

SCOMM

10:15

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEES
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

May 11, 1979

The Honorable Jay S. Hammond
Governor
Pouch A
Juneau, Alaska 99811

Dear Governor Hammond:


The First Session of the Eleventh State Legislature has recently approved the formation of an Interim Local Government Committee composed of the Senate and House Community and Regional Affairs Committees, and has appropriated \$74,000 (Seventy Four Thousand Dollars) for that purpose.

During the course of this Session, we, as Chairmen of the Community and Regional Affairs Committees, became aware of the long-standing need to address the problems of rural Alaska. We have met with representatives of the following departments and agencies, all of whom have been most supportive in our efforts to define the scope of the study: Department of Community and Regional Affairs, Department of Transportation and Public Facilities, Department of Revenue, Division of Policy Development and Planning, and the Office of Coastal Management.

Due to the complexity of this issue, which transcends any single departmental jurisdiction, other departments might be called upon to contribute to the study. We would appreciate your assistance in informing all State departments of the existence of this Committee.

We welcome your support of our joint interim efforts and will keep you advised of the ongoing progress of this study.

Sincerely,



Senator Arliss Sturgulewski



Representative Bill Parker

Attachment



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Senator George Homan
FROM: Marjorie Gorsuch
Gene Walsh
DATE: 9/10/79
RE: Monthly Report (August/September)

The Local Government Symposium was held in Anchorage on August 4/5 with forty-four individuals in attendance. (See attached list of participants) The group was highly successful in identifying legislative approaches to be considered by the Joint Committee in the development of local/regional government in Alaska. Several distinct avenues for dealing with local government problems were discussed with priority given to the need for regional government units in the unorganized borough.

After the Symposium, the staff worked on developing a comprehensive Report of the Symposium which could be used as an educational tool at the public hearings. The Report (attached) includes the issues and problems identified by the Local Government Symposium participants; ideas and directions supported by Local Government participants; and the action program being considered by the Committee.

A public hearing schedule has been developed with staff work on the organizational details and planning for the hearings to be held in rural regional centers and in associated villages. The hearings have been designed with a two-fold goal: to discuss the concepts being considered by the Committee for legislative actions and to educate the urban members of the Committee on the realities of village life in rural Alaska. Therefore, the legislators will overnight in each community visited enabling them to spend a full day with the residents of each area. The staff has provided statistical and general informational information as background material for each community the Committee members will visit.

The public hearing schedule is as follows:

Bethel	Friday, September 28
Hooper Bay	Saturday, September 29
Dillingham	Sunday, September 30
New Stuyahok	Monday, October 1
Kotzebue	Thursday, October 11
Noorvik	Friday, October 12
Fort Yukon	Thursday, October 18
Venetie	Friday, October 19
Glenallen	Saturday, October 27



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

The Local Government Study Committee will hold a PUBLIC HEARING on the subject of creation of regional governmental units in the unorganized borough in

NOORVIK
Friday, October 12
COMMUNITY BUILDING 7:00 P.M.

The Committee will be discussing proposed legislation which would:

- (1) Divide the single unorganized borough into unorganized boroughs generally following Regional Educational Attendance Area boundaries, or combinations of two or more REAAs, but not extending beyond the boundaries of more than one Native regional corporation established under the Alaska Native Claims Settlement Act;
- (2) Authorize the election of not more than eleven (11) member unorganized borough assemblies, defining the powers and duties of these assemblies; review, comment and recommendations in a clearinghouse approach to proposed state projects and services under the state's fiscal procedures and facilities procurement acts;
- (3) Authorize assemblies of unorganized boroughs to initiate a process by which a charter for a home rule borough may be prepared;
- (4) Name the Department of Community and Regional Affairs as the state agency responsible for lending assistance to unorganized borough assemblies;
- (5) Retain intact the powers and responsibilities of existing REAA school boards for management of school functions, of coastal service area boards in the preparation of plans for the resources of the state's coastal zone, and of existing cities of the unorganized borough.

Members of the Committee are:

Senator Arliss Sturgulewski, Co-Chairman
Representative Bill Parker, Co-Chairman
Senator Tim Kelly
Senator Bob Mulcahy
Senator Pat Rodey
Senator Terry Stimson

Representative Pat Carney
Representative Margaret Branson
Representative Ray Metcalfe
Representative Pat O'Connell
Representative Charlie Parr
Representative Fred Zharoff



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Senator George Homan
FROM: Marjorie Gorsuch, Administrative Assistant (House C&RA)
Gene Walsh, Administrative Assistant (Senate C&RA)
DATE: July 31, 1979
RE: Local Government Study

MONTHLY REPORT

During the month of July the focus of staff efforts has been planning for the Local Government Symposium to be held August 4/5 in Anchorage.

On July 2 a planning session was held in Anchorage with the following individuals in attendance:

Senator Arliss Sturgulewski	Phil Smith
Representative Bill Parker	Roger Lang
Vic Fischer	Ralph Darbyshire
Tom Morehouse	Jane Angvik
Pat Poland	Marjorie Gorsuch
Jim Sanders, Graduate Intern	Gene Walsh
Lamar Cotton, Graduate Intern	

The group identified needed resource material for the Symposium and discussed format and details of the Symposium. The afternoon session focused primarily on a discussion of the rural perspective of government in the unorganized borough and recent studies and actions affecting the unorganized borough.

The staff has concentrated on researching, developing, collecting and editing resource material for the Symposium. (See attached packet) In addition to staff developed materials, the booklet contains work by the following individuals:

- Jack Chenoweth - "Review and commentary on proposed legislation"
- Pat Poland - "Identification of requests regarding borough formation"
- Eric Simpson - "Review of statutory inducements and disincentives for municipal government incorporation"
- Lamar Cotton - "Development of traditional, non-traditional and quasi-governmental Native methods of organization"
- Jim Sanders - "Identification of services and programs provided by the non-governmental and quasi-governmental organizations in the unorganized borough"

Staff has also worked on the development of graphics for use at the Symposium. (See listing below)

DISPLAY MATERIALS
AVAILABLE AT SYMPOSIUM

MAPS/OVERLAYS

1. Service Areas
2. Administrative Units
3. Land Status
 - (a) Federal
 - (b) State
 - (c) Native
4. Cities and Boroughs
5. Miscellaneous (Transportation, Communication, Renewable/Nonrenewable Resources)

MATRICES

1. Local Government Structures
2. Land Statistics

VIDEO-TAPE

"Our Land - Our Life", a video tape on the role of subsistence in the life of the Native Alaskan. Produced by Yupiktak Bista.

STATE OF ALASKA
THE LEGISLATURE
LEGISLATIVE COUNCIL

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

MEMORANDUM

September 24, 1979

TO : Interim Committee Chairperson and staff

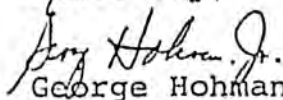
FROM: Senator George Hohman

The Legislative Council has scheduled its next meeting for Wednesday, October 10 in Juneau. The meeting will begin at 1:30 p.m. The Council will be hearing progress reports on the work of the various legislative interim committees.

As you probably know, the Legislative Internship Program is providing staff training for legislative assistants. We feel it would be highly beneficial for the interns to meet with the various legislators and staff members to discuss their work, if possible. The Legislative Internship Program would like to schedule meetings with the interim committee chairpersons and staffers during the morning of Thursday, October 11th (the day following the Legislative Council meeting). If there is some other time more convenient for you to meet with the interns, please notify the Legislative Internship Program Office as soon as possible (465-3828 or 465-3891). Katie Drennan can assist you in this regard.

I am hopeful that the interns will be afforded an opportunity to discuss your committee's activities. Please contact the Internship Office regarding any scheduling of a meeting prior to or after the Legislative Council meeting. Thank you for your cooperation in this regard.

Sincerely,


George Hohman, Jr.
Chairman
Legislative Council



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

DATE: June 14, 1979

TO: Senator George Hohman

FROM: Marjorie Gorsuch, A.A. House C&RA
Gene Walsh, A.A., Senate C&RA

RE: Local Government Study

Enclosed you will find the preliminary background material for the Senate & House Joint Community and Regional Affairs Committee Local Government Study as requested. We are pleased to learn that the Legislative Council plans to develop an information bank for this data.

Reviewing the list of interim committees, we note that a number of them may interrelate with the Local Government Study and we would like to coordinate efforts. To this end, we would like to receive the monthly progress reports as well as the projected work program for the following committees:

- House Resources - Subsistence
- House Roads and Highways
- Constitutional Convention
- Senate Election Reform

A major component of our Study will be the public hearings to be held in rural Alaska. It would be helpful in our planning to have the travel schedules of the other interim committees so that we can coordinate itineraries.

Thank you for your assistance.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

June 15, 1979

SUBJECT OF COMMITTEE WORK

Local Government in Alaska
(Focus on the Unorganized Borough)

HISTORICAL PERSPECTIVE

A. State Constitution

Article X of the State Constitution establishes the purpose and construction of local government and provides for maximum local self-government with a minimum of local government units and seeks to prevent duplication of tax-levying jurisdictions. It directs that the entire State shall be divided into boroughs, organized or unorganized, and that in the unorganized boroughs the legislature shall provide for the performance of services it deems necessary or advisable while allowing for maximum local participation and responsibility.

B. Borough Incorporation

Eight of the eleven existing boroughs were established in 1963 and 1964. The Mandatory Borough Act of 1963 directed incorporation of boroughs in eight urban areas within one year or mandatory incorporation would occur. Ketchikan, Sitka, Juneau and Kodiak incorporated while Anchorage, Kenai, Matanuska-Susitna and Fairbanks boroughs were incorporated directly by the state on January 1, 1964. Bristol Bay Borough was the only one of the original nine boroughs to incorporate voluntarily in 1962. Haines incorporated as a third class borough in 1968 and in 1972 the North Slope Borough voluntarily incorporated prompted by the hundreds of millions of dollars in taxable property values at the Prudhoe Bay oil fields.

C. Significant Legislative Proposals

Although there were numerous city incorporations in the unorganized borough, only the North Slope Borough has chosen to organize a regional government. Motivated by awareness of the need for a vehicle for social and political unity and a mechanism for more efficient and equitable distribution of public revenues, a series of legislative proposals have been introduced during the last decade.

In 1972 a comprehensive legislative program was introduced which included a plan to subdivide the unorganized borough (HB 596), levy a 15 mill tax on property located in the unorganized borough with distribution of revenue among unorganized boroughs (HB 597) and a levy of 20 mill tax on the pipeline with distribution to local governments, organized and unorganized (HB 598). Governor Egan's bills, while bringing before the legislature and the public much useful information and debate, were not passed.

Other significant legislation related to the unorganized borough included Representative Tom Fink's HB 122 introduced in 1973 which would have required the incorporation of organized boroughs in all of unorganized Alaska by 1977. Representative Terry Gardiner of Ketchikan introduced HB 291 (1973) which would have established structures that could either remain unincorporated with elected advisory councils, or choose to incorporate at a future date as boroughs of any class or as home rule boroughs.

Since 1973 there have been piecemeal legislative approaches to the problem of providing services in the unorganized borough. In addition, Representative Charlie Parr of Fairbanks has introduced legislation which would provide for taxation of developed land in the unorganized borough (HB 202 - Tenth Legislative Session and HB 9 - Eleventh Legislative Session). None of the above mentioned legislation became law.

In 1972 a number of municipal concerns were addressed in the drafting of a Municipal Government Code, Title 29 which replaced the repealed Title 7 (Boroughs) and the former Title 29 (Municipal Corporations).

D. Service Delivery to the Unorganized Borough

The State Constitution provides that 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.

In response to the need for delivery of certain services, the state has established a number of jurisdictional boundaries within the unorganized borough.

1. Regional Educational Attendance Areas (REAA's) were created in 1975 as the mechanism through which the legislature delegates to regional school boards the authority to operate the public schools using the boundaries or sub-boundaries of the regional corporations established under the Alaska Native Settlement Act or a combination of such boundaries.

2. Coastal Resource Service Areas are authorized by the Alaska Coastal Management Act of 1977 to plan for the coastal areas. Each regional educational attendance area containing a part of the coastal area may be organized for this purpose or two or more REAAs may be consolidated as a single coastal resource service area. Implementation of the plans which are developed is the responsibility of the state.
3. Salmon Enhancement Service Areas were authorized by 59 SLA 1979. A qualified regional association, when it becomes a nonprofit corporation under AS 10.20, is established as a service area in the unorganized borough under AS 29.03.020 for the purpose of providing salmon enhancement services.

A study prepared by the Division of Policy Development and Planning in December 1976 entitled "Alaska Regions and Substate Districts" documented the proliferation of district boundaries used by governmental agencies for both administrative and service delivery functions. It depicted these overlapping jurisdictional boundaries as confusing and as roadblocks to the efficient delivery of services to citizens therefore preventing the Federal, State and local governments from fulfilling their responsibilities to Alaskans.

Systems of subdivisions of the State were analyzed, mapped and compared for their capability to serve as vehicles for governmental planning and program delivery. Each one was also evaluated in terms of its long-term usefulness for governmental purposes. Although specific recommendations for the creation of planning regions and substate districts were incorporated into the study, no action was taken.

CURRENT STATUS

Current efforts which have a bearing on the subject matter of the Local Government Study include:

A. Alaska Coastal Management Program First Year 306 Grant

The Office of Coastal Management, Division of Policy Development and Planning, Office of the Governor has applied for a 306 Grant and has identified as one of its special studies within the grant proposal a study of unorganized borough management alternatives.

The grant proposal states that structures or mechanisms for local planning in the unorganized borough raise questions and have implications for the Alaska Coastal Management Program as well as every other state program in the unorganized borough. The state needs to carefully identify and analyze alternative approaches and structures for planning in the unorganized borough. The Legislature is sufficiently concerned about the problems of local government and the discrepancies between the organized and unorganized areas, that a special legislative committee has been organized to study alternatives for the provision of all services to all local areas (both organized and unorganized) during the next interim.

The issues which cause this item to be a priority for special study by the coastal management program are several. The new lease sale schedule, proposed bottomfish expansion, and suggested new port development all affect the unorganized borough which at the present time has no satisfactory regulatory mechanisms by state or local governments.

B. Housing and Urban Development Grant Application by Division of Policy Development and Planning for FY 80-81

The application by DPDP includes a program subcategory, Regional Planning in the Unorganized Borough, with the objective of establishing a uniform regional planning structure in the unorganized borough. The Division proposes to work jointly with the Local Government Study on this issue and to develop an official policy in regard to regional planning in the unorganized borough and the structure through which sustained local involvement can be obtained.

C. Yukon Flats Regional Government Study

The Alaska State Legislature, acting on a request from the people of the Yukon Flats region, directed that a study be carried out to explore the feasibility of establishing a regional government in that area. The Department of Community and Regional Affairs, in concert with an Advisory Committee from the region, designed the general contract which has been implemented by Ralph R. Darbyshire and Associates. The Yukon Flats Regional Government Study is in the final stages of development with the final summary report scheduled for completion in June, 1979.

The product will present findings with respect to alternatives available in borough incorporation; advantages and disadvantages of borough incorporation; and the legal, political, social and financial ramifications of borough incorporation.

D. Northwest Alaska Native Association Regional Strategies

In 1978 NANA requested state assistance in order to begin a process to establish an overall regional strategy plan. The Division of Policy Development and Planning has developed a HUD grant proposal to help accomplish this goal. The issues seen by regional officials as central to the regional strategy concern the environmental carrying capacity of the NANA region and its inherent effects on the patterns of development, the necessity for identifying and analyzing alternatives to transportation systems and public facilities and an accurate assessment of the present socio-economic characteristics of the region's population.

E. Tanana Chiefs Conference Proposal

During the First Session of the Eleventh Legislature the Tanana Chiefs Conference brought to the attention of the legislators a proposal to establish six sub-regional planning commissions within the boundaries of the Doyon Regional Corporation. While it is the intention of TCC to proceed with this effort, they have requested the Governor designate these commissions as planning advisory councils pursuant to AS 44.19.880 (c). Legislation which would have established these regional planning commissions vested with substantial local government powers was drafted.

As this proposal posed questions with significant ramifications, including the relationship of these planning commissions to the activities of federal and state agencies in the region and the relationship of these new entities to existing local governments organized under state law, no legislative action was taken.

Relevant to the historical perspective and current status of local government in Alaska is the bibliography developed for use in the Local Government Study. (See Exhibit A)



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY
Pouch V
State Capitol
Juneau, Alaska 99811

LOCAL GOVERNMENT STUDY BACKGROUND

The Joint Senate and House Community and Regional Affairs Committee Local Government Study was initiated as the legislative response to long-perceived problems related to local government in Alaska. The Department of Community and Regional Affairs, as well as the Municipal League, have supported such a study to clarify and resolve questions dealing with municipal relationships and the broader questions related to municipal/state relationships.

The need for such a study became evident to the chairmen of the Community and Regional Affairs Committees during the First Session of the Eleventh Legislature with consideration of legislation dealing with annexation, revenue sharing, delegation of borough powers, and "instant" unification.

Overlapping jurisdictional boundaries in the unorganized borough became an issue again when a proposal by the Tanana Chiefs Conference to create regional and subregional planning commissions was brought to the attention of the legislature. This proposal raised the question of the effectiveness of the present service delivery systems. There was renewed concern that there was no state rural policy against which to weigh this proposal and other legislative action.

The Chairmen of the Community and Regional Affairs Committees laid the groundwork for the Study in a series of meetings involving individuals from the legislature, the executive branch and the Alaska Municipal League. During these meetings, specific concerns were identified and there was consensus that legislative action in this area could be productive.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY
Pouch V
State Capitol
Juneau, Alaska 99811

WORK PROGRAM

The Local Government Study has been designed with recognition of the abundant amount of existing research and material which has documented the problems in the unorganized borough. Problem areas which have been identified deal with:

1. Sufficiency of available local government structures to meet the need for local government entities at the community and regional level.
2. Sufficiency of the economic base in the unorganized borough in financing the basic local government functions.
3. Continually developing jurisdictional boundaries within the unorganized borough used for both administrative and service delivery purposes.
4. The ability of the state to deliver services effectively to the unorganized borough through the creation of service areas.
5. The role of the quasi-governmental organizations as service deliverers and the functioning of such organizations as substitutes for local government.
6. The question of state vs. municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.

The approach of the Local Government Study will be solution oriented. Specific problems will be articulated and solutions proposed. The process for accomplishing this will be a series of meetings as described below.

Preliminary organizational work will consist of development of study goals, objectives and work program design as well as planning and preparation for a Local Government Symposium. Background material related to the objectives will be made available to the participants of the Symposium. (See preliminary draft of these objectives - Exhibit B)

PROCESS - The process is outlined in Exhibit C with a project schedule.

1. LOCAL GOVERNMENT SYMPOSIUM

The Symposium will bring together native leaders, local government specialists, representatives of the Alaska Municipal League and other pertinent organizations for a weekend meeting. This knowledgeable group of individuals representing diverse interests will address the problem areas and develop solutions.

An intensive product analysis will follow the Symposium and the results of this analysis will be circulated for comment by the Symposium participants.

2. REGIONAL WORKSHOPS

A series of regional workshops (Fairbanks, Anchorage, Juneau) will be held to broaden participation in the Study and include those individuals with local and regional perspective. Proposed solutions will be further discussed and refined.

3. PUBLIC HEARINGS

The last level of meetings would take the Senate and House Community and Regional Affairs Committee members to the rural areas of the state to discuss the findings of the Symposium and Regional Workshops.

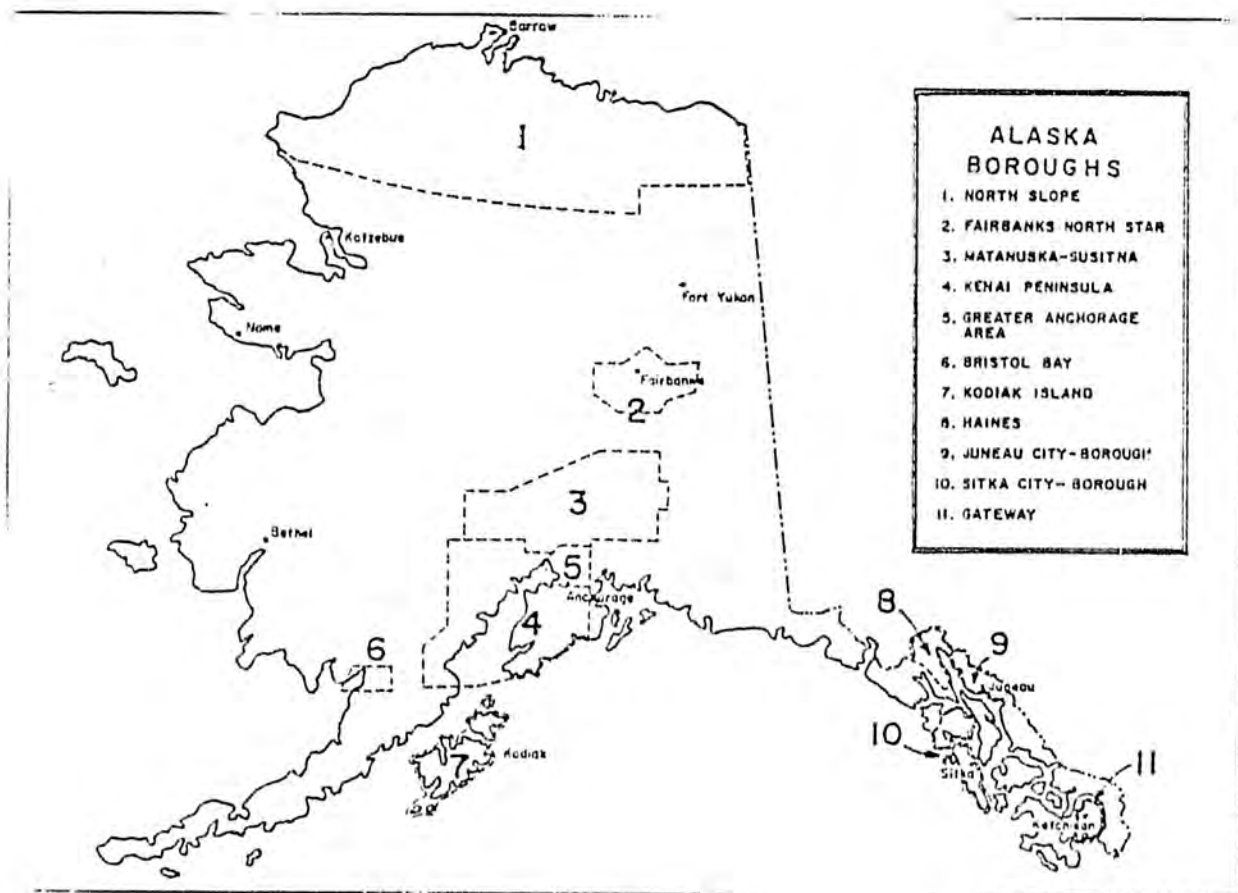
The findings of the Symposium and Workshops will be supported by the production and use of tables, charts, graphs and maps. Such tools support the intent of simplifying the subject matter and making it suitable for public educational use.

Testimony received at this time will be a major ingredient in the development of a final product. Throughout the process there will be development and consideration of proposed legislation. Specific legislative goals include addressing problem areas of Title 29 specifically service area formation as well as the broad question of achieving self determination through local government in the unorganized borough. In addition, the information developed will serve as a framework for evaluating future legislation in terms of its effect as an incentive or disincentive to local government formation.

ORGANIZED MUNICIPALITIES

Concurrent with the activities described above, and in conjunction with the Local Government Study, the Alaska Municipal League will concentrate on defining municipal problems which could have legislative solutions. This effort will be accomplished in close cooperation with the Department of Community and Regional Affairs.

A survey will be developed and circulated by the Municipal League and the survey analysis will become part of the subject matter for discussion and consideration at the Local Government Symposium and Regional Workshops.



SELECTED BIBLIOGRAPHY

The States and Local Affairs

Books

Adrian, Charles R. *Governing our Fifty States and their Communities*. 2nd ed. New York: McGraw-Hill Book Co., 1967.

———. *State and Local Governments*. 2nd ed. New York: McGraw-Hill Book Co., 1967.

Anderson, William, and others. *Government in the Fifty States*. New York: Holt, Rinehart and Winston, 1960.

Elazar, Daniel J. *American Federalism: A View From the States*. New York: Thomas Y. Crowell Co., 1966.

Federalist Papers. Introduction by Clinton Rossiter. New York: The New American Library, 1961.

Fesler, James W. *The Fifty States and their Local Governments*. New York: Alfred A. Knopf, Inc., 1967.

Lockard, Duane. *The Politics of State and Local Government*. 2nd ed. New York: The MacMillan Co., 1969.

Maass, Arthur, ed. *Area and Power: A Theory of Local Government*. Glencoe, Ill.: The Free Press, 1958.

Sanford, Terry. *Storm Over the States*. New York: McGraw-Hill Book Co., 1967.

Articles, Papers, and Reports

Advisory Commission on Intergovernmental Relations. *1967 State Legislative Program*. Washington, D.C., September 1966.

———. *Performance of Urban Functions: Local and Areawide*. Report M-21. Revised. Washington, D.C., 1963.

———. *Eighth Annual Report*. Washington, D.C., January 31, 1967.

———. *Ninth Annual Report*. Washington, D.C., January 31, 1968.

———. *Tenth Annual Report*. Washington, D.C., January 31, 1969.

Beckman, Norman. "Strengthening Local Government Through State Action." Address before the Tax Institute of America Symposium. Washington, D.C., December 1, 1967.

Bureau of Public Administration. University of California, Berkeley. "A State Agency for Local Affairs?", by John G. Grumm. *1961 Legislative Problems*, No. 6, March 1961.

Commission on Intergovernmental Relations. *Final Report*. Washington. Government Printing Office, 1955.

Committee for Economic Development. *Modernizing Local Government*. A Statement on National Policy by the Research and Policy Committee, July 1967.

———. *Modernizing State Government*. A Statement on National Policy by the Research and Policy Committee, July 1967.

Connecticut Commission to Study the Necessity and Feasibility of Metropolitan Government. *The State's Biggest Business—Local and Regional Problems*, January 1967.

Council of State Governments. *State-Local Relations*. Report of the Committee on State-Local Relations. Chicago, 1946.

_____. *The States and the Metropolitan Problem*. A Report to the Governors' Conference. Chicago, 1956.

_____. *State Responsibility in Urban Regional Development*. A Report to the Governors' Conference. Chicago, 1962.

_____. *State Planning: A Policy Statement*, by the Subcommittee on State Planning, the Governors' Conference. Chicago, 1962.

_____. *State Technical Assistance to Local Governments*, by William L. Frederick and Marilyn Gittell. Chicago, 1962.

_____. *State Programming and Economic Development*, by Selma Mushkin. Chicago, 1965.

Elazar, Daniel J. *Federalism and the Community*. Fourteenth Annual Wherrett Lecture on Local Government. Institute of Local Government, Graduate School of Public and International Affairs, University of Pittsburgh, 1968.

Hirsch, Werner Z. "Local Versus Areawide Urban Government Services." *National Tax Journal*, XVII (December 1964), 331-39.

Ingraham, Page L. "New Role for the States?" *Public Management*, (June 1968), 138-42.

