

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 86/2

403 SCOMM10: LOCAL GOVERNMENT STUDY 1979

The Commission will then schedule at least one public hearing in the area to be incorporated.

STATE OF ALASKA

WILLIAM A. EGAN, GOVERNOR

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

OFFICE OF THE COMMISSIONER

POUCH B — JUNEAU 99801

REGIONAL GOVERNMENT STUDY DESIGN

DEPARTMENT OF COMMUNITY AND
REGIONAL AFFAIRS

Byron I. Mallott
Commissioner

April 4, 1973
Juneau, Alaska

INDEX

- I. ABSTRACT
- II. INTRODUCTION
 - A. Historical perspective
 - B. Current expressions of interest
- III. ASSUMPTIONS
- IV. GOALS AND OBJECTIVES
- V. METHODOLOGY
 - A. General description
 - B. Study elements and procedures
 - C. Coordination with other agencies
 - D. Time and cost
- VI. THE FINAL REPORT



I. ABSTRACT

Among all the states in the Union Alaska is unique in that vast portions of its territory are not divided into regional structures for state or local governmental purposes. Such areas of the state, referred to by the Alaska Statutes as the unorganized borough, depend upon the State legislature for the mechanisms and fiscal means by which needs are defined and met. A variety of State and federal agencies, whose jurisdictions are for the most part inconsonant, serve to administer governmental functions and programs, some of which might otherwise be handled by regional governmental structures, were they in existence.

Recent events indicate an emerging interest on the part of some citizens toward the subdivision of the unorganized borough into borough governments. Legislative attention has focused upon the question of establishing by mandate the formation of borough governments covering the entirety of the unorganized borough or in the alternative the formation of regional service areas for the purpose of accomplishing a decentralization of the education function to allow maximum participation in and control over this function by residents in the unorganized borough.

It is apparent to all concerned that no agency of the State has undertaken a comprehensive analysis of the many complex questions involved in the formation of regional governmental structures in areas beyond the metropolitan centers within the State. Such an analysis is of paramount importance to ensure the emergence of regional structures capable of responding to the governmental needs of unorganized borough residents.

The Department of Community and Regional Affairs will undertake this analysis in such a way that unorganized borough residents may have the opportunity to examine the questions themselves, and to make their needs and preferences known. The regional government study herein defined will produce a comprehensive examination and analysis of the issues involved, and will make recommendations to the Governor and the Legislature. This document is the regional government study plan, and sets forth the goals and objectives sought and the methodology, time frame and costs of the study.

II. INTRODUCTION

A. Historical Perspective

When the framers of the Alaska Constitution confronted the question of establishing structures and mechanisms for regional government they selected the concept of boroughs. A derivative of the concept of areawide government under consideration in other states during the 1950's, the Alaskan borough concept was adopted by the 1956 Constitutional Convention as a structure which would bridge the local service gap between city and state governmental levels. Such area-wide units would be broadly flexible, and adaptable to the diverse circumstances found in various parts of the State. Conditions at the time did not seem to warrant subdivision of the entirety of the State into boroughs and as a consequence the Constitutional Convention chose to merely define the concept of boroughs, leaving to the legislature the responsibility of determining a scheme for classification, definition of the conditions and standards under which they would be formed and their powers, duties and functions.

While recognizing that some areas of the State required a regional form of government which would have the authority to administer and support a wide range of services and functions, the Constitutional Convention noted that other areas beyond metropolitan centers were not as yet "ready" for regional organized boroughs, but would benefit from the formation of regional structures to be administered by the State with maximum local participation in an advisory capacity. Hence the concept of the unorganized borough was prescribed. Unorganized boroughs would be administered by the legislature which would be the governing body comparable in function to the assembly, the governing body of organized boroughs. The entire State would be divided into boroughs, organized or unorganized. It was assumed that once adequate administrative capabilities and finances were available, unorganized boroughs would move to organized borough status.

After two years of extensive study, hearings and evaluation, the legislature enacted the first borough act in 1961. The act provided for first and second class boroughs, prescribing methods and standards by which they would be incorporated, their structure and powers and functions. A third category, the single unorganized borough, was designated to include all areas not included in organized boroughs. Under the act, first and second class boroughs would be initiated voluntarily by petition of residents. Minimum standards for incorporation were stated in general and flexible form. An essential feature of the first borough act was the requirement that existing special districts

(Independent School Districts, Public Utility Districts, etc.) were to be integrated into organized boroughs or cities, or established as service areas in the unorganized borough no later than July 1, 1963. The effect of this provision was to focus attention on the more developed metropolitan areas of the State for application of the organized borough concept.

In the face of reluctance on the part of Alaskan citizens to voluntarily incorporate, the 1963 legislature enacted a measure calling for mandatory incorporation of boroughs in eight developed areas of the State containing special districts. These areas included Anchorage, Palmer, Fairbanks, Kodiak, Juneau, Sitka and Ketchikan. The major thrusts of the mandatory borough act were the equalization of local property tax burdens and the integration of the previously mentioned special districts into constitutional forms of local government.

Only one organized borough, the Bristol Bay Borough, was incorporated by local action prior to 1963. Since the formation of the boroughs mandated by the legislature in 1963 only two other boroughs have been organized, the Haines Borough (1968) and North Slope Borough (1972). The Haines Borough incorporated by local action in response to a special district problem, that of integrating the Haines Independent School District into a constitutional form of local government. The North Slope Borough was incorporated largely in response to recognition by local residents that a sufficient financial base had developed to enable residents to undertake responsibility for government in their own region.

B. Current Expressions of Interest

During the past four years a number of events have taken place which have radically altered the social, economic and political context of the unorganized borough. The Alaska Native Claims Settlement Act provides for an eventual cash settlement of nearly \$1 billion and 40 million acres of land. In addition, the Act empowers 12 regional Native corporations to assume extensive responsibilities in the administration of the Claims Settlement Act, and involves them in some functions associated normally as government prerogatives, such as land selections. There has been developing over a period of time a change of climate and awareness among residents in the unorganized borough, as expressed in heightened interest in assuming local responsibility for the administration of certain services and programs, including health services, operations of schools,

and control of school curricula. These and other changes indicate development of what one might call pre-conditions for borough formation.

In addition to a growing interest among residents in many areas of the unorganized borough in greater participation in determining how various programs and services will be administered on an area basis, some residents have openly expressed interest in exploring the possibilities of borough formation. A principal example would be the Kotzebue-Kobuk region. Some expressions of interest have also been heard from the Aleut League, and from some residents in the Bethel area.

A number of proposals before the first session of the Eighth State Legislature give serious consideration of the problems of the development of governmental structures in the unorganized borough. SB 122 and HB 192 propose to decentralize the education function to return a greater degree of control over school operations to local residents. Under these bills communities with schools now administered by the State Operated School System Board of Directors would be resolved into educational services areas in the unorganized borough and would contain two or more communities, with elected school boards. Alternative proposals have also been offered which would create an Unorganized Borough School District within which local control could be achieved through optional formation of second class city school districts, contractual operation of community schools by agreement with existing municipal school districts, consolidation of several community schools with adjacent municipal districts for school administrative purposes only, or the formation of school service areas.

Of equal import to residents of the unorganized borough is HB 122, an act providing for the incorporation of new boroughs. Areas mandated for incorporation are defined along the boundaries separating the twelve Native Regional Corporations formed under the Alaska Native Claims Settlement Act of 1971. These areas would be incorporated mandatorially, effective January 1, 1977, unless earlier organized by local option procedures under existing law.

When one looks at the whole contemporary pattern of initiatives and expressions of interest in borough formation, it becomes apparent that the interests and efforts being made are disconnected, and certainly are not part of an overall policy or plan initiated with any degree of analysis of the

questions involved. Inasmuch as the boroughs that have been created are centered around either large population centers, or areas with some degree of development or sources of financial resources, and the great majority of communities and areas within the unorganized borough have not heretofore shown any serious interest in borough formation, it should be acknowledged that residents have at least intuitively recognized that the balance between responsibilities of borough governments and the availability of resources and skilled people is not adequate. When one begins to consider the questions and ramifications seriously, it becomes apparent that forms of regional government which have proven appropriate and workable in the more urban and developed areas may not be as suitable for more rural and less developed areas of the state. The subdivision of the unorganized borough would have profound impact on rural areas and it ought not take place without extensive consideration by residents of the unorganized borough themselves, and a thorough analysis of the questions involved by the state.

Inasmuch as the consequences of creation of new boroughs in a manner that was premature and ill-prepared would have serious and undesirable effects both on residents directly affected and the state as a whole, the Department of Community and Regional Affairs proposes to conduct an extensive analysis of the issue, and to create and implement a process through which the questions involved can be explored by the unorganized borough residents themselves. The Department will bring to that process the skill of local government planners, legal expertise and other resources for analysis, and will produce for the Administration and Legislature a thorough report which will describe the pattern of attitudes regarding the creation of regional governments, highlight the strengths and weaknesses and points of inadequacy or inappropriateness of the present classes of borough systems to the range of conditions found in rural Alaska. The analysis will offer guidance to local residents, the Administration and Legislature as to the most constructive and timely approaches to regional government formation, and will offer legislative recommendations for the creation of a new form of regional government should that be indicated.

II. ASSUMPTIONS OF THE STUDY DESIGN

All study designs and proposals contain assumptions, and generally they go unstated. For clarification to the reader, some of the basic assumptions of this study design are as follows:

- 1) Residents of the unorganized borough can and should be involved in framing the questions, discussing the issues, and contributing to the decisions relating to the establishment of regional government entities in the unorganized borough.
- 2) The interest in and resources that can support regional government entities are not continuous throughout the unorganized borough, but rather vary from one area to another, and from one community to another.
- 3) At present no one knows the extent to which regional government is needed in the unorganized borough, nor which forms of regional government might be most appropriate. It is assumed that a process of conveying information regarding the functions, responsibilities and costs of regional government to the residents of the unorganized borough, followed by public discussions and hearings, will shed light on this question.
- 4) It is assumed that borough structures of the first, second and third class are not necessarily the vehicles most appropriate to the needs and conditions, social, economic and political, to the unorganized borough.
- 5) It is assumed that written materials alone would be ineffective in transmitting information to residents in many areas of the unorganized borough, nor in stimulating discussion, and that a 16mm color film is potentially an effective instrument for both conveying information accurately, and generating discussion.
- 6) This study does not assume that the majority of residents of the unorganized borough want regional government of any kind.
- 7) It is assumed that Native Regional Corporations set up to administer the Alaska Native Claims Settlement Act may not undertake the exercise of local or regional government powers, for reasons of statutory limitations.

V. METHODOLOGY

A. General Description

The methodology of the study will follow four steps:

1. Preparation and public distribution of informational materials about regional study areas, an overview of the powers, responsibilities, and fiscal needs of borough government to stimulate public readiness for step two.
2. Conduct a series of informal hearings and meetings throughout the State, in organized boroughs and the unorganized borough to obtain representative local opinions about feasibility, merits and problems of regional government.
3. Analysis of content of public participation.
4. Summary of findings and recommendations in a final report.

B. Study Elements and Procedures.

The following work items will be prepared for public distribution prior to public hearings and meetings:

1. Regional study area profiles summarizing for each study area data about population, natural geography, economic base, human resources, public facilities and services, transportation and communications systems.
2. A brief, simply written overview of the purposes of regional government and its outstanding features.
3. A summary of recent developments affecting the future of regional government.
4. A half-hour film presentation on regional government.

It is proposed that the above materials will be broadly distributed, particularly throughout the study areas, for the use of rural citizens.

Whenever possible, a field representative of the Department will personally distribute informational materials;

this may also provide an early opportunity to obtain useful public responses that may indicate a need to revise or strengthen parts of the study design.

Subsequently, the Department will sponsor a series of public hearings and meetings in 12 - 15 communities throughout the State to receive expressions of public opinion, interest and concern about the viability of regional government throughout the State.

The record of public participation will be closely analyzed to identify areas of general public agreement, problem areas and issues requiring further analysis. The public record will provide the basis for developing conclusions and recommendations for future State policy regarding regional government.

C. Coordination with Other Agencies

At numerous points, the Department will coordinate the progress of the study with relevant State agencies. In particular, because of the outstanding importance of education as a local public issue, the cooperation of the Department of Education will be sought for clarifying the interrelationship of educational services and local government. The Department of Education will be consulted to define issues, prepare informational materials and to participate in public meetings. Other State agencies which are expected to play a major role are the Department of Law and the Division of Planning and Research. These agencies will also be consulted during preparation of the final report.



IV. GOALS AND OBJECTIVES OF THE STUDY

The general purpose of the study is to create a process through which the many questions, economic, social, and political, related to subdivision of all or part of the unorganized borough into regional governments, can be discussed with residents of the unorganized borough, and examined in depth by staff of the Department of Community and Regional Affairs, and others. The final objective is the accomplishment of a careful analysis of the information generated, with presentation of such recommendations to the Governor and Legislature as may be indicated by the study.

