

SCOMM

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STATE OF ALASKA
THE LEGISLATURE

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3600

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

June 1, 1979

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

TO: The Honorable Arliss Sturgulewski

FROM: Alexander Hoke
Policy Analyst
Jack Kreinheder
Policy Analyst

AH
JK

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

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

Computer Output

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

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

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

Calculation of Sales Tax Capacity

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

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

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

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

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

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

1977 UNORGANIZED BOROUGH SALES TAX CAPACITY*

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

* Figures in thousands of dollars.

AH:JK:dh
Attachments

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

TABLE I
GROSS RECEIPTS SUMMARY

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

All figures in millions of dollars

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

1978-79 School Millages

Anchorage	5.87
Bristol Bay	2.70
Fairbanks	5.50
Haines	2.027
Juneau	6.85 *
Kenai	4.035
Ketchikan	4.25 **
Kodiak	5.00
Mat-Su	6.05
North Slope	1.59 *
Sitka	2.30 *
Total	51.172 divided by 11 (boroughs) equals 4.652 average.

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

Value Estimates

Method I

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

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

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

Method II

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

$$22,374 \text{ less 20\% for vacancy exclusion} = 17,899$$

$$17,899 \text{ times } \$35,758 = \underline{\$640,032,442}$$

Method III

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

$$22,374 \text{ less 20\% for vacancy exclusion} = 17,899$$

$$17,899 \text{ times } 19,704 = \underline{\$352,661,896}$$

Revenue Estimate

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

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

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

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

Specific Questions or Concerns

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

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

Prepared by:

Department of Community and Regional Affairs
State Assessor's Office

THE LEGISLATURE OF THE STATE OF ALASKA
ELEVENTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. House Bill No. 9
Title Assessment Levy & Collection of Taxes In The Unorganized Borough
Requested by Representative Parr Date _____

II. FISCAL DETAIL

Agency Affected Community & Regional Affairs
Program Category Affected Development
Budget Request Unit(s) Affected Office of State Assessor

EXPENDITURES (Thousands of Dollars)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84
100 PERSONAL SERVICES		415.10	440.00	446.40	494.39	524.05
200 TRAVEL		66.50	70.49	74.72	79.20	83.95
300 CONTRACTUAL		852.79	851.66	871.68	281.98	292.09
400 COMMODITIES		19.50	20.67	21.91	23.22	24.62
500 EQUIPMENT		37.34	10.00	5.00	5.00	5.00
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		1,391.23	1,403.12	1,419.71	883.79	930.51

FUNDING (Thousands of Dollars)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84
GENERAL FUND		1,391.23	1,403.12	1,419.71	883.79	930.51
FEDERAL FUNDS						
OTHER (Specify)						

POSITIONS

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84
FULL TIME		15	15	15	15	15
PART TIME						
TEMPORARY						

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

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

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

(Continued on attached pages)

IV. DATE February 14, 1979 PREPARED BY Jerry L. Farley, State Assessor
AGENCY Department of Community & Regional Affairs
Original: Legislative Finance PHONE 485-4730
cc: Budget and Management
Prime Sponsor (if not Legislator Named)

BREAK DOWN OF COSTS INCLUDED IN ANALYSIS

ADMINISTRATIVE COSTS

100 Personal Services

MAPPING

FY 80

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

Sub Total \$142,104

ASSESSMENT

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

Sub Total \$188,124

Sub Total Mapping 142,104

Sub Total Assessment 188,124

330,228

Fringes @ 25.7% 84,068

Total \$415,096

200 Travel and Per Diem

FY 80

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

300 Contractual

FY 80

Telephone	7,200
Postage	4,500
Printing and Advertising	6,000
Data Processing and Programming	126,000
Machine Rental and Xerox	72,000
Office Space 1400 sq. ft. @ \$1.35	1,890
Professional Fees	700,000
Total	<u>\$932,790</u>

400 Commodities

FY 80

Reference Materials	4,500
Mapping Supplies	5,000
Office Supplies	10,000
Total	<u>\$19,500</u>

500 Equipment

FY 80

Sufficient Equipment to establish new personnel in environment conducive to work	<u>\$37,330</u>
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Note: Subsequent years are based on inflationary pressure on FY 80 except the \$700,000 for professional fees has been projected to decrease to \$100,000 in FY 83 assuming original establishment of maps and records to be complete by that time. Also the Equipment item has been reduced substantially after initial purchase.

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

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

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

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

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

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

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

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

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



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

September 5, 1979

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

Dear Margie:

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

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

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

Sincerely yours,

A handwritten signature in dark ink, appearing to read "John E. Havelock".

JOHN E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Professor Stephen Conn
Professor John Angell



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

279 8627

August 6, 1979

Honorable Arliss Sturgulewski
State Capitol
Pouch V
Juneau, Alaska 99811

Re: Local Self-Government Seminar

Dear Arliss:

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

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

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

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

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



Honorable Arliss Sturgulewski
August 6, 1979
Page 2

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

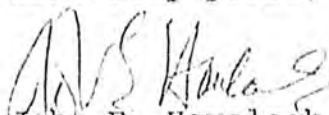
As you know from your experience with the City of Anchorage, there has never been any comprehensive rationale for the division of responsibility between municipal and state governmental entities for public safety functions. If a public safety foundation program is to be developed, that question, too,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

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

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

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

Sincerely yours,


John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Representative Bill Parker



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

M E M O R A N D U M

DATE: December 14, 1979
TO: Mr. Duncan Reed, Director
House Research Division
FROM: Representative Bill Parker
SUBJECT: Foundation Plan

On August 4/5, 1979 a Local Government Symposium was conducted by the Joint Senate and House Community and Regional Affairs Committee. The Symposium participants identified and discussed a number of new approaches to financing and delivery of services in Alaska. Among these were:

1. The provision that a minimum level of service, mandated statewide, be available to all residents of the state. The four basic services identified were education, public safety (including search and rescue, fire, police, justice), public assistance, and health and sanitation.
2. The use of a state foundation plan, similar to that used for education, to fund these basic services. Any formula developed for state support would reflect local population, wealth, and need.