Institute of Government and Public Affairs, University of Illinois. *The State and its Cities*, ed. by James H. Andrews. Report and Background Papers, Assembly on the State and its Cities. Zion, Ill., December 8-10, 1966.

Kammerer, Gladys M. *A State Department of Local Affairs*. Public Administration Clearing Service, University of California. Civic Information Series No. 47, 1969.

Krueger, Ralph R. "The Provincial-Municipal Government Revolution in New Brunswick," *Canadian Public Administration*, XII (Spring 1970), 51-99.

Legislative Reference Bureau. State of Wisconsin. *A Summary Look at State Agencies of Local Affairs*, by Patricia V. Robbins. Information Bulletin 66-12. Madison, Wisconsin, December 1966.

National Governors' Conference, Committee on State-Urban Relations, "Report." July 22, 1968. (Mimeo.)

Reeves, H. Clyde. "Role of State Governments in our Intergovernmental System." *Public Administration Review*, XXVIII (May-June 1968), 267-70.

Scott, Stanley. "The Study of Urban Government: First steps Towards an International Discipline." *Public Administration Review*, XXIX (September-October 1969), 546-552.

Smallwood, Frank. "Reshaping Local Government Abroad." *Public Administration Review*, XXX (September-October 1970), 521-30.

Snowiss, Sylvia. *Urban Problems and Governmental Organization*. University of California, Los Angeles. Institute of Government and Public Affairs, 1967. (Mimeo.)

U.S. Congress, House of Representatives, Committee on Government Operations. *Metropolitan America: Challenge to Federalism*. A study submitted to the Intergovernmental Relations Subcommittee by the Advisory Commission on Intergovernmental Relations, 89th Congress, 2nd Session, 1966.

———. *Unshackling Local Governments: A Survey of Proposals by the ACIR*. Thirtieth Report, 89th Congress, 2nd Session, 1966.

U.S. Congress, Senate, Committee on Government Operations. *Creative Federalism, Hearings, before the Subcommittee on Intergovernmental Relations, on Improving Intergovernmental Cooperation in the Management of Federal Assistance Programs*, 89th Congress, 2nd Session, and 90th Congress, 1st Session, 1966 and 1967.

U.S. Department of Commerce, Economic Development Administration. *State Development Strategies*. Proceedings of a seminar co-sponsored by the Council of State Planning Agencies and the AIP State Planning Committee, Portland, Oregon, August 13-14, 1966.

Zimmerman, Joseph F. *State Agencies for Local Affairs*. Local Government Studies Center, Graduate School of Public Affairs, State University of New York at Albany. June 1968. (Mimeo.)

Structuring Local Government in Alaska

Alaska Constitutional Convention. *Minutes of the Committee on Local Government, 1955-1956*. (Mimeo.)

Alaska, Department of Law, Office of the Attorney General. *Opinions of the Attorney General, 1961-1966 (selected)*.

Alaska, Legislative Council. *Alaska Constitutional Convention Proceedings*. November 1955 to February 1956. Juneau, 1965.

———. *City-Borough Unification Proposal—A Preliminary Look at the Question*. Juneau, January 1967.

———. *Local Government in Alaska: Problems and Alternatives*. Publication No. 21-6. Juneau, July 1954. (Mimeo.)

———. *Report on School Support*. Juneau, January 1961. (Mimeo.)

Alaska, Legislative Council and Local Affairs Agency. *Final Report on Borough Government*. Juneau, 1961.

Alaska, Local Affairs Agency. *Alaska Local Government*. Juneau, 1961-1968.

———. *Borough Manual—Schools*. Vol. II. Juneau, 1963.

———. *Incorporation of an Organized Borough*. Juneau, May 1961. (Mimeo.)

Alaska State Organization and Programs

Alaska, Department of Administration. *The Budget of the State of Alaska*. 1963-1969. Juneau, 1962-1968.

Alaska, Department of Education, *1966-1967 Annual Report*. Juneau, 1968.

Alaska, Legislative Council, Legislative Affairs Agency. *Legislative Handbook on Alaska State Government*. Juneau, 1968.

Alaska State Housing Authority. *Official Statement*. Sale of Lease Revenue Bonds, July 6, 1967.

Alaska, State Planning Commission. "State Planning for Alaska." Prepared by Victor Fischer and George W. Rogers. Juneau, December 1959. (Mimeo.)

Crittenden, Edwin B. "ASHA Today." A Report to the Board, August 1, 1968. (Mimeo.)

Governor's Committee on Education. *An Overall Plan for Rural Alaska*, Approved by Governor William A. Egan as the Official State Plan. (Revised.) February 28, 1966.

Harold F. Wise and Associates. "A State Planning Program for Alaska." A report prepared for the State Division of Planning and Research. September 20, 1968. (Mimeo.)

Lindeman, Erick L., and others. *A Foundation for Alaska's Public Schools*. Report of a Survey for the Alaska State Board of Education, September 1961.

Public Administration Service. *Proposed Organization of the Executive Branch—State of Alaska*. Chicago, 1958.

U.S. Office of Economic Opportunity. *Catalog of Federal Domestic Assistance*. Washington, D.C., January 1969.

Alaska

Alaska, Department of Administration. *Annual Financial Statement of the State of Alaska*. Juneau, 1963-1968.

Alaska Legislative Council. *Federal Grant-In-Aid Programs in Alaska*. Juneau, 1967.

———. *Revenue and Taxation in Alaska*. Part II Evaluation and Recommendations. Juneau, 1962.

———. *Staff Report on Local Sales Taxation*. Juneau, 1966.

———. *State Assistance to Local Governments on Bonding Problems*. Juneau, 1967.

Alaska, Local Affairs Agency. *Alaska Intra-State Bond Conference*. Juneau, 1967.

Alaska Municipal League. *Policy Statement for 1969*. Juneau, 1968. (Mimeo.)

Alaska, Office of the Governor, *Revenue Sources, 1968-1974*. Submitted to the First Session, Sixth State Legislature. Juneau, 1969.

———. *Revenue Sources, 1969-1975*. Submitted to the Second Session, Sixth State Legislature. Juneau, 1970.

U.S. Office of Economic Opportunity. *Federal Outlays in Alaska in Fiscal Year 1968*. Washington, 1968.

Socio-Economic Environment

- Alaska, Department of Economic Development. *Alaska Statistical Review*. Juneau, 1969.
- Brady, Terry. "Alaska's Economy in 1967." *Alaska Review of Business and Economic Conditions*. Vol. V, No. 2. Institute of Social, Economic and Government Research, University of Alaska, July 1968.
- . "Alaska's Economy in 1968." *Alaska Review of Business and Economic Conditions*. Vol. VI, No. 3. Institute of Social, Economic and Government Research, University of Alaska, August 1969.
- Cooley, Richard A. *Alaska: A Challenge in Conservation*. Madison: University of Wisconsin Press, 1967.
- Federal Field Committee for Development Planning in Alaska. *A Subregional Economic Analysis of Alaska*. Anchorage, 1968.
- . *Alaska Natives and the Land*. Washington, D.C.: Government Printing Office, 1968.
- . *Economic Development In Alaska*. A report to the President, August, 1966, Washington, D.C.: Government Printing Office, 1966.
- Hippler, Arthur E., and others. "Northwest Alaska Regional Development Study." Unpublished draft, College: Institute of Social, Economic and Government Research, University of Alaska, 1969.
- Hughes, Charles C. *An Eskimo Village in the Modern World*. Ithaca: Cornell University Press, 1960.
- Jenness, Diamond. *Eskimo Administration: 1. Alaska*. Arctic Institute of North America, Technical Paper No. 10, July 1962.
- Jones, George M. *The Economic Impact of Fort Wainwright and Eielson Air Force Base on Fairbanks, Alaska*. Unpublished master's thesis, University of Alaska, 1968.

Rogers, George W. *A Handbook on Alaska Regionalism*. Office of the Governor, Juneau, Alaska, November 21, 1955. (Mimeo.)

———. *Alaska Regional Population and Employment*. SEG Report No. 15. College, Alaska: Institute of Social, Economic and Government Research, University of Alaska, 1967.

———. "Eskimo Administration in Alaska." *Arctic*, XX (December 1957).

———. "Party Politics or Protest Politics: Current Political Trends in Alaska." *The Polar Record*, Vol. 14, No. 91, 1969, pp. 445-58.

———. *The Future of Alaska*. Baltimore: The Johns Hopkins Press, 1962.

Rogers, George W. and Cooley, Richard A. *Alaska's Population and Economy*. Economic Series: Publication No. 1, Vol. I. College, Alaska: Institute of Business, Economic and Government Research, University of Alaska, 1963.

Sullivan, James W. "Personal Income Patterns in Alaska." *Alaska Review of Business and Economic Conditions*, Vol. VI, No. 1. University of Alaska, Institute of Social, Economic and Government Research, February, 1969.

Van Stone, James W. *An Eskimo Village in Transition*. Seattle: University of Washington Press, 1962.

Alaska Local Government History

Andrews, Clarence. *The Story of Sitka*. Caldwell: Caxton Printers Ltd., 1938.

Bancroft, Hubert Howe. *History of Alaska: 1730-1885*. New York: Antiquarian Press Ltd., 1959.

Brooks, Alfred Hulse. *Blazing Alaska's Trails* College: University of Alaska and Arctic Institute of North America, Caxton Printers, 1953.

Chevigny, Hector. *Russian America*. New York: Viking Press, 1965.

Coolidge, Louis Arthur, *Klondike and the Yukon Country*. Philadelphia: Henry Altemus, 1897.

Crain, Melvin. "Governance for Alaska: Some Aspects of Representation." Unpublished Ph.D. dissertation, University of Southern California, 1957.

Davis, Frank G. *History of Education in Alaska*. 1917.

Goodrich, Harold B. "History and Conditions of the Yukon Gold District to 1897." *Eighteenth Annual Report of the U.S. Geological Survey, 1896-1897*. Washington, 1898.

Gruening, Ernest. *The State of Alaska*. New York: Random House, 1954.

Nichols Jeanette P. *Alaska: A History of its First Half Century Under the Rule of the United States*. Cleveland: Arthur H. Clark Co., 1924.

Okun, Semen Bentsionovich. *The Russian-American Company*. Cambridge: Harvard University Press, 1951.

Paul, Rodman. *Mining Frontiers of the Far West, 1848-1880*. New York: Holt, Rinehart, and Winston, 1963.

Sherwood, Morgan B., ed. *Alaska and its History*. Seattle: University of Washington Press, 1967.

Sitka Proceedings. *Record of Cases in Mayor's Court, City of Sitka*. December 5, 1867-November 20, 1872.

Sitka Proceedings. *Record of the Proceedings of the City Council of the City of Sitka, Alaska Territory*. December 3, 1882. Filmed by the Alaska Historical Library, 1966.

Spicer, George Washington. *The Constitutional Status and Government of Alaska*. Baltimore: The Johns Hopkins Press, 1927.

Tompkins, Stuart Ramsay. *Alaska: Promyshlennik and Sourdough*. Norman: University of Oklahoma Press, 1945.

Wickersham, James. *A Bibliography of Alaskan Literature, 1724-1924*. Cordova: Cordova Daily Times Print, 1927.

U.S. Congress. *Reports of Captain L.A. Beardslee, U.S. Navy, Relative to Affairs in Alaska and the Operations of the U.S.S. Jamestown*, by L.A. Beardslee. 47th Congress, 2nd Session, Senate Document 71. Washington, 1882.

U.S. Congress. *Report on Condition of Affairs in Alaska*, by L.A. Beardslee. 46th Congress, 2nd Session, Senate Ex. Document 105, Washington, 1880.

Reports and Studies

Alaska Regions and Substate Districts, Division of Policy Development and Planning, Office of the Governor, Dec. 1976, 38- pages

Equalization of Local Government Revenues in Alaska, Richard W. Carnett III, Institute of Social, Economic and Government Research (Institute of Economic and Social Research) University of Alaska, January, 1973, 56- pages

Local Government Checklist, Paul Conger, Department of Community and Regional Affairs, Local Government Assistance, February, 1978, 169- pages (unpublished)

Issues of Regional Government in Alaska, Victor Fisher and Thomas A. Morehouse Institute of Social, Economic and Government Research, University of Alaska, Fairbanks, Alaska, February, 1974, 70- pages apx. (Review Draft Only - Not to be released, quoted, or cited without permission of authors)

Borough Government in Alaska, Thomas A. Morehouse and Victor Fisher, Institute of Social, Economic and Government, University of Alaska, Fairbanks, Alaska, March, 1971, ISEGER Report No. 29, 171- pages

Executive Summary, Citizens Participation Conference, Rural Alaska Community Action Program, March 5-8, 1979, Juneau, Alaska, (workshop papers) 45- pages

What's a....., How's It Organized? How Does It Operate? What Are Its Powers? And More, Cooperative Extension Service, University of Alaska in cooperation with Department of Community and Regional Affairs, State of Alaska, Revised February 1978, 40- pages apx.

Regional Government for the Unorganized Borough, Resources Development Internship Western Interstate Commission for Higher Education and Alaska Department of Community and Regional Affairs, August, 1973, 37- pages

Borough Manual- Planning, Zoning, and Public Services, Local Affairs Agency, State of Alaska, January, 1963, Volume III, 106- pages



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

DRAFT - May, 1979

LOCAL GOVERNMENT STUDY OBJECTIVES

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.
- II. Study and identify present public services provided by federal, state, and municipal levels of government and assess their relationship to local government formation.
- III. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
- IV. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.

STUDY OBJECTIVE

1. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.

TASK

1. Research the historical and legal evolution of local government structure. Review proposed legislation related to organization of the unorganized borough and assess the viability of these proposals. Analyze the relationships between municipalities at the community and regional level and their relationship with state government.
2. Investigate adequacy of existing local government structures, (i.e. three classes of boroughs, two classes of cities plus development cities), and their legally authorized sub-units (i.e., differential tax zones, service areas, and assessment districts), and modify existing or devise alternative forms of local government which could better provide the services.
3. Research the local government structures and intergovernmental relationships of other states and areas which may be pertinent to the Alaska experience. Evaluate relevancy in both rural and urban situations.
4. Review pertinent major studies (Tanana Chiefs Conference Proposal, Yukon Flats Borough Study, NANA Regional Strategies, etc.) and ascertain trends and implications related to local government formation.
5. Review the role of the Local Boundary Commission. Analyze statutory provisions for alteration of local government boundaries. Study and evaluate alternative mechanisms for affecting local government boundary changes.

STUDY OBJECTIVE

- II. Study and identify present public services provided by state, federal and municipal levels of government.

TASK

1. Update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services being provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
3. Identify the allocation and level of service provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
4. Review existing intergovernmental loan programs and grant procedures as they function as incentives or disincentives to the formation of local government.
5. Review the question of state vs. municipal responsibility for delivery of public services and the construction, maintenance and operation of public facilities.
6. Review the service area concept as it relates to service delivery, specifically in the unorganized borough (REAA's, Coastal Resource Service Districts, etc.). Delineate the boundaries, authority, and function of these rural service areas and their relationship to state government.

STUDY OBJECTIVE

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

TASK

1. Review potential revenue sources in the unorganized borough including, but not limited to sales, real and personal property tax, income tax, and gross business receipts in addition to revenue associated with natural resource development.
2. Prepare a land status analysis including, but not limited to, a general identification of private, public and Native-owned land. Such analysis would include estimates of acreage by category of existing and anticipated real property.
3. Review statutory inducements and disincentives related to municipal government incorporation. Determine workable approaches for studying the feasibility of and funding new municipal incorporations.
4. Identify the local cost of providing the services which are mandatory functions of the basic local governmental unit and those administrative costs associated with the establishment of local government.

STUDY OBJECTIVE

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

TASK

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine thoughts and perceptions on various levels of government (federal, state, local, quasi-governmental)
Determine the need for further investigation of public attitudes, perceptions and ideas on the need for local and regional government structure.
3. Prepare an inventory of public services and programs provided by non-governmental organizations within the unorganized borough.
Analyze the nature and level of services being provided.
4. Analyze historical and non-traditional methods of organization for local and regional self determination in the state (i.e., IRA Villages, Native regional profit and Native non-profit corporations).



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY
Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASKS

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services provided by federal, state and municipal entities within the municipalities and unorganized area of the state. Identify the allocation and level of these services.
3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.
4. Review the question of state versus municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.
5. Review the service area concept as it relates to service delivery in the unorganized borough and the relationship of the service areas to state government.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
 - A. Substate Districts/Regions
Collect maps that delineate the existing regions and districts utilized by federal and state agencies to operate programs or deliver services. Special emphasis should be given to reviewing and updating the recommendations and analysis in the report entitled Alaska Regions and Substate Districts, prepared by the Division of Policy Development and Planning in 1976.
 - B. Authority
The review of the enabling authority for the existing jurisdictional units should include:
 1. Citation of the specific enabling authority
 2. Length of time operative/date instituted
 3. Basis for choice of boundaries. Mandatory borough incorporation standards should also be reviewed.
 - C. Function
This review should include a statement of the purpose for which the unit was created. The units should be categorized as administrative units or service areas.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.

OBJECTIVE

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

TASK

4. Review existing intergovernmental loan and grant programs and contractual practices as they function as incentives or disincentives to the formation of local government.
 - A. Identify state and federal loan and grant programs with municipalities. Analyze state and federal procedures and practices re municipalities as they relate to local government formation.
 - B. Analyze the state's contractual policies for delivery of services to municipalities and unorganized areas (i.e. with the non-profit corporations)
 - C. Document state financial assistance and non-financial inducements for organization ("organizational grants,)and conveyances, etc.)



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASKS

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
3. Prepare an inventory of public services and programs provided by non-governmental and quasi-governmental organization. Analyze the nature and level of services provided.
4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

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

METHODOLOGY

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



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
 - A. Review existing surveying work such as the NANA profiles, Public Forum reports, Yukon Flats Borough Study, Congressional questionnaires, etc.
 - B. Determine the need for further investigation of public attitudes and educational needs in relation to local and regional government structure.

METHODOLOGY

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

RESOURCE



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

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



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.
- A. Develop a chronology including, but not limited to:
1. Traditional organizations
 - (a) Tribal councils
 2. Non-Traditional organizations
 - (a) Indian Reorganization Act Councils
 - (b) Second Class Cities
 - (c) Boroughs
 3. Quasi-Governmental organizations
 - (a) Regional Native Corporations (profit and non-profit)
 - (b) Village Corporations (profit and non-profit)
- B. Information compiled should include:
1. Identification of local or regional jurisdiction
 2. Intended purpose and enabling authority
 3. Administering agency
 4. Funding Source
 5. Governing structure and process
 6. Analysis of intergovernmental relationships

STATE OF ALASKA
THE LEGISLATURE
LEGISLATIVE COUNCIL

POUCH V - STATE CAPITOL
JUNEAU, ALASKA 99811
907-455-3800

MEMORANDUM

To: LEGISLATIVE INTERIM COMMITTEES
From: GEORGE HOHMAN *G.H.*
Re: REQUEST FOR INFORMATION

The Legislative Council is preparing a series of information packets on issues confronting Alaskans.

The packets will be available to legislators and other interested parties and will provide material for a presentation on the issue selected.

~~These packets will be available to legislators and other interested parties and will provide material for a presentation on the issue selected.~~
~~These packets will be available to legislators and other interested parties and will provide material for a presentation on the issue selected.~~
~~These packets will be available to legislators and other interested parties and will provide material for a presentation on the issue selected.~~

To assist the Council in preparing these packets, I am requesting that each interim committee complete the attached WORK SHEETS by JUNE 15, 1979 and forward them, along with any appropriate back-up materials, to:

Senator George Hohman, Chairman
Alaska Legislative Council
Pouch V
Juneau, Alaska 99811

Having reviewed proposed interim committee action, I anticipate that committee work will facilitate and expedite workings of the 1980 legislative session.

I expect that proposed legislation will result from the work of most interim committees. In order to insure maximum benefit from committee work I am requesting the following information:

- A. Written MONTHLY progress reports on committee work.
- B. Progress report presentation to the Legislative Council at the ~~SEPTEMBER~~^{XXXXXXXXXXXX} 1979 Council meeting.
- C. Presentation of proposed legislation to the Legislative Council at the ~~DECEMBER~~ 1979 Council meeting.

Written material should be submitted to:

Senator George Hohman, Chairman
Alaska Legislative Council
Pouch V
Juneau, Alaska 99811

If you have any questions, please contact me at

465-3880 or
465-4849

Thank you for your help.

STATE OF ALASKA
THE LEGISLATURE
LEGISLATIVE COUNCIL

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

WORK SHEET

SUBJECT OF COMMITTEE'S WORK:

HISTORICAL PERSPECTIVE: (Please outline the historical development of the issue being addressed by the committee. Include an inventory of any other efforts to address the issue you are studying.)

CURRENT STATUS: (Please outline the current status of the issue/problem being addressed by the committee. Include an inventory of all governmental and private involvement in the issue at this point.)

OTHER PERSPECTIVES: (Please include an inventory of efforts by governmental, private or other entities to address the general issue/problem being considered by the committee.)

DIRECTIONS: (Please outline any appropriate recommendations for action on the issue being addressed.)

Please include complete information, including appropriate back-up material, on all areas listed on the WORK SHEET. I am attaching an (Example) WORK SHEET as a general outline of what I am asking for.

Thank you for your cooperation.

STATE OF ALASKA
THE LEGISLATURE
LEGISLATIVE COUNCIL

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

WORK SHEET

(EXAMPLE)

SUBJECT OF COMMITTEE'S WORK: 17 d 2 LAND ISSUE

HISTORICAL PERSPECTIVE:

- A. Russian Discovery/Conquest of Alaska
- B. American Purchase of Alaska
- C. Alaska as a Territory and State
- D. ANCSA - 17 d 2
- E. Executive Actions

CURRENT STATUS:

- A. Current Status of Alaska Lands Overview
- B. Governmental Action
 1. Federal
 2. State
 3. Local
 - a. Executive
 - b. Legislative
 - c. Judicial
- C. Private Action

OTHER PERSPECTIVES:

- A. Governmental
 - 1. Federal
 - 2. State
 - 3. Local
 - a. Executive
 - b. Legislative
 - c. Judicial
- B. Private
- C. Other

DIRECTIONS:

Appropriate recommendations



Official Business

Alaska State Legislature

Senate Committee on Community & Regional Affairs

Pouch V
State Capitol
Juneau, Alaska 99811

April 28, 1979

MEMORANDUM

TO: Senator George Hohman
Legislative Council, Chairman

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

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

LOCAL GOVERNMENT STUDY OBJECTIVES

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

METHODOLOGY

1. Basic research and analysis work would be accomplished by this Interim Legislative Committee. Assistance and cooperation of other legislative staffs (such as Legislative Division of Legal Services and Division of Research Services), and administrative staffs; i.e., Department of Community and Regional Affairs, would be sought.
 - A. Review the available literature and update the available research addressing the study objectives.

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

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

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

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

BUDGET

See attached memorandum.

Attachment



Official Business

Alaska State Legislature

Senate Committee on Community & Regional Affairs

Pouch V
State Capitol
Juneau, Alaska 99811

April 28, 1979

MEMORANDUM

TO: Senator George Hohman
Legislative Council, Chairman

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

SUBJECT Budget for Interim Local Government Study

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

(100)	Personal Services	\$ 40.0
	1 1/2 Project Coordinators	
	12 mo., \$3,000 mo., plus	
	10.13% benefits	
(200)	Travel	18.0
	Committee Transportation (Juneau/ Anch.) Chairmen/Senate & House Community and Regional Affairs Committee plus staff travel	
	15 trips at \$200 = \$3,000	
	Committee per diem - 15 members + staff for individual meetings and conferences	
	3 days each at \$165 = \$2,475	
	Hearing Committee Transportation	
	5 members	
	5 trips at \$400 = \$10,000	
	Committee per diem - 5 meetings	
	2 days each at \$55 = \$2,750	

Senator George Hohman

-2-

April 28, 1979

(300)	Contractual	16.0
	Professional Services=\$12,000	
	Postage	500
	Public Notices	500
	Telephone	2,000
	Final Report	1,000
(400)	Commodities	1.0
	Stationery and Office	
	Supplies=	1,000

\$ 75,000

House Community & Regional Affairs share -	\$31,600
(per Representative Bill Parker's discussion with House Leadership)	
Senate share -	43,000



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY
Pouch V
State Capitol
Juneau, Alaska 99811

TO: Senator George Homan
FROM: Marjorie Gorsuch, Administrative Assistant (House C&RA)
Gene Walsh, Administrative Assistant (Senate C&RA)
DATE: July 31, 1979
RE: Local Government Study

MONTHLY REPORT

During the month of July the focus of staff efforts has been planning for the Local Government Symposium to be held August 4/5 in Anchorage.

On July 2 a planning session was held in Anchorage with the following individuals in attendance:

Senator Arliss Sturgulewski	Phil Smith
Representative Bill Parker	Roger Lang
Vic Fischer	Ralph Darbyshire
Tom Morehouse	Jane Angvik
Pat Poland	Marjorie Gorsuch
Jim Sanders, Graduate Intern	Gene Walsh
Lamar Cotton, Graduate Intern	

The group identified needed resource material for the Symposium and discussed format and details of the Symposium. The afternoon session focused primarily on a discussion of the rural perspective of government in the unorganized borough and recent studies and actions affecting the unorganized borough.

The staff has concentrated on researching, developing, collecting and editing resource material for the Symposium. (See attached packet) In addition to staff developed materials, the booklet contains work by the following individuals:

- Jack Chenoweth - "Review and commentary on proposed legislation"
- Pat Poland - "Identification of requests regarding borough formation"
- Eric Simpson - "Review of statutory inducements and disincentives for municipal government incorporation"
- Lamar Cotton - "Development of traditional, non-traditional and quasi-governmental Native methods of organization"
- Jim Sanders - "Identification of services and programs provided by the non-governmental and quasi-governmental organizations in the unorganized borough"

Staff has also worked on the development of graphics for use at the Symposium. (See listing below)

DISPLAY MATERIALS
AVAILABLE AT SYMPOSIUM

MAPS/OVERLAYS

1. Service Areas
2. Administrative Units
3. Land Status
 - (a) Federal
 - (b) State
 - (c) Native
4. Cities and Boroughs
5. Miscellaneous (Transportation, Communication, Renewable/Nonrenewable Resources)

MATRICES

1. Local Government Structures
2. Land Statistics

VIDEO-TAPE

"Our Land - Our Life", a video tape on the role of subsistence in the life of the Native Alaskan. Produced by Yupiktak Bista.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Senator George Homan
FROM: Marjorie Gorsuch
Gene Walsh
DATE: 9/10/79
RE: Monthly Report (August/September)

The Local Government Symposium was held in Anchorage on August 4/5 with forty-four individuals in attendance. (See attached list of participants) The group was highly successful in identifying legislative approaches to be considered by the Joint Committee in the development of local/regional government in Alaska. Several distinct avenues for dealing with local government problems were discussed with priority given to the need for regional government units in the unorganized borough.

After the Symposium, the staff worked on developing a comprehensive Report of the Symposium which could be used as an educational tool at the public hearings. The Report (attached) includes the issues and problems identified by the Local Government Symposium participants; ideas and directions supported by Local Government participants; and the action program being considered by the Committee.

