from now on. And you know it bothered me alot, we really have tried to respond to the kinds of _____ that effect the hole Local Governments as they've been presented to use. But you know the hole issue still lingers and was wondering if maybe we should talk about that for awhile.

??

Well as I mentioned earlier I think the most important development at the Local level has been the Revenue Sharing Program. Right now as we're in a tight money period in terms of State funds but hopefully it won't be to long, that will be resolved. Really what I'm sure most cities would like is to have more money from the State and fewer restrictions on their funds. In otherwards illiminate restrictions and give them more money. And I think it is eccentually that it's a matter of policy of making the Local Government work. I think that when the Legislature passed Legislation for Revenue Sharing those leaving committments, we feel the Local Areas need more money

that they cannot raise themselves we at the State level have better collection

_____ so on and so forth. We will help make Local Government work.

O.K. the other areas and this is anticipating something you'll want to come to is the Municipality code. Which has been a problem this time getting through the Municipality code, maybe could be greatly simplified by eliminating maybe half of the directives in it and just leaving more options to Local Government letting them decide at the Local level how maybe councilment, or _____ or.

Bryon Mallott:

Yeh! You know but, then again in those areas right now that are either _____ orientation, purposely so us Local Governments have the power to make up their own minds. There ambiguous because someone didn't know what the hell to talk about when they wrote it. The councilors don't face those issues, they'll come to the Agency for example and say you guys have the responsibility to tell us what the hell that section of the log means. It's happened to us several times it's already _____.

No really that is a Local _____ responsibility, and they'll say Oh!

Local Affairs is passing the buck again and that's a constant kind of problem it's one that needs to be resolved. I just think that'll probably always be with us.

???

I think one of the most charming things that happened during the last ten years is the sustained of the option of most of the cities that have become vulnerable cities and the Boroughs around them all became _____ power of Boroughs. And nobody wanted to get in any _____.

??

But on the point you were just making. I think there one function that Local Affairs will I hope continue to serve and will develop stronger capabilities in and the kind of thing that when we run into problems in which we do and I have a problem I'm discussing with you as you know at the moment, Have others areas faced this problems if so what kind of solutions have they come up with and here's our thinking on it. What's your thinking about getting together and Bat these ideas around. This would be a very useful function I think.

Bryon Mallott:

If their going to do that though then they do in a sense have to become some sort of research Agency because they have to have that material available and I don't, it's not just going to come to them.

??

The Urban Area a strongly supported constantly increasing capability of the League increasing your budget, increasing your legal status. No I said the league is constantly supported in increasing capability of Agency

their Budget and their legal status, for the reason that you just made John.

??

There going to find out but I mean their gonna_____

??'

That is the most basic function of any Agency unless to perform is knowing whats going on within its_____eviction and informing others.

??

We've just I think rendered a valuable service to Ketchikan in a respect. We were able to go down any specific problem that they were not really able to resolve and discuss with the number of the experiences that other people have had.

??

We had the same problem that came to Kodiak Borough when I was down there just recently, where you have volunteer people attempting to do a good job who were all set to cope with the problem. And yet we're not _____ of what the law was in relationship to the problem they were coping with. And we used _____ the case, and other matters that have come for the Agency to assist them in their problem.

Dave:

One of the things Vic that rather troubles me at this point here, when you have been speaking more Revenue Sharing so to speak with the communities and then you have to set less restrictions upon the communities in the regards to for instance, the number of councilmen they have, and how their elected and what region they come from. We've heard, I've heard an awful lot about the so called inabilities, let me put it that way, of people to assume local government and we havn't yet touched where in should be the educational persuit of the Local Affairs Agency.

??

Well Dave responding to the first half I personally believe its up to each area, to decide how much they can assume, and how they'll assumeit. The educational persuit I think needs to be persued period.

??

I think educational persuit before I'd put your first point,

??

Well you know they both exist, we have lots of governments already, new people are_____ all the time and were helping create new ones all the time. And this is not a continuing education of already established government, it's not any pre education, or going out to the North Slope and

teaching them how to be a Borough before you permit them to be a Borough. You know its like a legislature gets elected to be a legislature and then hopefully he learns something.

??

Vic I'd like to persue your statement concerning permitting Local Governments to assume as much responsdibility as they feel they should assume. Now won't that eventually evolve into a situation where in some areas of the State you get very progressive people desiring to handle the Local Affairs. And other areas that are equally able to support Local Services, but don't want to assume the responsdibility and therefore the State assumes it for them. Won't we run into that kind of a problem?