(See the attached Local Government Study Report of the Symposium and other pertinent data)

The objective of the proposed research project related to a foundation approach to service delivery is seen as follows:

OBJECTIVE

Explore the concept of a foundation approach for the delivery of services to provide for a more equitable allocation of the State's financial resources. Such a revenue redistribution system should create incentives for the transfer of service delivery responsibility from the state to municipalities and should recognize the need for local effort in the provision of such services.

Among the issues which should be addressed in the project are:

- * An evaluation of the existing revenue sharing program and of the revenue distribution scheme embodied in HB 192 in light of the above objective.

- * Optional mechanisms, and the fiscal information related to such mechanisms, which meet the criteria for a financial distribution formula contained in the objective.

- * While the foundation approach would be available to organized municipalities, equitable formulas for the provision of services in the unorganized areas should also be explored.

- * At some juncture, the foundation program concept interfaces with tax equalization formulae. An exploration of this issue might be related to this project.



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Majorie

Some scribblings on overhaul of police protection -

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

Units based on population served --

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

So --

Bethel: 3500 people served
translates into 8 units

① Need to determine unit price -- say \$ 30,000 (figure set by statute)

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

② Probably need to recognize cost of living:

Bethel, under current revenue sharing, is at 33.3%

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

③ State will cover not less than 80 nor more than 95%, depending on relative property value. Bethel has no property tax, so, presumably, state will pay 95% of \$ 320,000 or \$ 304,000.

Bethel entitled to voucher for this much. May

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

* * *

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

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

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

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

alternative revenue sharing proposal
which would allow local governments
to provide basic services -
local participation & control should
be encouraged + state participation
should be equitable.

goals - need reward for effort,
delinquency or penalty for ineffectiveness
delinquency.

Have Jack to read and
then return to my files
9/

September 18, 1979

Senator Arliss Sturgulewski
2957 Sheldon Jackson Street
Anchorage, Alaska 99501

Dear Senator Sturgulewski:

In Monday's telephone conversation, in passing, you mentioned that you anticipated a discussion soon with Jim Rhode, on behalf of Representative Hugh Malone, to consider changes in state municipal assistance programs. You indicated a willingness to share with him the suggestion of the Joint Local Government Study Committee to consider a "foundation" approach as one to extend state support for basic services on an additional number of programs, substituting for or supplementing state aid for municipal services.

I went home and thought about that point and want to share with you these thoughts.

As you may know, there has been a fair amount of interest in the general subject of tax relief, stimulated, I suspect, by Representative Randolph's income tax initiative, the several "Proposition 13"-like initiatives brought forward at the local level, and the rumored increase in the revenues returned to the state general fund from the petroleum production tax. While the recent focus has been on major changes in the state's income tax, municipal property taxes have not been immune from consideration.

I respectfully suggest that, if the legislature wants to provide tax relief, it cannot and ought not to make use of "revenue sharing" as a means to force local governments to roll back property tax levies:

(1) There is no straightforward mechanism by which the administrator of a state program of "revenue sharing" may determine conclusively that the governing body of a municipality has effected a reduction of tax levies and is therefore entitled to additional program support from the state. A mayor or manager who understands the program of state aid could well argue, and probably not without justification, that a holding the line against a rate increase, or even a modest increase, represents the best effort on the part of municipal officials to meet public service demands, that the effort to be recognized is the effort to hold down the amount of increase, not the actual reduction of rates. The current program is intended to "reduce [tax] levies in reasonable proportion to state aid," and I respectfully suggest that the program has only moderately succeeded, at best, in meeting that objective.

(2) Coupling state aid to rate reduction virtually ignores the relative fiscal capacity of Alaska's municipalities. The variance among local governments across the state is enormous; it is a variance which, I respectfully suggest, is largely unappreciated by elected

officials at all levels. What Valdez and the Kenai Peninsula Borough may recover from a levy of five mills may require 15 mills in Cordova and the Kodiak Island Borough and 25 mills in Nome or the Haines Borough. Looking only at rate reduction as an index by which to measure state support, is it not essential that we no longer ignore the relative fiscal capacities of the local governments?

(3) The recent history of the existing "revenue sharing" program should serve as ample warning to managers and municipal officials that substitution of state general fund revenues for property tax revenues as the basis for support of general government services ought to be regarded as, at best, a mixed blessing. In contradistinction to the School Foundation Program (AS 14.17), the program of state aid to local governments (AS 43.18) has been regularly underfunded by the present administration and, in the last session, by the state legislature as well. Were I a manager -- and if things continue as they have around here I may have to seek employment in that profession again -- I would have very, very serious reservations about a program that held out the promise of state aid for reduced levies but whose recent record belied full reimbursement.

(4) With state revenues expanding in the intermediate term (through the 1980's), but declining thereafter, the slow, steady, stable pace of change of revenue available to local governments ought not to be overlaid by the "boom-and-bust" of the state's revenue picture. Surely the characteristic local government revenue pattern constitutes a model of stability that ought to be sustained and protected against efforts to make local government tax levies more nearly related to, and dependent on, state support. In the long term, state rewards for local tax reductions probably will have to be withdrawn.

It would probably be too ambitious to consider for enactment in one session, but I think you might consider a "package" by which the "foundation" approach were used as the principal device by which the state would provide financial assistance for the funding of programs and services considered essential, while "revenue sharing" changed from being a means of encouraging property tax reductions to a program by which revenues recovered from local property tax levies were equalized. The programs would be complimentary in the sense that state support under a "foundation" approach would carry, as it does with education, the heavier burden of funding the development and stabilization of basic services -- public safety, land use planning, public health and social services, and others have been mentioned -- while "revenue sharing" would attempt to make more nearly equal, across a state in which per capita recovery from locally-imposed taxes probably is as widely varied as any state in the nation, the return of revenues from taxes levied and fees imposed at the community and regional level. The equalization aspect of a substantially altered "revenue sharing" approach ought to make it possible for local government officials in certain communities -- those whose levies are currently at or above the state average -- to provide a measure of tax relief or, in the alternative, to expand services without tax increases. The approach, I respectfully suggest, might be likened to a "carrot", encouraging local governments to provide tax relief, as compared to any approach using a "stick" by which community leaders may be required to roll back tax levies as a condition of receiving incremental state aid.