A public hearing schedule has been developed with staff work on the organizational details and planning for the hearings to be held in rural regional centers and in associated villages. The hearings have been designed with a two-fold goal: to discuss the concepts being considered by the Committee for legislative actions and to educate the urban members of the Committee on the realities of village life in rural Alaska. Therefore, the legislators will overnight in each community visited enabling them to spend a full day with the residents of each area. The staff has provided statistical and general informational information as background material for each community the Committee members will visit.

The public hearing schedule is as follows:

Bethel	Friday, September 28
Hooper Bay	Saturday, September 29
Dillingham	Sunday, September 30
New Stuyahok	Monday, October 1
Kotzebue	Thursday, October 11
Noorvik	Friday, October 12
Fort Yukon	Thursday, October 18
Venetie	Friday, October 19
Glenallen	Saturday, October 27



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Senator George Homan
FROM: Marjorie Gorsuch
Gene Walsh
DATE: 9/10/79
RE: Monthly Report (August/September)

The Local Government Symposium was held in Anchorage on August 4/5 with forty-four individuals in attendance. (See attached list of participants) The group was highly successful in identifying legislative approaches to be considered by the Joint Committee in the development of local/regional government in Alaska. Several distinct avenues for dealing with local government problems were discussed with priority given to the need for regional government units in the unorganized borough.

After the Symposium, the staff worked on developing a comprehensive Report of the Symposium which could be used as an educational tool at the public hearings. The Report (attached) includes the issues and problems identified by the Local Government Symposium participants; ideas and directions supported by Local Government participants; and the action program being considered by the Committee.

A public hearing schedule has been developed with staff work on the organizational details and planning for the hearings to be held in rural regional centers and in associated villages. The hearings have been designed with a two-fold goal: to discuss the concepts being considered by the Committee for legislative actions and to educate the urban members of the Committee on the realities of village life in rural Alaska. Therefore, the legislators will overnight in each community visited enabling them to spend a full day with the residents of each area. The staff has provided statistical and general informational information as background material for each community the Committee members will visit.

The public hearing schedule is as follows:

Bethel	Friday, September 28
Hooper Bay	Saturday, September 29
Dillingham	Sunday, September 30
New Stuyahok	Monday, October 1
Kotzebue	Thursday, October 11
Noorvik	Friday, October 12
Fort Yukon	Thursday, October 18
Venetie	Friday, October 19
Glenallen	Saturday, October 27



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen

Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

The Local Government Study Committee will hold a PUBLIC HEARING on the subject of creation of regional governmental units in the unorganized borough in

NOORVIK

Friday, October 12

COMMUNITY BUILDING 7:00 P.M.

The Committee will be discussing proposed legislation which would:

- (1) Divide the single unorganized borough into unorganized boroughs generally following Regional Educational Attendance Area boundaries, or combinations of two or more REAAs, but not extending beyond the boundaries of more than one Native regional corporation established under the Alaska Native Claims Settlement Act;
- (2) Authorize the election of not more than eleven (11) member unorganized borough assemblies, defining the powers and duties of these assemblies: review, comment and recommendations in a clearinghouse approach to proposed state projects and services under the state's fiscal procedures and facilities procurement acts;
- (3) Authorize assemblies of unorganized boroughs to initiate a process by which a charter for a home rule borough may be prepared;
- (4) Name the Department of Community and Regional Affairs as the state agency responsible for lending assistance to unorganized borough assemblies;
- (5) Retain intact the powers and responsibilities of existing REAA school boards for management of school functions, of coastal service area boards in the preparation of plans for the resources of the state's coastal zone, and of existing cities of the unorganized borough.

Members of the Committee are:

Senator Arliss Sturgulewski, Co-Chairman
Representative Bill Parker, Co-Chairman
Senator Tim Kelly
Senator Bob Mulcahy
Senator Pat Rodey
Senator Terry Stimson

Representative Pat Carney
Representative Margaret Branson
Representative Ray Metcalfe
Representative Pat O'Connell
Representative Charlie Parr
Representative Fred Zharoff

LOCAL GOVERNMENT SYMPOSIUM
August 4-5, 1979

PARTICIPANTS

Mr. Chris Anderson
Tanana Chiefs Conference, Inc.
209 First and Hall
Fairbanks, Alaska 99701
(PHONE: 452-8251, 456-5423 or
456-3101)

Ms. Jane Angvik, Director
Alaska Public Forum
429 "D" Street, Suite 310
Anchorage, Alaska 99501
(PHONE: 276-5262)

Mr. Don Argetsinger
Deputy Commissioner
Department of Community and
Regional Affairs
Pouch B
Juneau, Alaska 99811
(PHONE: 465-4700)

Mr. Steve Augdahl
Kawerak, Incorporated
Box 948
Nome, Alaska 99762
(PHONE: 443-5231)

Mr. Jack Chenoweth
Legal Services Office
State Legislature
Pouch Y
Juneau, Alaska 99811
(PHONE: 465-3837)

Mrs. Ginny Chitwood
Executive Director
Alaska Municipal League
204 North Franklin Street
Juneau, Alaska 99801
(PHONE: 586-1325)

Ms. Veronica Clark
Division of Community Planning
Department of Community and
Regional Affairs
Pouch B
Juneau, Alaska 99801
(PHONE: 465-4750)

Mr. Dallas Cross
NANA
Box 4-U
Anchorage, Alaska 99503
(PHONE: 276-6030)

Mr. Ralph Darbyshire
629 "O" Street
Anchorage, Alaska 99501
(PHONE: 279-0703)

Ms. Jessie Dodson
Special Assistant
Office of the Governor
Pouch A
Juneau, Alaska 99811
(PHONE: 465-3500)

Ms. Jan Erickson
Coastal Zone Management Office
Office of the Governor
Pouch AP
Juneau, Alaska 99811
(PHONE: 465-3540)

Mr. Vic Fischer
Institute of Social and Economic
Research
707 "A" Street
Anchorage, Alaska 99501
(PHONE: 278-4621)

Mr. Richard Garnett, III
1342 West 12th Avenue
Anchorage, Alaska 99501
(PHONE: 276-2221)

Mr. John Havelock
Criminal Justice Center
University of Alaska
3211 Providence Drive
Anchorage, Alaska 99504
(PHONE: 263-1810)

Mr. Mathew Iya
Kawerak, Inc.
Box 401
Nome, Alaska 99762
(PHONE: 443-5231)

Mr. Carl Jack, Executive Director
Alaska Village Council Presidents
P.O. Box 236
Bethel, Alaska 99559
(PHONE: 543-3521)

Mrs. Marlene Johnson
SeAlaska
P.O. Box 218
Hoonah, Alaska 99829

Mr. Ray Kent
Tanana Chiefs Conference
First and Hall
Fairbanks, Alaska 99701
(PHONE: 452-8251, 456-5423)

Mr. Bob Knoll
Mauneluk Association
Box 256
Kotzebue, Alaska 99752
(PHONE: 442-3311)

Mr. Roger Lang
Alaska Native Foundation
P.O. Box 10-1509
Anchorage, Alaska 99511
(PHONE: 274-2541)

Mr. Bob Lohr
Upper Tanana Development
Corporation
Box 459
Tok, Alaska 99780

The Honorable Lee McAnerney
Commissioner
Department of Community and
Regional Affairs
Pouch B
Juneau, Alaska 99811
(PHONE: 465-4700)

Mr. Palmer McCarter, Director
Division of Local Government Assistance
Department of Community and Regional
Affairs
Pouch B
Juneau, Alaska 99811
(PHONE: 465-4707)

Mr. Tom Morehouse
Institute of Social and Economic
Research
707 "A" Street, #206
Anchorage, Alaska 99501
(PHONE: 278-4621)

The Honorable Bob Mulcahy
State Senator
Box 246
Kodiak, Alaska 99615

Mr. James Nordale, Attorney
North Star Borough
P.O. Box 1267
Fairbanks, Alaska 99701
(PHONE: 452-4761)

Mr. Pat Poland
Local Government Specialist
Department of Community and
Regional Affairs
225 Cordova, Building B
Anchorage, Alaska 99501

The Honorable Patrick Rodey
State Senator
601 West 5th Avenue, Suite 820
Anchorage, Alaska 99501

Mrs. Lisa Rudd
2827 Lore Road
Anchorage, Alaska 99507
(PHONE: 344-3623)

Dr. Lidia Selkregg
P.O. Box 2217
Anchorage, Alaska 99510
(PHONE: 272-5522, Ext. 225 (Work)
333-8260 (Home)

Mr. Lee Sharp, Attorney
City and Borough of Juneau
155 South Seward Street
Juneau, Alaska 99801
(PHONE: 586-3300)

Mr. Phil Smith, Executive Director
RuralCAP
327 Eagle Street
Anchorage, Alaska 99501
(PHONE: 279-2511)

Mr. Tom Smythe
Alaska Consultants
704 West 2nd Avenue
Anchorage, Alaska 99501
(PHONE: 276-1456)

Mayor Jonathan Solomon
Box 98
Fort Yukon, Alaska 99740

The Honorable Terry Stimson
State Senator
1610 "E" Street
Anchorage, Alaska 99501

Mr. Morris Thompson
Alaska Federation of Natives
1577 "C" Street, Suite 304
Anchorage, Alaska 99501

SYMPOSIUM CO-CHAIRPERSONS

Representative Bill Parker
200 Denali Street
Anchorage, Alaska 99501

Senator Arliss Sturgulewski
2957 Sheldon Jackson Street
Anchorage, Alaska 99504

OBSERVERS

Mr. James D. Babb, Jr.
Managing Editor
Tundra Times
639 "I" Street
Anchorage, Alaska 99501

Mr. Tom Klinkner
Law offices of R.W. Garnett
900 West 5th Avenue
Anchorage, Alaska 99501

Ms. K.B. Patterson
Alaska Native Foundation
411 West 4th Avenue, Suite 314
Anchorage, Alaska 99501

Ms. Julie Simon
Kotzebue, Alaska 99752

STAFF

Mrs. Marjorie Gorsuch
Mr. Gene Walsh
Local Government Study
State Capitol
Pouch V
Juneau, Alaska 99811
(PHONE: 465-3712 or
465-3758/3759)

Mr. Lamar Cotton, Graduate Intern
Mr. Jim Sanders, Graduate Intern
Local Government Study
225 Cordova, Building B
Anchorage, Alaska 99501

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



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

LOCAL GOVERNMENT STUDY BACKGROUND

The Joint Senate and House Community and Regional Affairs Committee Local Government Study was initiated as the legislative response to long-perceived problems related to local government in Alaska. The Department of Community and Regional Affairs, as well as the Municipal League, have supported such a study to clarify and resolve questions dealing with municipal relationships and the broader questions related to municipal/state relationships.

The need for such a study became evident to the chairmen of the Community and Regional Affairs Committees during the First Session of the Eleventh Legislature with consideration of legislation dealing with annexation, revenue sharing, delegation of borough powers, and "instant" unification.

Overlapping jurisdictional boundaries in the unorganized borough became an issue again when a proposal by the Tanana Chiefs Conference to create regional and subregional planning commissions was brought to the attention of the legislature. This proposal raised the question of the effectiveness of the present service delivery systems. There was renewed concern that there was no state rural policy against which to weigh this proposal and other legislative action.

The Chairmen of the Community and Regional Affairs Committees laid the groundwork for the Study in a series of meetings involving individuals from the legislature, the executive branch and the Alaska Municipal League. During these meetings, specific concerns were identified and there was consensus that legislative action in this area could be productive.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

WORK PROGRAM

The Local Government Study has been designed with recognition of the abundant amount of existing research and material which has documented the problems in the unorganized borough. Problem areas which have been identified deal with:

1. Sufficiency of available local government structures to meet the need for local government entities at the community and regional level.
2. Sufficiency of the economic base in the unorganized borough in financing the basic local government functions.
3. Continually developing jurisdictional boundaries within the unorganized borough used for both administrative and service delivery purposes.
4. The ability of the state to deliver services effectively to the unorganized borough through the creation of service areas.
5. The role of the quasi-governmental organizations as service deliverers and the functioning of such organizations as substitutes for local government.
6. The question of state vs. municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.

The approach of the Local Government Study will be solution oriented. Specific problems will be articulated and solutions proposed. The process for accomplishing this will be a series of meetings as described below.

Preliminary organizational work will consist of development of study goals, objectives and work program design as well as planning and preparation for a Local Government Symposium. Background material related to the objectives will be made available to the participants of the Symposium. (See preliminary draft of these objectives - Exhibit B)

PROCESS - The process is outlined in Exhibit C with a project schedule.

1. LOCAL GOVERNMENT SYMPOSIUM

The Symposium will bring together native leaders, local government specialists, representatives of the Alaska Municipal League and other pertinent organizations for a weekend meeting. This knowledgeable group of individuals representing diverse interests will address the problem areas and develop solutions.

An intensive product analysis will follow the Symposium and the results of this analysis will be circulated for comment by the Symposium participants.

2. REGIONAL WORKSHOPS

A series of regional workshops (Fairbanks, Anchorage, Juneau) will be held to broaden participation in the Study and include those individuals with local and regional perspective. Proposed solutions will be further discussed and refined.

3. PUBLIC HEARINGS

public hearings
The ~~last level of meetings~~ would take the Senate and House Community and Regional Affairs Committee members to the rural areas of the state to discuss the findings of the Symposium and Regional Workshops.

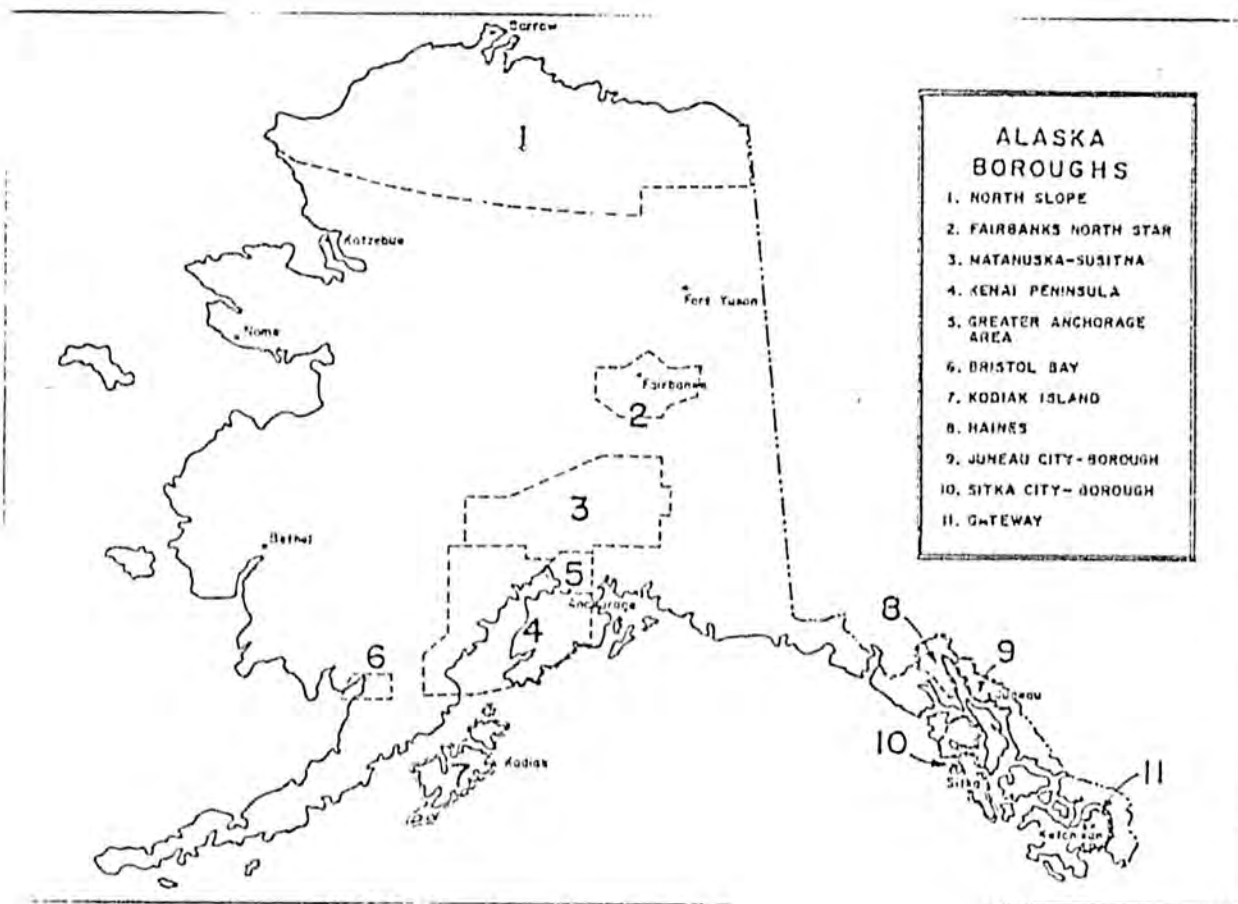
The findings of the Symposium and Workshops will be supported by the production and use of tables, charts, graphs and maps. Such tools support the intent of simplifying the subject matter and making it suitable for public educational use.

Testimony received at this time will be a major ingredient in the development of a final product. Throughout the process there will be development and consideration of proposed legislation. Specific legislative goals include addressing problem areas of Title 29 specifically service area formation as well as the broad question of achieving self determination through local government in the unorganized borough. In addition, the information developed will serve as a framework for evaluating future legislation in terms of its effect as an incentive or disincentive to local government formation.

ORGANIZED MUNICIPALITIES

Concurrent with the activities described above, and in conjunction with the Local Government Study, the Alaska Municipal League will concentrate on defining municipal problems which could have legislative solutions. This effort will be accomplished in close cooperation with the Department of Community and Regional Affairs.

A survey will be developed and circulated by the Municipal League and the survey analysis will become part of the subject matter for discussion and consideration at the Local Government Symposium and Regional Workshops.





Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY
Pouch V
State Capitol
Juneau, Alaska 99811

June 15, 1979

SUBJECT OF COMMITTEE WORK

Local Government in Alaska
(Focus on the Unorganized Borough)

HISTORICAL PERSPECTIVE

A. State Constitution

Article X of the State Constitution establishes the purpose and construction of local government and provides for maximum local self-government with a minimum of local government units and seeks to prevent duplication of tax-levying jurisdictions. It directs that the entire State shall be divided into boroughs, organized or unorganized, and that in the unorganized boroughs the legislature shall provide for the performance of services it deems necessary or advisable while allowing for maximum local participation and responsibility.

B. Borough Incorporation

Eight of the eleven existing boroughs were established in 1963 and 1964. The Mandatory Borough Act of 1963 directed incorporation of boroughs in eight urban areas within one year or mandatory incorporation would occur. Ketchikan, Sitka, Juneau and Kodiak incorporated while Anchorage, Kenai, Matanuska-Susitna and Fairbanks boroughs were incorporated directly by the state on January 1, 1964. Bristol Bay Borough was the only one of the original nine boroughs to incorporate voluntarily in 1962. Haines incorporated as a third class borough in 1968 and in 1972 the North Slope Borough voluntarily incorporated prompted by the hundreds of millions of dollars in taxable property values at the Prudhoe Bay oil fields.

C. Significant Legislative Proposals

Although there were numerous city incorporations in the unorganized borough, only the North Slope Borough has chosen to organize a regional government. Motivated by awareness of the need for a vehicle for social and political unity and a mechanism for more efficient and equitable distribution of public revenues, a series of legislative proposals have been introduced during the last decade.

In 1972 a comprehensive legislative program was introduced which included a plan to subdivide the unorganized borough (HB 596), levy a 15 mill tax on property located in the unorganized borough with distribution of revenue among unorganized boroughs (HB 597) and a levy of 20 mill tax on the pipeline with distribution to local governments, organized and unorganized (HB 598). Governor Egan's bills, while bringing before the legislature and the public much useful information and debate, were not passed.

Other significant legislation related to the unorganized borough included Representative Tom Fink's HB 122 introduced in 1973 which would have required the incorporation of organized boroughs in all of unorganized Alaska by 1977. Representative Terry Gardiner of Ketchikan introduced HB 291 (1973) which would have established structures that could either remain unincorporated with elected advisory councils, or choose to incorporate at a future date as boroughs of any class or as home rule boroughs.

Since 1973 there have been piecemeal legislative approaches to the problem of providing services in the unorganized borough. In addition, Representative Charlie Parr of Fairbanks has introduced legislation which would provide for taxation of developed land in the unorganized borough (HB 202 - Tenth Legislative Session and HB 9 - Eleventh Legislative Session). None of the above mentioned legislation became law.

In 1972 a number of municipal concerns were addressed in the drafting of a Municipal Government Code, Title 29 which replaced the repealed Title 7 (Boroughs) and the former Title 29 (Municipal Corporations).

D. Service Delivery to the Unorganized Borough

The State Constitution provides that 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.

In response to the need for delivery of certain services, the state has established a number of jurisdictional boundaries within the unorganized borough.

1. Regional Educational Attendance Areas (REAA's) were created in 1975 as the mechanism through which the legislature delegates to regional school boards the authority to operate the public schools using the boundaries or sub-boundaries of the regional corporations established under the Alaska Native Settlement Act or a combination of such boundaries.

2. Coastal Resource Service Areas are authorized by the Alaska Coastal Management Act of 1977 to plan for the coastal areas. Each regional educational attendance area containing a part of the coastal area may be organized for this purpose or two or more REAAs may be consolidated as a single coastal resource service area. Implementation of the plans which are developed is the responsibility of the state.
3. Salmon Enhancement Service Areas were authorized by 59 SLA 1979. A qualified regional association, when it becomes a nonprofit corporation under AS 10.20, is established as a service area in the unorganized borough under AS 29.03.020 for the purpose of providing salmon enhancement services.

A study prepared by the Division of Policy Development and Planning in December 1976 entitled "Alaska Regions and Substate Districts" documented the proliferation of district boundaries used by governmental agencies for both administrative and service delivery functions. It depicted these overlapping jurisdictional boundaries as confusing and as roadblocks to the efficient delivery of services to citizens therefore preventing the Federal, State and local governments from fulfilling their responsibilities to Alaskans.

Systems of subdivisions of the State were analyzed, mapped and compared for their capability to serve as vehicles for governmental planning and program delivery. Each one was also evaluated in terms of its long-term usefulness for governmental purposes. Although specific recommendations for the creation of planning regions and substate districts were incorporated into the study, no action was taken.

CURRENT STATUS

Current efforts which have a bearing on the subject matter of the Local Government Study include:

A. Alaska Coastal Management Program First Year 306 Grant

The Office of Coastal Management, Division of Policy Development and Planning, Office of the Governor has applied for a 306 Grant and has identified as one of its special studies within the grant proposal a study of unorganized borough management alternatives.

The grant proposal states that structures or mechanisms for local planning in the unorganized borough raise questions and have implications for the Alaska Coastal Management Program as well as every other state program in the unorganized borough. The state needs to carefully identify and analyze alternative approaches and structures for planning in the unorganized borough. The Legislature is sufficiently concerned about the problems of local government and the discrepancies between the organized and unorganized areas, that a special legislative committee has been organized to study alternatives for the provision of all services to all local areas (both organized and unorganized) during the next interim.

The issues which cause this item to be a priority for special study by the coastal management program are several. The new lease sale schedule, proposed bottomfish expansion, and suggested new port development all affect the unorganized borough which at the present time has no satisfactory regulatory mechanisms by state or local governments.

B. Housing and Urban Development Grant Application by Division of Policy Development and Planning for FY 80-81

The application by DPDP includes a program subcategory, Regional Planning in the Unorganized Borough, with the objective of establishing a uniform regional planning structure in the unorganized borough. The Division proposes to work jointly with the Local Government Study on this issue and to develop an official policy in regard to regional planning in the unorganized borough and the structure through which sustained local involvement can be obtained.

C. Yukon Flats Regional Government Study

The Alaska State Legislature, acting on a request from the people of the Yukon Flats region, directed that a study be carried out to explore the feasibility of establishing a regional government in that area. The Department of Community and Regional Affairs, in concert with an Advisory Committee from the region, designed the general contract which has been implemented by Ralph R. Darbyshire and Associates. The Yukon Flats Regional Government Study is in the final stages of development with the final summary report scheduled for completion in June, 1979.

The product will present findings with respect to alternatives available in borough incorporation; advantages and disadvantages of borough incorporation; and the legal, political, social and financial ramifications of borough incorporation.

D. Northwest Alaska Native Association Regional Strategies

In 1978 NANA requested state assistance in order to begin a process to establish an overall regional strategy plan. The Division of Policy Development and Planning has developed a HUD grant proposal to help accomplish this goal. The issues seen by regional officials as central to the regional strategy concern the environmental carrying capacity of the NANA region and its inherent effects on the patterns of development, the necessity for identifying and analyzing alternatives to transportation systems and public facilities and an accurate assessment of the present socio-economic characteristics of the region's population.

E. Tanana Chiefs Conference Proposal

During the First Session of the Eleventh Legislature the Tanana Chiefs Conference brought to the attention of the legislators a proposal to establish six sub-regional planning commissions within the boundaries of the Doyon Regional Corporation. While it is the intention of TCC to proceed with this effort, they have requested the Governor designate these commissions as planning advisory councils pursuant to AS 44.19.880 (c). Legislation which would have established these regional planning commissions vested with substantial local government powers was drafted.

As this proposal posed questions with significant ramifications, including the relationship of these planning commissions to the activities of federal and state agencies in the region and the relationship of these new entities to existing local governments organized under state law, no legislative action was taken.

Relevant to the historical perspective and current status of local government in Alaska is the bibliography developed for use in the Local Government Study. (See Exhibit A)

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

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEES
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

May 11, 1979

The Honorable Jay S. Hammond
Governor
Pouch A
Juneau, Alaska 99811

Dear Governor Hammond:


The First Session of the Eleventh State Legislature has recently approved the formation of an Interim Local Government Committee composed of the Senate and House Community and Regional Affairs Committees, and has appropriated \$74,000 (Seventy Four Thousand Dollars) for that purpose.

During the course of this Session, we, as Chairmen of the Community and Regional Affairs Committees, became aware of the long-standing need to address the problems of rural Alaska. We have met with representatives of the following departments and agencies, all of whom have been most supportive in our efforts to define the scope of the study: Department of Community and Regional Affairs, Department of Transportation and Public Facilities, Department of Revenue, Division of Policy Development and Planning, and the Office of Coastal Management.

Due to the complexity of this issue, which transcends any single departmental jurisdiction, other departments might be called upon to contribute to the study. We would appreciate your assistance in informing all State departments of the existence of this Committee.

We welcome your support of our joint interim efforts and will keep you advised of the ongoing progress of this study.

Sincerely,



Senator Arliss Sturgulewski



Representative Bill Parker

Attachment

June 28, 1979

Ms. Jessie Dodson
Special Assistant
Office of the Governor
Pouch A
Juneau, Alaska

Dear Jessie Dodson,

We thought you might be interested in the work program developed for the Local Government Study. As charted on Exhibit C, the solution-oriented approach of the Study will revolve around a series of meetings: Local Government Symposium, Regional Workshops and Public Hearings.