??

Exanctly, and I think this is where you Revenue Sharing Program can be a means of promoting, under one hand you can require that certain functions be performed in given areas. I think on the other hand, you can provide the sentitives you can for instance rather than withdraw State Police functions from Borough's outside of cities. Just leaving the areas unprotected until O.K. now you fill the vacuum. You can provide suffiencient money in the form of Revenue Sharing to a Borough to make it advitaguious for them, In the fact you say Anchorage now has ten State Petrolmen and if they can get enough State money to have 30 Policement providing service in rural areas, there'll take the State money and run it themselves, I think

??

??

No I dor't think that duplication in otherwards _____ the service.

??

You'd be subsidizing wouldn't you?

??

Sure, Naturally

?

Looking at our present Revenue Sharing Program in the case of the city & borough Juneau Alaska now if the State trooping did withdraw from that area outside the citiesof Juneau and Douglas, would the additional and the city of borough fill the vacuum with Local Personnel. Would the Revenue Sharing Program be suffiencient to come and take the removal of those State Troopers.

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I would say it has to be made sufficient if the Policy is to strengthen Local Government to promote area wide effective area wide Government, then you research the Revenue Sharing Program to make it possible for them to fill it back in yes and as a matter of fact, the State, the heads of the Department of Public Safety would be very eager to be able to _____ the Local Services and be able to provide more what they consider the critical state police service. So I think that you would be performing a State wide Service just by letting by Local Police Functions be handled at the Local level.

??

What would be wrong with, are we talking about policy or Greater Juneau thing, what would be wrong with just contracting with the State Police now to provide a certain amount of service.

??

I think that we for instance we if the _____ troopers would put that money and gave it to Juneau for a Revenue Sharing thing they'd have eight cops patrolling the area whether they needed three or fifteen and it would create some problems in my mind in terms of Local Policy making.

..

Let me ask a question, and then again I'll stick to the city & borough of Juneau, because it's the only one in Juneau right; What would happen there of course. Thadger is only _____ Revenue Sharing, and it doesn't even come close, it's not even in the Ball park, you've looked at it obviously but what would happen is we currently got part of the area policed and assuming we're reasonably feasible to do so, This would be replaced by an extension of the fact the existing police Department and its untied Revenue Sharing is there has to be a profit, _____ this untied bit is the important part.

??

the thing that seems to be the problem with the Revenue Sharing though, if somebody fills all the holes up that you'd have no reason to believe that every city would use those funds for the purposes which were outlined.

??

It doesn't matter if you use them for this purpose or not. The point is to be eligible for the funds you have to be performing the services and didn't really matter where you get your money. As long as you, you're informing them, well I know of course legally it doesn't matter, but as far as what Vic was talking about he talks about encouraging people rather than requiring them, Well if you encourage them to spend money, I mean that's fine.

But if you're^{also} encouraging them to spend money. But if you're encouraging them to do certain things and to control the Water Pollution, to control Planning & Zoning, do all these things in the areas of critical needs. Then there is a real problem if you're not doing those things and you still spending the money.

??

But, you're missing

??

It should be in effect blocked off categorical. The point is this would encourage the performance of the Services. And the services would be performed. I think it would be performed in a way that the municipalities felt was most desirable. And, it wouldn't be _____.

??

I think this a point that's a good point, and then you have a Local decision maybe you need a lot of policemen for protection maybe you don't. But, its a Local decision.

??

In otherwards you're giving them the capability, if they feel they'd rather have no cops in the street and they want to have swimming pools, the State has discharged its obligation at that point in affect by.

??

Just a minute though, you have banks that run these no matter what size the government is or what size population you have whether you have a bunch of small cities in an area, or one large city that each Government only has a small number of people that run it and I don't think the mass of the People really have to much to say about how that money is going to be spent and

Bryon Mallott:

Because it seems to me that, you know, that true, but if there are no police, and the city council, Borough Assembly decides there going to take all the money that was given them for law enforcement and spend it on swimming pools, and people all of a sudden see that there are no police in the streets, there going to do something next time elections roll around.

??'

On day to day services if you don't believe it the council of Assemblies are close to the people you _____ to walk down a street to a council. But,

??'