Specific Objectives of the study include the following:

1) Discover the extent to which regional government is perceived as needed by residents of the unorganized borough. Further, describe the pattern of attitudes, needs and preferences that exist among residents of the unorganized borough with regard to the establishment of regional governments.

2) Formulate and convey to residents of the unorganized borough sufficient information regarding the various functions of government in general, and the functions and responsibilities of first and second class boroughs in particular, so that the residents of the unorganized borough can discuss the relevant issues among themselves, and express their considered opinions in public hearings.

3) Of all the possible functions and responsibilities of regional and municipal government, discover those for which residents of the unorganized borough are most interested in taking responsibility.

4) Determine the extent to which first and second class boroughs as presently constituted are appropriate to the social, economic and political conditions of the unorganized borough.

5) Identify potential sources of revenue which could support regional government entities, and map the extent of availability of such resources. Further, consider possible legislation providing for fiscal equalization and sharing of revenues with areas having minimal resources through some period of time until resources within such areas are identified and developed.

6) Insofar as possible within the resources and time constraints of this study, examine the difficulties encountered

by boroughs incorporated to date for the purpose of avoiding building such difficulties into any recommendations for regional government formation in the unorganized borough.

7) From information developed through hearings and research, develop and describe several possible models of regional government that may be appropriate to the social, economic and political conditions of the unorganized borough, including models intermediary to borough forms of government which may require minimal local tax effort, and may build upon such devices as regional councils of state and federal agencies with representatives of community governments.

8) Involve selected state and federal agencies in the study to determine the probable inter-relationships between agency service areas and programs, and potential regional government structures.

9) Identify and recommend the kinds of assistance which might be required in the organization of regional government entities.

10) Examine thoroughly the question of possible financing mechanisms for regional governments, and develop several strategies for such financing mechanisms.

11) Gain a clear reading of the will of the citizens of the unorganized borough with respect to HB 122.

12) Develop and present to the Governor and to the Legislature a comprehensive report on the findings of the study, with analysis of the issues raised, and such recommendations as may be justified by the findings of the study for Executive or Legislative action or non-action.

VI. THE FINAL REPORT

A major product of the regional government study will be the publication of a report which presents and analyzes the findings derived from the research and hearings conducted by the regional government study team. The report will contain information and recommendations responding to the goals and objectives stated previously.

The final report is intended to be a working document, which may serve as a guide in the development of alternatives for regional government formation, with recommendations as to the timing and conditions under which such entities ought to be created. The report will present the results of hearings held with residents of various areas of the unorganized borough, and thus will represent the thinking of many of the people potentially affected by subdivision of the unorganized borough. The report will make explicit recommendations, deriving from information generated through hearings with residents of the unorganized borough, and through research efforts of staff of the Department of Community and Regional Affairs, and other agencies. Recommendations may include specific proposals for legislative and executive action. Above all, it is hoped that the report will frame the salient questions, and develop a sufficient body of information, that it will serve as a benchmark for intelligent discussion of the issues involved, and will lead to agreements as to the courses of action likely to be most beneficial to the residents and communities of the unorganized borough.

The report is not the only anticipated product of the regional government study. The activities and analyses of the Department of Community and Regional Affairs are expected to lead to an active dialogue with other state agencies in addressing the many questions involved at the interfaces of potential regional government formation, and state agency services and programs. A creative cooperation with other agencies is seen as indispensable to a thorough analysis of the many issues involved, and establishment of common understandings which are necessary for inter-agency cooperation.

IV. OBSERVATIONS:

The operation of local government in the Yukon Territories is significantly different than that in the State of Alaska. For example, all property owners throughout the entire Yukon Territories, whether they reside in a local government or not, pay taxes to support certain basic services. These basic services include education, building and fire inspections, and road maintenance. Additionally, communities have the option of forming local improvement districts which enables them to adopt additional services such as sewer, water facilities, capital improvements including ice curling rinks, fire stations and administrative offices. An interesting point here is that while communities do not directly pay for the construction of facilities or the provision of services in their communities, they do not receive any additional services or facilities without an additional tax contribution. If the tax contribution is inadequate then the additional funding is provided by the Yukon Territories; but everybody pays something for what they get.

Another unique difference between the Yukon Territory situation and our own is that they have a total of 22 communities within the territory of which only 7 are incorporated. Of the 7 incorporated, 4 are local improvement districts, 2 are towns, and 1 is a city. The only city is the City of Whitehorse and is basically very equivalent to any local government in the State of Alaska. The towns are also similar to our local government. The basic difference between the city and town being one of total population and gross tax base. The next level of local government though, the local improvement district, is a significant departure from what we conceive of as local government. Basically, a local improvement district is responsible for providing basic services such as road maintenance, fire protection, parks and recreation, solid waste disposal, sewer and water and other like facilities. However, budgets are adopted at the community level and submitted to and approved by the territory, taxes are paid to support those services, and audits of all accounts are required to be submitted. Additionally, it is interesting to note that no municipality in the entire Yukon Territory has, as we know it, the police power. The closest thing to is is the City of Whitehorse's by-law officers which issue such items as traffic citations, and citations for violation of local municipal ordinances (non-criminal type). All other police services are provided by the Royal Canadian Mounted Police, a Federal police force.

Palmer McCarter, Director
July 18, 1979
Page 3

Attached are several documents relating to the Yukon Territory as a whole, that is, addressing its people and geography, documents explaining its governmental structure (territorial) and its local government structure.

Also attached is a very brief summary of government in the Northwest Territories which was provided to us by the Yukon local government people.

MUNICIPAL AFFAIRS DIVISION

DEVELOPMENT OF LOCAL GOVERNMENT

The development of local governments in the North-West Territories since 1963 has been nothing less than dramatic. In these 14 years recognized forms of local governments have increased from 2 Municipal Districts to 53 units as follows:

City	-	1	} Incorporated tax based
Towns	-	4	
Villages	-	2	
Hamlets	-	16	} Incorporated non-tax based
Settlements	-	30	
Total		53	} Unincorporated non-tax based

In addition there are 16 other areas of population classed as unorganized. These are primarily native communities of less than 100 persons including two mining communities and two military establishments. Dew line sites are not included.

Of particular interest is the unique level of local government called "Hamlets." Although incorporated they are not required to raise any of their operating revenue through property taxation.

Development of local governments in the N.W.T. essentially represents a departure from the traditional process that has taken place in Southern Canada where taxation usually precedes incorporation or at least is an integral part of incorporation. In the N.W.T. taxation has usually followed incorporation and in the case of "Hamlets" an incorporated municipality can exist without local taxation.

The purpose of this approach has been to allow a greater degree of autonomy of local jurisdiction in communities capable of managing their own affairs but where a viable tax base does not exist. This approach has been successful in achieving the desired progress in political development but has not been without its problems otherwise.

The lack of local financial participation at the local level has tended to inhibit the development of the attitudes of responsibility and responsiveness of local councils and their constituencies.

Efforts are being made to resolve this deficiency without placing an undue financial burden on communities while providing the sense of autonomy and relative independence inherent in tangibly contributing to the growth and well being of the community.

There exists a program whereby non-tax based communities, whether incorporated or not, can be taxed by the Territorial Government. This will be discussed in greater detail later in this paper.

MUNICIPAL FINANCIAL ASSISTANCE PROGRAM

1. Tax Based Municipalities

A. Operating Assistance

- (1) Per Capita Grant - unconditional - provided by the Government of the N.W.T. - \$50 per capita based on official census figures plus annual percentage increases between census.
- (2) Grant-in-lieu of taxes -
 - Government of the N.W.T. actual taxes levied by Municipality on N.W.T. Government owned buildings excluding building designated exempt by the Federal Municipal Grants Act.
(e.g. schools, hospitals, libraries, etc.)
 - Federal Government - similar to above but maybe adjusted if in their estimation locally assessed values do not agree with their own.

NOTE: All local assessments are carried out by the Government of the N.W.T. assessors.

- (3) Road Maintenance Grant - provided by the Government of the N.W.T. - 40% of the previous year's cost of road maintenance upon application supported by auditable accounts.
- (4) Water/Sewer Subsidy - provided to subsidize the additional costs of providing water delivery and sewage collection and disposal where this must be carried out by truck. The amount provided is based on actual costs less revenues collected.
- (5) Town Planning Grant - \$2,500 annually provided by the Department of Local Government to encourage local initiative in carrying out town planning activities.
- (6) Recreation Grant - \$5 per capita - provided by the Department of Natural and Cultural Affairs to assist in meeting operational cost of recreational facilities.

B. Capital Grants

- (1) Road Construction - 50% of the cost of approved municipal road construction projects. The municipalities share is financed by debenture borrowing.
- (2) Water/Sewer Main Trunk Line Construction - 100% of the cost of approved projects. Lateral lines and building hook-ups are the responsibility of the municipality and/or the tenant.

NOTE: All debentures are financed from a Government of the N.W.T./Federal Government program.

2. Non-Tax Based Municipalities

The Northwest Territories has a unique level of incorporated municipality called a Hamlet which does not raise, by taxation, any of its own operating or capital revenue.

Taxation, which will be discussed below, may be imposed and collected by the Territorial Government but does not necessarily have any direct relationship to the cost of operations.

A. Hamlet Operating Contribution

Provided to cover the total operational and maintenance costs of the municipality based upon budget submissions prepared by each hamlet and reviewed at the Regional and Headquarters level.

Funds are provided on a quarterly basis upon receipt of Financial Statements for the previous quarter.

Hamlet Capital Program

100% of the cost of acquisition of municipal operational equipment, buildings and municipal services facilities. Projects, their type and location, are determined by such factors as need, financial resources and negotiation with communities. A Five Year Capital Plan has been developed which is reviewed and amended on a continuing basis.

3. Unincorporated Communities

These communities are totally financed by the Government of the Northwest Territories. Ultimate administrative responsibility lies with the Government of the N.W.T., however in most locations Settlement Councils exist. Settlement Councils are elected by the community at large and although advisory bodies in nature can enjoy a relative degree of autonomy and responsibility in administering local affairs.

All funding is held and disbursed by the Government of the N.W.T. on behalf of and on the recommendation of the Settlement Council.

A Per Capita Grant of \$20 per resident is provided to a maximum of \$12,000 per year to any one settlement. This grant is regarded as a training aid. The only conditions related to this grant is that it be properly accounted for, expended under the authority and formalities of council resolutions, and that its use be for the general well being of the community.

TAXATION

Property taxation implementation in tax based municipalities generally follows traditional patterns of municipalities in the Provinces.

In addition to the general levy for municipal purposes a mandatory levy (13 mills) must be imposed for school purposes in all communities other than the City of Yellowknife which has it's own school boards and is totally responsible for meeting the funding requirements for elementary schools. In all other locations, the schools are operated and funded by the Territorial Department of Education.

The school levy collected on behalf of the Territorial Government must be remitted to that Government at the end of the taxation year.

Any other non-tax based community can be declared a taxation area and taxes imposed by the Government of the Northwest Territories. The standard rate that has been established where applied has been 10 mills general and 15 mills school although legislation permits higher rates. Revenue realized from property taxation is credited to the Government of the N.W.T.'s General Revenue Fund.

N.W.T. COMMUNITY STATUS 1967

Yellowknife	-	Town
Hay River	-	Town
Fort Smith	-	Town
Inuvik	-	Village
Fort Simpson	-	Local Improvement District

Approximately 40 other unorganized communities of which approximately 20 had advisory committees.

N.W.T. COMMUNITY STATUS 1977

Yellowknife	-	City Jan. 1, 1970	] - All Tax-Based
Hay River	-	Town	
Fort Smith	-	Town (1966)	
Inuvik	-	Town (1970)	
Pine Point	-	Hamlet (1969)	
	-	Village (1973)	
	-	Town (1974)	
Fort Simpson	-	Hamlet (1969)	
	-	Village (1973)	
Frobisher Bay	-	Hamlet (1969)	
	-	Village (1974)	

Present Hamlets

Tuktoyaktuk	-	1970	Non Tax-Based (Taxation introduced in 1976 under provisions of Taxation Ordinance in Tuktoyaktuk and Aklavik)
Rae-Edzo	-	1971	
Fort Franklin	-	1972	
Coral Harbour	-	1972	
Pangnirtung	-	1972	
Pelly Bay	-	1972	
Aklavik	-	1974	
Rankin Inlet	-	1975	
Pond Inlet	-	1975	
Igloodik	-	1976	
Sanikiluaq	-	1976	
Whale Cove	-	1976	
Arctic Bay	-	1976	

Repulse Bay, Eskimo Point, Baker Lake to be incorporated as Hamlets in 1977.

In addition there are 30 other unincorporated communities which have fully elected local councils.