Contacts have been made with ~~the~~ leaders who will be involved in the initial Symposium planning meeting to be held in Anchorage on July 2.

We would be happy to furnish you with any additional information you may need and are available to answer questions and to receive your comments on the project.

Yours truly,

Senate C&RA
Administrative Assistant

House C&RA
Administrative Assistant



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

June 15, 1979

SUBJECT OF COMMITTEE WORK

Local Government in Alaska
(Focus on the Unorganized Borough)

HISTORICAL PERSPECTIVE

A. State Constitution

Article X of the State Constitution establishes the purpose and construction of local government and provides for maximum local self-government with a minimum of local government units and seeks to prevent duplication of tax-levying jurisdictions. It directs that the entire State shall be divided into boroughs, organized or unorganized, and that in the unorganized boroughs the legislature shall provide for the performance of services it deems necessary or advisable while allowing for maximum local participation and responsibility.

B. Borough Incorporation

Eight of the eleven existing boroughs were established in 1963 and 1964. The Mandatory Borough Act of 1963 directed incorporation of boroughs in eight urban areas within one year or mandatory incorporation would occur. Ketchikan, Sitka, Juneau and Kodiak incorporated while Anchorage, Kenai, Matanuska-Susitna and Fairbanks boroughs were incorporated directly by the state on January 1, 1964. Bristol Bay Borough was the only one of the original nine boroughs to incorporate voluntarily in 1962. Haines incorporated as a third class borough in 1968 and in 1972 the North Slope Borough voluntarily incorporated prompted by the hundreds of millions of dollars in taxable property values at the Prudhoe Bay oil fields.

C. Significant Legislative Proposals

Although there were numerous city incorporations in the unorganized borough, only the North Slope Borough has chosen to organize a regional government. Motivated by awareness of the need for a vehicle for social and political unity and a mechanism for more efficient and equitable distribution of public revenues, a series of legislative proposals have been introduced during the last decade.

In 1972 a comprehensive legislative program was introduced which included a plan to subdivide the unorganized borough (HB 596), levy a 15 mill tax on property located in the unorganized borough with distribution of revenue among unorganized boroughs (HB 597) and a levy of 20 mill tax on the pipeline with distribution to local governments, organized and unorganized (HB 598). Governor Egan's bills, while bringing before the legislature and the public much useful information and debate, were not passed.

Other significant legislation related to the unorganized borough included Representative Tom Fink's HB 122 introduced in 1973 which would have required the incorporation of organized boroughs in all of unorganized Alaska by 1977. Representative Terry Gardiner of Ketchikan introduced HB 291 (1973) which would have established structures that could either remain unincorporated with elected advisory councils, or choose to incorporate at a future date as boroughs of any class or as home rule boroughs.

Since 1973 there have been piecemeal legislative approaches to the problem of providing services in the unorganized borough. In addition, Representative Charlie Parr of Fairbanks has introduced legislation which would provide for taxation of developed land in the unorganized borough (HB 202 - Tenth Legislative Session and HB 9 - Eleventh Legislative Session). None of the above mentioned legislation became law.

In 1972 a number of municipal concerns were addressed in the drafting of a Municipal Government Code, Title 29 which replaced the repealed Title 7 (Boroughs) and the former Title 29 (Municipal Corporations).

D. Service Delivery to the Unorganized Borough

The State Constitution provides that 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.

In response to the need for delivery of certain services, the state has established a number of jurisdictional boundaries within the unorganized borough.

1. Regional Educational Attendance Areas (REAs) were created in 1975 as the mechanism through which the legislature delegates to regional school boards the authority to operate the public schools using the boundaries or sub-boundaries of the regional corporations established under the Alaska Native Settlement Act or a combination of such boundaries.

2. Coastal Resource Service Areas are authorized by the Alaska Coastal Management Act of 1977 to plan for the coastal areas. Each regional educational attendance area containing a part of the coastal area may be organized for this purpose or two or more REAAs may be consolidated as a single coastal resource service area. Implementation of the plans which are developed is the responsibility of the state.
3. Salmon Enhancement Service Areas were authorized by 59 SLA 1979. A qualified regional association, when it becomes a nonprofit corporation under AS 10.20, is established as a service area in the unorganized borough under AS 29.03.020 for the purpose of providing salmon enhancement services.

A study prepared by the Division of Policy Development and Planning in December 1976 entitled "Alaska Regions and Substate Districts" documented the proliferation of district boundaries used by governmental agencies for both administrative and service delivery functions. It depicted these overlapping jurisdictional boundaries as confusing and as roadblocks to the efficient delivery of services to citizens therefore preventing the Federal, State and local governments from fulfilling their responsibilities to Alaskans.

Systems of subdivisions of the State were analyzed, mapped and compared for their capability to serve as vehicles for governmental planning and program delivery. Each one was also evaluated in terms of its long-term usefulness for governmental purposes. Although specific recommendations for the creation of planning regions and substate districts were incorporated into the study, no action was taken.

CURRENT STATUS

Current efforts which have a bearing on the subject matter of the Local Government Study include:

A. Alaska Coastal Management Program First Year 306 Grant

The Office of Coastal Management, Division of Policy Development and Planning, Office of the Governor has applied for a 306 Grant and has identified as one of its special studies within the grant proposal a study of unorganized borough management alternatives.

The grant proposal states that structures or mechanisms for local planning in the unorganized borough raise questions and have implications for the Alaska Coastal Management Program as well as every other state program in the unorganized borough. The state needs to carefully identify and analyze alternative approaches and structures for planning in the unorganized borough. The Legislature is sufficiently concerned about the problems of local government and the discrepancies between the organized and unorganized areas, that a special legislative committee has been organized to study alternatives for the provision of all services to all local areas (both organized and unorganized) during the next interim.

The issues which cause this item to be a priority for special study by the coastal management program are several. The new lease sale schedule, proposed bottomfish expansion, and suggested new port development all affect the unorganized borough which at the present time has no satisfactory regulatory mechanisms by state or local governments.

B. Housing and Urban Development Grant Application by Division of Policy Development and Planning for FY 80-81

The application by DPDP includes a program subcategory, Regional Planning in the Unorganized Borough, with the objective of establishing a uniform regional planning structure in the unorganized borough. The Division proposes to work jointly with the Local Government Study on this issue and to develop an official policy in regard to regional planning in the unorganized borough and the structure through which sustained local involvement can be obtained.

C. Yukon Flats Regional Government Study

The Alaska State Legislature, acting on a request from the people of the Yukon Flats region, directed that a study be carried out to explore the feasibility of establishing a regional government in that area. The Department of Community and Regional Affairs, in concert with an Advisory Committee from the region, designed the general contract which has been implemented by Ralph R. Darbyshire and Associates. The Yukon Flats Regional Government Study is in the final stages of development with the final summary report scheduled for completion in June, 1979.

The product will present findings with respect to alternatives available in borough incorporation; advantages and disadvantages of borough incorporation; and the legal, political, social and financial ramifications of borough incorporation.

D. Northwest Alaska Native Association Regional Strategies

In 1978 NANA requested state assistance in order to begin a process to establish an overall regional strategy plan. The Division of Policy Development and Planning has developed a HUD grant proposal to help accomplish this goal. The issues seen by regional officials as central to the regional strategy concern the environmental carrying capacity of the NANA region and its inherent effects on the patterns of development, the necessity for identifying and analyzing alternatives to transportation systems and public facilities and an accurate assessment of the present socio-economic characteristics of the region's population.

E. Tanana Chiefs Conference Proposal

During the First Session of the Eleventh Legislature the Tanana Chiefs Conference brought to the attention of the legislators a proposal to establish six sub-regional planning commissions within the boundaries of the Doyon Regional Corporation. While it is the intention of TCC to proceed with this effort, they have requested the Governor designate these commissions as planning advisory councils pursuant to AS 44.19.880 (c). Legislation which would have established these regional planning commissions vested with substantial local government powers was drafted.

As this proposal posed questions with significant ramifications, including the relationship of these planning commissions to the activities of federal and state agencies in the region and the relationship of these new entities to existing local governments organized under state law, no legislative action was taken.

Relevant to the historical perspective and current status of local government in Alaska is the bibliography developed for use in the Local Government Study. (See Exhibit A)



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

LOCAL GOVERNMENT STUDY BACKGROUND

The Joint Senate and House Community and Regional Affairs Committee Local Government Study was initiated as the legislative response to long-perceived problems related to local government in Alaska. The Department of Community and Regional Affairs, as well as the Municipal League, have supported such a study to clarify and resolve questions dealing with municipal relationships and the broader questions related to municipal/state relationships.

The need for such a study became evident to the chairmen of the Community and Regional Affairs Committees during the First Session of the Eleventh Legislature with consideration of legislation dealing with annexation, revenue sharing, delegation of borough powers, and "instant" unification.

Overlapping jurisdictional boundaries in the unorganized borough became an issue again when a proposal by the Tanana Chiefs Conference to create regional and subregional planning commissions was brought to the attention of the legislature. This proposal raised the question of the effectiveness of the present service delivery systems. There was renewed concern that there was no state rural policy against which to weigh this proposal and other legislative action.

The Chairmen of the Community and Regional Affairs Committees laid the groundwork for the Study in a series of meetings involving individuals from the legislature, the executive branch and the Alaska Municipal League. During these meetings, specific concerns were identified and there was consensus that legislative action in this area could be productive.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

WORK PROGRAM

The Local Government Study has been designed with recognition of the abundant amount of existing research and material which has documented the problems in the unorganized borough. Problem areas which have been identified deal with:

1. Sufficiency of available local government structures to meet the need for local government entities at the community and regional level.
2. Sufficiency of the economic base in the unorganized borough in financing the basic local government functions.
3. Continually developing jurisdictional boundaries within the unorganized borough used for both administrative and service delivery purposes.
4. The ability of the state to deliver services effectively to the unorganized borough through the creation of service areas.
5. The role of the quasi-governmental organizations as service deliverers and the functioning of such organizations as substitutes for local government.
6. The question of state vs. municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.

The approach of the Local Government Study will be solution oriented. Specific problems will be articulated and solutions proposed. The process for accomplishing this will be a series of meetings as described below.

Preliminary organizational work will consist of development of study goals, objectives and work program design as well as planning and preparation for a Local Government Symposium. Background material related to the objectives will be made available to the participants of the Symposium. (See preliminary draft of these objectives - Exhibit B)

PROCESS - The process is outlined in Exhibit C with a project schedule.

1. LOCAL GOVERNMENT SYMPOSIUM

The Symposium will bring together native leaders, local government specialists, representatives of the Alaska Municipal League and other pertinent organizations for a weekend meeting. This knowledgeable group of individuals representing diverse interests will address the problem areas and develop solutions.

An intensive product analysis will follow the Symposium and the results of this analysis will be circulated for comment by the Symposium participants.

2. REGIONAL WORKSHOPS

A series of regional workshops (Fairbanks, Anchorage, Juneau) will be held to broaden participation in the Study and include those individuals with local and regional perspective. Proposed solutions will be further discussed and refined.

3. PUBLIC HEARINGS

The last level of meetings would take the Senate and House Community and Regional Affairs Committee members to the rural areas of the state to discuss the findings of the Symposium and Regional Workshops.

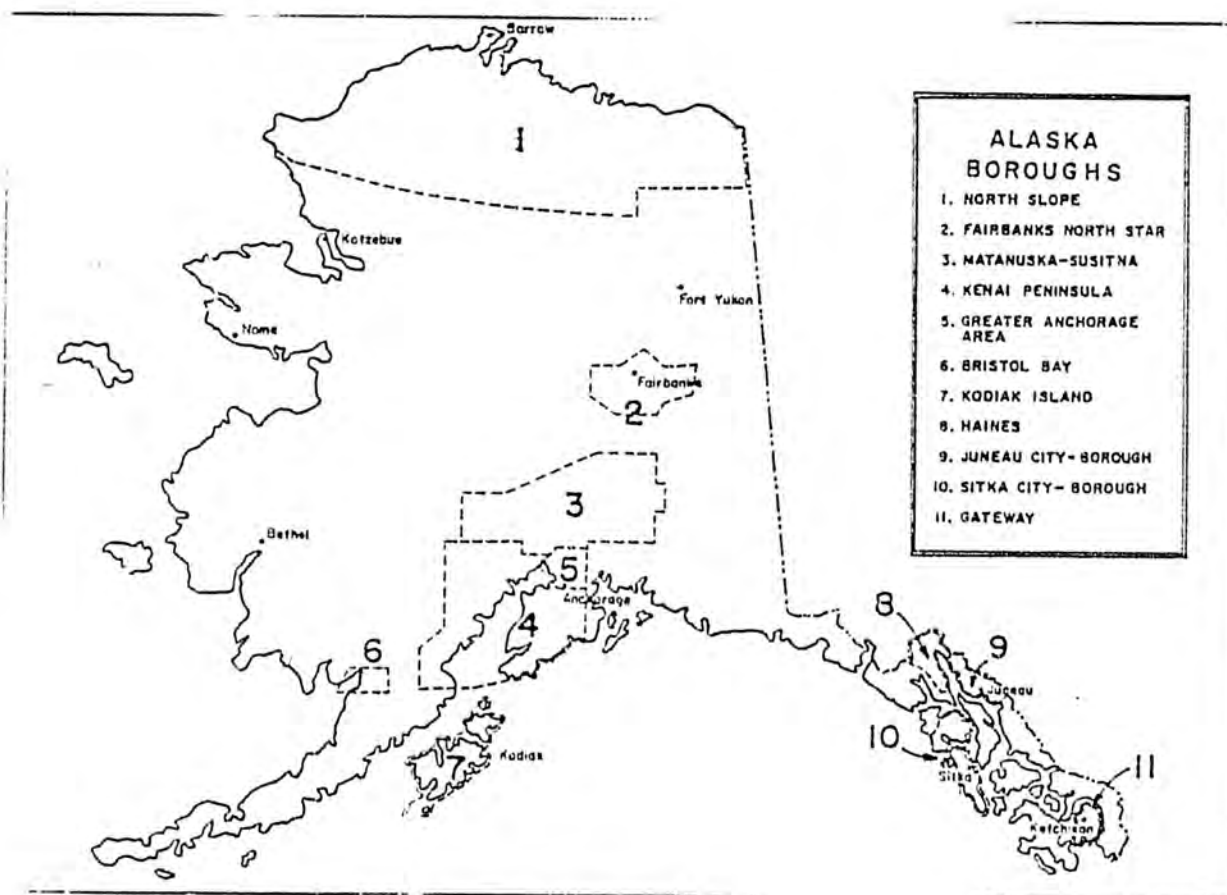
The findings of the Symposium and Workshops will be supported by the production and use of tables, charts, graphs and maps. Such tools support the intent of simplifying the subject matter and making it suitable for public educational use.

Testimony received at this time will be a major ingredient in the development of a final product. Throughout the process there will be development and consideration of proposed legislation. Specific legislative goals include addressing problem areas of Title 29 specifically service area formation as well as the broad question of achieving self determination through local government in the unorganized borough. In addition, the information developed will serve as a framework for evaluating future legislation in terms of its effect as an incentive or disincentive to local government formation.

ORGANIZED MUNICIPALITIES

Concurrent with the activities described above, and in conjunction with the Local Government Study, the Alaska Municipal League will concentrate on defining municipal problems which could have legislative solutions. This effort will be accomplished in close cooperation with the Department of Community and Regional Affairs.

A survey will be developed and circulated by the Municipal League and the survey analysis will become part of the subject matter for discussion and consideration at the Local Government Symposium and Regional Workshops.



SELECTED BIBLIOGRAPHY

The States and Local Affairs

Books

- Adrian, Charles R. *Governing our Fifty States and their Communities*. 2nd ed. New York: McGraw-Hill Book Co., 1967.
- . *State and Local Governments*. 2nd ed. New York: McGraw-Hill Book Co., 1967.
- Anderson, William, and others. *Government in the Fifty States*. New York: Holt, Rinehart and Winston, 1960.
- Elazar, Daniel J. *American Federalism: A View From the States*. New York: Thomas Y. Crowell Co., 1966.
- Federalist Papers*. Introduction by Clinton Rossiter. New York: The New American Library, 1961.
- Fesler, James W. *The Fifty States and their Local Governments*. New York: Alfred A. Knopf, Inc., 1967.
- Lockard, Duane. *The Politics of State and Local Government*. 2nd ed. New York: The MacMillan Co., 1969.
- Maass, Arthur, ed. *Area and Power: A Theory of Local Government*. Glencoe, Ill.: The Free Press, 1958.
- Sanford, Terry. *Storm Over the States*. New York: McGraw-Hill Book Co., 1967.

Articles, Papers, and Reports

Advisory Commission on Intergovernmental Relations. *1967 State Legislative Program*. Washington, D.C., September 1966.

———. *Performance of Urban Functions: Local and Areawide*. Report M-21. Revised. Washington, D.C., 1963.

———. *Eighth Annual Report*. Washington, D.C., January 31, 1967.

———. *Ninth Annual Report*. Washington, D.C., January 31, 1968.

———. *Tenth Annual Report*. Washington, D.C., January 31, 1969.

Beckman, Norman. "Strengthening Local Government Through State Action." Address before the Tax Institute of America Symposium. Washington, D.C., December 1, 1967.

Bureau of Public Administration. University of California, Berkeley. "A State Agency for Local Affairs?", by John G. Grumm. *1961 Legislative Problems*, No. 6, March 1961.

Commission on Intergovernmental Relations. *Final Report*. Washington: Government Printing Office, 1955.

Committee for Economic Development. *Modernizing Local Government*. A Statement on National Policy by the Research and Policy Committee, July 1967.

———. *Modernizing State Government*. A Statement on National Policy by the Research and Policy Committee, July 1967.

Connecticut Commission to Study the Necessity and Feasibility of Metropolitan Government. *The State's Biggest Business—Local and Regional Problems*, January 1967.

Council of State Governments. *State-Local Relations*. Report of the Committee on State-Local Relations. Chicago, 1946.

- _____. *The States and the Metropolitan Problem*. A Report to the Governors' Conference. Chicago, 1956.
- _____. *State Responsibility in Urban Regional Development*. A Report to the Governors' Conference. Chicago, 1962.
- _____. *State Planning: A Policy Statement*, by the Subcommittee on State Planning, the Governors' Conference. Chicago, 1962.
- _____. *State Technical Assistance to Local Governments*, by William L. Frederick and Marilyn Gittell. Chicago, 1962.
- _____. *State Programming and Economic Development*, by Selma Mushkin. Chicago, 1965.
- Elazar, Daniel J. *Federalism and the Community*. Fourteenth Annual Wherrett Lecture on Local Government. Institute of Local Government, Graduate School of Public and International Affairs, University of Pittsburgh, 1968.
- Hirsch, Werner Z. "Local Versus Areawide Urban Government Services." *National Tax Journal*, XVII (December 1964), 331-39.
- Ingraham, Page L. "New Role for the States?" *Public Management*, (June 1968), 138-42.
- Institute of Government and Public Affairs, University of Illinois. *The State and its Cities*, ed. by James H. Andrews. Report and Background Papers, Assembly on the State and its Cities. Zion, Ill., December 8-10, 1966.
- Kammerer, Gladys M. *A State Department of Local Affairs*. Public Administration Clearing Service, University of California. Civic Information Series No. 47, 1969.
- Krueger, Ralph R. "The Provincial-Municipal Government Revolution in New Brunswick," *Canadian Public Administration*, XII (Spring 1970), 51-99.

Legislative Reference Bureau, State of Wisconsin. *A Summary Look at State Agencies of Local Affairs*, by Patricia V. Robbins. Information Bulletin 66-12. Madison, Wisconsin, December 1966.

National Governors' Conference, Committee on State-Urban Relations, "Report." July 22, 1968. (Mimeo.)

Reeves, H. Clyde. "Role of State Governments in our Intergovernmental System." *Public Administration Review*, XXVIII (May-June 1968), 267-70.

Scott, Stanley. "The Study of Urban Government: First steps Towards an International Discipline." *Public Administration Review*, XXIX (September-October 1969), 546-552.

Smallwood, Frank. "Reshaping Local Government Abroad." *Public Administration Review*, XXX (September-October 1970), 521-30.

Snowiss, Sylvia. *Urban Problems and Governmental Organization*. University of California, Los Angeles. Institute of Government and Public Affairs, 1967. (Mimeo.)

U.S. Congress, House of Representatives, Committee on Government Operations. *Metropolitan America: Challenge to Federalism*. A study submitted to the Intergovernmental Relations Subcommittee by the Advisory Commission on Intergovernmental Relations, 89th Congress, 2nd Session, 1966.

———. *Unshackling Local Governments: A Survey of Proposals by the ACIR*. Thirtieth Report, 89th Congress, 2nd Session, 1966.

U.S. Congress, Senate, Committee on Government Operations. *Creative Federalism, Hearings, before the Subcommittee on Intergovernmental Relations, on Improving Intergovernmental Cooperation in the Management of Federal Assistance Programs*, 89th Congress, 2nd Session, and 90th Congress, 1st Session, 1966 and 1967.

U.S. Department of Commerce, Economic Development Administration. *State Development Strategies*. Proceedings of a seminar co-sponsored by the Council of State Planning Agencies and the AIP State Planning Committee, Portland, Oregon, August 13-14, 1966.

Zimmerman, Joseph F. *State Agencies for Local Affairs*. Local Government Studies Center, Graduate School of Public Affairs, State University of New York at Albany. June 1968. (Mimeo.)

Structuring Local Government in Alaska

Alaska Constitutional Convention. *Minutes of the Committee on Local Government*, 1955-1956. (Mimeo.)

Alaska, Department of Law, Office of the Attorney General. *Opinions of the Attorney General*. 1961-1966 (selected).

Alaska, Legislative Council. *Alaska Constitutional Convention Proceedings*. November 1955 to February 1956. Juneau, 1965.

_____. *City-Borough Unification Proposal—A Preliminary Look at the Question*. Juneau, January 1967.

_____. *Local Government in Alaska: Problems and Alternatives*. Publication No. 21-6. Juneau, July 1954. (Mimeo.)

_____. *Report on School Support*. Juneau, January 1961. (Mimeo.)

Alaska, Legislative Council and Local Affairs Agency. *Final Report on Borough Government*. Juneau, 1961.

Alaska, Local Affairs Agency. *Alaska Local Government*. Juneau, 1961-1968.

_____. *Borough Manual—Schools*. Vol. II. Juneau, 1963.

_____. *Incorporation of an Organized Borough*. Juneau, May 1961. (Mimeo.)

Alaska State Organization and Programs

Alaska, Department of Administration. *The Budget of the State of Alaska, 1963-1969*. Juneau, 1962-1968.

Alaska, Department of Education, *1966-1967 Annual Report*. Juneau, 1968.

Alaska, Legislative Council, Legislative Affairs Agency. *Legislative Handbook on Alaska State Government*. Juneau, 1968.

Alaska State Housing Authority. *Official Statement, Sale of Lease Revenue Bonds*, July 6, 1967.

Alaska, State Planning Commission. "State Planning for Alaska." Prepared by Victor Fischer and George W. Rogers. Juneau, December 1959. (Mimeo.)

Crittenden, Edwin B. "ASHA Today." A Report to the Board, August 1, 1968. (Mimeo.)

Governor's Committee on Education. *An Overall Plan for Rural Alaska*, Approved by Governor William A. Egan as the Official State Plan. (Revised.) February 28, 1966.

Harold F. Wise and Associates. "A State Planning Program for Alaska." A report prepared for the State Division of Planning and Research. September 20, 1968. (Mimeo.)

Lindeman, Erick L., and others. *A Foundation for Alaska's Public Schools*. Report of a Survey for the Alaska State Board of Education, September 1961.

Public Administration Service. *Proposed Organization of the Executive Branch—State of Alaska*. Chicago, 1958.

U.S. Office of Economic Opportunity. *Catalog of Federal Domestic Assistance*. Washington, D.C., January 1969.

Alaska

Alaska, Department of Administration. *Annual Financial Statement of the State of Alaska*. Juneau, 1963-1968.

Alaska Legislative Council. *Federal Grant-In-Aid Programs in Alaska*. Juneau, 1967.

———. *Revenue and Taxation in Alaska*. Part II Evaluation and Recommendations. Juneau, 1962.

———. *Staff Report on Local Sales Taxation*. Juneau, 1966.

———. *State Assistance to Local Governments on Bonding Problems*. Juneau, 1967.

Alaska, Local Affairs Agency. *Alaska Intra-State Bond Conference*. Juneau, 1967.

Alaska Municipal League. *Policy Statement for 1969*. Juneau, 1968. (Mimeo.)

Alaska, Office of the Governor. *Revenue Sources, 1968-1974*. Submitted to the First Session, Sixth State Legislature. Juneau, 1969.

———. *Revenue Sources, 1969-1975*. Submitted to the Second Session, Sixth State Legislature. Juneau, 1970.

U.S. Office of Economic Opportunity. *Federal Outlays in Alaska in Fiscal Year 1968*. Washington, 1968.

Socio-Economic Environment

- Alaska, Department of Economic Development. *Alaska Statistical Review*. Juneau, 1969.
- Brady, Terry. "Alaska's Economy in 1967." *Alaska Review of Business and Economic Conditions*. Vol. V, No. 2. Institute of Social, Economic and Government Research, University of Alaska, July 1968.
- . "Alaska's Economy in 1968." *Alaska Review of Business and Economic Conditions*. Vol. VI, No. 3. Institute of Social, Economic and Government Research, University of Alaska, August 1969.
- Cooley, Richard A. *Alaska: A Challenge in Conservation*. Madison: University of Wisconsin Press, 1967.
- Federal Field Committee for Development Planning in Alaska. *A Subregional Economic Analysis of Alaska*. Anchorage, 1968.
- . *Alaska Natives and the Land*. Washington, D.C.: Government Printing Office, 1968.
- . *Economic Development In Alaska*. A report to the President, August, 1966, Washington, D.C.: Government Printing Office, 1966.
- Hippler, Arthur E., and others. "Northwest Alaska Regional Development Study." Unpublished draft, College: Institute of Social, Economic and Government Research, University of Alaska, 1969.
- Hughes, Charles C. *An Eskimo Village in the Modern World*. Ithaca: Cornell University Press, 1960.
- Jenness, Diamond. *Eskimo Administration: 1. Alaska*. Arctic Institute of North America, Technical Paper No. 10, July 1962.
- Jones, George M. *The Economic Impact of Fort Wainwright and Eielson Air Force Base on Fairbanks, Alaska*. Unpublished master's thesis, University of Alaska, 1968.

Rogers, George W. *A Handbook on Alaska Regionalism*. Office of the Governor, Juneau, Alaska, November 21, 1955. (Mimeo.)

_____. *Alaska Regional Population and Employment*. SEG Report No. 15. College, Alaska: Institute of Social, Economic and Government Research, University of Alaska, 1967.

_____. "Eskimo Administration in Alaska." *Arctic*, XX (December 1967).

_____. "Party Politics or Protest Politics: Current Political Trends in Alaska." *The Polar Record*, Vol. 14, No. 91, 1969, pp. 445-58.

_____. *The Future of Alaska*. Baltimore: The Johns Hopkins Press, 1962.

Rogers, George W. and Cooley, Richard A. *Alaska's Population and Economy*. Economic Series: Publication No. 1, Vol. I. College, Alaska: Institute of Business, Economic and Government Research, University of Alaska, 1963.