Thats of course an exaggeratedly obvious example which probably isn't the type of things were really concerned with like if you get into Planning &

Zoning and for instance the situation in Cordova the _____ outside the city which is uncontrolled and as far as Planning & Zoning or any thing pollution control anything of this sort there's no control of the situation and its a fairly good example other areas would be very simular if the Local People, many times had their say they would just go along and do as they please. Run their sewers right off in the water but that's a poor example but of course Juneau has been doing that for some time and all the other cities. So someone has to play GOD somewhere.

BYRON MALLOTT:

I think that Russ's point all thought you know be waiting to perform an _____ isn't really getting at that point. Because you know what we have now is in fact is a double indentitive, but, there is a need for example for the community, how in the Hell did we get on this subject. You know there is a need for _____ consent for example if a community now isn't performing Planning functions, well you know you must X them out _____ a different catagory and that community may go on for several years, without performing what neccessarily make _____ for them a valuable function. And thats something that when you look at them, you have to encourage them to assume these kind of functions.

??

You know so long as hwere on this Revenue Sharing, so far as I'm concerned, this is a personnel opinion. I see nothing wrong with the State having some standards for what they consider is adequate Planning, adequate Law Enforcement and Pollution Control , if it gives money based on perfôrmance of these services.

Byron Mallott:

That could back, that gets back again to Urban verses Rural where we agonize _____ Well if you do set standards for the police protection function for example there are certain levels, now you going to wipe that up the chance of all the Rural Governments to receive funds under that catagory.

??

Lt me go back to a point on this that we've _____ with you this winter But, I think it is an Agency function, I think that this is something that basically should be done by regulations the regulations should be fairly suffisticated and have fairly suffisticated catagories. And, I would suggest that the Local Affairs Agency probably

anchored hearings in various parts of the State, should set up a set of regulations of set of qualifications for example municipalities such and such category qualifies if it does this, if its such and such a category it qualifies if it does this, and in spite the fairly intensive study, field hearings across the State and some regulations issues I would think Local Affairs Agency the only party that quitters do.

??

Bryon I understand is being done with the Department of Administration now. Yes we'll at least get a preliminary relations are being drafted and then there'll probably go to the Local Affairs, public safety anyone who's involved.

Bryon Mallott:

I just wanted as a problem for those people who might act hostile and not recognize it as a problem you know, someones going to say if we're moving down the road and someone said well hey, you know, all right looking at it this way, well you know, you're screwing somebody else.

??

There's another thing that really inherited the hole concept of Revenue Sharing of its a problem of Urban verses Rural and that is if there's going to be a large infussion of capital in the governments, its gonna come because the pipeline is built because of oil that's where the money is going to come from, they say it's going to be the beginning. Now that money is coming out of _____ thats where it's coming from, now the municipale Leagues and others who it's in their policy that basically Rural Areas should have property tax too. And you know, there's a conflict there of taking money from one Rural Area and putting in Urban Areas at a time when the Rural Areas are going to developed, it's our opinion between our Agency and some other people that large confusions of capital are going to have to go to the Rural Areas much more so than areas that are more developed.' Because Urban otherwise you're going to start forcing people out of the Rural Areas in Urban areas and get the same kind of ghetto's problems you've got everywhere else in the country. And you know I think thats something we have to keep very much in mind in Revenue Sharing and setting up standards and things that. If the State makes policies that are basically going to destroy Rural Areas then the State has had in the past a policy

has encouraged the encouraged construction of small villiages the last Administration. Department of Labor the Commissioner of Labor basically came out and said it, that they just have to move them where the jobs are. Now basically our opinion the State has to develop jobs where the people are and then a conflict and that kind of conflict I think is really inherited the whole discussion of what Local Governments going be and where it's gonna be.

??

John for instance, lets in a mence assume that the oil is discovered in the Greater Juneau Area Borough or in the Anchorage Borough are you saying then the proceeds should be basically go to the Urban Area and not to the Borough Area?

JOHN:

No I'm saying that my opinion of the State thats not the policy _____
ot kist ja]]ems that the money's in the Rural area which makes a nice example but I think if it was discovered in under the streets of Anchorage the State still has the same responsibility to develop _____

??

Good I approve

??

Juneau has a chance with the gold mine.

??

I would go a hundred per cent with what you're saying there John, in that respect yes.

??

John I think you pointed out a difficult problem with respect to the legislature because you know every Legislature they can change the policy, if there enunciated policy they can change it, There's no way to the Legislature that holds the purse strings can establish a policy that going to operate here on out.