The following municipalities are members of the N.W.T. Association of Municipalities:

Yellowknife
Hay River
Inuvik
Pine Point
Fort Smith
Fort Simpson
Frobisher Bay
Rae-Edzo
Tuktoyaktuk
Pangnirtung
Coral Harbour

ISSUES OF REGIONAL GOV'T IN AK. 3/11/74 (not to be quoted)

OBJECTIVES of local gov't in rural areas

1. Local self-government
2. provision of better public services in rural areas
3. more equitable distribution of state wealth
4. local taxation of resource development properties
5. Assumption of appropriate property tax burdens in rural areas
6. decentralization of educational and other state services

PROBLEMS

*Perception of urban based legislators and groups in the organized areas that people in organized boroughs are paying borough taxes as well as state taxes while people outside of these places pay state taxes only and receive a "free ride" from the state for certain essential local-based services, principally education.

* Taxable resources so sparse that tax assessment and collection would be impractical in most places.

*Absence of clear state government policy for responding rationally to new circumstances and for acting to establish a statewide system of boroughs.

*Constitutional nor statutory standards for borough incorporation are sufficiently definitive in meaning or effort.

*Across the board policy of mandatory incorporation may be met with resentment and probably a lack of good local government in rural Alaska.

*Problems of definition, functions and boundaries.

*Existence today of diverse kinds of boroughs...regional and urban.
.....

Not arguing for "organizing". No pressing need to solve question. Regions too diverse, governmental needs and capabilities too varied, prospects for economic development too uneven and uncertain to support a single fully elaborated policy of regional government organization that would apply uniformly once and for all, throughout the state. Flexible policy needed. Concept of new boroughs and restructuring of existing boroughs as regional gov't.

Given a general scheme for subdividing the state into regional government units, local action to incorporate boroughs can be accommodated, and later state legislatures and administrations can establish future policies affecting the state-regional-local allocation of functions and finances.

Cons't assumption that people would seek organization. 1. State would offer special benefits to organized boroughs 2. desire for home rule 3. state would offer additional inducements to organize and move toward home rule.

establish unincorporated advisory structures only. Financially, the legislature ³ can provide for the support of these structures through increased state funding and/or increased local taxes, or simply by leaving fiscal arrangements more or less as they are.

Franklin - Regional
Given these alternatives, a limited number of policy "sets" and consequences follow:

1. The state can mandate borough organization and provide fiscal inducements and support, especially for the major costs of education; local funds would supplement state support.
2. If incorporation is to be mandated and state funds are not provided to pay virtually all local education program costs, then new local property or other taxes will be required.
3. If incorporation is optional or if unincorporated advisory structures only are established, then new funds would need to be available only if and when the incorporation option is exercised, or if the advisory structures were established and required to carry out any significant new functions in the area.
4. In the absence of new funds from state or local sources, then an option to incorporate -- bringing with it the obligation to operate a public education program and contribute funds to support it -- would not likely be exercised in most areas of rural Alaska during the next few years.

5. Also in the absence of new funds, any advisory structures established would not be likely to assume any significant regional functions.

Several new borough bills, none of them enacted, were introduced in the

GEOGRAPHIC PROBLEMS

* In Southeastern major settled and undeveloped areas are included in 4 boroughs, while most of the panhandle and its communities remain part of the extended and physically divided unorganized borough. Bristol Bay, Fbks., Mat-Su boroughs create subregional enclaves in an otherwise unorganized area or inter-regional overlaps and conflicts. In Cook Inlet (Mat-Su, Anch. Kenai)) these boroughs carve into 3 separate parts one socio-economic and geographic region centering on the expanding urban area of Anch.

In southeastern some urban areas are in boroughs while others are not. (Skagway, Petersburg, Wrangell) and paired (physically proximate) cities present contrasting cases. (Juneau/Douglas, Petersburg/Wrangell; Haines/Skagway).

*Boroughs have experienced continuing expansion of public service demands, functions, and budgets. This trend has been reinforced by Alaska's state-local revenue-sharing program which is designed to encourage boroughs take on more than the minimal functions required by law.

*Unification movement.

*Use of service areas and incorporation of cities within boroughs may in part neutralize local resistance to organized and unorganized regional boroughs elsewhere.

*REAA creation ignores the relationship of education to general government at the local level and to the exercise of other local and regional functions.

(p. III-9)

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

MEMORANDUM

State of Alaska

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

TO: Palmer McCarter
 Bruce Aronson
 Rebecca Burch

DATE: September 10, 1976

FILE NO:

TELEPHONE NO:

FROM: Patrick K. Poland
 Local Government Specialist

SUBJECT: Regional Government Study

For the record and so that we might have something to measure our progress against, the following is a "laundry list" of items that have yet to be accomplished in our pursuit of completing the regional government study.

1. A memorandum to Bob LeResche updating (status report) our original memorandum of July 21, 1976. Major changes that have been agreed upon by all staff and should be included in that memorandum include:
 - a. Expanding the category of cities not subject to exercise of authority by an unorganized borough to include first class cities.
 - b. Deleting the provisions making public safety and health powers mandatory for unorganized boroughs and rewriting the section to provide for optional exercise of these powers by unorganized boroughs. The revisions should, most probably, state that exercise by an unorganized borough precludes exercise by a second class city.
 - c. The memorandum should reflect the fact that we have decided to withhold further action on our proposed third class city legislation until the shape and relationship of regional governments are firmly identified.
 - d. Amending the distribution formula to a simpler method; most likely providing a minimum amount plus a cost-of-living allowance plus a per capita distribution.
 - e. The draft legislation needs to more clearly substantiate the fact that the relationship between regional education attendance area school boards and unorganized borough assemblies would be identical to that between municipal school boards and borough assemblies.
 - f. Amend the proposed legislation to more clearly state that unorganized boroughs will have the authority to contract with other municipal corporations, private corporations or other governmental agencies for the provision of services or to provide services on behalf of those agencies.

2. We need to investigate the possibility of:
 - a. Funding regional education attendance areas in the same manner as municipal school districts are funded; i.e., they would receive P. L. 874 and many 874 funds but would lose the gratis state-local contribution. Additionally, they would be permitted to use a portion of the sales tax revenues they receive as local effort.
 - b. Combining assemblies and school boards on an optional basis.
 - c. Automatic incorporation of an unorganized borough as an organized borough once it reaches a certain assessed property valuation.
 - d. The feasibility of allowing service areas within unorganized boroughs.
3. Items that must be accomplished in conjunction with the Department of Revenue include:
 - a. Completing projections of sales and use tax revenues.
 - b. Determining the amount of shared taxes that is collected within the existing unorganized borough and might be made available to unorganized boroughs.
 - c. Determining the basis on which they calculated their existing fiscal note for administration of an unorganized borough sales/use tax.
4. A "skull" session needs to be set up with the Department of Law to determine whether, in fact, unorganized boroughs actually may exercise municipal powers, whether they may make expenditures and whether, since the sales tax is, in a technical sense, a municipal tax, it may be expended upon collection rather than having to deposit it in the general fund and await a legislative appropriation annually.
5. We need to prepare a fact sheet for the Commissioner by Tuesday, the 14th, outlining major provisions of our study and its conclusions.
6. A working model of an unorganized borough (my suggestion is the Bering Straits or NANA region) needs to be prepared detailing how the unorganized borough would work and what its relationships with other governments would be. Hopefully, the model would include a sample budget.

MEMORANDUM

State of Alaska

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

TO: Palmer McCarter, Director
Local Government Assistance

DATE: September 10, 1976

FILE NO:

TELEPHONE NO:

FROM: Patrick K. Poland
Local Government Specialist

SUBJECT: Regional Government Study

As you know, Chuck Orr and I have spent the last day and a half discussing how our regional government study might be presented to the public and a suggested timetable for presentation. This memorandum summarizes our conclusions and recommendations.

In terms of a presentation, it was concluded that a combination of visual aids and written statements would best serve our purpose given the technical nature of the subject matter. Essentially, the visual aids would consist of slides depicting, among other items, the maze of boundary lines throughout the State, an organizational chart showing the relationship of an unorganized borough with other organized units of government and a map showing the boundaries we are suggesting for division of the unorganized borough. Slides would be shown in conjunction with a verbal presentation by yourself or another staff member of the Division. Written materials would be passed out to the speaker's audience and referred to during the verbal and slide presentation while additional copies would be made available to interested parties following the presentation. The written materials most likely would consist of a comprehensive position paper which would state the problem as we perceive it, analyze alternative solutions to the problem, state our conclusions and explain how and why we arrived at them. Additional written material should include copies of draft legislation, a short summarized fact sheet and several pages of questions and answers. In my opinion, the above would provide the layman with a comprehensive explanation of our project without confusing him with a mass of technical data.

One item not mentioned above but one that could conceivably be included in a package of written materials is a "for instance" paper; that is, taking one of the regions we have identified in the State and using it as an example, running through, step by step, exactly what would be the effect of establishment of an unorganized borough.

In terms of a timetable, it is suggested that the first announcement of the Department's study and its proposed legislation be made during or immediately preceding the Commissioner's television appearance with the Governor in Fairbanks on September 16. It is envisioned that she would make only a general statement, concluding that the actual draft legislation is being finalized at the moment and would be available to the general public by September 23. On September 23, you would release to the public the proposed legislation at your speaking engagement before the Fairbanks Development Corporation. If all goes well, you will again appear before the Anchorage Chamber of Commerce the following Monday, September 27. From there, it will

September 10, 1976

be simply a matter of trotting our "horse and pony show" around the State to various chambers of commerce and other interested groups. We would, of course, attend the Alaska Federation of Natives convention in Anchorage on October 20-21-22 and give a presentation. It is anticipated that by early December public meetings would have been held in every major community affected by the proposed act. Following the public meetings, we would review the proposed legislation, make any changes and submit the same to the Governor's Office for introduction to the Legislature.

Basically, the wheels have been set in motion to accomplish the above. Chuck and I met with the Commissioner and she is willing to make the initial announcement during her television appearance; however, we did not discuss the point of having her refer to specific draft legislation being available the following week and your presenting it for the first time in Fairbanks. It is imperative, in my opinion, that the public have a specific proposal to respond to. Without a specific proposal, we will only get shrugging shoulders and comments that we don't want anything.

Would you please verify with the Commissioner the above schedule of events and manner of presentation?

PKP:me

cc: Chuck Orr

MEMORANDUM

State of Alaska

DEPARTMENT OF COMMUNITY & REGIONAL AFFAIRS

TO: Pat Poland
Local Government Specialist

DATE: September 3, 1976

FILE NO:

TELEPHONE NO:

FROM: Rebecca Burch
Research Analyst

SUBJECT: The Feasibility of Health
Powers in proposed Regional
Governments.

The proposed Regional governments in the unorganized borough are capable of being a vehicle for regional decision-making and accountability for health service delivery.

The government structures provide the transition to regional control of services, one step closer to the local control requested by rural residents using health services. Recently there has been talk of local control of services, however, frequently the reality is that local services evolve while the control of delivery patterns and financing is maintained at a state level. An illustration of this direction is HB 596 on local health districting introduced in the ninth legislature which would have provide regional locations for services with monitoring and decision-making by the state.

The intention of including health powers in an unorganized borough was to regionalize the decision making in addition to actual delivery of services. In the regional proposal the regional government would, within a framework of services determined as "comprehensive health care", be empowered to plan, administer and contract for health care service delivery in a manner appropriate for the needs of that region.

Initially it was thought that PL 93-641 would address this issue. This legislation established a State health coordinating council, three health service area boards and sub-area councils as well as a State agency to oversee the process. These bodies were designed to promote coordinated development of the range of health services meeting health needs within a given area of the state. Health Systems Agency Board Members (for the Health Service Area) would present recommendations to the State Health Coordinating Council and the State Health Planning and Development Agency. (The State Health Planning and Development Agency is also mandated under P.L. 93-641). The SHCC would work with the health systems agencies to determine the functional definition of "comprehensive health care" and the actual certification of new health services and facilities.

The legislation further indicates that even the three Health Systems Agencies boards do not make all final decisions on plans for their areas. The SHCC has the authority to review and revise the HSA plans as necessary to coordinate state wide activities and needs.

On a level comparable to the proposed governmental regions PL 93-641 established sub-area boards. We considered that regional government assemblies could serve the function of these boards. However, in actual practice it seems that the sub-area boards will have a limited and advisory capacity. The Federal legislation stresses this advisory function and strongly discourages sub-area boards from taking on additional

September 3, 1976

power. So it is that decision-making, implementation, and accountability over federal monies and programs are not possible under the regional government structure, as currently proposed.

The Alaska Public Health program, funded in part by state monies, shows more opportunity for regional control. The Public Health program has been considered in terms of regional administration and service delivery. The components of this program (a department of Alaska Health and Social Services not to be confused with Federal Public Health Services) include environmental sanitation, public health nursing, and health aides who, although administered by the Native Health Service are functionally supervised and partially trained by the Public Health Nurses. The State department could establish standards for service and record-keeping (necessary to maintain continued levels of federal funding). Given these guidelines each region could administer its own Public Health Program.