Sullivan, James W. "Personal Income Patterns in Alaska." *Alaska Review of Business and Economic Conditions*, Vol. VI, No. 1. University of Alaska, Institute of Social, Economic and Government Research, February, 1969.

Van Stone, James W. *An Eskimo Village in Transition*. Seattle: University of Washington Press, 1962.

Alaska Local Government History

Andrews, Clarence. *The Story of Sitka*. Caldwell: Caxton Printers Ltd., 1938.

Bancroft, Hubert Howe. *History of Alaska: 1730-1885*. New York: Antiquarian Press Ltd., 1959.

Brooks, Alfred Hulse. *Blazing Alaska's Trails* College: University of Alaska and Arctic Institute of North America, Caxton Printers, 1953.

Chevigny, Hector. *Russian America*. New York: Viking Press, 1965.

Coolidge, Louis Arthur. *Klondike and the Yukon Country*. Philadelphia: Henry Altemus, 1897.

Crain, Melvin. "Governance for Alaska: Some Aspects of Representation." Unpublished Ph.D. dissertation, University of Southern California, 1957.

Davis, Frank G. *History of Education in Alaska*. 1917.

Goodrich, Harold B. "History and Conditions of the Yukon Gold District to 1897." *Eighteenth Annual Report of the U.S. Geological Survey, 1896-1897*. Washington, 1898.

Gruening, Ernest. *The State of Alaska*. New York: Random House, 1954.

Nichols Jeanette P. *Alaska: A History of its First Half Century Under the Rule of the United States*. Cleveland: Arthur H. Clark Co., 1924.

Okun, Semen Bentsionovich. *The Russian-American Company*. Cambridge: Harvard University Press, 1951.

Paul, Rodman. *Mining Frontiers of the Far West, 1848-1880*. New York: Holt, Rinehart, and Winston, 1963.

Sherwood, Morgan B., ed. *Alaska and its History*. Seattle: University of Washington Press, 1967.

Sitka Proceedings. *Record of Cases in Mayor's Court, City of Sitka*. December 5, 1867-November 20, 1872.

Sitka Proceedings. *Record of the Proceedings of the City Council of the City of Sitka, Alaska Territory*. December 3, 1882. Filmed by the Alaska Historical Library, 1966.

Spicer, George Washington. *The Constitutional Status and Government of Alaska*. Baltimore: The Johns Hopkins Press, 1927.

Tompkins, Stuart Ramsay. *Alaska: Promyshlennik and Sourdough*. Norman: University of Oklahoma Press, 1945.

Wickersham, James. *A Bibliography of Alaskan Literature, 1724-1924*. Cordova: Cordova Daily Times Print, 1927.

U.S. Congress. *Reports of Captain L.A. Beardslee, U.S. Navy, Relative to Affairs in Alaska and the Operations of the U.S.S. Jamestown*, by L.A. Beardslee. 47th Congress, 2nd Session, Senate Document 71. Washington, 1882.

U.S. Congress. *Report on Condition of Affairs in Alaska*, by L.A. Beardslee. 46th Congress, 2nd Session, Senate Ex. Document 105, Washington, 1880.

Reports and Studies

Alaska Regions and Substate Districts, Division of Policy Development and Planning, Office of the Governor, Dec. 1976, 38- pages

Equalization of Local Government Revenues in Alaska, Richard W. Garnett III, Institute of Social, Economic and Government Research (Institute of Economic and Social Research) University of Alaska, January, 1973, 56- pages

Local Government Checklist, Paul Conger, Department of Community and Regional Affairs, Local Government Assistance, February, 1978, 169- pages (unpublished)

Issues of Regional Government in Alaska, Victor Fisher and Thomas A. Morehouse Institute of Social, Economic and Government Research, University of Alaska, Fairbanks, Alaska, February, 1974, 70- pages apx. (Review Draft Only - Not to be released, quoted, or cited without permission of authors)

Borough Government in Alaska, Thomas A. Morehouse and Victor Fisher, Institute of Social, Economic and Government, University of Alaska, Fairbanks, Alaska, March, 1971, ISEGER Report No. 29, 171- pages

Executive Summary, Citizens Participation Conference, Rural Alaska Community Action Program, March 5-8, 1979, Juneau, Alaska, (workshop papers) 45- pages

What's a....., How's It Organized? How Does It Operate? What Are Its Powers? And More, Cooperative Extension Service, University of Alaska in cooperation with Department of Community and Regional Affairs, State of Alaska, Revised February 1978, 40- pages apx.

Regional Government for the Unorganized Borough, Resources Development Internship Western Interstate Commission for Higher Education and Alaska Department of Community and Regional Affairs, August, 1973, 37- pages

Borough Manual- Planning, Zoning, and Public Services, Local Affairs Agency, State of Alaska, January, 1963, Volume III, 106- pages

Memo's

From: Comm. McAnerney to Comm. LeReshe
Regional Government in the Unorganized Borough
7/21/76, 9- pages plus 3 pages of budget information

From: Pat Poland to Palmer McCarter
Third Class City - "Food for Thought"
6/15/76, 3-pages

Pat Poland to Palmer McCarter
Proposed Legislation - Draft legislation that may be suitable for implementation of levy and collection of tax in the unorganized borough together with redistribution to individual boroughs based upon an equalization formula.
8/23/76, 5-pages

✓ From: Rebecca Burch to Pat Poland
The Feasibility of Health Powers in Proposed Region Governments
9/3/76, 2-pages

✓ From: Pat Poland to Palmer McCarter
Third Class Cities - A first draft of a proposed bill to establish third class cities
6/25/76, 9- pages

From Pat Poland to Palmer McCarter
Regional Government Study- A laundry list of items that have yet to be accomplished in our pursuit of completing the regional government study
9/10/76

From: Palmer McCarter to Mar Winegar (Alaska Municipal League Legislative Committee)
Dept. of C&RA's Local Government Study/State Taxation Policy
6/23/76, 2- pages



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

DRAFT - May, 1979

LOCAL GOVERNMENT STUDY OBJECTIVES

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.
- II. Study and identify present public services provided by federal, state, and municipal levels of government and assess their relationship to local government formation.
- III. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
- IV. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.

STUDY OBJECTIVE

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.

TASK

1. Research the historical and legal evolution of local government structure. Review proposed legislation related to organization of the unorganized borough and assess the viability of these proposals. Analyze the relationships between municipalities at the community and regional level and their relationship with state government.
2. Investigate adequacy of existing local government structures, (i.e. three classes of boroughs, two classes of cities plus development cities), and their legally authorized sub-units (i.e., differential tax zones, service areas, and assessment districts), and modify existing or devise alternative forms of local government which could better provide the services.
3. Research the local government structures and intergovernmental relationships of other states and areas which may be pertinent to the Alaska experience. Evaluate relevancy in both rural and urban situations.
4. Review pertinent major studies (Tanana Chiefs Conference Proposal, Yukon Flats Borough Study, NANA Regional Strategies, etc.) and ascertain trends and implications related to local government formation.
5. Review the role of the Local Boundary Commission. Analyze statutory provisions for alteration of local government boundaries. Study and evaluate alternative mechanisms for affecting local government boundary changes.

STUDY OBJECTIVE

- II. Study and identify present public services provided by state, federal and municipal levels of government.

TASK

1. Update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services being provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
3. Identify the allocation and level of service provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
4. Review existing intergovernmental loan programs and grant procedures as they function as incentives or disincentives to the formation of local government.
5. Review the question of state vs. municipal responsibility for delivery of public services and the construction, maintenance and operation of public facilities.
6. Review the service area concept as it relates to service delivery, specifically in the unorganized borough (REAs, Coastal Resource Service Districts, etc.). Delineate the boundaries, authority, and function of these rural service areas and their relationship to state government.

STUDY OBJECTIVE

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

TASK

1. Review potential revenue sources in the unorganized borough including, but not limited to sales, real and personal property tax, income tax, and gross business receipts in addition to revenue associated with natural resource development.
2. Prepare a land status analysis including, but not limited to, a general identification of private, public and Native-owned land. Such analysis would include estimates of acreage by category of existing and anticipated real property.
3. Review statutory inducements and disincentives related to municipal government incorporation. Determine workable approaches for studying the feasibility of and funding new municipal incorporations.
4. Identify the local cost of providing the services which are mandatory functions of the basic local governmental unit and those administrative costs associated with the establishment of local government.

STUDY OBJECTIVE

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

TASK

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine thoughts and perceptions on various levels of government (federal, state, local, quasi-governmental)
Determine the need for further investigation of public attitudes, perceptions and ideas on the need for local and regional government structure.
3. Prepare an inventory of public services and programs provided by non-governmental organizations within the unorganized borough.
Analyze the nature and level of services being provided.
4. Analyze historical and non-traditional methods of organization for local and regional self determination in the state (i.e., IRA Villages, Native regional profit and Native non-profit corporations).



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASKS

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services provided by federal, state and municipal entities within the municipalities and unorganized area of the state. Identify the allocation and level of these services.
3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.
4. Review the question of state versus municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.
5. Review the service area concept as it relates to service delivery in the unorganized borough and the relationship of the service areas to state government.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
 - A. Substate Districts/Regions
Collect maps that delineate the existing regions and districts utilized by federal and state agencies to operate programs or deliver services. Special emphasis should be given to reviewing and updating the recommendations and analysis in the report entitled Alaska Regions and Substate Districts, prepared by the Division of Policy Development and Planning in 1976.
 - B. Authority
The review of the enabling authority for the existing jurisdictional units should include:
 1. Citation of the specific enabling authority
 2. Length of time operative/date instituted
 3. Basis for choice of boundaries. Mandatory borough incorporation standards should also be reviewed.
 - C. Function
This review should include a statement of the purpose for which the unit was created. The units should be categorized as administrative units or service areas.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.

OBJECTIVE

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

TASK

4. Review existing intergovernmental loan and grant programs and contractual practices as they function as incentives or disincentives to the formation of local government.
 - A. Identify state and federal loan and grant programs with municipalities. Analyze state and federal procedures and practices re municipalities as they relate to local government formation.
 - B. Analyze the state's contractual policies for delivery of services to municipalities and unorganized areas (i.e. with the non-profit corporations)
 - C. Document state financial assistance and non-financial inducements for organization ("organizational grants, land conveyances, etc.)



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASKS

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
3. Prepare an inventory of public services and programs provided by non-governmental and quasi-governmental organization. Analyze the nature and level of services provided.
4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

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

METHODOLOGY

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



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
 - A. Review existing surveying work such as the NANA profiles, Public Forum reports, Yukon Flats Borough Study, Congressional questionnaires, etc.
 - B. Determine the need for further investigation of public attitudes and educational needs in relation to local and regional government structure.

METHODOLOGY

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

RESOURCE



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

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



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen

Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.
- A. Develop a chronology including, but not limited to:
1. Traditional organizations
 - (a) Tribal councils
 2. Non-Traditional organizations
 - (a) Indian Reorganization Act Councils
 - (b) Second Class Cities
 - (c) Boroughs
 3. Quasi-Governmental organizations
 - (a) Regional Native Corporations (profit and non-profit)
 - (b) Village Corporations (profit and non-profit)
- B. Information compiled should include:
1. Identification of local or regional jurisdiction
 2. Intended purpose and enabling authority
 3. Administering agency
 4. Funding Source
 5. Governing structure and process
 6. Analysis of intergovernmental relationships

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASKS

RESOURCE

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services provided by federal, state and municipal entities within the municipalities and unorganized area of the state. Identify the allocation and level of these services.
3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.
4. Review the question of state versus municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.
5. Review the service area concept as it relates to service delivery in the unorganized borough and the relationship of the service areas to state government.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
 - A. Substate Districts/Regions
Collect maps that delineate the existing regions and districts utilized by federal and state agencies to operate programs or deliver services. Special emphasis should be given to reviewing and updating the recommendations and analysis in the report entitled Alaska Regions and Substate Districts, prepared by the Division of Policy Development and Planning in 1976.
 - B. Authority
The review of the enabling authority for the existing jurisdictional units should include:
 1. Citation of the specific enabling authority
 2. Length of time operative/date instituted
 3. Basis for choice of boundaries. Mandatory borough incorporation standards should also be reviewed.
 - C. Function
This review should include a statement of the purpose for which the unit was created. The units should be categorized as administrative units or service areas.

STUDY OBJECTIVES

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.
- II. Study and identify present public services provided by state, regional and municipal levels of government.
- III. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
- IV. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.

STUDY OBJECTIVE

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.

TASK

RESOURCE

1. Research the historical and legal evolution of local government structure. Review proposed legislation related to organization of the unorganized borough and assess the viability of these proposals. Analyze the relationships between municipalities at the community and regional level and their relationship with state government.
2. Investigate adequacy of existing local government structures, (i.e. three classes of boroughs, two classes of cities plus development cities) , and their legally authorized sub-units (i.e., differential tax zones, service areas, and assessment districts), and modify existing or devise alternative forms of local government which could better provide the services.
3. Research the local government structures and intergovernmental relationships of other states and areas which may be pertinent to the Alaska experience. Evaluate relevancy in both rural and urban situations.
4. Review pertinent major studies (Tanana Chiefs Conference Proposal, Yukon Flats Borough Study, NANA Regional Strategies, etc.) and ascertain trends and implications related to local government formation.
5. Review the role of the Local Boundary Commission. Analyze statutory provisions for alteration of local government boundaries. Study and evaluate alternative mechanisms for affecting local government boundary changes.

STUDY OBJECTIVE

- II. Study and identify present public services provided by state, regional and municipal levels of government.

TASK

RESOURCE

1. Update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services being provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
3. Identify the allocation and level of service provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
4. Review existing intergovernmental loan programs and grant procedures as they function as incentives or disincentives to the formation of local government.
5. Review the question of state vs. municipal responsibility for delivery of public services and the construction, maintenance and operation of public facilities.
6. Review the service area concept as it relates to service delivery, specifically in the unorganized borough (REAs, Coastal Resource Service Districts, etc.). Delineate the boundaries, authority, and function of these rural service areas and their relationship to state government.

STUDY OBJECTIVE

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

TASK

RESOURCE

1. Review potential revenue sources in the unorganized borough including, but not limited to sales, real and personal property tax, income tax, and gross business receipts in addition to revenue associated with natural resource development.
2. Prepare a land status analysis including, but not limited to, a general identification of private, public and Native-owned land. Such analysis would include estimates of acreage by category of existing and anticipated real property.
3. Review statutory inducements and disincentives related to municipal government incorporation. Determine workable approaches for studying the feasibility of and funding new municipal incorporations.
4. Identify the local cost of providing the services which are mandatory functions of the basic local governmental unit and those administrative costs associated with the establishment of local government.

STUDY OBJECTIVE

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

<u>TASK</u>	<u>RESOURCE</u>
1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.	
2. Identify and analyze community and regional attitudinal surveys and studies to determine thoughts and perceptions on various levels of government (federal, state, local, quasi-governmental) Determine the need for further investigation of public attitudes, perceptions and ideas on the need for local and regional government structure.	
3. Prepare an inventory of public services and programs provided by non-governmental organizations within the unorganized borough. Analyze the nature and level of services being provided.	
4. Analyze historical and non-traditional methods of organization for local and regional self determination in the state (i.e., IRA Villages, Native regional profit and Native non-profit corporations).	

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

REVISED LOCAL GOVERNMENT
STUDY OBJECTIVES

Study Objectives

1. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level in the unorganized borough. Study and evaluate alternatives.
2. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
3. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.
4. Study and evaluate the difference between the planning for and delivery of services in the unorganized borough.

GOALS

1. Develop legislation which would provide a state policy related to the developemtn of local government in theunorganized borough.
2. Develop a clearly enunciated state rural policy which would serve as a guideline in evaluating legislation in terms of its effect as an incentive or disincentive to local government formation in the unorganized borough.

LOCAL GOVERNMENT STUDY

STUDY OBJECTIVE

1. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level in the unorganized borough. Study and evaluate alternatives.

TASK

RESOURCE

Research the local government structures of other states which may be pertinent to the Alaska experience (in particular, Maine and Hawaii) and examine Canada's system for handling local government in the remote areas within Canadian jurisdiction.

Evaluate relevancy of "outside" local gov't. system of financing and delivery of services.

Dept. of C&RA
(Veronica Clark)

Municipal Leagues
(Ginny Chitwood)

Review the history of the unorganized borough. Catalog existing inventories of proposed legislation related to the unorganized borough (see Fischer's works). Include any analytic material of proposed bills with legislative history.

Legislative Affairs
(Jack Chenoweth)

Review the implications the Yukon-Flats Study has for formation of local government in other areas of the unorganized borough, in particular for other areas along the pipeline corridor.

Contract-
Ralph Darbyshire

LOCAL GOVERNMENT STUDY

STUDY OBJECTIVE

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

TASK

RESOURCE

Investigate alternatives to methods of generating local taxes in addition to sales and property tax and provide a more equitable distribution to local governments of state revenues generated by taxation of the State's resources.

Investigate disparity and differences among taxation practices of the state and local governments and standardize taxation of the State's resources.

Research other states' local government laws, specifically "Share-the-Wealth" taxation concepts to seek out models which could be appropriately used in Alaska.

Analyze the implications for the unorganized borough of the existing revenue sharing method and compare it with others which have been proposed.

Div. of Policy Development and Planning
(Dona Lehr)

Analyze the implication for the unorganized borough of the various Permanent Fund proposals which have been suggested in legislation.

Div. of Policy Development And Planning
(Dona Lehr)

Determine the best approach for funding and studying the feasibility of requested new municipal incorporations.

Dept. of C&RA
(Doug Griffin)

Review economic base information for the unorganized borough including sales tax, gross business receipts, etc.

Identify state and federal monies/programs and the extent of financial support in the unorganized borough.

Legislative Affairs
(Elke Kallab)

Review existing loan programs and grant procedures as they function as incentives or disincentives to local government formation in the unorganized borough.

Look at the financing of existing REASS's, coastal resource districts, IRA councils, and native

regional and village non-profit organizations and
determine their relationship to the role of state and
local government.

LOCAL GOVERNMENT STUDY

STUDY OBJECTIVE

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

TASKS

RESOURCE

Identify the various jurisdictional boundaries in the unorganized borough (REAA, Native Corp. election districts, etc.) and analyze how well these boundaries reflect the historic social, political, cultural and economic groupings of the native peoples.

Jim Sanders

Develop, circulate and analyze an attitudinal survey related to services needed, awareness of and interest in local government formation in the unorganized borough.

Jim Sanders

Prepare an inventory of services currently being provided by corporations in the unorganized borough. Analyse the nature and level of services being provided.

Jim Sanders.

Develop advance educational information related to the findings of the Local Government Study. Arrange for public meeting schedules, agendas, and public notice needs for public hearings.

Contract-
Jane Anvik

LOCAL GOVERNMENT STUDY

STUDY OBJECTIVE

4. Study and evaluate the difference between the planning for and delivery of services in the unorganized borough.

TASKS

RESOURCE

Using the budget as a guide, identify the allocation and level of state and federal services provided in the unorganized borough.

Senate C&RA
(Gene Walsh)

Evaluate the implication of the Yukon-Flats Study in regard to delivery of services in the unorganized borough.

Contract-
Ralph Darbyshire

LOCAL GOVERNMENT STUDY - ESTIMATED BUDGET

The following estimated budget was approved for the Local Government Study.

(100)	PERSONAL SERVICES		\$ 40.0
	1 1/2 Project Coordinators		
	12 mon., \$3,000 mon., plus		
	10.13 % benefits		
(200)	TRAVEL		18.0
	Committee Transportation (Juneau/ Anch.) Chairmen/Senate & House Community and Regional Affairs Committee plus staff travel		
	15 trips at \$200 = \$3,000		
	Committee per diem - 15 members + staff for individual meetings and conferences		
	3 days each at \$165 = \$2,475		
	Hearing Committee Transportation		
	5 members		
	5 trips at \$400 = \$10,000		
	Committee per diem - 5 meetings		
	2 days each at \$55 = \$2,750		
(300)	CONTRACTUAL		16.0
	Professional Services	\$12,000	
	Postage	500	
	Public Notices	500	
	Telephone	2,000	
	Final Report	1,000	
(400)	COMMODITIES		1.0
	Stationery and Office Supplies	1,000	
			<u>\$ 75.0</u>
	House Community & Regional Affairs Committee share (per Representative Bill Parker's discussion with House Leadership)		\$ 31,600
	Senate share		<u>43,000</u>
			\$ 74,600

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

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

*Suggestions for organization
made by ifterns*

6/27/79

Local Government Study
An Alternative Approach

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

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

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

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

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

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

1.

4). Develop Service Districts

5). Mandate Regional Boroughs

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

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

July

August

Sept.

Oct.

Nov.

Issues

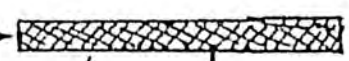
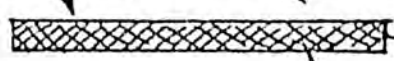
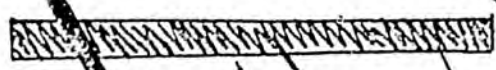
Options

Legislative Report

Draft legislation

Final legislation

Workshops



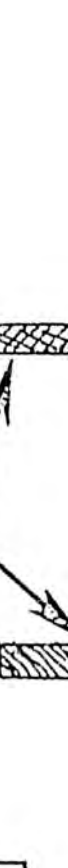
1st meeting



state wide meeting



Regional meetings



6/29/77 / Snow/Allen

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

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

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

Senator Sturgulewski

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

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

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

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

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

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

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

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

CATEGORIES	BACKGROUND & HISTORY	CURRENT STATUS & TRENDS	BASIC ALTERNATIVES	RECOMMENDATION & LEGISLATION
GOVERNMENTAL STRUCTURE	<ul style="list-style-type: none"> - PREVIOUS BOROUGH ATTEMPTS - LEGISLATION <ul style="list-style-type: none"> - SUCCESSFUL - UNSUCCESSFUL - LEGAL ISSUES 	<ul style="list-style-type: none"> - N.S.B. - SERVICE AREA - CZM - REHA - TANOMA Chief - UNKON / NON-FEDERAL 		PROPOSE GOVERNMENTAL SYSTEM. How it will work How it will be implemented
FACILITIES & SERVICES	EVOLUTION OF PROVIDING SERVICES <ul style="list-style-type: none"> - FEDERAL - FEDERAL TRUST TO AMERICAN NATIVES - STATE - NON-PROFITS 	ADEQUACY & SCOPE OF SERVICE DELIVERY		ALLOCATE AND ESTABLISH PATTERNS OF RESPONSIBILITIES
ECONOMY & FISCAL CAPACITY	TAX BASE IN UNORGAN. BOROUGH <ul style="list-style-type: none"> - ACTUAL - POTENTIAL 			MEANS OF FINANCING PROPOSED APPROACHES
LOCAL CONTROL & PARTICIPATION	<ul style="list-style-type: none"> - VILLAGE TRADITIONAL BASE - EST. 2ND CLASS CITIES 	<ul style="list-style-type: none"> - ANCSA - BIA - IRA - CZM - NON-PROFITS 		LOCAL INVOLVEMENT IN DECISION AS TO GOVERNMENTAL STATUS AND IN REGIONAL GOVERNANCE

SUGGESTED LOCAL GOVERNMENT STUDY STRUCTURE

CATEGORIES	BACKGROUND & HISTORY	CURRENT STATUS & TRENDS	ALTERNATIVES & IMPLICATIONS	RECOMMENDATIONS & LEGISLATION
<p>GOVERNMENTAL STRUCTURE</p> <p style="text-align: right;">↖</p>	<ul style="list-style-type: none"> - Previous Borough attempts - Legislation * <ul style="list-style-type: none"> - UNSUCCESSFUL - SUCCESSFUL - Legal issue <p style="text-align: right;"><i>Chenoweth</i></p>	<ul style="list-style-type: none"> - NSB - SEWER AREA - CZM - REAA - TRAM Chief - Jukon - non-profit 	<ul style="list-style-type: none"> - NO ACTION - MANDATORY BOR. - ALTERNATIVE STRUCTURE OF Borough class - Regionalization/SERVICE DISTRICTS 	<p>Propose governmental system. How it will work. How it will be implemented</p>
<p>FACILITIES & SERVICES</p>	<p>Evolution of Providing Services</p> <ul style="list-style-type: none"> - FEDERAL <ul style="list-style-type: none"> - FEDERAL Trust to AMERICAN NATIVE - STATE - NON PROFIT 	<p>Adequacy & SCOPE OF SERVICE DELIVERY</p>	<ul style="list-style-type: none"> - NO ACTION - RESP. OF NEW BOROUGH ESTABLISHMENT - DIFFERENT APPROACHES BY CURRENT SERVICE PROVIDERS 	<p>ALLOCATION AND ESTABLISHMENT PATTERNS OF RESPONSIBILITIES</p>
<p>Economy & FISCAL CAPACITY</p>	<p>TAX BASE IN UN. BOR.</p> <ul style="list-style-type: none"> - ACTUAL <ul style="list-style-type: none"> - Pipeline transport - OTHER - FUTURE POTENTIAL <ul style="list-style-type: none"> - NATURAL resources - OTHER 	<p>INCENTIVES DISINCENTIVES</p> <p style="text-align: right;"><i>McClister</i></p>	<ul style="list-style-type: none"> - LOCAL TAX BURDEN - STATE SUPPORTED SYSTEM - GRANTAL INCENTIVE METHOD 	<p>MEANS OF FINANCING PROPOSED APPROACHES</p>
<p>LOCAL CONTROL & PARTICIPATION</p> <ul style="list-style-type: none"> - home rule - citizen involvement - advisory system 	<ul style="list-style-type: none"> - Village TRAD. BASE - EST. 2ND CLASS CITIES 	<ul style="list-style-type: none"> - ANCSA - BIA - IRA - CZM - NON-PROFIT <p style="text-align: right;"><i>* Human firm</i></p>	<ul style="list-style-type: none"> - home rule principle - FLEXIBLE 2ND class cities - TRAD. Borough FUNCTION Delegated to non-profit (i.e. planning) 	<p>LOCAL INVOLVEMENT IN DECISION AS TO GOVERNMENTAL STATUS AND IN REGIONAL GOVERNANCE</p>

Cops

Local Government Study Objectives

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

Methodology

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

2. Study and evaluate the delivery of services at the local, regional, and state level. ↙

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

Working

*State of Alaska
Rural Government Committee*

Methodology and Approach

Committee work would entail the following components:

*the legislative
committee*

*Basic Research and
analysis
accomplished.*

A. Research and analysis. Much of the basic work would be done by committee and other legislative staffs in Juneau, work with support from DC&RA and others. *with considerable help. Also Legislative Division of Legal Services, and cooperation of other agencies and departments.*

B. Workshops and public meetings would be conducted to obtain participation by affected groups and persons. Organizations to be included are AFN, RuralCAP, ANF, Alaska Municipal League, and the like. *for example, the League.*

testimony and views on self-governance, administrative capabilities, fiscal conditions, attitudes toward state vs. local performance of functions, etc. *density of services, etc.*

C. Analysis and formulation of resultant proposals will be carried out with the help of consultants, and other specialists. *in coordination with legislative staff and administrative staffs.*

~~_____~~

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

Study Objectives - *Preliminary*

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

Specific Objectives are:

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

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

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

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

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

Statehood Government Study
Interim unorganized borough study

no.