End of missive. I hope your discussions with Jim prove mutually satisfactory.

Very truly yours,

John B. Chenoweth

Confidential

*Copies to
MMT*

HOUSE RESEARCH AGENCY
Pouch Y - State Capitol
Juneau, Alaska 99811
465-3991

January 14, 1980

MEMORANDUM

TO: Representative Bill Parker
Senator Arliss Sturgulewski

FROM: Jack Kreinheder *JK*
Issues Analyst

SUBJECT: A Foundation Approach to the Revenue Sharing
Program (Work Order No. 8)

INTRODUCTION

In this memorandum, I would like to present the following information:

1. Proposed criteria for use in formulating and evaluating alternative methods of revenue sharing
2. A summary of our initial findings regarding the application of a foundation approach to revenue sharing
3. A revised research design for the project

I had indicated in my draft research design of January 4 that I would attempt in this memorandum to identify or develop measurable indicators of factors, such as local need, which could be used in allocating funds for various programs. However, it now appears that the development of such indicators will be one of the major tasks involved in the project and must be deferred to the next phase of my research.

CRITERIA

I have compiled a list of nine proposed criteria for the evaluation of any existing or suggested program of revenue sharing. The criteria were derived from your original research request, through discussion with you and your staffs, and from the conclusions reached at the Local Government Symposium. Please contact me if you have any suggestions

Representative Bill Parker
Senator Arliss Sturgulewski
January 14, 1980
Page 2

or comments concerning these criteria. It is important that I be aware of your priorities in the development of alternative programs, so that the end product will reflect your goals for the revenue sharing system. My interpretation of your preferences is that an alternative revenue sharing program should:

1. provide for equitable allocation of financial resources
2. assure a minimum level of basic services to residents of organized municipalities. These basic services are: public safety (including police, fire, justice, and search and rescue), ~~public assistance and health and sanitation.~~
3. reflect local population, wealth and need ^{and human interest ability}
4. create incentives for transfer of service delivery responsibility from the State to municipalities
5. create incentives for local government formation in the unorganized borough
- ✓ 6. encourage local effort in funding ~~basic services~~
7. consider tax equalization--taxpayers statewide should pay roughly the same percentage of the cost of providing a minimum level of the identified basic services
8. consolidate funding into a minimum number of channels (similar to the School Foundation Program)
9. allow for differences in delivery systems to meet local needs.

Clarification: mild reward for efficient delivery or penalty for inefficiency

These criteria are intended to guide the development of an alternative revenue sharing system and to provide a basis for evaluating the current system, HB 192, and any alternative(s) which may be formulated. It is clear, though, that the criteria are subject to interpretation and may conflict in some cases with each other. For example, the first criterion emphasizes the equitable allocation of financial resources. Few would argue with this goal, but the definitions of "equitable" are many. The third criterion states that funding for services should depend on local population,

① List NB192 - Evaluate if criteria (shortcomings) plugs / what would not be met. This look at alternative approaches that can be plugged

Representative Bill Parker
Senator Arliss Sturgulewski
January 14, 1980
Page 3

wealth and need; while the second provides for a minimum level of services, presumably without regard to these factors.

Nevertheless, these criteria do provide a sense of direction for the project. It is difficult to refine the criteria or render an exact definition outside of a specific context, and the inconsistencies and conflicts can, to some extent, be resolved only in each specific case as the research proceeds.

SCHOOL FOUNDATION

1/23/80 mtg. To hold personal of School Foundation approach until next time in 1982 as to criteria defined. Humanities session.

Although there has been a considerable amount of discussion by various groups on the use of a foundation approach to revenue sharing, I have read nothing which explains which characteristics of this approach are most desirable. I have therefore done a brief analysis of the School Foundation Program in order to determine which features are most applicable to the use of a similar approach in revenue sharing. Conversations with your staff have indicated that the primary value of the School Foundation Program for my purpose is as a conceptual model, rather than a system in which each detail is to be adapted to a revenue sharing function. However, an assessment of its basic provisions is a necessary and useful step in my research.

We have identified four major provisions or methods of funding in the School Foundation Program which could be applied to a new revenue sharing system:

1. the Average Daily Membership factor. A similar volume or workload concept could be used in computing revenue sharing entitlements for various services.
2. special allocations for particular educational programs. Such allocations could be applied to specific services within service categories, for example, giving funding for crime prevention programs in addition to general police protection entitlements.
3. a sliding scale for determining allocations. Under this provision, more funding is granted per student in smaller schools and districts. This approach could be used for revenue sharing entitlements to account for the higher cost per unit of providing services on a small scale.

4. the equalization provision, in which the property tax base per student is considered in allocation of funds. A similar system, expanded to include all services of locally-generated revenue, has been developed for HB 192.

Average Daily Membership (ADM), or number of students, is the primary determinant of funding levels under the School Foundation Programs. An equivalent workload factor could be employed as a funding criterion for a number of services. For instance, part of the entitlement for fire or search and rescue services could be linked to the number of calls answered or searches conducted. Health entitlements could be partially based on the number of patients served. The major flaw in this approach is that it encourages expanded use of services which are funded in this manner. Some services should be preventive rather than use oriented. Police and fire protection, for example, should ideally prevent crimes and fires from occurring in the first place, so that a low level of use could mean that an active and effective level of service was being provided. Still, the idea does show some promise, particularly for public assistance and health programs, and will be given additional thought.

Special allocations are used in the School Foundation Program to fund vocational, special, and bilingual education programs. Schools can receive funds only for existing programs and entitlements are based on the ADM of each specific program.