However, in light of the Health Service Area Boards who will determine the patterns of service in programs with federal funding it could be difficult to plan for this state service without coordinated planning. So, at best the Region could make planning decisions for only part of its health services. As an added confusion it is still unclear what the relationship will be between the State Health Department and the HSA boards. And the HSA boards are still in a state of formation so they can not make statement on how this would work.

It seems then that the control of health service decisions is in a state of flux and it is premature to make pronouncements that this power is totally unavailable to regional government, but the thrust of recently enacted Federal legislation is divide the state into 3 large areas under one umbrella for health care planning.

RB:rmc

MEMORANDUM

State of Alaska

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

TO: Palmer McCarter
Director

DATE: August 23, 1976

FILE NO:

TELEPHONE NO:

FROM: Patrick Poland
Local Government Specialist

SUBJECT: Proposed Legislation

The following is draft legislation that may be suitable for implementation of levy and collection of a sales tax in the unorganized borough together with redistribution to individual unorganized boroughs based upon an equalization formula.

Section 1. AS 43 is amended by adding a new chapter to read:

CHAPTER 77. SALES TAX

ARTICLE 1. LEVY AND COLLECTION.

Sec.

- 010. Levy of tax
- 020. Exemptions
- 030. Collection and enforcement
- 040. Proceeds of tax
- 050. Lien for tax
- 060. False statement
- 070. Regulations

Sec. 43.77.010. LEVY OF TAX. (a) A consumer's sales tax is levied on all sales, rents and services made within an unorganized borough unless the sale, rental or provision of service takes place within a home rule city.

Sec. 43.77.020. EXEMPTIONS. The following transactions are exempt from the tax levied in sec. 010 of this chapter.

- (1) a casual and isolated sale not made in the regular course of business;
- (2) a transaction which is prohibited from taxation under the Constitution and laws of the United States;
- (3) a sale directly to the United States government, the State of Alaska, or its political subdivisions;
- (4) the sale of newspapers and periodicals to a consumer by a carrier;
- (5) the sale of food and beverages to the public in school cafeterias or lunchrooms;

Sec. 43.77.030. COLLECTION AND ENFORCEMENT. Every business which engages in transactions subject to taxation under the provisions of sec. 010 of this chapter shall collect the tax at the time of the sale, and remit the total collected at the end of each calendar quarter of each year to the Department of Revenue by the last day of the month following the close of the calendar quarter. A penalty of ten percent shall be added to delinquent taxes and interest at the rate of six percent a year shall accrue on all unpaid taxes, excluding penalties, from the due date until paid in full. Collection of the tax levied in this chapter shall be carried out by the Department of Revenue.

Sec. 43.77.040. PROCEEDS OF TAX. Money collected under this chapter shall be deposited in the general fund.

Sec. 43.77.050. LIEN FOR TAX. The tax levied under this chapter and penalty and interest set out in sec. 030 of this chapter are liens upon all of the property of the person owing the tax. The lien rises upon delinquency and continues until the liability is satisfied or the lien is foreclosed. With respect to property located outside a city, the tax liens provided by this chapter are prior and paramount to all other liens or encumbrances against the property. With respect to property located within a city the tax liens provided by this chapter are prior to all liens and encumbrances against the property except liens for taxes levied by the city.

Sec. 43.77.060. FALSE STATEMENT. A person who knowingly makes a false statement in a return required under this chapter as to the amount, location or value of a sale subject to taxation with intent to evade the taxation is guilty of a misdemeanor and upon conviction is punishable by a fine of not more than \$500 or by imprisonment for not more than five days, or by both, together with the costs of prosecution.

Sec. 43.77.070. REGULATIONS. The Department of Revenue shall adopt regulations governing the administration of this program including the manner by which exemptions may be determined and reimbursement to business' for costs incurred in collecting the tax made.

ARTICLE 2. REVENUE SHARING AMONG
UNORGANIZED BOROUGHES

Sec.

- 080. Distribution of proceeds
- 090. Direct return
- 100. Distribution
- 110. Distribution index

Sec. 43.77.080. DISTRIBUTION OF PROCEEDS. The legislature is authorized to appropriate each year as shared revenue for the benefit of unorganized boroughs an amount equal to the net amount of revenue raised under this chapter in the preceding year. Revenue so appropriated shall be administered by the Department of Community and Regional Affairs. The department shall distribute for the benefit of each unorganized borough an amount determined in accordance with secs. 080-110 of this chapter.

Sec. 43.77.090. DIRECT RETURN. From the appropriation authorized under sec. 080 of this chapter an amount equal to the net revenue raised by a one-half percent tax on sales taxable under this chapter within each unorganized borough shall be held and used for the benefit of the unorganized borough where the particular sales took place.

Sec. 43.77.100. DISTRIBUTION. Revenue appropriated under sec. 080 of this chapter, less revenue allotted in accordance with sec. 090 of this chapter, shall be held and used for the benefit of each unorganized borough in accordance with

the ratio of its distribution index to the sum of the distribution indices of all unorganized boroughs.

Sec. 43.77.110. DISTRIBUTION INDEX. The distribution index of each unorganized borough is based upon its wealth, cost of services, population and area and is determined by the following formula:

$$D = \frac{F_a CP}{2F_p}$$

where

D = distribution index

F_a = average fiscal capacity of unorganized boroughs

F_p = fiscal capacity of the particular unorganized borough

C = cost of service which is the cost as determined by the state assessor for each tax year in each particular unorganized borough of providing education, planning, health, police, fire, administrative and other government services expressed as a percentage of the average cost of such services in all unorganized boroughs.

P = population of the particular unorganized borough as a percentage of total population of unorganized boroughs.

PKP: ljd

MEMORANDUM

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

TO: Mike Harper, Deputy Commissioner

DATE: February 5, 1976

FILE NO:

THRU: Palmer McCarter, Director
Local Government Assistance

TELEPHONE NO:

FROM: Carlton Smith
Local Government Specialist

SUBJECT: SB 35 - Proposed Amendments

Sometime ago you asked that I review Senate Bill 35 for possible amendments. While I have not indicated strategies for introducing these ideas the proposals are presented mainly as a thinking exercise for potential problem areas. If you would like to discuss these ideas further, I would be glad to share my thoughts.

District Boundary Changes:

Under 14.08.031 the 21 new REAA's are described as educational service areas whose boundaries were established by the Department of Community and Regional Affairs. As you know, during the SB 35 hearing process, many citizens inquired as to the mechanism in SB 35 which might accommodate changes in district boundaries. The only citation which allows for change is found in 14.08.031 (a), line 2, which calls for a referendum vote in the community, permitting it to "merge with another community contiguous to it but within the boundaries or sub-boundaries of another regional corporation." This section does not treat boundary changes for the established service areas.

It seems logical that since the department established these service areas, it might at some point be responsible to treat proposed changes in the established boundaries. While at present I see no moves to alter boundaries, the first year of REAA operation could mark much interest in the possibility.

District Consolidation:

SB 35 also precludes the possibility of consolidating the REAA service areas established by DCRA. Consolidation, I believe should be included as an option for established districts. The primary concern in 1976 as far as the new districts are concerned, I imagine, will be financial viability. In the case of Whittier - Tatitlek, for example, the 1976 year may demonstrate that REAA 21 must either contract with another school district or consolidate with another service area such as #17 Copper River in order to deliver educational services. #17 may estimate for example, that inclusion of #21 may create a better funding outlook for them with these communities than without them.

DEPUTY COMMISSIONER
Interoffice Memos
LGAD

Palmer McCarter, Director
Division of Local Govt. Assistance
Department of Community and
Regional Affairs

DATE: May 19, 1977

FILE NO:

TELEPHONE NO:

Nathaniel H. Cole
Deputy Commissioner
Department of Education

SUBJECT: Federal 874 Funds
and REAA's

Your memo of inquiry to Marshall, concerning the REAA's and P. L. 874 has been passed on to me for response.

It has been determined by the Federal Government that the REAA's are school districts under P. L. 81-874 statutes, and that as such they should receive their P. L. 874 directly. However, P. L. 81-874, as amended by P. L. 93-380, allows a state to meet certain criteria (Alaska meets criteria) to apply to the U. S. Commissioner of Education for authority to offset state funding payments by the amount of P. L. 81-874 payments, and current plans are to implement the offset provisions. State authority to implement this offset procedure has been written into ~~SCSHB 212~~ SCSHB 212, which appears to have a good chance of passing this session.

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

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

TO: The Honorable TERRY STIMSON

FROM: Gregg K. Erickson
Director of Research

Please indicate your directions concerning future handling of the attached information, which you requested under WO# 5802 (Subject: COMMISSION ON THE STATUS OF REPRESENTATIVE GOVERNMENT)

- ☒ (X) I approve the release of this information to any requesting party.
- ☐ () I approve the release of this information to any requesting party, but please remove my name.
- ☐ () I do not approve the release of this information; maintain confidentiality.
- ☐ () I approve the release of this information under the following conditions:

4/12/79
Date

Signature

WORK ORDER REQUEST FORM

113 46

KEYWORDS: government
voting

ASSIGNED TO Kallab

REQUEST FOR: BILL ☐ RESOLUTION ☐ RESEARCH ☒ OTHER ☐

SUBJECT Commission on the Status of Representative Government

REQUESTED FOR Senator Stimson BY Senator Stimson EXT.

* DELIVER TO Senator Stimson TAKEN BY Bradley

INSTRUCTIONS, EXPLANATIONS Have any states established commissions concerned with voter apathy and the lack of faith in government. (B.C.)

Senator Stimson suggested analogy to Commission on Status of Women and the above title flowed from it. Can the title be improved on.

OBTAIN	SPECIAL DRAFTING INSTRUCTIONS ATTACHED ☐ AUTHORIZED TO CONFER WITH <u></u> RETURN <u></u> <u></u> TO REQUESTER APPROVED: <u></u> Director, Legal Services <u>GE</u> Director, Research
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REVIEWED <u></u> IN <u>11/22</u> DUE <u></u> TYPED - Draft <u></u> DATE <u></u> Final <u>Knightbridge</u> DATE <u>1/12/79</u> PROOFED <u></u> DELIVERED <u></u>	SPECIAL INSTRUCTIONS TO TYPIST/PROOFREADER DRAFT ☐ FINAL ☐
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MEMORANDUM

January 11, 1979

SUBJECT: Commission on the Status of Representative Government
(Work Order #5802)

TO: Senator-elect Terry Stimson

FROM: Elke Kallab, Policy Analyst

This is in reply to your inquiry as to whether any state has established a commission concerned with voter apathy and the lack of faith in government. The simple answer to your question is no! This isn't to say that the states are not concerned with the decline of the voter participation, because they are. Noting the low level of voter participation and the serious implications such low voter turnout has for the democratic process, the National Association of Secretaries of State (NASS) established a Steering Committee on Voter Education and Registration in 1977 to look at the problem. The findings and recommendations were presented at the NASS conference on December 5, 1978, and I have enclosed a copy of their report for your perusal.

The Association believes that it should be the driving force that would bring together the many institutions and organizations that seek to achieve maximum voter participation, particularly when it appears that this subject is receiving little attention at the federal level at the moment. Drawing on effective and innovative voter education and registration programs that individual states have adopted, NASS hopes to develop programs that all states can adopt to their mutual benefit. Toward this end, NASS invited those states it felt had effective or innovative voter education programs to make presentations at their December 5 conference so they might share their experiences with the other states. We have contacted those states which were asked to make presentations at the NASS conference in December (Hawaii, Kentucky, New Mexico, Pennsylvania, Minnesota), as well as California and British Columbia.

Several of the states we have spoken to were kind enough to send us materials which they have developed and utilized in their voter education programs, and we are forwarding such materials as appropriate for your information.

According to those states we talked to, Hawaii is the premier state in the United States with a promising voter registration and education program. (It is also interesting to note that the chairman of the Voter Education and Registration Steering Committee was Nelson Doi, the Lieutenant Governor of Hawaii.)

Hawaii's voter education program, a copy of which is enclosed revolves primarily around a lot of "activity" programs which are put on by the state to "develop citizenship consciousness". What seems to make Hawaii's voter education program more successful than others is the commitment to expend money, staff and maximum effort to achieve higher voter participation. It has also been in existence for much longer than most other voter registration and education programs. Page 4 of their report lists the five principles upon which their voter education and registration efforts are based, and while they are all worthwhile, they are in and off themselves not new or untried, with the possible exception of principle No. 3, which advocates a sequential citizenship education scheme that would begin at the elementary school level. However, it is debatable whether more of the same is going to reverse the continuing decline in voter participation. Political and social scientists contend that the decline in registering to vote and voting represents a growing mistrust and cynicism in the government by the population. Americans feel disaffected by their government and drop out; they feel the nation isn't going anywhere; that there is a lack of integrity and competence in public officials. There is a general feeling on the part of the individual of impotence to affect the political process, which doesn't seem to make any sense, by a government that has become too big and impregnable to be responsive.