General Purpose

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

Background

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

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

Methodology and Approach

Committee work would entail the following components:

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



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

Study Objectives

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

Specific Objectives are:

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

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

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

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

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

Interim unorganized borough study

General Purpose

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

Background

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

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

LENGTH OF Study
BEGIN END

BUDGET ITEMS:

TRAVEL:

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

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

CONSULTANTS:

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

STAFF:

↓
HOW MANY
TYPE
WHERE
SALARY

Misc:

SUPPLIES
TRAVEL
PHONE



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

2

PROBLEMS: Home Rule & Int. Gov. LEVEL
ADVISORY PLANNING
AUTHORITY IN FIELDS
FEDERAL & STATE ^{STATE} ~~ADVT~~
& INTERSTATE TRADE & COMMERCE

LEE Mc AHERNEY - STRESSED NOT TO LOOK AT WHOLE
PROBLEM NOT JUST THE UNORGANIZED BORDERS

RURAL DEVELOPMENT-POLICY COUNCIL STUDY
FED, STATE, LOCAL FUNDS. → CALUSTA REGION
DONE TWO YEARS AGO.

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

ARLISS - TALENT IN MUNI LEAGUE SHOULD BE UTILIZED.

BILL PARKER - "POLITICALLY SUCH A STUDY IS A LOSER". RUSH
LEGISLATORS DON'T gravitate to such committees
BECAUSE THEIR isn't interest to LOOK AT such
QUESTIONS.

NEED TO WORK WITH EIGHT LEGISLATORS. BEING HEARD
IN.

ARLISS - BUSH WANTS PLANNING DOLLARS.

PALMER - ~~IMPLY~~ ^{STATE} REGIONAL GOVERNMENT'S INTEREST,
BUT "GIVEN THE STRUCTURE OF LOCAL GOVERNMENT
AND ABILITY OF GENERATING REVENUE ~~AND~~ OR ~~ABILITY~~
OF REGIONAL STATE REVENUE WHAT SINCE THEY
SAY NO, THEY DON'T WANT IT. UNTIL THERE ARE
INCENTIVES TO LEAVE AND GOON FINANCES & TENDING.

(3)

FINANCIAL NOT THE ONLY INCENTIVE TO CREATING LOCAL GOV.

YUKON FLATS STUDY - YES THEY HAVE PIPELINE GOING THROUGH THEIR AREA BUT GLENALLEN IS OPPOSED TO LOCAL GOVERNMENT.

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

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

① LOCAL GOVERNMENT STUDY . 2nd MEETING
 CHECK WITH MUDDY 4/6/79
 WALSH
 RE. 32M TO 200
 TO COMMUNITY PLANNING
 FOR LOCAL GOVERNMENT WORK.

ACROSS - An opportunity time to address priorities of UNORGANIZED BOROUGHT.

CCM - IMPLEMENTATION IN PROBLEM AREAS.
 ALTERNATIVE.

LAUDARY LIST OF PROBLEMS: & RESOURCES

NELS ANDERSON -

Items 2 & 3 -
 HOUSE & SENATE CRA CHAIRMEN ARE OR ACT AS CO-CHAIRMAN
 WHEN LEGISLATURE ACTS IN ITS ROLE AS ASSEMBLY FOR
 UNORGANIZED BOROUGHT. BUSH LEGISLATORS LOOK TOWARD
 RESPECTIVE COMMITTEE OR ASSEMBLY FOR UNORGANIZED
 BOROUGHT.

CRA - Admin agencies not stepping out ^{of} ~~the~~ ^{committees} ~~of~~ ^{committees}
 affecting UNORGANIZED BOROUGHT.

→ HAVE ALSO PROBLEM WITH LEG SHARING INSUFFICIENT

#1 FUND FOR PLANNING.
 MINIMUM GRANT CONCEPT

FAILURE A COORDINATING GRANT & FOLLOW THROUGH
 BETTER DELIVERY OF SERVICES

#2

REGIONAL AREA

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

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

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

(2)

GETTING BEST DOLLARS FOR OUR EFFORT

ANDERSON - APPRECIATED THOSE REMARKS.

LEE - MENTIONED A Vt of AK. PROGRAM CALLED
LOCAL GOV. PROGRAM - COOPERATIVE EXTENSION
SERVICES. PETE PROBASCO A ONE PERSON PROGRAM
 - LOCAL GOV. HIGHLIGHTS - NEWSLETTER PACH - CONSERVATION
 LITERARY
 DAVE HEUZICKSON - WILL BE BACK THIS SUMMER.
 AN OUTREACH PROGRAM OPERATING ON Vt of A MONEY.
 SEARCHED TWO SECOND CLASS CITIES RURAL TRAINING
 MANUAL

ARLISS -

1. CZM IMPLEMENTATION - PROBLEM BETWEEN
 ORGANIZED AND UNORGANIZED PAROCH. ^{POTENTIAL PROBLEMS}
 DNR - HAS LEADING POWER IN ORGANIZED PAROCH. ^{DDDP}
 LEE DOESN'T SEE PROBLEMS WITH SIZES OF DISTRICTS
 COASTAL ENERGY IMPACT

2. CZM FUNDING FOR UNORGANIZED MUNICIPALITIES.

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

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

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

Get Copy of
Human
Resources
Report

DNR IS NOT WORKING WITH SEA ON THIS STUDY.

③

A. Local Boundary Commission Procedures (Bill Packer)

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

B) DEVELOPMENT CITIES ACT

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

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

PAWNER - QUESTIONS OF RAY ^{KENT} & CHRIS ^{ANDERSON}. TANANALA CHIEFS.
PETITION FROM REAR TO THE WEST YUON FLATS - PIPESLINE PROPERTY
Runs through the AREA.

GET INFO ON YUKON FLATS STUDY INFORMATION

THIRD CLASS ENOUGH PROPOSED FOR REAR WEST OF YUKON FLATS
YUKON - KANUKOK
WHY DON'T WANT PEOPLE WANT LOCAL GOVERNMENT

CHRIS ANDERSON - GENERALLY PEOPLE DON'T WANT GOVERNMENT
^{TANANALA CHIEFS}
PEOPLE DON'T UNDERSTAND, THIS LEADS TO CONFUSION
UNITING REGIONAL GOVERNMENT
HUD, CETA, FUNDS -

REPORTS NATURAL WILL BE FORTH COMING FROM TANANALA

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

(4)

NEED TO ESTABLISH A PUBLIC FORUM

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

→ TARRANT CHIEFS FULFILLING A NEED.

PALMER - 75% OF STATE IS IN ORGANIZED BOROUGHS.

LEGISLATIVE APPROPRIATION OF \$5000 TO IDENTIFY NEEDS &

ALTERNATIVES / GOVERNMENTS

NOT LOOKING AT ANY ALTERNATIVE OTHER THAN THOSE IN BOOKS.

GOOD CHANCE OF A BOROUGH BEING FORMED.

SAME ABOUT OVER THE QUESTION WHETHER TO ORGANIZE OR NOT TO ORGANIZE.

7) Funding For Borough Study

PLANNING

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

ARIZAS - CONCERN OF JFSLURC WITH 14(2)C MUNI TRUST LANDS
IS THERE ANY PROBLEM

CHECK WITH VERONICA ON BEGS BEING DRAFTED

Mostly LEE IRA VILLAGES OR VILLAGES COUNCILS

PALMER WILL RECEIVE 1258 AC. QUESTION IS WHETHER TO ORGANIZE OR NOT TO CONTROL THEIR LANDS OR TURN THEM OVER TO MUNICIPAL LANDS TRUST OFFICER

MANLEY HOT SPRINGS - CONSIDERING 2ND CLASS STATUS

(5)



ACROSS ARE HAVE ^{THE} PROBLEMS 2nd CLASS BOROUGHS - FORMATION & ACCESS

PALMER - LEG. PASSED UNIN. STANDARDS THAT SOLVED PROBLEMS. THERE MAY BE A NEED TO ^{CREATE} ESTABLISH A NEW ^{LOCAL GOVERNMENT ENTITY THAT} SYSTEM THAT DOES NOT BURDENING IT WITHOUT BURDENING IT WITH 2nd CLASS RESPONSIBILITIES

VIABILITY OF ACROSS - THIRD CLASS BOROUGHS (CONCERN)

PRIMER - EDUCATION ^{ASSESSMENT} & TAXATION ARE MANDATORILY PLANNING POWER IS ON A SERVICE AREA BASIS THIS DOES NOT ~~MAKE~~ MAKE SENSE. HAINES IS ONLY BROADEN IF 3rd CLASS (if anything that should be

RAY KENT - ALTERNATIVE TO BOROUGHS STRUCTURE, ^{ESSENTIALLY} SERVICE AREA EXIST FOR COMP. PLANNING IN ^{DEVELOPING} ^{WHAT} ^{WHAT} ^{THE} ^{EXPERIENCE} THERE IS A LACK OF KNOWLEDGE ^{WHEN} ^{IT} COMES TO PLANNING UNDESIRABLE BOROUGHS ^{NO} ^{TRAINING} ^{POWER} INTERIM ^{KNOWLEDGE} STRUCTURE - SERVE MANY PURPOSES TRANSITION PERIOD TO BECOME A ORGANIZED. CANNOT IMPOSE A ^{KNOWLEDGE} ^{NO} ^{TRAINING} ^{POWER} sophisticated system. MAY BE ABLE TO ASSIST THEM ^{IN} ^{DEVELOPING} ^A ^{IN} ^A GAINING EXPERIENCE AND ASSISTANCE.

J ~~THAT WOULD STRENGTHEN MECHANISM TO~~ ^{WOULD PROVIDE A} THIS ~~AS~~ FORTH OPTION. JESSE - SAY WE HAVE THIS MECHANISM NOW, THE LEG COULD CREATE SERVICE AREAS. OPTION IS THEIR.

ACROSS - ENCOURAGE PEOPLE TO RESPONSIBLE FOR THEIR OWN ACTIONS.

JENNY - STATE INFREINGEMENT ON LOCAL PLANNING & ZONING LAND DISPOSAL & COASTAL ZONE MANAGEMENT.

(6)

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

LEE - would like to see a comprehensive packets
→ compiled - Previous compiled by DNR + CRA AND OTHERS bills AND REPORTS.

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

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

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

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

John - WORK HAS BEEN DONE. AREA IS MULTITUDE OF JURISDICTION BOUNDARIES. they develop their own regions for their own particular needs.

LEE - REAA FORMULATION PROCESS WELL THOUGHT
out.

WHAT
PROCESS
DID they
go THROUGH

NELS - # INADEQUACY OF FUNDING FOR SECOND CLASS CITIES.

7.

ARUSS - WANTS TO KNOW WHO IS CHARGED
STATUTORIALLY WITH PLANNING

John - ^{TOP} they could put together some info
IN THIS AREA.

PALMER - mentioned bringing LEG AFFAIRS. IN to do
this.

SUGGEST
MANAGEMENT

LEE - Don't forget UOP A. etc

ARUSS - Identify duplication of PLANNING efforts.
STATUTORY / PROGRAMS.

LEE - mentioned combining divisions plus

LEE -

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

ARUSS - Invite GREGG ERICSSON

8/30/79

(1)

Fran Ulmer

new
Bethel/etal Coastal Mgmt - vs unorganized Borough.
Regional government -- what will exist
in unorg Borough.

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

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

Delta
Haines - Stegway
not well developed local process.
How to coordinate.

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

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

Tom Light says D.D. C+RA
Plan to address whole issue
of what is going on in rural Alaska.
Rural gov. structure -- ed. - trans -
resource development.

Rural

Plan to re-undertake looking at
rural Alaska -- set team for a
day -- brain storm. Did do work
of Rural Development Policy
Committee.

Trans.

Data of DPDP re Planning Region
Kay Allred

Palmer Mc Carter State for 20 years.
State Shared funding
Structure

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

Veronica Clark DCRS
miss lead district Rep - How to
identify recognize identifiable
structures

Wayne Ron Larson - sq. borough.
Pupil trans - \$1/100 school -
service areas - Double dipping
Concern.
elections / Revenue sharing / zoning
Fuels can be solved through existing
structure.

Rep Parker - Politically a loser.

Jim Hattelman

29.48.037
29.03.020
District area
borough with
2 covered by
Ludovic
retarded

Yanawa Chiefs 840,000 to break
Doyon into 6 areas. P & Z --
Some form of official entities. Want
P & Z powers. Feel a quiet in
law that allows P & Z beyond
jurisdictional issues. Want to
legitimize process. Want to validate
through election. BDA - Block
Ment.

Veronica Planning funds at one time
came through state. Now CDB 6 +
same Home - directly to DPDP committee.

37 para professional + sci
+ regional plans

Geny Chitwood reg/ansg.

Sally Paul

Lee Mc.

~~Interim Committee~~

~~Lee~~

~~Senate CR.
Comprehensiv
Admin
En-~~

7/20 - Says may be possible
to do it. maybe don't need
need consensus as to what
from nity

8/10 policy
Have
G.M.L. natural community

37 para professional + sub regional
+ regional plans

↳ Ginny Chitwood reg/plans.

Lilly Rae —

Lee Mc. —

Interim Committee

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

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

State policy — ?
Build in natural community
A.W.L.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

LOCAL GOVERNMENT STUDY

BACKGROUND

The Joint Senate and House Community and Regional Affairs Committee Local Government Study was initiated as the legislative response to long-perceived problems related to local government in Alaska. The Department of Community and Regional Affairs, as well as the Municipal League, have supported such a study to clarify and resolve questions dealing with municipal relationships and the broader questions related to municipal/state relationships.

The need for such a study became evident to the chairmen of the Community and Regional Affairs Committees during the First Session of the Eleventh Legislature with consideration of legislation dealing with annexation, revenue sharing, delegation of borough powers, "instant" unification, etc.

Overlapping jurisdictional boundaries in the unorganized borough became an issue again when a proposal by the Tanana Chiefs Conference to create regional and subregional planning commissions was brought to the attention of the legislature. This proposal raised the question of the effectiveness of the present service delivery systems. There was renewed concern that there was no state rural policy against which to weigh this proposal and other legislative action.

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

WORK PRODUCT

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

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

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

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

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

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

Specific legislative goals include addressing problem areas of Title 29 specifically service area formation as well as the broad question of achieving self determination through local government in the unorganized borough. In addition, the information developed will serve as a framework for evaluating future legislation in terms of its effect as an incentive or disincentive to local government formation.

SPECIFIC ACTIVITIES

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

LOCAL GOVERNMENT STUDY
PROJECT SCHEDULE

WORK PROGRAM

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

Development of work program with emphasis on tasks related to service areas

_____*

Development and circulation of "white papers"

_____*

Discussion of work product related to organized municipalities with Alaska Municipal League ^{(1) (2) (3) (4) (5)}

_____*

Educational information re study circulated in Bush

_____*

White Paper Conference on Local Government

_____*

Public Hearings in Unorganized Borough

_____*

Completion of all work program tasks

_____*

Meeting with Ak. Municipal League Legislative Committee on proposed legislation ^{(1) (2) (3) (4) (5) (6) (7) (8) (9) (10)}

_____*

Final report with summary and recommendations developed

_____*

Drafting of proposed legislation

_____*

Legislation introduced

_____*



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

LOCAL GOVERNMENT STUDY OBJECTIVES

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.
- II. Study and identify present public services provided by federal, state, and municipal levels of government and assess their relationship to local government formation.
- III. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
- IV. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASKS

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services provided by federal, state and municipal entities within the municipalities and unorganized area of the state. Identify the allocation and level of these services.
3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.
4. Review the question of state versus municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.
5. Review the service area concept as it relates to service delivery in the unorganized borough and the relationship of the service areas to state government.

RESOURCE

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

- I. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
 - A. Substate Districts/Regions
Collect maps that delineate the existing regions and districts utilized by federal and state agencies to operate programs or deliver services. Special emphasis should be given to reviewing and updating the recommendations and analysis in the report entitled Alaska Regions and Substate Districts, prepared by the Division of Policy Development and Planning in 1976.
 - B. Authority
The review of the enabling authority for the existing jurisdictional units should include:
 1. Citation of the specific enabling authority
 2. Length of time operative/date instituted
 3. Basis for choice of boundaries. Mandatory borough incorporation standards should also be reviewed.
 - C. Function
This review should include a statement of the purpose for which the unit was created. The units should be categorized as administrative units or service areas.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.

OBJECTIVE

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

TASK

4. Review existing intergovernmental loan and grant programs and contractual practices as they function as incentives or disincentives to the formation of local government.
 - A. Identify state and federal loan and grant programs with municipalities. Analyze state and federal procedures and practices re municipalities as they relate to local government formation.
 - B. Analyze the state's contractual policies for delivery of services to municipalities and unorganized areas (i.e. with the non-profit corporations)
 - C. Document state financial assistance and non-financial inducements for organization ("organizational grants,]and conveyances, etc.)



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASKS

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
3. Prepare an inventory of public services and programs provided by non-governmental and quasi-governmental organization. Analyze the nature and level of services provided.
4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.

RESOURCE



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

RESOURCE --

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

METHODOLOGY

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



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
 - A. Review existing surveying work such as the MANA profiles, Public Forum reports, Yukon Flats Borough Study, Congressional questionnaires, etc.
 - B. Determine the need for further investigation of public attitudes and educational needs in relation to local and regional government structure.

METHODOLOGY

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

RESOURCE



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

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

RESOURCE



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence
LOCAL GOVERNMENT

Pouch V
State Capitol
Juneau, Alaska 99801

OBJECTIVE

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

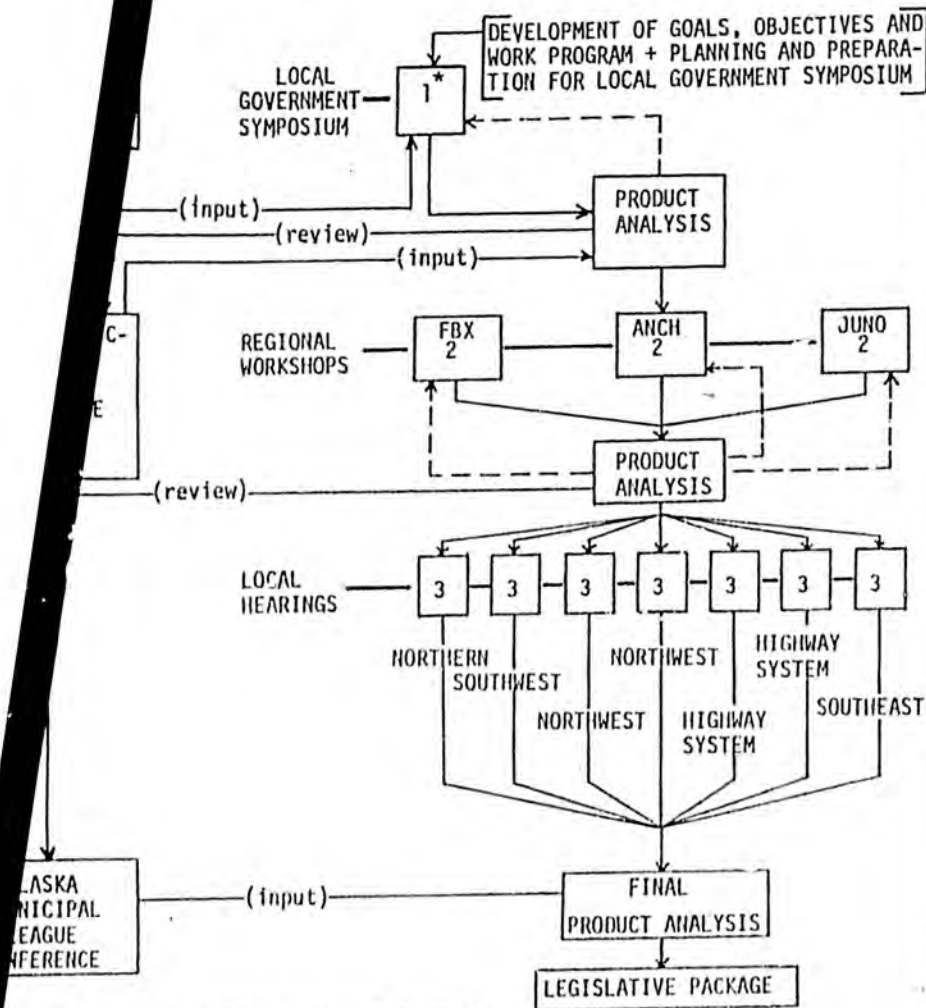
TASK

4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.
- A. Develop a chronology including, but not limited to:
1. Traditional organizations
 - (a) Tribal councils
 2. Non-Traditional organizations
 - (a) Indian Reorganization Act Councils
 - (b) Second Class Cities
 - (c) Boroughs
 3. Quasi-Governmental organizations
 - (a) Regional Native Corporations (profit and non-profit)
 - (b) Village Corporations (profit and non-profit)
- B. Information compiled should include:
1. Identification of local or regional jurisdiction
 2. Intended purpose and enabling authority
 3. Administering agency
 4. Funding Source
 5. Governing structure and process
 6. Analysis of intergovernmental relationships

RESOURCE

ARTICULATION OF
KEY ISSUES AND

Local Government



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

---> Indicates optional secondary review process
 * Levels of participation are indicated by numbers, 1) people knowledgeable of local government, 2) local and regional leaders, 3) legislative committees and general public

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

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

1. Task I. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough formation.
 - A. Using the standards stated in the Constitution (Article X) and Title 29 Municipal Government, Section 29.18.030 , Organized boroughs.
 - B. Selected jurisdictional boundaries shall include the following;
 1. Native Regional Corporation Boundaries
 2. REAA'S
 3. Boroughs and suggested unorganized borough divisions as defined in Alaska Regions and Substate Districts, prepared by DPDP
 4. Boundaries as discussed in Issues of Regional Government in Alaska
 5. Issues of Regional Government in Alaska

methodology
CONSIDERATIONS, RESOURCES, AND OBSERVATIONS:

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

IV.

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

METHODOLOGY

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

Identify need for translators in accomplishing Task #2.

IV.

TASK

RESOURCE

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

Handwritten signature or initials

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

TASK

RESOURCE

4. Analyze the historical development of traditional non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.

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

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

IV.

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

METHODOLOGY

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

Identify need for translators in accomplishing Task #2.

IV.

TASK

RESOURCE

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

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

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

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

B. Selected jurisdictional boundaries shall include the following;

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

CONSIDERATIONS, RESOURCES, AND OBSERVATIONS:

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

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

TASK

RESOURCE

4. Analyze the historical development of traditional non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.

- A. Develop a chronology including, but not limited to, traditional self-government organizations such as the tribal councils; the non-traditional organizations such as the IRA Councils, Second Class Cities, *etc.* and ~~those~~ quasi-governmental structures such as the Regional Native Corporations, (non-profit and profit?), Village Corporations (?).
- B. Information compiled should include:
1. Identification of local or regional jurisdiction of the organization.
 2. Intended purpose and enabling authority
 3. Administering agency
 4. Governing structure and process
 5. Analysis of intergovernmental relationships

Read "Up The Organization"

5/27/99 Commentary from
C. R. A. Staff

Municipal
League
Aug. 28 - 4
1-3 further
Municipal League
Committee

Local Govt.
STUDY OBJECTIVES

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.
- II. Study and identify present public services provided by state, regional and municipal levels of government.
- X III. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
- IV. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.

Methodology

→ Let list of Govt. "Matters"

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

Mini "Brookings" - White Paper Conference

Review of existing statistics

Recognition of all pertinent previously done reports

Cooperative effort of Leg & executive branches

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

Murray Holsh - Contract Mgr. for consultants (Dorbyshire?)
\$2M \$ for taking committees & head? Give him tasks &
some other kind

Teletype in Arch. as resource. Leg Affairs.

Charity Hadlow re office space?

Fish & Game Board as resource.

Federal Land Use Planning Com. as resource.

Nov. Meeting of Municipal League

STUDY OBJECTIVE

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.

TASK

RESOURCE

1. Research the historical and legal evolution of local government structure. Review proposed legislation related to organization of the unorganized borough and assess the viability of these proposals. Analyze the relationships between municipalities at the community and regional level and their relationship with state government.

Van Flanders

League

2. Investigate adequacy of existing local government structures, (i.e. three classes of boroughs, two classes of cities plus development cities), and their legally authorized sub-units (i.e., differential tax zones, service areas, and assessment districts), and modify existing or devise alternative forms of local government which could better provide the services.

Adaptability of here! Not C+RA Yukon Flats Study applies here - Third Class City needs.

League

3. Research the local government structures and intergovernmental relationships of other states and areas which may be pertinent to the Alaska experience. Evaluate relevancy in both rural and urban situations.

Hot - Palmer in Canada. C+RA

League

4. Review pertinent major studies (Tanana Chiefs Conference Proposal, Yukon Flats Borough Study, NANA Regional Strategies, etc.) and ascertain trends and implications related to local government formation.

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

5. Review the role of the Local Boundary Commission. Analyze statutory provisions for alteration of local government boundaries. Study and evaluate alternative mechanisms for affecting local government boundary changes.

C+RA If a merger & consolidation has been developed? Federal Boro Law suit info might be VA + Chris Lee

STUDY OBJECTIVE

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

TASK

RESOURCE

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

Enumeration districts, Census boundaries, DDP - Peoples-Holder

2. Prepare an inventory of programs and services being provided by federal, state and municipal entities within the municipalities and unorganized area of the state.

DDP reconnaissance work

3. Identify the allocation and level of service provided by federal, state and municipal entities within the municipalities and unorganized area of the state.

these

4. Review existing intergovernmental loan programs and grant procedures as they function as incentives or disincentives to the formation of local government.

state construction program

Mo. State grants

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

funding

municipal League needs assessment

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

then

"Administrative Mechanisms" Catherine Hecht - Center for Northern Education Research on REAs/ REA legislation & follow up work on REAs REA near Sand Point pulled out into smaller area

Poland - Hasleak - organized through Lake League to respond

Legislation - recent approach as problem

Native Corps as quasi-govt unit Tribal Councils!

Local govt role in regard to service delivery?

What is the role of the state in providing services to unorganized areas? ...

Munis

Munis

Munis

Munis

STUDY OBJECTIVE

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

TASK

RESOURCE

1. Review potential revenue sources in the unorganized borough including, but not limited to sales, real and personal property tax, income tax, and gross business receipts; in addition to revenue associated with natural resource development.

2. Prepare a land status analysis including, but not limited to, a general identification of private, public and Native-owned land. Such analysis would include estimates of acreage by category of existing and anticipated real property.

3. Review statutory inducements and disincentives related to municipal government incorporation. Determine workable approaches for studying the feasibility of and funding for new municipal incorporations.

4. Identify the local cost of providing the services which are mandatory functions of the basic local governmental unit and those administrative costs associated with the establishment of local government.