Special allocations for specific local services are already used in the current revenue sharing program to a limited extent. For instance, a municipality may receive a per capita grant for general fire protection, and an additional grant if a volunteer fire department is maintained. This concept could be expanded to apply to other specific services.

The use of a sliding scale could be a significant addition to an alternative revenue sharing approach and would be one method of providing for a minimum level of service (similar to Jack Chenoweth's draft proposal for police protection). Further research is necessary to determine the trends in cost levels per capita in communities of various sizes to determine the proper weighting of the funding scales for different services. For example, the relative cost of providing health care in a smaller community may be much higher than that of police protection.

Representative Bill Parker
Senator Arliss Sturgulewski
January 14, 1980
Page 5

The School Foundation Program contains an equalization provision in which the tax base per ADM of each district relative to the state average is taken into consideration in allocating funds, but this provision applies to only three percent of the basic funding. Thus, a district receives 97 percent of its entitlement regardless of taxable wealth, and receives more or less of the remaining 3 percent depending on its relative tax base. Although the concept is sound, the equalization formula used in HB 192 appears to be a more comprehensive and effective approach to the equalization question.

RESEARCH DESIGN

Because of the complexity and scope of this issue, I have decided, subject to your approval, to direct my efforts in the next phase of research toward the development of a foundation approach for the provision of public safety services. Public safety is the most clearly defined of the three service categories under consideration, and I feel that the problems inherent in a foundation approach to revenue sharing can be best addressed in this context. Many local governments consider public safety a priority issue and substantial research has already been done in this area. The Criminal Justice Center of the University of Alaska has been working on the idea of a foundation approach to public safety and should be of valuable assistance to us. After exploring the foundation concept in relation to public safety, we should have a sound base from which to analyze the more difficult problems associated with the provision of public assistance and health and sanitation services.

My specific approach to the public safety question will depend somewhat on the results of my contacts with the Criminal Justice Center, Commissioner Nix, and other sources, but I have identified several questions for consideration:

1. What are the current levels of public safety services throughout the state?
2. What systems of service delivery are presently used?
3. What is the consensus, if any, on public safety needs, and what are the available means of assessing need?

Representative Bill Parker
Senator Arliss Sturgulewski
January 14, 1980
Page 6

4. How should minimum levels of public safety services be defined?

After these questions have been investigated, I will provide you with a memo summarizing my progress and presenting alternatives for your consideration. At that point, I will shift my efforts to the development of alternative methods of funding public safety through a foundation approach, based on the criteria discussed earlier. If a viable foundation program for the provision of public safety services can be completed, I will then address the other basic services-- public assistance and health and sanitation. During the research on public safety, consideration will be given to the development of a program which is applicable to these other services, as well. I noted in my previous memorandum, and would like to repeat, that the scope and complexity of this research project preclude a fixed completion date; however, I understand the importance of fulfilling your request as quickly as feasible.

~~CONFIDENTIAL~~

HOUSE RESEARCH AGENCY
Pouch Y - State Capitol
Juneau, Alaska 99811
465-3991

D R A F T

MEMORANDUM

January 4, 1980

TO: The Honorable Bill Parker
The Honorable Arliss Sturgulewski

FROM: Jack Kreinheder *JK*
Issues Analyst

SUBJ: Foundation Approach for the Delivery of Basic
Services (Work Order No. 8)

You have asked that we explore alternative methods and formulas for the distribution of State revenue sharing funds, including the use of a School Foundation-like approach. This memorandum is intended to provide you with an outline of our suggested research approach to this issue, and to give you an idea of the time necessary to complete the research.

I will be the primary researcher on this work order, but I plan to make use of other House Research staff members and Legal Services staff (particularly Jack Chenowith) as well. As presently envisioned, this project will have three steps or phases. The first step will center on the development of detailed criteria suitable for evaluating alternative methods and formulas for revenue redistribution. We will also attempt to identify reliable indicators of factors (such as local need or wealth) which might be employed in allocating funds in a redistribution system. This first phase should be completed by January 14, with a memo suggesting possible criteria and allocation factors to be provided for your consideration and response.

The second step will involve the exploration of the Foundation approach to revenue sharing and other methods of redistribution which might meet the criteria developed in Phase I, but we first need a clearer definition of basic service levels. This is a subjective question, and we would appreciate hearing your views on the matter. Rather than conducting an analysis of the fiscal impacts of each of the redistribution options, we would prefer

to send you a memo outlining the alternatives, and then proceed with a fiscal analysis for the alternative(s) which you find worthy of further research.

The third and final phase will consist of the fiscal analysis of the preferred alternatives and an assessment of any difficulties which could be encountered in implementing such a proposal. The time necessary to complete this research cannot be readily determined in advance, and will depend to a large extent on the number and complexity of the revenue redistribution options which you would like to pursue.

Please contact us if you have any questions, comments or suggestions regarding your request or the proposed research design. A research project of this nature requires that we be kept informed of your preferences and objectives, and we look forward to working with you and your staff members on this issue.

JK/bf



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

M E M O R A N D U M

DATE: December 14, 1979

TO: Mr. Duncan Reed, Director
House Research Division

FROM: Representative Bill Parker

SUBJECT: Foundation Plan

On August 4/5, 1979 a Local Government Symposium was conducted by the Joint Senate and House Community and Regional Affairs Committee. The Symposium participants identified and discussed a number of new approaches to financing and delivery of services in Alaska. Among these were:

1. The provision that a minimum level of service, mandated statewide, be available to all residents of the state. The four basic services identified were education, public safety (including search and rescue, fire, police, justice), public assistance, and health and sanitation.
2. The use of a state foundation plan, similar to that used for education, to fund these basic services. Any formula developed for state support would reflect local population, wealth, and need.