I have enclosed several articles by Curtis Gans (Director of the Committee for the Study of the American Electorate) and Amitai Etzioni (Political Sociologist at Columbia University and director of the Center for Policy Research) which deal with the causes of voter apathy. One gets the impression reading these articles that more of the same conventional wisdom in how to attract people to the polls is not going to be enough to reverse the continuing decline of voter participation, particularly when one considers that the most dramatic decline in voting occurred during a time of unparalleled liberalization of voter registration and election laws.

Mr. Gans, in one of his articles, singles out three major reasons which have and continue to contribute to the decline in voter turnout.

1. Television has given rise to the media politician, who he says may have charismatic appeal or who may be attractive but not necessarily competent. Mr. Gans believes that TV has become the central focus in people's lives and is therefore responsible for contributing to the erosion of community, political and social institutions, and the increasing atomization of American society. As far as involvement is concerned, television produces a passive spectator, he feels, rather than an active participant. He makes a very good argument when he comes to the conclusion that to a large degree television has taken over the functions formerly performed by political parties.

2. Mr. Gans feels that the erosion of the two-party system and the resulting diminishing pride in and commitment to the two major parties is a major reason for voter apathy. He sees the break-up

of the traditional two-party system in this country as a result of the Viet Nam war and the Watergate scandal, in addition to the influence TV exerts over the American public. Mr. Gans feels that the "confidence and loyalty to parties helped make people want to vote, made people feel that their vote was necessary and important." People voted their party, not necessarily the candidate--a process pretty much reversed now.

3. Mr. Gans also attributes part of the problem of voter apathy and non-participation to the erosion of a consensus on national purpose and goals which have guided this nation since the thirties. This view is shared by Amitai Etzioni when he says that Americans feel out of sorts with American society at-large and that their collective or public outlook for their future is bleak.

According to the National Association of Secretaries of State survey, the main reasons cited by states for non-attainment of voter education and registration programs are apathy, indifference, a belief that it "doesn't matter", a desire to maintain one's privacy, election officials' apathy and monetary restraints. You will also note from the NASS report (pp. 42 and 44) that much of the voter registration and education efforts by individual states are directed toward the "apathetic and disinterested citizens", and according to the results of the survey undertaken by NASS it appears from conversations with the various states that have voter education programs that the increased efforts to have people register and then vote have had positive results in most cases.

The following programs and ideas have been mentioned to achieve increased voter registration and voter turnout:

Simplified Procedures for Registration and Voting

- Mobile Registration Units/Mobile Registrars
- Mail Registration/Post Card Registration
- Voter Registration Forms available in newspapers which can be cut out and mailed in, or forms available at public buildings, such as libraries, police stations and other public facilities where people converge
- Location Registration, such as supermarkets
- Door-to-Door Registration
- Election Day Registration
- Liberal Appointments of Registrars
- Expanded Voter Information Effort

Mass Media Campaigns using television, radio, newspapers, posters, billboards, banners, handbills, and the like. Public service announcements, news releases, documentaries, printed materials (brochures) and programs on registration and voting procedures. Development of a catchy and identifiable logo, jingle, motto or character

Involvement of Other Government Agencies

Outreach programs involving nursing or convalescent homes,

prisons or other institutions who have eligible voters to register and provide them with absentee voting information or ballots.

Use of Community Resources and Citizens' Groups

Community action programs, such as fairs, rallies, meetings, etc.

Voter Education Presentations to public, community, private, special interest or minority groups

Establishment of community based boards to facilitate organization and maintenance of educational efforts.

Formation of a committee of distinguished citizens who will lend their names and time to get out to vote and impress on citizens the importance of exercising their right to vote.

Research and Analysis of Voting Patterns. Production of motivational materials for speaker bureaus.

Development of educational curriculum for citizenship responsibility for use in schools.

The creation of positions for community liaison persons.

Federal legislation which would provide for free return postage on absentee ballots.

A federal program rewarding states for voter registration and turnout. This suggestion could find application in the state by providing a tax credit to those citizens who went to the polls.

A re-awakening of party loyalty to increase voter turnout. One of the ways to possibly achieve that would be to have closed primaries. (Hawaii's stated reason for closed primaries is "to increase the identification between voters and political parties...in order to strengthen and perpetuate our party system....")

Decentralization of the government at every level to return to the people the feeling that they can control their lives--their destinies.

You will note from the above list of suggestions on how to overcome voter apathy and American's negative attitude toward big and unresponsive government that the problem is considered to be serious. Much is being done and more needs to be accomplished to reverse the process of non-participation by Americans in the electoral process. I do not know at this writing how well or poorly Alaska compares to the national average or other states, but I have a feeling that our state is probably among those states which compare favorably with the rest of the nation, even though we do not have a formal voter education program. The subject matter certainly deserves more attention than I have been able to give it in this preliminary investigation, and I would be happy to meet with you after your arrival in Juneau for the legislative session to discuss

Senator-elect Terry Stimson

-5-

January 11, 1979

possible options which may be available to the State of Alaska to increase citizen participation in government.

EK:lmk

Enclosures

MEMORANDUM

December 14, 1978

file

SUBJECT: "Commission on Status of Representative Government" (W.O. 5802) *Partial*

TO: The Honorable Terry Stimson

FROM: Elke Kallab *EK*
Policy Analyst

Your administrative assistant contacted me last week asking about the Elections Research Center. I presumed from the clipping, which she showed me, that it was information in the article which contributed to the above work order request.

The Elections Research Center is located in Washington, D. C., and is headed by Mr. Richard Scammon. The center has been in existence since 1955. Its director, Mr. Scammon, either has been heading the center or been its inspiration since its beginnings. He served as head of the Census Bureau under John F. Kennedy. The main function of the center is to compile election statistics which are gathered into a biannual handbook, America Votes.

While Mr. Scammon was not able to provide me with information that would appear to be helpful in answering your question, we did have an interesting conversation on the subject matter. One of the things Mr. Scammon mentioned was that it was his belief that high voter turnout was not necessarily synonymous with a good and/or stable government. He cited Switzerland and Italy as cases in point; i.e., Switzerland has an even lower voter turnout than does the United States, yet it has a very stable government, while Italy traditionally has had a very high voter turnout but a very unstable government. He also was of the belief that doing away with voter registration requirements would probably be the most effective way to raise voter participation. (However, the initial reading that I have done on this subject matter in preparation of your work order indicates that despite liberalization in the procedures and laws governing registration, political participation has declined.)

I hope to report on the remainder of your work order request very shortly.

EK:jm

IV. OBSERVATIONS:

The operation of local government in the Yukon Territories is significantly different than that in the State of Alaska. For example, all property owners throughout the entire Yukon Territories, whether they reside in a local government or not, pay taxes to support certain basic services. These basic services include education, building and fire inspections, and road maintenance. Additionally, communities have the option of forming local improvement districts which enables them to adopt additional services such as sewer, water facilities, capital improvements including ice curling rinks, fire stations and administrative offices. An interesting point here is that while communities do not directly pay for the construction of facilities or the provision of services in their communities, they do not receive any additional services or facilities without an additional tax contribution. If the tax contribution is inadequate then the additional funding is provided by the Yukon Territories; but everybody pays something for what they get.

Another unique difference between the Yukon Territory situation and our own is that they have a total of 22 communities within the territory of which only 7 are incorporated. Of the 7 incorporated, 4 are local improvement districts, 2 are towns, and 1 is a city. The only city is the City of Whitehorse and is basically very equivalent to any local government in the State of Alaska. The towns are also similar to our local government. The basic difference between the city and town being one of total population and gross tax base. The next level of local government though, the local improvement district, is a significant departure from what we conceive of as local government. Basically, a local improvement district is responsible for providing basic services such as road maintenance, fire protection, parks and recreation, solid waste disposal, sewer and water and other like facilities. However, budgets are adopted at the community level and submitted to and approved by the territory, taxes are paid to support those services, and audits of all accounts are required to be submitted. Additionally, it is interesting to note that no municipality in the entire Yukon Territory has, as we know it, the police power. The closest thing to is is the City of Whitehorse's by-law officers which issue such items as traffic citations, and citations for violation of local municipal ordinances (non-criminal type). All other police services are provided by the Royal Canadian Mounted Police, a Federal police force.

Palmer McCarter, Director
July 18, 1979
Page 3

Attached are several documents relating to the Yukon Territory as a whole, that is, addressing its people and geography, documents explaining its governmental structure (territorial) and its local government structure.

Also attached is a very brief summary of government in the Northwest Territories which was provided to us by the Yukon local government people.

MUNICIPAL AFFAIRS DIVISION

DEVELOPMENT OF LOCAL GOVERNMENT

The development of local governments in the Northwest Territories since 1963 has been nothing less than dramatic. In these 14 years recognized forms of local governments have increased from 2 Municipal Districts to 53 units as follows:

City	-	1	} Incorporated tax based
Towns	-	4	
Villages	-	2	
Hamlets	-	16 ¹²	Incorporated non-tax based
Settlements	-	30 ²⁸	Unincorporated non-tax based
Total		53	

In addition there are 16 other areas of population classed as unorganized. These are primarily native communities of less than 100 persons including two mining communities and two military establishments. Dew line sites are not included.

Of particular interest is the unique level of local government called "Hamlets." Although incorporated they are not required to raise any of their operating revenue through property taxation.

Development of local governments in the N.W.T. essentially represents a departure from the traditional process that has taken place in Southern Canada where taxation usually preceeds incorporation or at least is an integral part of incorporation. In the N.W.T. taxation has usually followed incorporation and in the case of "Hamlets" an incorporated municipality can exist without local taxation.

The purpose of this approach has been to allow a greater degree of autonomy of local jurisdiction in communities capable of managing their own affairs but where a viable tax base does not exist. This approach has been successful in achieving the desired progress in political development but has not been without its problems otherwise.

The lack of local financial participation at the local level has tended to inhibit the development of the attitudes of responsibility and responsiveness of local councils and their constituencies.

Efforts are being made to resolve this deficiency without placing an undue financial burden on communities while providing the sense of autonomy and relative independence inherent in tangibly contributing to the growth and well being of the community.

There exists a program whereby non-tax based communities, whether incorporated or not, can be taxed by the Territorial Government. This will be discussed in greater detail later in this paper.

MUNICIPAL FINANCIAL ASSISTANCE PROGRAM

1. Tax Based Municipalities

A. Operating Assistance

- (1) Per Capita Grant - unconditional - provided by the Government of the N.W.T. - \$50 per capita based on official census figures plus annual percentage increases between census.
 - (2) Grant-in-lieu of taxes -
 - Government of the N.W.T. actual taxes levied by Municipality on N.W.T. Government owned buildings excluding building designated exempt by the Federal Municipal Grants Act.
(e.g. schools, hospitals, libraries, etc.)
 - Federal Government - similar to above but maybe adjusted if in their estimation locally assessed values do not agree with their own.
- NOTE: All local assessments are carried out by the Government of the N.W.T. assessors.
- (3) Road Maintenance Grant - provided by the Government of the N.W.T. - 40% of the previous year's cost of road maintenance upon application supported by auditable accounts.
 - (4) Water/Sewer Subsidy - provided to subsidize the additional costs of providing water delivery and sewage collection and disposal where this must be carried out by truck. The amount provided is based on actual costs less revenues collected.
 - (5) Town Planning Grant - \$2,500 annually provided by the Department of Local Government to encourage local initiative in carrying out town planning activities.
 - (6) Recreation Grant - \$5 per capita - provided by the Department of Natural and Cultural Affairs to assist in meeting operational cost of recreational facilities.

B. Capital Grants

- (1) Road Construction - 50% of the cost of approved municipal road construction projects. The municipalities share is financed by debenture borrowing.
- (2) Water/Sewer Main Trunk Line Construction - 100% of the cost of approved projects. Lateral lines and building hook-ups are the responsibility of the municipality and/or the tenant.

NOTE: All debentures are financed from a Government of the N.W.T./Federal Government program.

2. Non-Tax Based Municipalities

The Northwest Territories has a unique level of incorporated municipality called a Hamlet which does not raise, by taxation, any of its own operating or capital revenue.

Taxation, which will be discussed below, may be imposed and collected by the Territorial Government but does not necessarily have any direct relationship to the cost of operations.

A. Hamlet Operating Contribution

Provided to cover the total operational and maintenance costs of the municipality based upon budget submissions prepared by each hamlet and reviewed at the Regional and Headquarters level.

Funds are provided on a quarterly basis upon receipt of Financial Statements for the previous quarter.

Hamlet Capital Program

100% of the cost of acquisition of municipal operational equipment, buildings and municipal services facilities. Projects, their type and location, are determined by such factors as need, financial resources and negotiation with communities. A Five Year Capital Plan has been developed which is reviewed and amended on a continuing basis.

3. Unincorporated Communities

These communities are totally financed by the Government of the Northwest Territories. Ultimate administrative responsibility lies with the Government of the N.W.T., however in most locations Settlement Councils exist. Settlement Councils are elected by the community at large and although advisory bodies in nature can enjoy a relative degree of autonomy and responsibility in administering local affairs.