*Land status - local
must know what jurisdiction as per AS 43.50-15 29.23
Talk to Don Rose re Bond Bank Has
contracts - rural areas. Prospective
prepared for rural communities?
Utility bond sales. AVEC?
How does AVEC work?*

*Commerce
Frank Puel (income)
natural resources*

*DNR (\$500,000 identification)
The Fisheries work
Frank Tice
BLM as resource
Badly done - must be
organized*

*(RH)
Resource Dept. - existence
of programs*

*Corporate
Identify
papers to prep
Alliance of Trust Banks
Planning
Chas. has done
this*

*Municipal
League*

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

Larry Crawford - financial re - Anal. Reimbursement of study

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

Land status re Land 2

STUDY OBJECTIVE

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

TASK

RESOURCE

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

NCAH National Regional Corp. Unorganized boroughs suggested by Congress (substate) 1970s

2. Identify and analyze community and regional attitudinal surveys and studies to determine thoughts and perceptions on various levels of government (federal, state, local, quasi-governmental). Determine the need for further investigation of public attitudes, perceptions and ideas on the need for local and regional government structure.

JOTPF techniques Personal contact Translators (Bethal Upur)

Impact of local govt. formation on public attitudes toward local govt. formation

3. Prepare an inventory of public services and programs provided by non-governmental organizations within the unorganized borough. Analyze the nature and level of services being provided.

AMF Village Management Assistance National Corp. 1970s

4. Analyze historical and non-traditional methods of organization for local and regional self determination in the state (i.e., IRA Villages, Native regional profit and Native non-profit corporations).

ADP 75-3-4 What would be effect of incorporation on other quasi-governmental organizations? Should they continue - spirit?

Reach people outside the unorganized areas.

Written list of Revenue sharing - Check w/ mayors - Mary Foster Betty Hedberg (questionnaire) re. private re-service (PRA members) related to JOT study)

Give ed. material first!

Get out of main cities

Use circuit riders to reach these places

Why hasn't local govt. reached? (Health aids WORKING - Iniaji Health Service Dr. Hallee Johnson Anch.)

Hired by local council. Should - exp. without pay + no training. Have trained & paid. Traditional medicines &...

See... + ...

See... Are more added working

... of

... of ...

COMPONENTS RELATED TO LOCAL GOVERNMENT STUDY
OUTSIDE SCOPE OF WORK PROGRAM

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

Revenue

Revenue

Multi-State Tax
Commissioner
P. Bushnell, Dept. of
J. Donohue, Revenue

Municipal League

Professional Expertise

Byron Mallot

Vicky Lord (owner) - Deenaka - Dayon

Directors of non-profit (political implications of directorships)

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

Van Fischer

Pete Garnett

Darbyshire

Bob DePue - financial area especially

George Henallas - Community Planning & Grant writing / CEM # / process of service writing

Oil & Gas Taxation - Jerry Haver / State Assessment Bd. Subject for Kenai Borough

Questionnaire - Municipal League

INTERIM-CRA COMMITTEES LOCAL GOVERNMENT STUDY

DWP
suggestions
Sally Fine

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

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

TASKS:

1) Review available background information:

what do we have?"

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

how (well) does it work?"

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

evaluation criteria

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

what do we need?"

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

4) Develop executive or legislative mechanism to achieve goal.

QUESTIONS FOR INTERIM LOCAL GOVERNMENT STUDY

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

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

V

Gene H.

Working Draft

April 6, 1979

Local Government Study Objectives

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

Methodology

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

2. Study and evaluate the delivery of services at the local, regional, and state level.

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

4/23/79

Memo

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

FROM: Vic Fischer

RE: Interim committee study of unorganized borough.

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

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

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

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

Methodology and Approach

Committee work would entail the following components:

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

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

Study Objectives

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

Specific Objectives are:

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

Interim unorganized borough study

General Purpose

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

Background

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

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

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

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

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

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



Official Business

Alaska State Legislature

Senate - Committee on Community & Regional Affairs

Pouch V
State Capitol
Juneau, Alaska 99811

April 28, 1979

MEMORANDUM

TO: Senator George Hohman
Legislative Council, Chairman

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

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

LOCAL GOVERNMENT STUDY OBJECTIVES

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

METHODOLOGY

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

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

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

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

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

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

BUDGET

See attached memorandum.

Attachment



Official Business

Alaska State Legislature

Senate


Committee on
Community & Regional Affairs

Pouch V
State Capitol
Juneau, Alaska 99811

April 28, 1979

MEMORANDUM

TO: Senator George Hohman
Legislative Council, Chairman

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

SUBJECT Budget for Interim Local Government Study

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

(100)	Personal Services	\$ 40.0
	1 1/2 Project Coordinators	
	12 mo., \$3,000 mo., plus	
	10.13% benefits	
(200)	Travel	18.0
	Committee Transportation (Juneau/ Anch.) Chairmen/Senate & House Community and Regional Affairs Committee plus staff travel	
	15 trips at \$200 = \$3,000	
	Committee per diem - 15 members + staff for individual meetings and conferences	
	3 days each at \$165 = \$2,475	
	Hearing Committee Transportation	
	5 members	
	5 trips at \$400 = \$10,000	
	Committee per diem - 5 meetings	
	2 days each at \$55 = \$2,750	

April 28, 1979

(300)	Contractual		16.0
	Professional Services=\$12,000		
	Postage	500	
	Public Notices	500	
	Telephone	2,000	
	Final Report	1,000	
(400)	Commodities		1.0
	Stationery and Office		
	Supplies=	1,000	
			<hr/>
			\$ 75,000
	House Community & Regional Affairs share -		\$31,600
	(per Representative Bill Parker's discussion		
	with House Leadership)		
	Senate share -		43,000



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

June 15, 1979

SUBJECT OF COMMITTEE WORK

Local Government in Alaska
(Focus on the Unorganized Borough)

HISTORICAL PERSPECTIVE

A. State Constitution

Article X of the State Constitution establishes the purpose and construction of local government and provides for maximum local self-government with a minimum of local government units and seeks to prevent duplication of tax-levying jurisdictions. It directs that the entire State shall be divided into boroughs, organized or unorganized, and that in the unorganized boroughs the legislature shall provide for the performance of services it deems necessary or advisable while allowing for maximum local participation and responsibility.

B. Borough Incorporation

Eight of the eleven existing boroughs were established in 1963 and 1964. The Mandatory Borough Act of 1963 directed incorporation of boroughs in eight urban areas within one year or mandatory incorporation would occur. Ketchikan, Sitka, Juneau and Kodiak incorporated while Anchorage, Kenai, Matanuska-Susitna and Fairbanks boroughs were incorporated directly by the state on January 1, 1964. Bristol Bay Borough was the only one of the original nine boroughs to incorporate voluntarily in 1962. Haines incorporated as a third class borough in 1968 and in 1972 the North Slope Borough voluntarily incorporated prompted by the hundreds of millions of dollars in taxable property values at the Prudhoe Bay oil fields.

C. Significant Legislative Proposals

Although there were numerous city incorporations in the unorganized borough, only the North Slope Borough has chosen to organize a regional government. Motivated by awareness of the need for a vehicle for social and political unity and a mechanism for more efficient and equitable distribution of public revenues, a series of legislative proposals have been introduced during the last decade.

In 1972 a comprehensive legislative program was introduced which included a plan to subdivide the unorganized borough (HB 596), levy a 15 mill tax on property located in the unorganized borough with distribution of revenue among unorganized boroughs (HB 597) and a levy of 20 mill tax on the pipeline with distribution to local governments, organized and unorganized (HB 598). Governor Egan's bills, while bringing before the legislature and the public much useful information and debate, were not passed.

Other significant legislation related to the unorganized borough included Representative Tom Fink's HB 122 introduced in 1973 which would have required the incorporation of organized boroughs in all of unorganized Alaska by 1977. Representative Terry Gardiner of Ketchikan introduced HB 291 (1973) which would have established structures that could either remain unincorporated with elected advisory councils, or choose to incorporate at a future date as boroughs of any class or as home rule boroughs.

Since 1973 there have been piecemeal legislative approaches to the problem of providing services in the unorganized borough. In addition, Representative Charlie Parr of Fairbanks has introduced legislation which would provide for taxation of developed land in the unorganized borough (HB 202 - Tenth Legislative Session and HB 9 - Eleventh Legislative Session). None of the above mentioned legislation became law.

In 1972 a number of municipal concerns were addressed in the drafting of a Municipal Government Code, Title 29 which replaced the repealed Title 7 (Boroughs) and the former Title 29 (Municipal Corporations).

D. Service Delivery to the Unorganized Borough

The State Constitution provides that 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.

In response to the need for delivery of certain services, the state has established a number of jurisdictional boundaries within the unorganized borough.

1. Regional Educational Attendance Areas (REAs) were created in 1975 as the mechanism through which the legislature delegates to regional school boards the authority to operate the public schools using the boundaries or sub-boundaries of the regional corporations established under the Alaska Native Settlement Act or a combination of such boundaries.

2. Coastal Resource Service Areas are authorized by the Alaska Coastal Management Act of 1977 to plan for the coastal areas. Each regional educational attendance area containing a part of the coastal area may be organized for this purpose or two or more REAAs may be consolidated as a single coastal resource service area. Implementation of the plans which are developed is the responsibility of the state.
3. Salmon Enhancement Service Areas were authorized by 59 SLA 1979. A qualified regional association, when it becomes a nonprofit corporation under AS 10.20, is established as a service area in the unorganized borough under AS 29.03.020 for the purpose of providing salmon enhancement services.

A study prepared by the Division of Policy Development and Planning in December 1976 entitled "Alaska Regions and Substate Districts" documented the proliferation of district boundaries used by governmental agencies for both administrative and service delivery functions. It depicted these overlapping jurisdictional boundaries as confusing and as roadblocks to the efficient delivery of services to citizens therefore preventing the Federal, State and local governments from fulfilling their responsibilities to Alaskans.

Systems of subdivisions of the State were analyzed, mapped and compared for their capability to serve as vehicles for governmental planning and program delivery. Each one was also evaluated in terms of its long-term usefulness for governmental purposes. Although specific recommendations for the creation of planning regions and substate districts were incorporated into the study, no action was taken.

CURRENT STATUS

Current efforts which have a bearing on the subject matter of the Local Government Study include:

A. Alaska Coastal Management Program First Year 306 Grant

The Office of Coastal Management, Division of Policy Development and Planning, Office of the Governor has applied for a 306 Grant and has identified as one of its special studies within the grant proposal a study of unorganized borough management alternatives.

The grant proposal states that structures or mechanisms for local planning in the unorganized borough raise questions and have implications for the Alaska Coastal Management Program as well as every other state program in the unorganized borough. The state needs to carefully identify and analyze alternative approaches and structures for planning in the unorganized borough. The Legislature is sufficiently concerned about the problems of local government and the discrepancies between the organized and unorganized areas, that a special legislative committee has been organized to study alternatives for the provision of all services to all local areas (both organized and unorganized) during the next interim.

The issues which cause this item to be a priority for special study by the coastal management program are several. The new lease sale schedule, proposed bottomfish expansion, and suggested new port development all affect the unorganized borough which at the present time has no satisfactory regulatory mechanisms by state or local governments.

B. Housing and Urban Development Grant Application by Division of Policy Development and Planning for FY 80-81

The application by DPDP includes a program subcategory, Regional Planning in the Unorganized Borough, with the objective of establishing a uniform regional planning structure in the unorganized borough. The Division proposes to work jointly with the Local Government Study on this issue and to develop an official policy in regard to regional planning in the unorganized borough and the structure through which sustained local involvement can be obtained.

C. Yukon Flats Regional Government Study

The Alaska State Legislature, acting on a request from the people of the Yukon Flats region, directed that a study be carried out to explore the feasibility of establishing a regional government in that area. The Department of Community and Regional Affairs, in concert with an Advisory Committee from the region, designed the general contract which has been implemented by Ralph R. Darbyshire and Associates. The Yukon Flats Regional Government Study is in the final stages of development with the final summary report scheduled for completion in June, 1979.

The product will present findings with respect to alternatives available in borough incorporation; advantages and disadvantages of borough incorporation; and the legal, political, social and financial ramifications of borough incorporation.

D. Northwest Alaska Native Association Regional Strategies

In 1978 NANA requested state assistance in order to begin a process to establish an overall regional strategy plan. The Division of Policy Development and Planning has developed a HUD grant proposal to help accomplish this goal. The issues seen by regional officials as central to the regional strategy concern the environmental carrying capacity of the NANA region and its inherent effects on the patterns of development, the necessity for identifying and analyzing alternatives to transportation systems and public facilities and an accurate assessment of the present socio-economic characteristics of the region's population.

E. Tanana Chiefs Conference Proposal

During the First Session of the Eleventh Legislature the Tanana Chiefs Conference brought to the attention of the legislators a proposal to establish six sub-regional planning commissions within the boundaries of the Doyon Regional Corporation. While it is the intention of TCC to proceed with this effort, they have requested the Governor designate these commissions as planning advisory councils pursuant to AS 44.19.880 (c). Legislation which would have established these regional planning commissions vested with substantial local government powers was drafted.

As this proposal posed questions with significant ramifications, including the relationship of these planning commissions to the activities of federal and state agencies in the region and the relationship of these new entities to existing local governments organized under state law, no legislative action was taken.

Relevant to the historical perspective and current status of local government in Alaska is the bibliography developed for use in the Local Government Study. (See Exhibit A)



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

LOCAL GOVERNMENT STUDY BACKGROUND

The Joint Senate and House Community and Regional Affairs Committee Local Government Study was initiated as the legislative response to long-perceived problems related to local government in Alaska. The Department of Community and Regional Affairs, as well as the Municipal League, have supported such a study to clarify and resolve questions dealing with municipal relationships and the broader questions related to municipal/state relationships.

The need for such a study became evident to the chairmen of the Community and Regional Affairs Committees during the First Session of the Eleventh Legislature with consideration of legislation dealing with annexation, revenue sharing, delegation of borough powers, and "instant" unification.

Overlapping jurisdictional boundaries in the unorganized borough became an issue again when a proposal by the Tanana Chiefs Conference to create regional and subregional planning commissions was brought to the attention of the legislature. This proposal raised the question of the effectiveness of the present service delivery systems. There was renewed concern that there was no state rural policy against which to weigh this proposal and other legislative action.

The Chairmen of the Community and Regional Affairs Committees laid the groundwork for the Study in a series of meetings involving individuals from the legislature, the executive branch and the Alaska Municipal League. During these meetings, specific concerns were identified and there was consensus that legislative action in this area could be productive.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

WORK PROGRAM

The Local Government Study has been designed with recognition of the abundant amount of existing research and material which has documented the problems in the unorganized borough. Problem areas which have been identified deal with:

1. Sufficiency of available local government structures to meet the need for local government entities at the community and regional level.
2. Sufficiency of the economic base in the unorganized borough in financing the basic local government functions.
3. Continually developing jurisdictional boundaries within the unorganized borough used for both administrative and service delivery purposes.
4. The ability of the state to deliver services effectively to the unorganized borough through the creation of service areas.
5. The role of the quasi-governmental organizations as service deliverers and the functioning of such organizations as substitutes for local government.
6. The question of state vs. municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.

The approach of the Local Government Study will be solution oriented. Specific problems will be articulated and solutions proposed. The process for accomplishing this will be a series of meetings as described below.

Preliminary organizational work will consist of development of study goals, objectives and work program design as well as planning and preparation for a Local Government Symposium. Background material related to the objectives will be made available to the participants of the Symposium. (See preliminary draft of these objectives - Exhibit B)

PROCESS - The process is outlined in Exhibit C with a project schedule.

1. LOCAL GOVERNMENT SYMPOSIUM

The Symposium will bring together native leaders, local government specialists, representatives of the Alaska Municipal League and other pertinent organizations for a weekend meeting. This knowledgeable group of individuals representing diverse interests will address the problem areas and develop solutions.

An intensive product analysis will follow the Symposium and the results of this analysis will be circulated for comment by the Symposium participants.

2. REGIONAL WORKSHOPS

A series of regional workshops (Fairbanks, Anchorage, Juneau) will be held to broaden participation in the Study and include those individuals with local and regional perspective. Proposed solutions will be further discussed and refined.

3. PUBLIC HEARINGS

The last level of meetings would take the Senate and House Community and Regional Affairs Committee members to the rural areas of the state to discuss the findings of the Symposium and Regional Workshops.

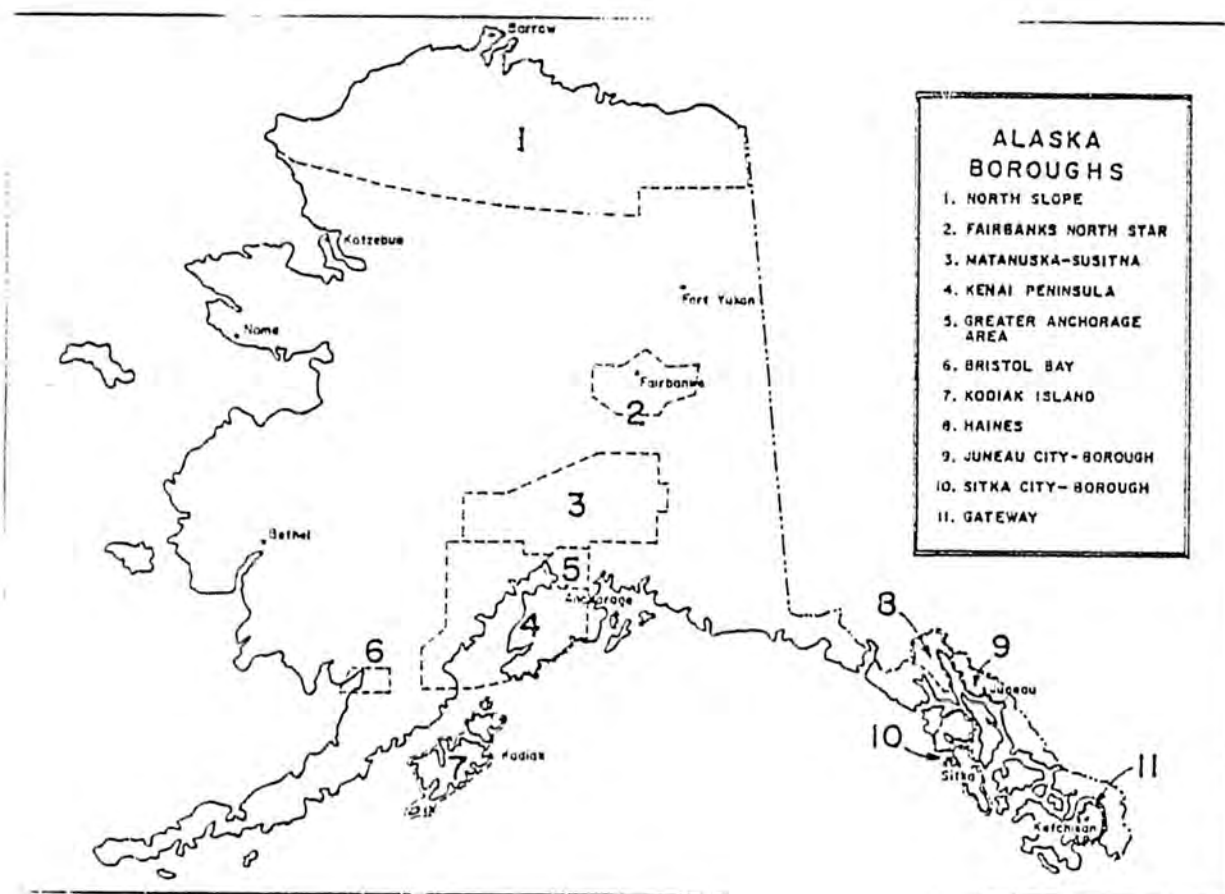
The findings of the Symposium and Workshops will be supported by the production and use of tables, charts, graphs and maps. Such tools support the intent of simplifying the subject matter and making it suitable for public educational use.

Testimony received at this time will be a major ingredient in the development of a final product. Throughout the process there will be development and consideration of proposed legislation. Specific legislative goals include addressing problem areas of Title 29 specifically service area formation as well as the broad question of achieving self determination through local government in the unorganized borough. In addition, the information developed will serve as a framework for evaluating future legislation in terms of its effect as an incentive or disincentive to local government formation.

ORGANIZED MUNICIPALITIES

Concurrent with the activities described above, and in conjunction with the Local Government Study, the Alaska Municipal League will concentrate on defining municipal problems which could have legislative solutions. This effort will be accomplished in close cooperation with the Department of Community and Regional Affairs.

A survey will be developed and circulated by the Municipal League and the survey analysis will become part of the subject matter for discussion and consideration at the Local Government Symposium and Regional Workshops.



SELECTED BIBLIOGRAPHY

The States and Local Affairs

Books

- Adrian, Charles R. *Governing our Fifty States and their Communities*. 2nd ed. New York: McGraw-Hill Book Co., 1967.
- . *State and Local Governments*. 2nd ed. New York: McGraw-Hill Book Co., 1967.
- Anderson, William, and others. *Government in the Fifty States*. New York: Holt, Rinehart and Winston, 1960.
- Elazar, Daniel J. *American Federalism: A View From the States*. New York: Thomas Y. Crowell Co., 1966.
- Federalist Papers*. Introduction by Clinton Rossiter. New York: The New American Library, 1961.
- Fesler, James W. *The Fifty States and their Local Governments*. New York: Alfred A. Knopf, Inc., 1967.
- Lockard, Duane. *The Politics of State and Local Government*. 2nd ed. New York: The MacMillian Co., 1969.
- Maass, Arthur, ed. *Area and Power: A Theory of Local Government*. Glencoe, Ill.: The Free Press, 1958.
- Sanford, Terry. *Storm Over the States*. New York: McGraw-Hill Book Co., 1967.

Articles, Papers, and Reports

Advisory Commission on Intergovernmental Relations. *1967 State Legislative Program*. Washington, D.C., September 1966.

———. *Performance of Urban Functions: Local and Areawide*. Report M-21. Revised. Washington, D.C., 1963.

———. *Eighth Annual Report*. Washington, D.C., January 31, 1967.

———. *Ninth Annual Report*. Washington, D.C., January 31, 1968.

———. *Tenth Annual Report*. Washington, D.C., January 31, 1969.

Beckman, Norman. "Strengthening Local Government Through State Action." Address before the Tax Institute of America Symposium. Washington, D.C., December 1, 1967.

Bureau of Public Administration. University of California, Berkeley. "A State Agency for Local Affairs?", by John G. Grumm. *1961 Legislative Problems*, No. 6, March 1961.

Commission on Intergovernmental Relations. *Final Report*. Washington: Government Printing Office, 1955.

Committee for Economic Development. *Modernizing Local Government*. A Statement on National Policy by the Research and Policy Committee, July 1967.

———. *Modernizing State Government*. A Statement on National Policy by the Research and Policy Committee, July 1967.

Connecticut Commission to Study the Necessity and Feasibility of Metropolitan Government. *The State's Biggest Business—Local and Regional Problems*, January 1967.

Council of State Governments. *State-Local Relations*. Report of the Committee on State-Local Relations. Chicago, 1946.

- _____. *The States and the Metropolitan Problem*. A Report to the Governors' Conference. Chicago, 1956.
- _____. *State Responsibility in Urban Regional Development*. A Report to the Governors' Conference. Chicago, 1962.
- _____. *State Planning: A Policy Statement*, by the Subcommittee on State Planning, the Governors' Conference. Chicago, 1962.
- _____. *State Technical Assistance to Local Governments*, by William L. Frederick and Marilyn Gittell. Chicago, 1962.
- _____. *State Programming and Economic Development*, by Selma Mushkin. Chicago, 1965.
- Elazar, Daniel J. *Federalism and the Community*. Fourteenth Annual Wherrett Lecture on Local Government. Institute of Local Government, Graduate School of Public and International Affairs, University of Pittsburgh, 1968.
- Hirsch, Werner Z. "Local Versus Areawide Urban Government Services." *National Tax Journal*, XVII (December 1964), 331-39.
- Ingraham, Page L. "New Role for the States?" *Public Management*, (June 1968), 138-42.
- Institute of Government and Public Affairs, University of Illinois. *The State and its Cities*, ed. by James H. Andrews. Report and Background Papers, Assembly on the State and its Cities. Zion, Ill., December 8-10, 1966.
- Kammerer, Gladys M. *A State Department of Local Affairs*. Public Administration Clearing Service, University of California. Civic Information Series No. 47, 1969.
- Krueger, Ralph R. "The Provincial-Municipal Government Revolution in New Brunswick," *Canadian Public Administration*, XII (Spring 1970), 51-99.

Legislative Reference Bureau State of Wisconsin. *A Summary Look at State Agencies of Local Affairs*, by Patricia V. Robbins. Information Bulletin 66-12. Madison, Wisconsin, December 1966.

National Governors' Conference, Committee on State-Urban Relations, "Report." July 22, 1968. (Mimeo.)

Reeves, H. Clyder. "Role of State Governments in our Intergovernmental System." *Public Administration Review*, XXVIII (May-June 1968), 267-70.

Scott, Stanley. "The Study of Urban Government: First steps Towards an International Discipline." *Public Administration Review*, XXIX (September-October 1969), 546-552.

Smallwood, Frank. "Reshaping Local Government Abroad." *Public Administration Review*, XXX (September-October 1970), 521-30.

Snowiss, Sylvia. *Urban Problems and Governmental Organization*. University of California, Los Angeles. Institute of Government and Public Affairs, 1967. (Mimeo.)

U.S. Congress, House of Representatives, Committee on Government Operations. *Metropolitan America: Challenge to Federalism*. A study submitted to the Intergovernmental Relations Subcommittee by the Advisory Commission on Intergovernmental Relations, 89th Congress, 2nd Session, 1966.

———. *Unshackling Local Governments: A Survey of Proposals by the ACIR*. Thirtieth Report, 89th Congress, 2nd Session, 1966.

U.S. Congress, Senate, Committee on Government Operations. *Creative Federalism, Hearings, before the Subcommittee on Intergovernmental Relations, on Improving Intergovernmental Cooperation in the Management of Federal Assistance Programs*, 89th Congress, 2nd Session, and 90th Congress, 1st Session, 1966 and 1967.

U.S. Department of Commerce, Economic Development Administration. *State Development Strategies*. Proceedings of a seminar co-sponsored by the Council of State Planning Agencies and the AIP State Planning Committee, Portland, Oregon, August 13-14, 1966.

Zimmerman, Joseph F. *State Agencies for Local Affairs*. Local Government Studies Center, Graduate School of Public Affairs, State University of New York at Albany. June 1968. (Mimeo.)

Structuring Local Government in Alaska

Alaska Constitutional Convention. *Minutes of the Committee on Local Government, 1955-1956*. (Mimeo.)

Alaska, Department of Law, Office of the Attorney General. *Opinions of the Attorney General, 1961-1966 (selected)*.

Alaska, Legislative Council. *Alaska Constitutional Convention Proceedings, November 1955 to February 1956*. Juneau, 1965.

———. *City-Borough Unification Proposal—A Preliminary Look at the Question*. Juneau, January 1967.

———. *Local Government in Alaska: Problems and Alternatives*. Publication No. 21-6. Juneau, July 1954. (Mimeo.)

———. *Report on School Support*. Juneau, January 1961. (Mimeo.)

Alaska, Legislative Council and Local Affairs Agency. *Final Report on Borough Government*. Juneau, 1961.

Alaska, Local Affairs Agency. *Alaska Local Government, 1961-1968*.