(See the attached Local Government Study Report of the Symposium and other pertinent data)

The objective of the proposed research project related to a foundation approach to service delivery is seen as follows:

OBJECTIVE

Explore the concept of a foundation approach for the delivery of services to provide for a more equitable allocation of the State's financial resources. Such a revenue redistribution system should create incentives for the transfer of service delivery responsibility from the state to municipalities and should recognize the need for local effort in the provision of such services.

Among the issues which should be addressed in the project are:

- * An evaluation of the existing revenue sharing program and of the revenue distribution scheme embodied in HB 192 in light of the above objective.

- * Optional mechanisms, and the fiscal information related to such mechanisms, which meet the criteria for a financial distribution formula contained in the objective.

- * While the foundation approach would be available to organized municipalities, equitable formulas for the provision of services in the unorganized areas should also be explored.

- * At some juncture, the foundation program concept interfaces with tax equalization formulae. An exploration of this issue might be related to this project.

Jack Thompson

Some scribblings on overhaul of police protection -

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

Units based on population served --

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

So --

Bethel 3500 people served translates into 8 units

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

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

Probably need to recognize cost of living:

Bethel, under current revenue sharing, is at 33.3%

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

State will cover not less than 80% or more than 95%, depending on relative property value. Bethel has no property tax, so, presumably, state will pay 95% of \$ 320,000 or \$ 304,000.

Bethel entitled to voucher for this much. May

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

* * *

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

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

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

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

12/16/79 Times

Low Cost Study Foundation

Safety Training In Villages Pays Off In Rescued Lives

On Sept. 26, a young Mekoryuk man saved the life of his sister who had just been shot while in front of her class at the BIA school in the village.

Howard Amos was able to administer immediate emergency medical aid and keep his sister, Elizabeth, in stable condition while she was transferred to a hospital in Bethel.

A few months ago, Amos might not have known what to do in such a crisis situation. But one week before the shooting Amos had graduated from the Public Safety Academy in Sitka as part of the first class of Village Public Safety Officers to be trained by the Alaska State Troopers. Amos' classes in Sitka had included four weeks of emergency medical training, a skill he would not otherwise have had.

On Friday, Amos was among the seventeen Village Public Safety Officers and four constables to be certified as rural fire fighters, another segment of the intensive training the officers will receive before their schooling is over.

The object of the program, sponsored by the troopers, is to improve law enforcement and public safety in the rural areas of Alaska, areas that have traditionally seen the highest loss of life and property due to fire, boating mishaps and drownings in the U.S.

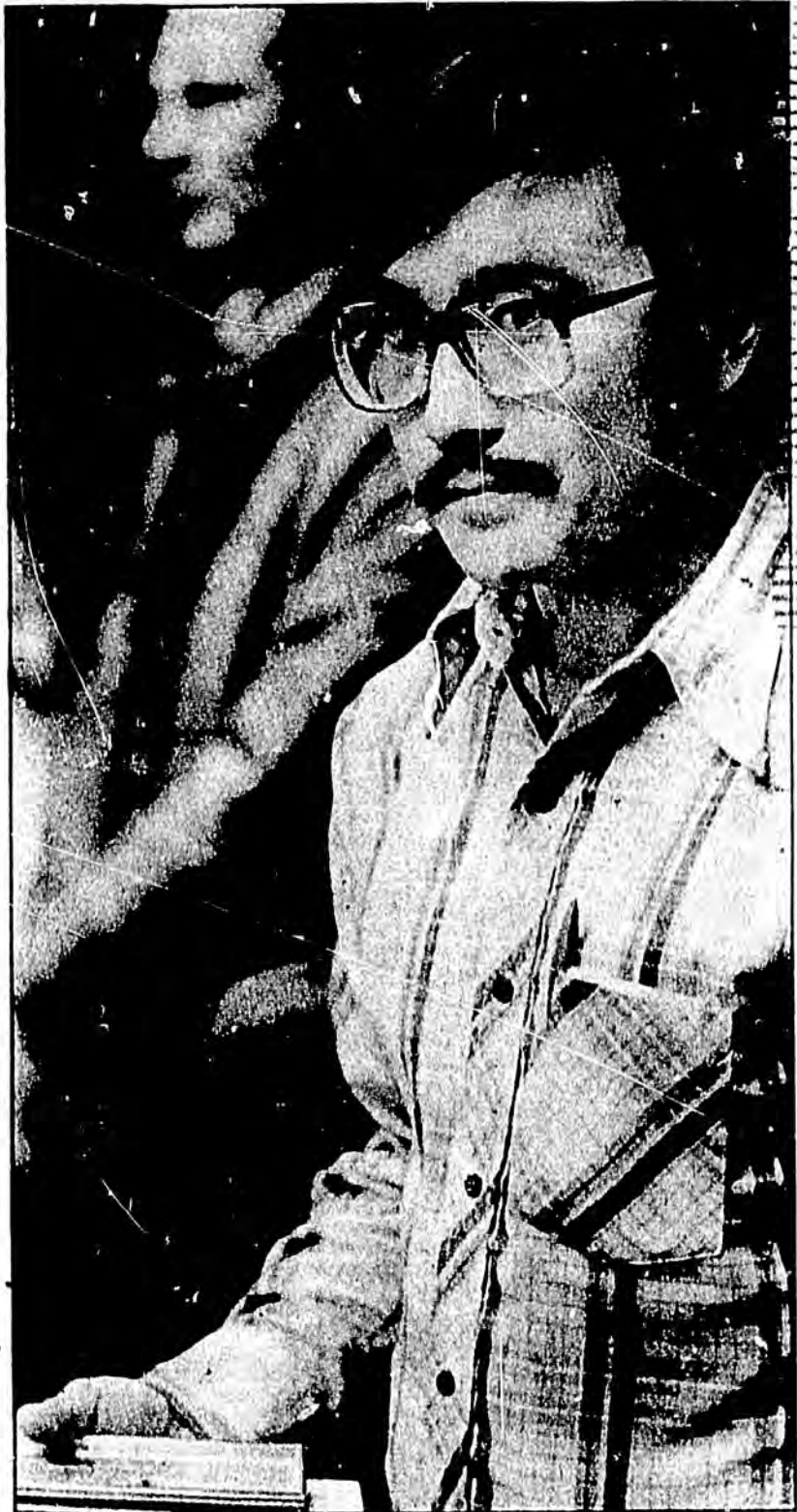
Accessibility to law enforcement services and emergency medical assistance has been sketchy at best. But with the training of the village officers, troopers are hoping that most emergency situations can be handled with skill and professionalism within the village itself.