??

Well thats true, nobody can establish a policy thats gonna operate from here on out really. One of the things that was in the Regional Service Center bill that I thought was good was the fact that the Legislature that had passed it, passed it as it was written, was saying that we believe

that we should encourage development in the rural areas so that's vital to the State. Those kind of things can be set down in Legislation they can come along and be changed _____ democracy in Anchorage that can be changed. But that's no reason not to work on it.

??

One of problems John that the Local Affairs Agency had with this developing with the Rural Areas, it's real good. We had one village for instance we were going to put in a sewer system and get everything all fixed up and then the money was approved and went to put it in and then the _____ had moved. It is a difficult problem.

??

Yes Well it is, the development of Rural Alaska is not an easy thing. Basically it's been something our countries been incapable to do anywhere else, to develop Rural areas. It's not going to be an easy thing, I mean to say that but it's my opinion that the State has the responsibility too.

??

You have _____ the Northern European experience which I think we should tend to ignore which the policies of some of the Northern European Countries have been to do something about the Rural areas about the stabilities of Education and what have you. What happens to _____ very nicely, it seems to be much more aware of this than the benefits of it, but I think that the Average Alaskan has no idea of the benefit that would come to our State to stability and the village in the Northland

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Yes we're holding our next meeting like this in Northern Sweden

??

I hope at least then you'll provide some lunch for us.

??

That was next on the agenda

??

Getting back to the agency itself, if anybody else does have any further comment, specifically on what the Agency is doing or not doing or should be doing maybe not in terms to wish you policy in terms of program.

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Are you talking about Agency and Department or the Agency as a constituent?

??

Not a Constitute

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Well it is my hope that after next session the Agency will not be Constitute
so

??

Well you know, just what's its doing isn't going to drop dead just because
of the department.

??

You know from the organizational stand point I think that one has to approach
the problem is, I'm beginning to feel this is the way to go _____ the
Department is that the Agency needs to have a division is itself one to
work with Urban Affairs and one to work with Rural Affairs so we can
define responsibility _____ closely so we can justify expenditures

BYRON MALLOTT:

I'd like to be the Commissioner up there, bring the baby I'll split it
in half.

??

Byron on this point of what specific programs you and the Agency of Depart-
ment might undertake I think your staff will go along with the bill of
the Legislative Council introduced in 1969 and 1970 and listed a great
many possible rolls that a department Community _____ play in many of the
points listed were pending from a staff of sitting up these departments
_____ so it might be at least of interest to the members _____ discuss.
They've reduced some of those programs they range from largely clear nouse
for information and assistance with Federal application voluntary activities
to a slight degree a slight suggestion at least perhaps the way to assist
Local Governments may be to require certain standards as well as _____.

??

Have we got copies of _____?

??

Let me ask this of the people of the municipale league. What would be the
reaction if the Department of Local Affairs actually put out a bulliten
telling people of the Local Areas that the average tax payer how much
Police Protection Costs in one Community opposed to another Community
and certain municipale utility services and certain other costs,

I think this is one thing that could be very beneficial if the people have some way of finding out how to compare one Government in Alaska with another. With the municipality league being in favor of something like this, there's been a lot of opposition for instance to the public service commission during this municipality utilities in my areas anyway.

??

I've been consuming this study was relatively sophisticated. _____

??

Unreadable for the average person

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Readable but not just simple _____ figures in otherwards some down before the figures are put down. I'm not speaking for the League but, I think ours simply would be very pleased to have a booklet like this before them at Budget time,

??

That's interesting we're basically not afraid of the way we operate Local Governments in the State deck. If that's what you're getting at.

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Well I tend to think that Local Governments are themselves are individuals

??

I don't think ours would be, I think ours would be delighted.

??

Yours is a brave new world.

??

We keep talking about providing services, Yes well I guess going back a little bit further than when we talked about the strong points of the Agency I don't really know if we got into the weak points so thoroughly, but we did to some extent talk about the information service, which the Agency has, and could and can provide in the future. Certainly departmentalize it. And this seems to be the strong areas where we're working, and we've talked a little about the weak points, we really haven't had the staff in time to go into looking at new policies and shaping things for the future, we've been reacting to _____ after the fact providing information and we get into the areas where we're just starting to discuss now, And Gregg mentioned about working municipalities and providing certain information