———. *Borough Manual—Schools*. Vol. II. Juneau, 1963.

———. *Incorporation of an Organized Borough*. Juneau, May 1961. (Mimeo.)

Alaska State Organization and Programs

Alaska, Department of Administration. *The Budget of the State of Alaska, 1963-1969.* Juneau, 1962-1968.

Alaska, Department of Education, *1966-1967 Annual Report.* Juneau, 1968.

Alaska, Legislative Council, Legislative Affairs Agency. *Legislative Handbook on Alaska State Government.* Juneau, 1968.

Alaska State Housing Authority. *Official Statement, Sale of Lease Revenue Bonds,* July 6, 1967.

Alaska, State Planning Commission. "State Planning for Alaska." Prepared by Victor Fischer and George W. Rogers. Juneau, December 1959. (Mimeo.)

Crittenden, Edwin B. "ASHA Today." A Report to the Board, August 1, 1968. (Mimeo.)

Governor's Committee on Education. *An Overall Plan for Rural Alaska,* Approved by Governor William A. Egan as the Official State Plan. (Revised.) February 28, 1966.

Harold F. Wise and Associates. "A State Planning Program for Alaska." A report prepared for the State Division of Planning and Research. September 20, 1968. (Mimeo.)

Lindeman, Erick L., and others. *A Foundation for Alaska's Public Schools.* Report of a Survey for the Alaska State Board of Education, September 1961.

Public Administration Service. *Proposed Organization of the Executive Branch—State of Alaska.* Chicago, 1958.

U.S. Office of Economic Opportunity. *Catalog of Federal Domestic Assistance*. Washington, D.C., January 1969.

Alaska

Alaska, Department of Administration. *Annual Financial Statement of the State of Alaska*. Juneau, 1963-1968.

Alaska Legislative Council. *Federal Grant-In-Aid Programs in Alaska*. Juneau, 1967.

_____. *Revenue and Taxation in Alaska*. Part II Evaluation and Recommendations. Juneau, 1962.

_____. *Staff Report on Local Sales Taxation*. Juneau, 1966.

_____. *State Assistance to Local Governments on Bonding Problems*. Juneau, 1967.

Alaska, Local Affairs Agency. *Alaska Intra-State Bond Conference*. Juneau, 1967.

Alaska Municipal League. *Policy Statement for 1969*. Juneau, 1968. (Mimeo.)

Alaska, Office of the Governor. *Revenue Sources, 1968-1974*. Submitted to the First Session, Sixth State Legislature. Juneau, 1969.

_____. *Revenue Sources, 1969-1975*. Submitted to the Second Session, Sixth State Legislature. Juneau, 1970.

U.S. Office of Economic Opportunity. *Federal Outlays in Alaska in Fiscal Year 1968*. Washington, 1968.

Socio-Economic Environment

- Alaska, Department of Economic Development. *Alaska Statistical Review*. Juneau, 1969.
- Brady, Terry. "Alaska's Economy in 1967." *Alaska Review of Business and Economic Conditions*. Vol. V, No. 2. Institute of Social, Economic and Government Research, University of Alaska, July 1968.
- . "Alaska's Economy in 1968." *Alaska Review of Business and Economic Conditions*. Vol. VI, No. 3. Institute of Social, Economic and Government Research, University of Alaska, August 1969.
- Cooley, Richard A. *Alaska: A Challenge in Conservation*. Madison: University of Wisconsin Press, 1967.
- Federal Field Committee for Development Planning in Alaska. *A Subregional Economic Analysis of Alaska*. Anchorage, 1968.
- . *Alaska Natives and the Land*. Washington, D.C.: Government Printing Office, 1968.
- . *Economic Development In Alaska*. A report to the President, August, 1966, Washington, D.C.: Government Printing Office, 1966.
- Hippler, Arthur E., and others. "Northwest Alaska Regional Development Study." Unpublished draft, College: Institute of Social, Economic and Government Research, University of Alaska, 1969.
- Hughes, Charles C. *An Eskimo Village in the Modern World*. Ithaca: Cornell University Press, 1960.
- Jenness, Diamond. *Eskimo Administration: I. Alaska*. Arctic Institute of North America, Technical Paper No. 10, July 1962.
- Jones, George M. *The Economic Impact of Fort Wainwright and Eielson Air Force Base on Fairbanks, Alaska*. Unpublished master's thesis, University of Alaska, 1968.

Rogers, George W. *A Handbook on Alaska Regionalism*. Office of the Governor, Juneau, Alaska, November 21, 1955. (Mimeo.)

———. *Alaska Regional Population and Employment*. SEG Report No. 15. College, Alaska: Institute of Social, Economic and Government Research, University of Alaska, 1967.

———. "Eskimo Administration in Alaska." *Arctic*, XX (December 1967).

———. "Party Politics or Protest Politics: Current Political Trends in Alaska." *The Polar Record*, Vol. 14, No. 91, 1969, pp. 445-58.

———. *The Future of Alaska*. Baltimore: The Johns Hopkins Press, 1962.

Rogers, George W. and Cooley, Richard A. *Alaska's Population and Economy*. Economic Series: Publication No. 1, Vol. I. College, Alaska: Institute of Business, Economic and Government Research, University of Alaska, 1963.

Sullivan, James W. "Personal Income Patterns in Alaska." *Alaska Review of Business and Economic Conditions*, Vol. VI, No. 1. University of Alaska, Institute of Social, Economic and Government Research, February, 1969.

Van Stone, James W. *An Eskimo Village in Transition*. Seattle: University of Washington Press, 1962.

Alaska Local Government History

Andrews, Clarence. *The Story of Sitka*. Caldwell: Caxton Printers Ltd., 1938.

Bancroft, Hubert Howe. *History of Alaska: 1730-1885*. New York: Antiquarian Press Ltd., 1959.

- Brooks, Alfred Hulse. *Blazing Alaska's Trails*. College: University of Alaska and Arctic Institute of North America, Caxton Printers, 1953.
- Chevigny, Hector. *Russian America*. New York: Viking Press, 1965.
- Coolidge, Louis Arthur, *Klondike and the Yukon Country*. Philadelphia: Henry Altemus, 1897.
- Crain, Melvin. "Governance for Alaska: Some Aspects of Representation." Unpublished Ph.D. dissertation, University of Southern California, 1957.
- Davis, Frank G. *History of Education in Alaska*. 1917.
- Goodrich, Harold B. "History and Conditions of the Yukon Gold District to 1897." *Eighteenth Annual Report of the U.S. Geological Survey, 1896-1897*. Washington, 1898.
- Gruening, Ernest. *The State of Alaska*. New York: Random House, 1954.
- Nichols Jeanette P. *Alaska: A History of its First Half Century Under the Rule of the United States*. Cleveland: Arthur H. Clark Co., 1924.
- Okun, Semen Bentsionovich. *The Russian-American Company*. Cambridge: Harvard University Press, 1951.
- Paul, Rodman. *Mining Frontiers of the Far West, 1848-1880*. New York: Holt, Rinehart, and Winston, 1963.
- Sherwood, Morgan B., ed. *Alaska and its History*. Seattle: University of Washington Press, 1967.
- Sitka Proceedings. *Record of Cases in Mayor's Court, City of Sitka*. December 5, 1867-November 20, 1872.
- Sitka Proceedings. *Record of the Proceedings of the City Council of the City of Sitka, Alaska Territory*. December 3, 1882. Filmed by the Alaska Historical Library, 1966.

Spicer, George Washington. *The Constitutional Status and Government of Alaska*. Baltimore: The Johns Hopkins Press, 1927.

Tompkins, Stuart Ramsay. *Alaska: Promyshlennik and Sourdough*. Norman: University of Oklahoma Press, 1945.

Wickersham, James. *A Bibliography of Alaskan Literature, 1724-1924*. Cordova: Cordova Daily Times Print, 1927.

U.S. Congress. *Reports of Captain L.A. Beardslee, U.S. Navy, Relative to Affairs in Alaska and the Operations of the U.S.S. Jamestown*, by L.A. Beardslee. 47th Congress, 2nd Session, Senate Document 71. Washington, 1882.

U.S. Congress. *Report on Condition of Affairs in Alaska*, by L.A. Beardslee. 46th Congress, 2nd Session, Senate Ex. Document 105, Washington, 1880.

Repts and Studies

Alaska Regions and Substate Districts, Division of Policy Development and Planning, Office of the Governor, Dec. 1976, 38- pages

Equalization of Local Government Revenues in Alaska, Richard W. Garnett III, Institute of Social, Economic and Government Research (Institute of Economic and Social Research) University of Alaska, January, 1973, 56- pages

Local Government Checklist, Paul Conger, Department of Community and Regional Affairs, Local Government Assistance, February, 1978, 169- pages (unpublished)

Issues of Regional Government in Alaska, Victor Fisher and Thomas A. Morehouse Institute of Social, Economic and Government Research, University of Alaska, Fairbanks, Alaska, February, 1974, 70- pages apx. (Review Draft Only - Not to be released, quoted, or cited without permission of authors)

Borough Government in Alaska, Thomas A. Morehouse and Victor Fisher, Institute of Social, Economic and Government, University of Alaska, Fairbanks, Alaska, March, 1971, ISEGER Report No. 29, 171- pages

Executive Summary, Citizens Participation Conference, Rural Alaska Community Action Program, March 5-8, 1979, Juneau, Alaska, (workshop papers) 45- pages

What's a....., How's It Organized? How Does It Operate? What Are Its Powers? And More, Cooperative Extension Service, University of Alaska in cooperation with Department of Community and Regional Affairs, State of Alaska, Revised February 1978, 40- pages apx.

Regional Government for the Unorganized Borough, Resources Development Internship Western Interstate Commission for Higher Education and Alaska Department of Community and Regional Affairs, August, 1973, 37- pages

Borough Manual- Planning, Zoning, and Public Services, Local Affairs Agency, State of Alaska, January, 1963, Volume III, 106- pages

Memo's

From: Comm. McAnerney to Comm. LeReshe
Regional Government in the Unorganized Borough
7/21/76, 9- pages plus 3 pages of budget information

From: Pat Poland to Palmer McCarter
Third Class City - "Food for Thought"
6/15/76, 3-pages

Pat Poland to Palmer McCarter
Proposed Legislation - Draft legislation that may be suitable for implementation of
levy and collection of tax in the unorganized borough together with redistribution
to individual boroughs based upon an equalization formula.
8/23/76, 5-pages

From: Rebecca Burch to Pat Poland
The Feasibility of Health Powers in Proposed Region Governments
9/3/76, 2-pages

From: Pat Poland to Palmer McCarter
Third Class Cities - A first draft of a proposed bill to establish third class cities
6/25/76, 9- pages

From Pat Poland to Palmer McCarter
Regional Government Study- A laundry list of items that have yet to be accomplished
in our pursuit of completing the regional government study
9/10/76

From: Palmer McCarter to Mar Winegar (Alaska Municipal League Legislative Committee)
Dept. of C&RA's Local Government Study/State Taxation Policy
6/23/76, 2- pages



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

DRAFT - May, 1979

LOCAL GOVERNMENT STUDY OBJECTIVES

- I. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.
- II. Study and identify present public services provided by federal, state, and municipal levels of government and assess their relationship to local government formation.
- III. Study and evaluate the economic base of the unorganized borough and its sufficiency in financing the basic local government functions.
- IV. Study and evaluate the social, political and cultural patterns in the unorganized borough and their relation to local government formation.

STUDY OBJECTIVE

1. Study and evaluate the sufficiency of available local government structures to meet the need for local government entities at the community and regional level. Study and evaluate alternatives.

TASK

1. Research the historical and legal evolution of local government structure. Review proposed legislation related to organization of the unorganized borough and assess the viability of these proposals. Analyze the relationships between municipalities at the community and regional level and their relationship with state government.
2. Investigate adequacy of existing local government structures, (i.e. three classes of boroughs, two classes of cities plus development cities), and their legally authorized sub-units (i.e., differential tax zones, service areas, and assessment districts), and modify existing or devise alternative forms of local government which could better provide the services.
3. Research the local government structures and intergovernmental relationships of other states and areas which may be pertinent to the Alaska experience. Evaluate relevancy in both rural and urban situations.
4. Review pertinent major studies (Tanana Chiefs Conference Proposal, Yukon Flats Borough Study, NANA Regional Strategies, etc.) and ascertain trends and implications related to local government formation.
5. Review the role of the Local Boundary Commission. Analyze statutory provisions for alteration of local government boundaries. Study and evaluate alternative mechanisms for affecting local government boundary changes.

STUDY OBJECTIVE

- II. Study and identify present public services provided by state, federal and municipal levels of government.

TASK

1. Update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services being provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
3. Identify the allocation and level of service provided by federal, state and municipal entities within the municipalities and unorganized area of the state.
4. Review existing intergovernmental loan programs and grant procedures as they function as incentives or disincentives to the formation of local government.
5. Review the question of state vs. municipal responsibility for delivery of public services and the construction, maintenance and operation of public facilities.
6. Review the service area concept as it relates to service delivery, specifically in the unorganized borough (REAs, Coastal Resource Service Districts, etc.). Delineate the boundaries, authority, and function of these rural service areas and their relationship to state government.

STUDY OBJECTIVE

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

TASK

1. Review potential revenue sources in the unorganized borough including, but not limited to sales, real and personal property tax, income tax, and gross business receipts in addition to revenue associated with natural resource development.
2. Prepare a land status analysis including, but not limited to, a general identification of private, public and Native-owned land. Such analysis would include estimates of acreage by category of existing and anticipated real property.
3. Review statutory inducements and disincentives related to municipal government incorporation. Determine workable approaches for studying the feasibility of and funding new municipal incorporations.
4. Identify the local cost of providing the services which are mandatory functions of the basic local governmental unit and those administrative costs associated with the establishment of local government.

STUDY OBJECTIVE

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

TASK

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine thoughts and perceptions on various levels of government (federal, state, local, quasi-governmental)
Determine the need for further investigation of public attitudes, perceptions and ideas on the need for local and regional government structure.
3. Prepare an inventory of public services and programs provided by non-governmental organizations within the unorganized borough. Analyze the nature and level of services being provided.
4. Analyze historical and non-traditional methods of organization for local and regional self determination in the state (i.e., IRA Villages, Native regional profit and Native non-profit corporations).



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASKS

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
2. Prepare an inventory of programs and services provided by federal, state and municipal entities within the municipalities and unorganized area of the state. Identify the allocation and level of these services.
3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.
4. Review the question of state versus municipal responsibility for funding and delivery of public services and the construction, maintenance and operation of public facilities.
5. Review the service area concept as it relates to service delivery in the unorganized borough and the relationship of the service areas to state government.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

1. Review and update previous studies relating to state and federal jurisdictional boundaries. Delineate boundaries, authority and functions.
 - A. Substate Districts/Regions
Collect maps that delineate the existing regions and districts utilized by federal and state agencies to operate programs or deliver services. Special emphasis should be given to reviewing and updating the recommendations and analysis in the report entitled Alaska Regions and Substate Districts, prepared by the Division of Policy Development and Planning in 1976.
 - B. Authority
The review of the enabling authority for the existing jurisdictional units should include:
 1. Citation of the specific enabling authority
 2. Length of time operative/date instituted
 3. Basis for choice of boundaries. Mandatory borough incorporation standards should also be reviewed.
 - C. Function
This review should include a statement of the purpose for which the unit was created. The units should be categorized as administrative units or service areas.

OBJECTIVE

- II. Study and identify present public services provided by federal, state and municipal levels of government and assess their relationship to local government formation.

TASK

3. Review existing intergovernmental loan programs, grant procedures and the state's contractual practices as they function as incentives or disincentives to the formation of local government.

OBJECTIVE

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

TASK

4. Review existing intergovernmental loan and grant programs and contractual practices as they function as incentives or disincentives to the formation of local government.
 - A. Identify state and federal loan and grant programs with municipalities. Analyze state and federal procedures and practices re municipalities as they relate to local government formation.
 - B. Analyze the state's contractual policies for delivery of services to municipalities and unorganized areas (i.e. with the non-profit corporations)
 - C. Document state financial assistance and non-financial inducements for organization ("organizational grants,]and conveyances, etc.)



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen:
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASKS

1. Identify and analyze selected jurisdictional boundary schemes to determine how well these substate districts or regional boundaries conform to standards for borough incorporation.
2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
3. Prepare an inventory of public services and programs provided by non-governmental and quasi-governmental organization. Analyze the nature and level of services provided.
4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

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

METHODOLOGY

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



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

2. Identify and analyze community and regional attitudinal surveys and studies to determine recognition and perception of governmental structure and function on the federal, state, local, and quasi-governmental levels.
 - A. Review existing surveying work such as the NANA profiles, Public Forum reports, Yukon Flats Borough Study, Congressional questionnaires, etc.
 - B. Determine the need for further investigation of public attitudes and educational needs in relation to local and regional government structure.

METHODOLOGY

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

RESOURCE



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY
Pouch V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

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



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Room V
State Capitol
Juneau, Alaska 99811

OBJECTIVE

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

TASK

4. Analyze the historical development of traditional, non-traditional, and quasi-governmental native methods of organization for local and regional self government. Assess the implications local and/or regional government formation would have on those structures now operative in the unorganized borough.
- A. Develop a chronology including, but not limited to:
1. Traditional organizations
 - (a) Tribal councils
 2. Non-Traditional organizations
 - (a) Indian Reorganization Act Councils
 - (b) Second Class Cities
 - (c) Boroughs
 3. Quasi-Governmental organizations
 - (a) Regional Native Corporations (profit and non-profit)
 - (b) Village Corporations (profit and non-profit)
- B. Information compiled should include:
1. Identification of local or regional jurisdiction
 2. Intended purpose and enabling authority
 3. Administering agency
 4. Funding Source
 5. Governing structure and process
 6. Analysis of intergovernmental relationships



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

TO: Senator George Homan
FROM: Marjorie Gorsuch *mg*
Gene Walsh
DATE: 9/10/79
RE: Monthly Report (August/September)

The Local Government Symposium was held in Anchorage on August 4/5 with forty-four individuals in attendance. (See attached list of participants) The group was highly successful in identifying legislative approaches to be considered by the Joint Committee in the development of local/regional government in Alaska. Several distinct avenues for dealing with local government problems were discussed with priority given to the need for regional government units in the unorganized borough.

After the Symposium, the staff worked on developing a comprehensive Report of the Symposium which could be used as an educational tool at the public hearings. The Report (attached) includes the issues and problems identified by the Local Government Symposium participants; ideas and directions supported by Local Government participants; and the action program being considered by the Committee.

A public hearing schedule has been developed with staff work on the organizational details and planning for the hearings to be held in rural regional centers and in associated villages. The hearings have been designed with a two-fold goal: to discuss the concepts being considered by the Committee for legislative actions and to educate the urban members of the Committee on the realities of village life in rural Alaska. Therefore, the legislators will overnight in each community visited enabling them to spend a full day with the residents of each area. The staff has provided statistical and general informational information as background material for each community the Committee members will visit.

The public hearing schedule is as follows:

Bethel	Friday, September 28
Hooper Bay	Saturday, September 29
Dillingham	Sunday, September 30
New Stuyahok	Monday, October 1
Kotzebue	Thursday, October 11
Noorvik	Friday, October 12
Fort Yukon	Thursday, October 18
Venetie	Friday, October 19
Glenallen	Saturday, October 27



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY
Pouch V
State Capitol
Juneau, Alaska 99811

The Local Government Study Committee will hold a PUBLIC HEARING on the subject of creation of regional governmental units in the unorganized borough in

NOORVIK
Friday, October 12
COMMUNITY BUILDING 7:00 P.M.

The Committee will be discussing proposed legislation which would:

- (1) Divide the single unorganized borough into unorganized boroughs generally following Regional Educational Attendance Area boundaries, or combinations of two or more REAAs, but not extending beyond the boundaries of more than one Native regional corporation established under the Alaska Native Claims Settlement Act;
- (2) Authorize the election of not more than eleven (11) member unorganized borough assemblies, defining the powers and duties of these assemblies; review, comment and recommendations in a clearinghouse approach to proposed state projects and services under the state's fiscal procedures and facilities procurement acts;
- (3) Authorize assemblies of unorganized boroughs to initiate a process by which a charter for a home rule borough may be prepared;
- (4) Name the Department of Community and Regional Affairs as the state agency responsible for lending assistance to unorganized borough assemblies;
- (5) Retain intact the powers and responsibilities of existing REAA school boards for management of school functions, of coastal service area boards in the preparation of plans for the resources of the state's coastal zone, and of existing cities of the unorganized borough.

Members of the Committee are:

Senator Arliss Sturgulewski, Co-Chairman
Representative Bill Parker, Co-Chairman
Senator Tim Kelly
Senator Bob Mulcahy
Senator Pat Rodey
Senator Terry Stimson

Representative Pat Carney
Representative Margaret Branson
Representative Ray Metcalfe
Representative Pat O'Connell
Representative Charlie Parr
Representative Fred Zharoff

LOCAL GOVERNMENT SYMPOSIUM
August 4-5, 1979

PARTICIPANTS

Mr. Chris Anderson
Tanana Chiefs Conference, Inc.
209 First and Hall
Fairbanks, Alaska 99701
(PHONE: 452-8251, 456-5423 or
456-3101)

Ms. Jane Angvik, Director
Alaska Public Forum
429 "D" Street, Suite 310
Anchorage, Alaska 99501
(PHONE: 276-5262)

Mr. Don Argetsinger
Deputy Commissioner
Department of Community and
Regional Affairs
Pouch B
Juneau, Alaska 99811
(PHONE: 465-4700)

Mr. Steve Augdahl
Kawerak, Incorporated
Box 948
Nome, Alaska 99762
(PHONE: 443-5231)

Mr. Jack Chenoweth
Legal Services Office
State Legislature
Pouch Y
Juneau, Alaska 99811
(PHONE: 465-3837)

Mrs. Ginny Chitwood
Executive Director
Alaska Municipal League
204 North Franklin Street
Juneau, Alaska 99801
(PHONE: 586-1325)

Ms. Veronica Clark
Division of Community Planning
Department of Community and
Regional Affairs
Pouch B
Juneau, Alaska 99801
(PHONE: 465-4750)

Mr. Dallas Cross
NANA
Box 4-U
Anchorage, Alaska 99503
(PHONE: 276-6030)

Mr. Ralph Darbyshire
629 "O" Street
Anchorage, Alaska 99501
(PHONE: 279-0703)

Ms. Jessie Dodson
Special Assistant
Office of the Governor
Pouch A
Juneau, Alaska 99811
(PHONE: 465-3500)

Ms. Jan Erickson
Coastal Zone Management Office
Office of the Governor
Pouch AP
Juneau, Alaska 99811
(PHONE: 465-3540)

Mr. Vic Fischer
Institute of Social and Economic
Research
707 "A" Street
Anchorage, Alaska 99501
(PHONE: 278-4621)

Mr. Richard Garnett, III
1342 West 12th Avenue
Anchorage, Alaska 99501
(PHONE: 276-2221)

Mr. John Havelock
Criminal Justice Center
University of Alaska
3211 Providence Drive
Anchorage, Alaska 99504
(PHONE: 263-1810)

Mr. Mathew Iya
Kawerak, Inc.
Box 401
Nome, Alaska 99762
(PHONE: 443-5231)

The Honorable Terry Stimson
State Senator
1610 "E" Street
Anchorage, Alaska 99501

Mr. Morris Thompson
Alaska Federation of Natives
1577 "C" Street, Suite 304
Anchorage, Alaska 99501

SYMPOSIUM CO-CHAIRPERSONS

Representative Bill Parker
200 Denali Street
Anchorage, Alaska 99501

Senator Arliss Sturgulewski
2957 Sheldon Jackson Street
Anchorage, Alaska 99504

OBSERVERS

Mr. James D. Babb, Jr.
Managing Editor
Tundra Times
639 "I" Street
Anchorage, Alaska 99501

Mr. Tom Klinkner
Law offices of R.W. Garnett
900 West 5th Avenue
Anchorage, Alaska 99501

Ms. K.B. Patterson
Alaska Native Foundation
411 West 4th Avenue, Suite 314
Anchorage, Alaska 99501

Ms. Julie Simon
Kotzebue, Alaska 99752

STAFF

Mrs. Marjorie Gorsuch
Mr. Gene Walsh
Local Government Study
State Capitol
Pouch V
Juneau, Alaska 99811
(PHONE: 465-3712 or
465-3758/3759)

Mr. Lamar Cotton, Graduate Intern
Mr. Jim Sanders, Graduate Intern
Local Government Study
225 Cordova, Building B
Anchorage, Alaska 99501

Mr. Carl Jack, Executive Director
Alaska Village Council Presidents
P.O. Box 236
Bethel, Alaska 99559
(PHONE: 543-3521)

Mrs. Marlene Johnson
SeAlaska
P.O. Box 218
Hoonah, Alaska 99829

Mr. Ray Kent
Tanana Chiefs Conference
First and Hall
Fairbanks, Alaska 99701
(PHONE: 452-8251, 456-5423)

Mr. Bob Knoll
Mauneluk Association
Box 256
Kotzebue, Alaska 99752
(PHONE: 442-3311)

Mr. Roger Lang
Alaska Native Foundation
P.O. Box 10-1509
Anchorage, Alaska 99511
(PHONE: 274-2541)

Mr. Bob Lohr
Upper Tanana Development
Corporation
Box 459
Tok, Alaska 99780

The Honorable Lee McAnerney
Commissioner
Department of Community and
Regional Affairs
Pouch B
Juneau, Alaska 99811
(PHONE: 465-4700)

Mr. Palmer McCarter, Director
Division of Local Government Assistance
Department of Community and Regional
Affairs
Pouch B
Juneau, Alaska 99811
(PHONE: 465-4707)

Mr. Tom Morehouse
Institute of Social and Economic
Research
707 "A" Street, #206
Anchorage, Alaska 99501
(PHONE: 278-4621)

The Honorable Bob Mulcahy
State Senator
Box 246
Kodiak, Alaska 99615

Mr. James Nordale, Attorney
North Star Borough
P.O. Box 1267
Fairbanks, Alaska 99701
(PHONE: 452-4761)

Mr. Pat Poland
Local Government Specialist
Department of Community and
Regional Affairs
225 Cordova, Building B
Anchorage, Alaska 99501

The Honorable Patrick Rodey
State Senator
601 West 5th Avenue, Suite 820
Anchorage, Alaska 99501

Mrs. Lisa Rudd
2827 Lore Road
Anchorage, Alaska 99507
(PHONE: 344-3623)

Dr. Lidia Selkregg
P.O. Box 2217
Anchorage, Alaska 99510
(PHONE: 272-5522, Ext. 225 (Work)
333-8260 (Home)

Mr. Lee Sharp, Attorney
City and Borough of Juneau
155 South Seward Street
Juneau, Alaska 99801
(PHONE: 586-3300)

Mr. Phil Smith, Executive Director
RuralCAP
327 Eagle Street
Anchorage, Alaska 99501
(PHONE: 279-2511)

Mr. Tom Smythe
Alaska Consultants
704 West 2nd Avenue
Anchorage, Alaska 99501
(PHONE: 276-1456)

Mayor Jonathan Solomon
Box 98
Fort Yukon, Alaska 99740