All funding is held and disbursed by the Government of the N.W.T. on behalf of and on the recommendation of the Settlement Council.

A Per Capita Grant of \$20 per resident is provided to a maximum of \$12,000 per year to anyone settlement. This grant is regarded as a training aid. The only conditions related to this grant is that it be properly accounted for, expended under the authority and formalities of council resolutions, and that its use be for the general well being of the community.

TAXATION

Property taxation implementation in tax based municipalities generally follows traditional patterns of municipalities in the Provinces.

In addition to the general levy for municipal purposes a mandatory levy (13 mills) must be imposed for school purposes in all communities other than the City of Yellowknife which has it's own school boards and is totally responsible for meeting the funding requirements for elementary schools. In all other locations, the schools are operated and funded by the Territorial Department of Education.

The school levy collected on behalf of the Territorial Government must be remitted to that Government at the end of the taxation year.

Any other non-tax based community can be declared a taxation area and taxes imposed by the Government of the Northwest Territories. The standard rate that has been established where applied has been 10 mills general and 15 mills school although legislation permits higher rates. Revenue realized from property taxation is credited to the Government of the N.W.T.'s General Revenue Fund.

N.W.T. COMMUNITY STATUS 1967

Yellowknife	-	Town
Hay River	-	Town
Fort Smith	-	Town
Inuvik	-	Village
Fort Simpson	-	Local Improvement District

Approximately 40 other unorganized communities of which approximately 20 had advisory committees.

N.W.T. COMMUNITY STATUS 1977

Yellowknife	-	City Jan. 1, 1970	] - All Tax-Based
Hay River	-	Town	
Fort Smith	-	Town (1966)	
Inuvik	-	Town (1970)	
Pine Point	-	Hamlet (1969)	
	-	Village (1973)	
	-	Town (1974)	
Fort Simpson	-	Hamlet (1969)	
	-	Village (1973)	
Erebus Bay	-	Hamlet (1969)	
	-	Village (1974)	

Present Hamlets

Tuktoyaktuk	-	1970	
Rae-Edzo	-	1971	
Fort Franklin	-	1972	
Coral Harbour	-	1972	
Pangnirtung	-	1972	
Pelly Bay	-	1972	Non Tax-Based
Aklavik	-	1974	(Taxation introduced in 1976
Rankin Inlet	-	1975	under provisions of Taxation
Pond Inlet	-	1975	Ordinance in Tuktoyaktuk and
Igloolik	-	1976	Aklavik)
Sanikiluaq	-	1976	
Whale Cove	-	1976	
Arctic Bay	-	1976	

Repulse Bay, Eskimo Point, Baker Lake to be incorporated as Hamlets in 1977.

In addition there are 30 other unincorporated communities which have fully elected local councils.

The following municipalities are members of the N.W.T. Association of Municipalities:

Yellowknife
 Hay River
 Inuvik
 Pine Point
 Fort Smith
 Fort Simpson
 Frobisher Bay
 Rae-Edzo
 Tuktoyaktuk
 Pangnirtung
 Coral Harbour

ACMP RSA: STUDY OF OPTIONS FOR MANAGING COASTAL
RESOURCES IN THE UNORGANIZED BOROUGH

Letter of Int

BACKGROUND

Unorganized Borough Defined

The Alaska Constitution mandates that the entire State be divided into boroughs, organized and unorganized. A borough is a regional government similar to a county or township. The unorganized borough is the area outside the boundaries of ~~a city or~~ ^{to} borough^s incorporated under State law.

Geographic Extent

Nearly 435,000 square miles, or ⁷⁵~~25~~ percent of Alaska's total land area, are in the unorganized borough. Except for Bristol Bay Borough (1,200 square miles), ^{and} part of the North Slope Borough, ~~and a few scattered cities,~~ the entire west coast of the State is in the unorganized borough. Two other coastal areas have large stretches of unincorporated areas. These are Prince William Sound and Southeast Alaska.

Population

The unorganized borough is sparsely populated. Rough estimates indicate a civilian population of only 10,000 in areas outside an organized city or borough. In addition, approximately 60,000 persons live in the 116 incorporated cities which lie outside boroughs. Only 11 of these 116 cities have populations over 1,000 and few exercise municipal planning powers.

Importance of Planning and Management in the Unorganized Borough

Though sparsely populated, the unorganized borough warrants ~~greater~~ ^{particular} attention to planning for and management of coastal resources for at least the following reasons: (1) major resource development is either under way in the unorganized borough or contemplated for the future, (2) subsistence is a valued and irreplaceable way of life for many of the residents of the unorganized borough, (3) land ownership patterns are changing with millions of acres of federally owned land passing into private, State, or municipal ownership, and (4) ^{since} provision of public services in the unorganized borough entails massive public investment and extraordinary logistical efforts, ~~the most efficient means possible should be~~ ^{there is a need to ensure the} ~~efficient use of limited resources.~~

Among the principal resource developments ^(existing or proposed) in the unorganized borough are: (1) logging (Chugach and Tongass National Forests and former federally owned forest land to be conveyed to Native corporations), (2) mining (Borax molybdenum mine near Ketchikan, Noranda mining operations on Admiralty Island, Inspiration Mining Company's operation on Chichagof Island, and placer mining on Seward Peninsula and the Norton Sound area), (3) fisheries ^{Bristol Bay} (expansion into ~~bottom~~ ^{fisheries} in the Aleutian Islands, and elsewhere), and (4) energy development (OCS lease sales scheduled for Norton Sound and Bristol Bay).

Legal Context

Article X of the Alaska Constitution addresses local government.

Pertinent sections from that article are the following:

SECTION 1. The purpose of this article is to provide for maximum local self-government with a minimum of local government units, and to prevent duplication of tax-levying jurisdictions. A liberal

construction shall be given to the powers of local government units.

SECTION 2. All local government powers shall be vested in boroughs and cities only.

SECTION 6. The legislature shall provide for the performance of services it deems necessary or advisable in unorganized boroughs, allowing for maximum local participation and responsibility. It may exercise any power or function in an unorganized borough which the assembly may exercise in an organized borough.

Title 29, Chapter 03, of the Alaska Statutes, pertains to the unorganized borough. In addition to defining the unorganized borough, that Chapter describes service areas as a means of providing services in the unorganized borough.

a map not on
Sec. 29.03.020. Service areas. Allowing for maximum local participation, the legislature may establish, alter, or abolish service areas within the unorganized borough to provide special services, which may include but are not limited to schools, utilities, land use regulations and fire protection. A new service area may not be established if the new service can be provided by an existing service area, by incorporation as a city, or by annexation to a city. (§ 2 ch 118 SLA 1972)

Under Title 29, first-class and home-rule cities in the unorganized borough must exercise planning powers and second-class cities are authorized but not required to do so.

In 1975, the State Legislature enacted legislation important to provision of services in the unorganized borough. Pertinent excerpts from Chapter 124, Session Laws of Alaska 1975, are the following:

Sec. 14.08.021. Authority. The legislature delegates to school boards for each regional educational attendance area the authority to operate the public schools in those areas in accordance with the provisions of this chapter, subject to the provisions of this title and the regulations promulgated under it that apply to all school districts in the state.

Sec. 14.08.031. Regional Educational Attendance Areas.

(a) The Department of Community and Regional Affairs in consultation with the Department of Education and local communities shall divide the unorganized borough into educational service areas using the boundaries or subboundaries of the regional corporations established under the Alaska Native Claims Settlement Act, unless by referendum a community votes to merge with another community contiguous to it but within the boundaries or subboundaries of another regional corporation.

(b) An educational service area established in the unorganized borough under (a) of this section constitutes a regional educational attendance area. As far as practicable, each regional educational attendance area shall contain an integrated socio-economic, linguistically and culturally homogeneous area. In the formation of the regional educational attendance areas, consideration shall be given to the transportation and communication network to facilitate

the administration of education and communications between communities that comprise the area. Whenever possible, municipalities, other governmental or regional corporate entities, drainage basins and other identifiable geographic features shall be used in describing the boundaries of the regional school attendance areas.

Sec. 14.12.020(c). The legislature shall provide the state money necessary to maintain and operate the regional educational attendance areas. The borough assembly for a borough school district, and the city council for a city school district, shall provide the money which must be raised from local sources to maintain and operate the district.

Criteria specified for delineating boundaries of the regional educational attendance areas are similar to standards for incorporating an organized borough but ~~does~~ not include the following incorporation standard:

Sec. 29.18.030. (3) the economy of the area includes the human and financial resources capable of providing local services; evaluation of an area's economy includes land use, property valuations, total economic base, total personal income, resource and commercial development, anticipated functions, expenses, and income of the proposed borough;

single REAA

The Alaska Coastal Management Act used the regional educational attendance area as the basic unit for developing district coastal management

programs in the unorganized borough. ~~Residents of one or more regional educational attendance areas may organize~~ ^{Residents of} a coastal resource service,

The Commissioner of Community and Regional Affairs may combine two or more regional educational attendance areas in a single coastal resource service area.

(may organize to
area) to develop a program which State agencies will implement. *(State agency planning and management authorities are discussed in Appendix A.)*

During the 1979 State legislative session, a bill was introduced to allow formation of coastal resource areas in areas smaller than a regional educational attendance area. The measure failed.

Issues

Two regions in the unorganized borough have already organized into coastal resource service areas according to procedures outlined in the Alaska Coastal Management Act and associated regulations. Both regions are predominantly Native and are served by ~~vast~~ organized Native non-profit organizations which served as catalysts in organizing the service area. Such favorable conditions are not found in all the remaining regional educational attendance areas. Unorganized areas in the Aleutian Islands, Prince William Sound, and Southeast Alaska have a sizeable non-Native population and in the latter two vast stretches of federal land holdings separate State and private land, which will be most directly affected by coastal management programs developed for the unorganized borough.

Although organization of coastal resource service areas in the Northwest Alaska (NANA) region and the Yukon/Kuskokwim Delta region have proceeded smoothly, concerns about subsequent stages in program development and implementation for these service areas and organizational problems expected in other parts of the unorganized borough have prompted the Department of Community and Regional Affairs to propose the work program described in the following section.

WORK PROGRAM

Purpose

The purpose of the proposed study is to examine options now available or possible, with certain legislative changes, to effectively plan for and manage coastal resources in the unorganized borough.

Products

There will be four products from this study:

1. A technical report summarizing the study methodology, key findings of a literature search, the identification and analysis of options, and results of public involvement activities.
2. Legislative recommendations, if any, described in sufficient detail to enable the Governor's Office to assess their value and the Attorney General's office to draft legislation.
3. Recommendations to the Administration on the allocation of human and financial resources in the unorganized borough, administrative changes which could improve management of coastal resources in the unorganized borough, and an agenda for further action on this matter.
4. A brief written document informing coastal service area board members of mechanisms available to manage coastal resources in the unorganized borough.

Study Approach

I. Perspective

The first step in the proposed study would be to provide perspective on the unorganized borough in general and organizational aspects of service delivery in particular. ^{especially those in the unorganized borough} Key person interviews will be the primary information source for this part of the study. The interviews will be supported by a literature search and data gathering from secondary sources.

Specific questions to be addressed include the following:

- non-profits take very few decisions methodology use study interviews of Mary's over structure non-profits response to eff. funds? chon rather in decision improve to expectations? REAAs ing beyond of local distri- to every committee HAs. summary to later act. is from REAAs. Document leadership.*
- Who lives in the unorganized borough and why?
 - What economic activities (market and non-market) provide sources of livelihood to residents of the unorganized borough?
 - How are coastal resources now managed and by whom? What difficulties or inefficiencies are encountered?
 - How are "local" decisions made?
 - What has been the history of local government in the unorganized borough, i.e., why have certain communities in the unorganized borough incorporated, which settlements or regions have attempted incorporation and failed (or considered it and then rejected it) and why, how effective have incorporated cities in the unorganized borough been and what has contributed to their success or failure?
 - How effective have the regional educational attendance areas and other service delivery mechanisms been and what problems have they encountered? *the three years of experience of regional educational attendance areas affected how "local" decisions were made? (boards)*
 - What trends are anticipated in any of the factors addressed above?
- in "local" making the REAAs over minutes history over educe. resources - some*

II. Identification of Planning and Management Options

The next step in the study will be to identify planning and management options now available to the unorganized borough, or possible with certain legislative changes. Options will be identified through a literature search, supported, if necessary, by key person interviews. In addition to the Alaska Statutes, sources to be tapped include literature and pertinent expertise on Maine (which has a relatively large unorganized area) and Canada (especially its management system in territories), and prominent public affairs research institutions throughout the country.

Planning options to be considered include organizational alternatives to the service area concept described in the Alaska Coastal Management Act. Management options include concrete mechanisms whereby a district program developed by a coastal resource service area board or other planning organization could be implemented.