The village officer program is the brainchild of Department Of Public Safety Commissioner Bill Nix, who has been working toward the implementation of such a program for several years.

Training for selected candidates from a number of villages began this summer when they underwent basic training in one of three regional centers — Bethel, Nome or Sitka.

The one-week training was followed by a four-week advanced course at the trooper academy in Sitka, then an intensive 48-hour program on firefighting held in Anchorage.

The next phase of training will be continued, on-the-job training with the assistance of troopers in the respective villages including carrying out search and rescue operations, a common occurrence in Bush areas.



HE'S A HERO

Howard Amos, public safety officer for the village of Mekoryuk, received a commendation for meritorious service for saving the life of his sister, the victim of a shooting, in the village in September. The award, presented by Col. Tom Anderson of the Alaska State Troopers, was given to Amos at graduation ceremonies Friday for his village public safety officer class.

Original sponsor: Community and Regional
Affairs Committee

Offered: 2/16/77
Referred: Finance

1 IN THE HOUSE

BY THE COMMUNITY AND REGIONAL
AFFAIRS COMMITTEE

2 CS FOR HOUSE BILL NO. 70

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 TENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to municipal revenue sharing, and the
7 Alaska Business License Act; and providing for an
8 effective date."

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

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

11 CHAPTER 17. MUNICIPAL REVENUE SHARING.

12 Sec. 43.17.010. CONSTRUCTION AND IMPLEMENTATION OF CHAPTER. (a)

13 This chapter may not be construed so as to create a debt of the state.

14 (b) The special municipal services account is established. The
15 legislature may annually appropriate funds to the account to carry out
16 the provisions of this chapter. If there are not enough funds in the
17 account to provide for each local government's or other recipient's
18 share authorized under this chapter, the funds which are available shall
19 be distributed in proportion among eligible local governments and other
20 recipients.

21 (c) If any money remains in the special municipal services account
22 at the end of the fiscal year for which the money is appropriated and
23 this remaining money is more than the amount required for the alloca-
24 tions authorized in this chapter, this money reverts to the general
25 fund.

26 Sec. 43.17.020. MINIMUM GRANTS TO MUNICIPALITIES. (a) A munici-
27 pality proposing to provide administrative services or a service pro-
28 vided for in sec. 30(a)(1) of this chapter may, in lieu of obtaining
29 revenue sharing money as provided in this chapter, obtain instead a

1 minimum grant of \$25,000.

2 (b) The department shall issue regulations regarding procedures
3 and time limits for making an election under this section.

4 Sec. 43.17.030. BASIC GRANTS TO MUNICIPALITIES. (a) If a munici-
5 pality elects not to receive the grant provided for under sec. 20 of
6 this chapter, the amount of revenue sharing for which it is eligible
7 shall be $B \times P$ where

8 (1) "B" is the base revenue sharing amount of \$1 times the
9 service units for each service performed by the municipality established
10 as follows:

11	(A) police protection	12 units
12	(B) fire protection	7.5 units
13	(C) water pollution control	2 units
14	(D) land use planning	2 units
15	(E) parks and recreation	5 units
16	(F) small boat harbor or port	5 units
17	(G) mass transit	5 units
18	(H) airport	5 units
19	(I) solid waste disposal	2 units
20	(J) ambulance	2 units
21	(K) air pollution	2 units

22 (2) "P" is the population of the municipality rounded up to
23 the nearest 100.

24 (b) If a municipality provides one or more of the services in
25 (a)(1) of this section under contract to a defined area outside the
26 boundaries of the municipality, the revenue sharing amount for those
27 services shall be increased by the service units for each service times
28 the population of the area served rounded up to the nearest 100.

29 (c) If a municipality contains areas having differential rates of

1 taxation, the entitlement shall be calculated for areawide services and
2 for each area separately and totaled to reach the entitlement of the
3 municipality. Revenue sharing money for which the entitlement is based
4 upon areawide services may be used for areawide purposes only. Revenue
5 sharing money for which the entitlement is based upon service area
6 services may be used for that service area only.

7 Sec. 43.17.040. HEALTH FACILITIES AND HOSPITALS. (a) During each
8 fiscal year the state shall make payments as follows:

9 (1) \$2 per capita to a municipality which has the power to
10 provide health facilities and services and in which a hospital is
11 located;

12 (2) in addition to the payment made under (1) of this sub-
13 section

14 (A) the state shall make payments to a municipality
15 which has the power to provide hospital facilities and services and
16 which exercises the power on the basis of \$1,000 per bed for each
17 bed actually used for patient care limited to the number of beds
18 provided for in the construction design of the hospital, or \$75,000
19 a hospital for those hospitals with 10 or more beds, or \$25,000 a
20 hospital for those hospitals with less than 10 beds, as the muni-
21 cipality may elect; funds received under this subparagraph may be
22 used only for hospitals and shall be apportioned among qualifying
23 hospitals as the municipality determines;

24 (3) the state shall make payments on the basis set out
25 in (A) of this paragraph to a municipality for nonprofit hospitals
26 not operated by a municipality if the municipality first certifies
27 to the department that the hospital is in compliance with all
28 standards for hospitals which have been adopted by the munici-
29 pality; in the absence of this certification the funds which would

1 have gone to the hospital lapse into the state general fund; pay-
2 ments to the municipality shall be transferred to the hospital in
3 accord with the basis by which the entitlement was generated by the
4 hospital and shall be applied to the annual cost of operation and
5 maintenance of the hospital or for the provision of health care
6 service at the hospital as the directors of the hospital determine;

7 (C) a hospital may not receive payment under both (A)
8 and (B) of this paragraph;

9 (3) \$1,000 per bed to an organized borough or city outside an
10 organized borough in which a health facility is operated for each bed
11 actually used for patient care, limited to the number of beds provided
12 for in the construction design of the health facility, or \$4,000 for
13 each health facility as the local government may determine;

14 (4) funds received by a municipality under (1) or (3) of this
15 subsection shall be used for expenses of health services or operation
16 and maintenance of facilities as the municipality determines.