A. A tentative list of planning options includes the following:

1. municipal incorporation
2. service areas consisting of one or more regional educational attendance areas
3. service areas consisting of subdivisions within a regional educational attendance area
4. service areas whose boundaries are unrelated to regional educational attendance areas
5. non-profit organizations

6. circuit rider program either independent of or in conjunction with State agencies
7. planning by State and/or federal agencies
8. no local planning

B. A tentative list of management options includes the following:

1. *municipalⁱⁿ corporation*
1. coordination with federal and State programs
2. port authorities in the unorganized borough
3. cooperative agreements among various entities in the unorganized borough (incorporated cities, State and federal agencies, IRA councils, village and regional corporations)
4. no local management

regional gov?

III. Evaluation of Planning and Management Options

Planning and management options would be evaluated against the following criteria:

A. Costs and Incidence of Costs: There will be costs associated with any planning or management options. It is important that the total costs be assessed for each alternative; it is equally important to identify all entities directly and indirectly absorbing the costs.

B. Availability of Funds: One elementary requirement for any successful planning effort is financial resources; the funds may come from grants, tax revenues, revenue sharing, or some other source, but they must be available for both the development and implementation of a plan. All

alternatives should be evaluated for the availability of funds for all stages of the planning program.

C. Availability of Staff: In line with funds, planning efforts will need and must have easy and continual access to capable staff for both plan development and implementation tasks.

D. Existing or Politically Feasible Mandates: The viability of a planning structure or program for the Alaska unorganized borough is largely dependent upon a mandate for that planning program. A mandate may occur in a number of ways: a legislative act, an administrative act of the Governor, public referendum or local election, or through a State agency program or regulation.

E. Public Acceptability: Akin to political feasibility is the need for public acceptability of a planning or management option. A planning program is not viable unless it is acceptable to the involved and affected citizens, particularly if the structure or program depends upon formal (electoral) approval of the people.

Assessing the public acceptability of planning and management alternatives could be accomplished through an opinion survey of residents and public leaders in the unorganized borough and of various State leaders. A case study of public reactions in the past to proposed planning structures and programs might be another means of determining public acceptability.

F. Quality of Service Delivery: This is a multi-faceted criterion by which alternative planning structures and programs are to be evaluated.

The quality of service delivery depend on a number of things, many of which are included in the other criteria. The objective, however, is not to repeat previous analyses, but to consider whether or not the planning alternatives are bases upon "logical" planning units and how they will affect the other public services and service areas.

For the unorganized borough, public services such as schools, utilities, and fire protection are usually provided on a service area basis, and individual service areas are established to provide specific services. As the rationale and purpose of the service areas vary, generally, so do their boundaries and jurisdiction.

In identifying and evaluating possible planning structures for the unorganized borough, it is important to consider the logic and effeciency of the unit or area of service. The rationale for and the boundaries of existing service areas may not be appropriate for the delivery of planning services. Geographic features (e.g., mountain ranges, rivers, watersheds), for instance, may be more important than regional corporation boundaries or cultural features for defining a planning area.

On the other hand, before proposing a new service system and area, it is important to consider its effect on existing service areas. Is the planning unit going to compete with, overlap, confuse, or fragment the functioning of and services provided by other resource service areas in a region?

G. Implementation Authority (planning options only): In almost all cases, a plan is only as good as its implementation. Therefore, an

effective planning structure or organization must have appropriate implementation authorities and powers.

SCHEDULE

	1979	1980										
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
I. Perspective	X/-----/-----/											
II. Identification of Planning and Management Options	/-----/											
III. Evaluation of Planning and Manage- ment Options	/-----/											
IV. Preparation of Products (technical report, legislative and administrative recommen- dations, technical assistance document)	~~~~~-----											

BUDGET

	Federal	State	Total
Personal services	\$40,000	\$8,200	\$48,200
Travel and per diem	8,000	3,200	11,200

		<u>Federal</u>	<u>State</u>	<u>Total</u>
Contractual	47,500	40,400	10,100	50,500
Commodities	500	160	40	200
Equipment	500	600	200	800
Total	\$96,500	\$77,200	\$19,300	\$96,500

The proposed budget would fund ¹ 8 person-months of a Planner ^{VI} IV position (range ^{2.5} 19), ^{1.5} 6 person-months of a Planner ^V III position, and 4 person-months of a Clerk Typist III position. The Planner IV assigned to this study has an educational background and professional experience in public administration and planning and the Planner III has extensive practical experience in the unorganized borough.

Contractual services would enable the Division to (1) enter into small contracts with research institutes and/or consulting firms to conduct literature searches and parts of the analysis, especially financial and legal considerations, (2) fund a public involvement component (workshop series and/or survey) and (3) print final products.

RELATIONSHIP TO OTHER STUDIES

During the past year, the State has experienced an upsurge of interest in the unorganized borough. Major projects and their relationships to the study proposed in this reimbursable services agreement (RSA) are described below:

Local Government Study

The standing committees of the House and Senate CRA Committees are conducting a Local Government Study during the interim. According to

the committees' June 14 study plan, the product of the study will be a legislative package to be compiled by December. In comparing the Local Government Study schedule with the schedule proposed for this RSA, there are three distinct points at which a constructive exchange could take place:

1. September 30. The Division could provide the committees with a draft of its narrative providing a perspective on planning and management in the unorganized borough. This information could be used as background for the local hearings and field visits planned for October. The Division, in turn, would obtain and use proceedings of the committees' August 4-5 symposium, analysis, and regional workshops.

2. November 15. The Division could provide the committees a preliminary description of planning and management options which would be evaluated later in the study. The Division, in turn, would obtain and use transcripts of the local hearings scheduled for October. (The Division's public involvement program would span a longer period of time and be integrated into other functions such as board meetings of regional non-profit organizations and would occur during the analysis phase, November through April.)

3. November-December. The Division will share with the committee findings of its evaluation of planning and management options. While the Division's evaluation will continue several months into the 1980 legislative session, it is possible that some of its findings would be available to influence the legislative package either before the package is compiled in December or during committee hearings.

Tanana Chiefs Conference Proposal

The Tanana Chiefs Conference has proposed three alternatives for planning in the unorganized borough: (1) planning undertaken directly by a Native non-profit organization, (2) planning undertaken by advisory planning commissions recognized by the State under AS 44.19.880(c), and (3) planning and implementation undertaken by subregional planning commissions the governmental authority of which would be vested in the Department of Community and Regional Affairs. Legal opinions rendered by the Legislative Affairs Legal Section and forthcoming from the Attorney General's office will be useful in assessing the legality of each option. Furthermore, the Tanana Chiefs Conference project and proposals could serve as a case study to help the Division study team evaluate the three options listed above.

NANA Regional Strategies

About a year ago, the Mauneluk Association undertook a three-year project to develop a regional strategy for development of the Northwest Alaska Region. During the second year of this project, major emphasis will be placed on exploring concrete mechanisms for implementing such a regional strategy in the unorganized borough.

The study team performing work proposed in this RSA will closely coordinate their efforts with those of the Mauneluk Association. Coordination will occur through the Division staff member assigned to the NANA Regional Strategy Steering Committee.

Division of Policy Development and Planning

The Division of Policy Development and Planning is approaching the unorganized borough in two ways: (1) seeking the Attorney General's advice on the Tanana Chiefs Conference's request to have six sub-regional planning commissions designated advisory bodies by the Governor, and (2) working with other offices in the Administration to develop rural policy. The Department of Community and Regional Affairs has been working and will continue to work closely with the Division of Policy Development and Planning on both these efforts. Findings of the study proposed in this RSA will be made available to the Division of Policy Development and Planning as expeditiously as possible for use in formulating rural policy.

VC/slj

STATE OF ALASKA

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

FINANCE DIVISION
POUCH WF-STATE CAPITOL
JUNEAU, ALASKA 99811
PHONE: (907) 465-3795

M E M O R A N D U M

DATE: October 25, 1979

TO: Honorable Arliss Sturgulewski, Chairman
Senate Community & Regional Affairs Committee

FROM: Milt Barker, Fiscal Analyst
Legislative Finance Division

SUBJ: Property Tax Revenues

Attached are tables that show potential property tax revenues in the pipeline municipalities and REAA's, both with and without the per capita limitations set by statute.

Table 1 shows potential property tax revenues from oil and gas production and transportation properties alone, without the per capita limits contained in AS 29.53.045. However, the 30 mill limit contained in AS 29.53.050(a) is the stopping point in the tables. This 30 mill limit applies only to operating and capital expenditures and can be exceeded to pay debt service as provided in AS 29.53.055. Supreme Court decision Number 1750, October 20, 1978, held that bonds need not be in or threatened with default in order to exceed the 30 mills; thus, the only brake on the authorization and issuance of bonds is the operating expenditures required to staff, maintain, and operate the facility. Note that a municipality may levy up to 30 mills, or more with debt service, on oil and gas properties even though the state levy is only 20 mills; however, there is no credit against the state tax for any municipal levy exceeding 20 mills.

Table 1 also shows the per capita oil and gas revenues that would accrue without the per capita limits of AS 29.53.045.

Table 2 shows potential property tax revenues for REAA's that could be derived from all taxable property, not just oil and gas, under the per capita limits of current law contained in AS 29.53.045. Again, 30 mills is the maximum for operating and capital expenditures but can be exceeded for debt service. Up to 14.5 mills, the \$1,500 per capita venue limit represents maximum property tax revenues, while 14.5 to 30 mills the 225% of statewide average assessed per capita is the limit.

Thus, if a municipality desired more than the revenue shown under the \$1,500 per capita column, it would use the 225% option with some millage above 14.5 mills. If it were content with the \$1,500 per capita limit or less, the required millage would be

<u>REAA</u>	<u>MILLS</u>
Yukon Flats	1.4
Yukon Koyukuk	2.4
Delta Greely	6.7
Copper River	2.1
Chugach	.7

or less. It would not be rational for a municipality to have a millage between any of these rates and 14.5 mills.

Table 3 simply shows the derivation of the population estimates for REAA's.

Also attached are pages 10 and 11 from the FY 1979-1980 North Slope Borough budget document. As explained therein, they have a 10.35 millage for FY 1979-1980 on total assessed value of \$5,021,847,880, of which \$4,810,887,800 should be the oil and gas properties shown in Table 1. 5.21 of 10.35 mills are for debt service.

However, the Borough's actual millages are 59.61 total and 29.61 for debt service because of the operation of the per capita limits, the 225% option being the most advantageous to them. Note that they have reached the 30 mill limit for the operating budget.

The property tax revenues to be derived in FY 1979-1980 are \$51,965,200 in total of which \$25,803,000 is for debt service.

TABLE 1
POTENTIAL OIL & GAS PROPERTY TAX REVENUES FOR OPERATING & CAPITAL EXPENDITURES WITHOUT PER CAPITA LIMITS

	1/1/79 Oil & Gas Property Assessed Value (\$000) ^{1/}	POTENTIAL OIL & GAS PROPERTY TAX REVENUE (\$000)				Est. 1979 Popu- lation ^{2/}	POTENTIAL OIL & GAS PROPERTY TAX REVENUE PER CAPITA			
		@ 5 Mills	@ 10 Mill's	@ 20 Mills	@ 30 Mills		@ 5 Mills	@ 10 Mills	@ 20 Mills	@ 30 Mills
NORTH SLOPE BOROUGH	4,810,887.8	24,054.4	48,108.8	96,217.6	144,326.6	7,971	3,017	6,035	12,070	18,105
YUKON FLATS REAA	1,020,959.4	5,104.8	10,209.6	20,419.2	30,628.8	1,004	5,084	10,168	20,337	30,504
YUKON KOYUKUK REAA	1,037,975.4	5,189.9	10,379.8	20,759.6	31,139.4	1,694	3,063	6,127	12,255	18,381
FAIRBANKS NORTH STAR BOROUGH	790,938.0	3,954.7	7,909.4	15,818.8	23,728.2	60,227	65	131	262	393
DELTA GREELY REAA	680,639.6	3,403.2	6,806.4	13,612.8	20,419.2	3,051	1,115	2,230	4,460	6,690
COPPER RIVER REAA	1,403,819.2	7,019.1	14,038.2	28,076.4	42,114.6	1,925	3,646	7,292	14,585	21,876
CHUGACH REAA	374,351.8	1,871.8	3,743.5	7,487.0	11,230.5	177	10,575	21,150	42,300	63,450
CITY OF VALDEZ	1,541,897.0	7,709.5	15,419.0	30,838.0	46,257.0	4,481	1,720	3,440	6,880	10,320

NOTES: ^{1/} Borough and City of Valdez figures are from Department of Revenue certified tax roll; figures for REAA's are based on the certified value for the unorganized borough pro-rated by pipeline mileage (508.3 miles in unorganized borough).

^{2/} Borough and City of Valdez figures are the July 1, 1978 estimates contained in "Alaska Taxable 1978" published by the Department of Community & Regional Affairs. REAA figures are from Table 3.

PREPARED BY:
 LEGISLATIVE FINANCE
 October 25, 1979

TABLE 2
POTENTIAL FY 79-80 PROPERTY TAX REVENUES FOR
OPERATING & CAPITAL EXPENDITURES UNDER CURRENT LAW

PROPERTY TAX LIMITS (\$000)

	\$1500 Per Capita Limit	225% OF STATEWIDE ASSESSED VALUE PER CAPITA LIMIT ^{1/}		
		15 Mills	20 Mills	30 Mills
Yukon Flats	1,506.0	1,557.0	2,076.0	3,114.0
Yukon Koyukuk	2,541.0	2,627.1	3,502.8	5,254.2
Delta Greely	4,576.5	4,731.9	6,309.2	9,463.8
Copper River	2,887.5	2,985.3	3,980.4	5,970.6
Chugach	265.5	274.5	366.0	549.0

NOTE: ^{1/} Based on January 1, 1979 statewide assessed value of \$18,611,051,000 and a population estimate of 405,000.

PREPARED BY:

LEGISLATIVE FINANCE
October 25, 1979

TABLE 3
REAA POPULATION

<u>REAA</u>	1978-1979 School Enrollment ^{1/}	Ratio of Total Population to Ages 5 thru 18 ^{2/}	Estimated 1979 Population
Yukon Flats	293	3.43	1,004
Yukon Koyukuk	543	3.12	1,694
Delta Greely	862	3.54	3,051
Copper River	568	3.39	1,925
Chugach	54	3.28	177

SOURCES & NOTES:

1. "Preliminary Statistical Report 1978-79", Department of Education, State of Alaska.
2. 1970 Census Data

Prepared by:
LEGISLATIVE FINANCE DIV.
October 25, 1979

NORTH SLOPE BOROUGH

RESOLUTION SERIAL NO. 13-79

A RESOLUTION FIXING THE RATE OF LEVY ON PROPERTY IN THE
NORTH SLOPE BOROUGH.

WHEREAS, AS 29.43.170(a) provides the rate of levy, the date of equalization and the date when the taxes become delinquent shall be fixed by Resolution; and

WHEREAS, Resolution No. 27-78 fixes the date of equalization and the date when taxes become due and delinquent as June 29, 1979; and

WHEREAS, the Assembly has appropriated the necessary funds to carry out the Borough business and in accordance with the certified assessment roll there is \$5,021,847,880 assessed value of real and personal property in the Borough which in said value would result in a millage rate of 10.35 of which 5.21 mills for the Operating Budget (to include \$1,803,000 of Debt Service) per AS 29.53.055; and

WHEREAS, the Borough elected to utilize the AS 29.53.045(c) formula which results in a value of \$872,075,147 which can be taxed with results in a proration of all assessed value to 17.365623% of assessed value on all properties of the Borough thereby increasing the millage rate to yield the same taxes on each piece of property according to a certain letter of the State of Alaska; and

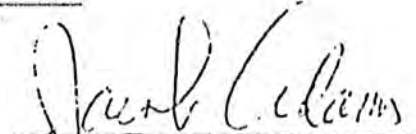
WHEREAS, the State average per capita assessed valuation to be certified by the Department of Revenue will be \$47,342.00;

NOW, THEREFORE BE IT RESOLVED:

1. Rate of Levy (on basis of \$47,342.00 State average per capita assessed valuation): The rate of levy on each adjusted dollar of taxable property as of January 1, 1979 in the North Slope Borough is hereby fixed at 59.61 mills of which 30 mills are for the Operating Budget per AS 29.53.045(c) and 29.61 mills are restricted for Debt Service per AS 29.53.055

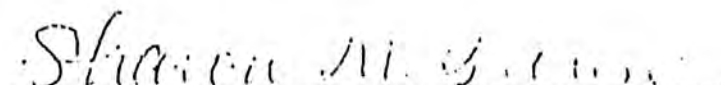
INTRODUCED: May 24, 1979

ADOPTED : May 24, 1979

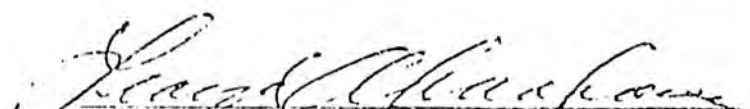


PRESIDENT OF THE ASSEMBLY

ATTEST:



BOROUGH CLERK, Deputy



BOROUGH MAYOR, Acting

NORTH SLOPE BOROUGH
BUDGET SUMMARY

	Actual FY 1977/78	Budget ^{1/} FY 1978/79	Budget FY 1979/80
<u>REVENUES - GENERAL FUND</u>			
Property Taxes:	\$26,826,023	\$33,891,400	\$51,965,200
AS 29.53.045(c)	18,840,993#	24,752,400#	26,162,200#
AS 29.53.055 (Debt Service)	7,985,030#	9,139,000#	25,803,000#
Sales Taxes:			
Prior Court Case	1,466,557	2,302,000	-
AS 29.53.055 (Debt Service)	-	-	1,500,000
Licenses and Permits	-	200	200
Use of Money and Property	4,575,845	3,224,000	4,800,000
Intergovernmental Revenues	11,403,786	13,072,600	13,703,100
Charges for Services	532,800	889,000	1,561,100
Miscellaneous for Prepaid Taxes	500,000	500,000	-
Lapsed Funds School-Reappropriated	-	-	520,100
<u>TOTAL REVENUES^{2/}</u>	<u>\$45,305,011</u>	<u>\$53,879,200</u>	<u>\$74,049,700</u>
<u>EXPENDITURES - GENERAL FUND</u>			
Operating:			
Education - School Fund 6/30/78	\$ -	\$ -	\$ 520,100
Education-Mayor's Support Level	12,389,451	12,662,700	15,457,700
Education-Post Secondary	-	-	643,000
Public Safety	1,137,171	1,826,700	3,140,700
Public Works	4,039,545	6,187,300	4,059,700
Public Utilities	-	-	4,116,300
Assembly-Budgetary Reserves	-	392,900	1,498,000
Assembly-Lawsuit-Prepaid Taxes	500,000	500,000	-
General Government	5,076,571	6,885,200	7,535,000
Environmental Protection Office	254,683	372,600	477,300
Health	1,199,766	3,000,600	2,621,700
Housing	231,933	612,200	840,200
<u>TOTAL OPERATING</u>	<u>\$24,829,120</u>	<u>\$32,440,200</u>	<u>\$40,909,700</u>
Capital	3,000,000	10,579,000	3,990,000
Debt Service	7,622,000	10,860,000	29,150,000
<u>TOTAL EXPENDITURES</u>	<u>\$35,451,120</u>	<u>\$53,879,200</u>	<u>\$74,049,700</u>
<u>REVENUES - SERVICE AREA #10</u>			
<u>UTILITY FUND - #31</u>	<u>\$ -</u>	<u>\$ 2,350,200</u>	<u>\$ 4,576,300</u>
<u>EXPENDITURES - SERVICE AREA #10</u>			
<u>UTILITY FUND - #31</u>	<u>\$ -</u>	<u>\$ 2,350,200</u>	<u>\$ 4,576,300</u>
<u>GRAND TOTAL - ORDINANCE 79-3</u>			
<u>REVENUES</u>	<u>\$45,305,011</u>	<u>\$56,229,400</u>	<u>\$78,626,000</u>
<u>EXPENDITURES</u>	<u>\$35,451,120</u>	<u>\$56,229,400</u>	<u>\$78,626,000</u>

- NonAdd - Part of Category

1/ Ordinance 78-3F adopted January 9, 1979.

2/ Accrued Interest of \$2,466,489 - Contrary to budget procedures; transfers to CIP Fund were \$6,720,189 and Debt Service Fund of \$179,172 are not reflected in Total Expenditures.

Some full from - change in meaning
Auditing

NORTH SLOPE BOROUGH
 REVENUE ESTIMATE DETAILS
 PERIOD ENDING JUNE 30, 1980

① Rational limit
 ② Credit of state

CODE

GENERAL PROPERTY TAXES

50-101 PROPERTY TAX - CURRENT

TOTAL: \$53,842,400 minus Uncollectible of \$42,000 = \$53,800,400

Operating Budget

AS 29.53.045(b) provides a limitation of \$1,500 per capita. *12,280,000*

AS 29.53.045(c) provides for an alternate formula as follows:

	<u>Prior FY</u>	<u>FY 1979/80</u>
Average Full and True Value State Residents	\$ 40,280	\$ 47,347
Multiply by	225%	225%
Average Full Value	<u>\$ 90,630</u>	<u>\$106,650.75</u>
North Slope Borough Population Jan. 1 per Department of Community and Regional Affairs	<u>9,139</u>	<u>8,187</u>
Equivalent Total Tax Base	\$ 828,627,570	\$ 873,149,690
Maximum Millage Levy per AS 29.53.050(a)	30 Mills	30 Mills
	<u>\$ 24,848,027</u>	<u>\$ 26,194,491</u>
(Rd)	\$ 24,848,000	\$ 26,194,400
North Slope Borough Assessed Value (Est.)	\$4,654,940,140	\$4,800,000,000
Millage Rate:	5.34 Mills	5.46 Mills
Debt Service Not Included in the Above Levy per AS 29.53.055 - Estimated Uncollectible of \$42,000. - FY 1979/80	\$ 9,044,700	\$ 27,648,000
North Slope Borough Assessed Value (Est.)	<u>\$4,654,940,140</u>	<u>\$4,800,000,000</u>
Millage Rate	1.94 Mills	5.76 Mills
Total Combined Millage Rate -- Full Value	7.28 Mills	11.22 Mills
However, the Department of Revenue interprets AS 29.53.045(c) to require a uniform reduction of the actual assessed value as follows:		
The Total Assessed Value is reduced to:	\$ 828,267,570	\$ 873,149,690
The Operating Millage Rate is	30 Mills	30 Mills
The Debt Service Millage Rate is: Debt Service plus Estimated Uncollectibles divided by Equivalent Total Tax Base	<u>10.92 Mills</u>	<u>31.67 Mills</u>
Total Millage Rate on Reduced Value	40.92 Mills	61.67 Mills

4/20/84 Ken

Source of Total CIP Funds per Ord. 79-10

North Slope Borough

Approved: 4/11/79

<u>ORD. 79-10</u> <u>Sec. No.</u>	<u>General</u> <u>Obligation Bonds</u>	<u>Federal</u> <u>Aid</u>	<u>State</u> <u>Aid</u>	<u>Other</u>	<u>TOTAL</u>
Sec. 6	\$94,365,000		\$3,105,000		\$94,470,000
Sec. 7	35,634,000		1,000,000		36,634,000
Sec. 8	78,379,000				78,379,000
Sec. 9	9,894,000	\$1,500,000	1,184,000		12,578,000
Sec. 10	15,710,000	1,650,000	1,081,000		18,441,000
Sec. 11	4,823,000	9,370,000	470,000		14,663,000
Sec. 12	2,850,000	2,074,000		\$2,800,000	7,724,000
Sec. 13	29,764,000	1,251,000			31,015,000
Sec. 14	3,530,000	75,000			3,605,000
Sec. 15	22,720,000		1,661,000		24,381,000
Sec. 17	1,140,000				1,140,000
Sec. 18		200,000		1,517,000	1,717,000
Sec. 19	4,319,000				4,319,000
Sec. 20	700,000		500,000		1,200,000
	<u>\$303,828,000</u>	<u>\$16,120,000</u>	<u>\$9,001,000</u>	<u>\$4,317,000</u>	<u>\$333,266,000</u>

Bonds Authorized - To Be Authorized per Ord. 79-10

<u>ORD. 79-10</u> <u>Sec. No.</u>	<u>Bonds</u> <u>Authorized</u>	<u>Bonds to be</u> <u>Authorized</u>	<u>Bond Election</u> <u>Date</u>	<u>TOTAL</u>
Sec. 6	\$65,717,000	\$28,648,000	10/2/79	\$94,365,000
Sec. 7	25,386,000	10,248,000	10/2/79	35,634,000
Sec. 8	75,670,000	2,709,000	10/2/79	78,379,000
Sec. 9	7,696,000	2,198,000	10/2/79	9,894,000
Sec. 10	7,277,000	8,433,000	10/2/79	15,710,000
Sec. 11	1,823,000	3,000,000	10/2/79	4,823,000
Sec. 12	2,312,000	538,000	10/2/79	2,850,000
Sec. 13	20,216,000	9,548,000	10/2/79	29,764,000
Sec. 14	2,440,000	1,090,000	10/2/79	3,530,000
Sec. 15	16,031,000	6,689,000	10/2/79	22,720,000
Sec. 17	1,140,000	-0-		1,140,000
Sec. 18	-0-	-0-		-0-
Sec. 19	4,319,000	-0-		4,319,000
Sec. 20	700,000	-0-		700,000
	<u>\$230,727,000</u>	<u>\$73,101,000</u>		<u>\$303,828,000</u>

4400 out side Prudhoe
4000 + Prudhoe.
87-8800 (+) census.

~~Limit~~ 3452⁰⁰ per capital
no limit