17 (b) If construction of a hospital or health facility began before
18 January 1, 1976, and state matching aid for construction approved under
19 AS 18 for payment to a municipality or other facility sponsor consti-
20 tutes less than 25 per cent of the total project cost, the state shall
21 pay to the municipality or other facility sponsor each fiscal year a sum
22 equal to \$2,500 a bed for the maximum number of beds provided for in the
23 construction design of the facility. State aid provided for in this
24 subsection shall continue until the municipality or other facility
25 sponsor has received an amount which, combined with state matching money
26 for construction of the facility approved under AS 18, equals 25 per
27 cent of the total project cost. No funds received for construction
28 shall be used for any other purpose.

29 (c) In this section

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

5 (2) "health facility" means public health centers, maternity
6 homes and community mental health centers, facilities for the mentally
7 or physically handicapped, nursing homes and convalescent centers which
8 are licensed, when required, by the state under AS 18.20.010 - 18.20.130
and are owned or operated or both by a local government or by a non-
10 profit corporation or other nonprofit sponsor; the term excludes facili-
11 ties operated or wholly supported by the state or the federal government.

12 Sec. 43.17.050. VOLUNTEER FIRE DEPARTMENTS OUTSIDE MUNICIPALITIES.
13 The state shall pay to a volunteer fire department registered with the
14 state fire marshal and serving an area not in an organized borough or a
15 city a sum for protection purposes equal to \$7.50 per capita for the
16 population served by the department, as determined by the state fire
17 marshal using the latest figures of the United States Bureau of the
18 Census or other reliable data. Grants shall be made on the same basis
19 to facilitate the organization of volunteer fire departments in an area
20 not in an organized borough or a city. Payment shall be made upon
21 application by the proposed fire protection group to the department and
22 approval of the application according to standards of organization and
23 service prescribed by regulations promulgated by the department.

24 Sec. 43.17.060. AREA COST-OF-LIVING DIFFERENTIAL. (a) State
25 payments under this chapter shall reflect area cost-of-living differ-
26 ential. Amounts distributed shall be based upon the sum of the grants
27 due multiplied by the appropriate area cost-of-living differential. The
28 area cost-of-living differential shall be determined annually by elec-
29 tion district under the provisions of AS 39.27.030; however, the area

1 cost-of-living differential to be applied shall not result in an amount
2 to be distributed less than the base allocation.

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

7 Sec. 43.17.070. FINANCIAL REPORTS. No final payment may be
8 distributed to a municipality under this chapter unless that munici-
9 pality first submits to the department (1) a financial report for each
10 of the two fiscal years immediately preceding the fiscal year in which
11 funds are to be distributed; and (2) a budget for the municipality's
12 fiscal year in which funds are to be distributed. The department may,
13 by regulation, prescribe procedures and filing dates for submitting
14 financial reports and for obtaining all information required to deter-
15 mine the municipality's tax effort.

16 Sec. 43.17.080. POPULATION DETERMINATION. For purposes of this
17 chapter, population shall be determined by the latest figures of the
18 United States Bureau of the Census, Department of Labor estimates or
19 other population data which, in the judgment of the department, is
20 reliable. However, a municipality may not receive state shared revenue
21 based on the population residing on that portion of a military reser-
22 vation annexed to a city or borough after January 1, 1973, except as
23 provided in this section. If a military reservation is located within a
24 city or borough, the city or borough is limited in its entitlement to
25 state shared revenue under this chapter, based on the population re-
26 siding on the reservation, as follows: 50 per cent of the amount paid
27 per capita for police protection; 25 per cent of the amount paid per
28 capita for parks and recreation; 50 per cent of the amount paid per
29 capita for mass transit; 50 per cent of the amount paid per capita for

1 water pollution; and 50 per cent of the amount paid per capita for air
2 pollution.

3 Sec. 43.17.090. ADDITIONAL LIMET. In addition to the limitations
4 on expenditure of funds contained in sec. 40 of this chapter:

5 (1) if a borough exercises the powers in sec. 30(a)(1) of
6 this chapter in the borough area outside cities only, or in a service
7 area only, the grants authorized under this section shall be based on
8 the population of the borough area outside cities or the service area
9 respectively;

10 (2) if a city within an organized borough provides police
11 protection services, the borough may not qualify for aid under sec.
12 30(a)(1)(A) of this chapter unless

13 (A) police protection services are provided in the
14 borough area outside cities, or if limited to a service area, in
15 the service area, through borough contract with a city or with the
16 state or

17 (B) the borough assumes and exercises power to provide
18 police protection services on an areawide basis in the manner
19 provided by law.

20 Sec. 43.17.100. ROAD MAINTENANCE. (a) During each fiscal year the
21 state shall pay to a city or organized borough which has and exercises
22 power to provide road maintenance \$1500 a mile for each mile of road,
23 street, or highway maintained by that local government. No payment may
24 be made for

25 (1) the official state highway system;

26 (2) roads, streets, or highways not dedicated to a public
27 use;

28 (3) roads, streets or highways maintained under the local
29 services road program;

1 (4) alleyways; or

2 (5) maintenance of roads not used by automotive equipment.

3 (b) Frozen waterways and connections from inhabited areas to the
4 waterways which may be safely used for public transportation by auto-
5 motive equipment and are so used during a portion of a year are eligible
6 for payments of \$900 per mile if the waterways and connections are
7 maintained during the period of use by a municipality or combination of
8 municipalities. The Department of Community and Regional Affairs, after
9 consultation with the Department of Highways, shall determine which
10 waterways and connections qualify and, where the waterways or connec-
11 tions lie outside the corporate limits of a municipality, which munici-
12 pality is eligible for the shared revenue unless the municipalities
13 involved have agreed in writing to a particular distribution.

14 Sec. 43.17.110. REGULATIONS. The department shall adopt regula-
15 tions necessary to carry out the purposes of this chapter. The regula-
16 tions shall include

17 (1) minimum standards of service required to qualify a muni-
18 cipality for service unit credit for each service; and

19 (2) provisions for a performance report adequate to demon-
20 strate to the department that each service for which credit was allowed
21 was actually performed by the municipality at least at the prescribed
22 minimum level.

23 Sec. 43.17.120. EXPENDITURE OF FUNDS. Funds received by a munici-
24 pality under this chapter may be expended for any public purpose for
25 which the municipality has power to expend funds except as provided in
26 sec. 40 of this chapter.

27 Sec. 43.17.130. UNIFICATION, MERGER OR CONSOLIDATION OF MUNICI-
28 PALITIES. If a borough and the cities within the borough merge, con-
29 solidate or unify in accordance with AS 29.68, the amount of revenue

1 sharing to which the successor municipality is entitled shall be com-
2 puted for the first year and each year thereafter as if the merger,
3 consolidation or unification had not occurred, and the successor muni-
4 cipality shall receive not less than the amount so computed.

5 Sec. 43.17.160. DEFINITIONS. In this chapter

6 (1) "department" means the Department of Community and
7 Regional Affairs;

8 (2) "municipality" for revenue sharing purposes means a city,
9 borough or unified municipality incorporated under the laws of the State
10 of Alaska except a second class city incorporated after the effective
11 date of this Act and lying within an organized borough.

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

13 * Sec. 3. Other provisions of this Act notwithstanding, a municipality
14 which would receive less money under the provisions of this Act than it was
15 entitled to receive in fiscal year 1977 under the provisions of AS 43.18
16 repealed by this Act shall continue to receive an amount equal to that
17 authorized for fiscal year 1977 under the former provisions of AS 43.18, in
18 accordance with those provisions.

19 * Sec. 4. AS 43.70.010 is repealed.

20 * Sec. 5. AS 43.70.030(a) is amended to read:

21 (a) The license fee for each business is \$25 [PLUS A SUM EQUAL TO
22 ONE-HALF OF ONE PER CENT OF THE GROSS RECEIPTS IN EXCESS OF \$20,000 FROM
23 THE BUSINESS DURING THE YEAR FOR WHICH THE LICENSE IS ISSUED, EXCEPT
24 THAT ALL GROSS VOLUME IN EXCESS OF \$100,000 A YEAR IS TAXED AT THE RATE
25 OF ONE-QUARTER OF ONE PER CENT. THE ANNUAL LICENSE FEE PAID BY A PRO-
26 FESSIONAL PERSON TO HIS PROFESSIONAL BOARD SHALL BE CREDITED AGAINST THE
27 INITIAL FEE REQUIRED UNDER THIS CHAPTER].

28 * Sec. 6. AS 43.70.030(c) is amended to read:

29 (c) The license for the privilege of taking orders through use of

1 catalogs and by mail order offices in the state is the same as set out
2 in this chapter for business generally [AND GROSS VOLUME OF BUSINESS OF
3 THOSE OFFICES INCLUDES ALL ORDERS TAKEN AT THEM WHETHER DELIVERY OF THE
4 MERCHANDISE IS MADE THROUGH THE OFFICES OR NOT].

5 * Sec. 7. AS 43.70.030(d) is amended to read:

6 (d) The initial fee of \$25 applies to all of the provisions of
7 this section, and shall accompany the application. The balance under
8 sec. 30(b) of this chapter is due and payable on December 31st of each
9 year and shall be paid before the first day of March following, except
10 that the department may extend the time until the 30th of the following
11 April upon application showing that the extension is necessary to enable
12 the applicant to ascertain the amount of license money due. To enable
13 accurate determination of the balance of the tax due at the end of each
14 year, each person to whom this chapter applies shall keep records, give
15 statements under oath, and make returns which the department requires.
16 Returns are made under penalty of perjury.

17 * Sec. 8. AS 43.70.040 is amended to read:

18 Sec. 43.70.040. REVIEW AND DETERMINATION OF LICENSE TAX.. As soon
19 as practicable after the final payment of the tax under sec. 30(b) of
20 this chapter, the department shall examine the return and determine the
21 correct amount of the tax and, if an error is found, shall notify the
22 taxpayer of the error and examine the taxpayer's records as authorized
23 in AS 43.05.040, and take other proper steps to determine the amount
24 due.

25 * Sec. 9. AS 43.70.110(2) is repealed.

26 * Sec. 10. AS 43 is amended by adding a new section to read:

27 CHAPTER 17. MUNICIPAL REVENUE SHARING.

28 Sec. 43.17.150. ADDITIONAL GRANTS TO REPLACE LOST REVENUE. In
29 addition to all other revenue sharing with municipalities, a munici-

1 pality is entitled to and shall receive each year an amount equal to the
2 amount of money it was entitled to receive under AS 43.70.080 for the
3 year 1978.

4 * Sec. 11. Sections 1, 2 and 3 of this Act take effect July 1, 1977.
5 Sections 4, 5, 6, 7, 8, 9, and 10 of this Act take effect January 1, 1980.
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LAWS OF ALASKA

1978

Source

FCCS CSSB 7

Chapter No.

144

AN ACT

Relating to individual tax credits, the gross receipts tax, and the corporate income tax; and providing for an effective date.

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

* Section 1. AS 43.20 is amended by adding a new section to read:

Sec. 43.20.015. **INDIVIDUAL TAX CREDIT.** (a) For tax years beginning after December 31, 1977, each individual filing an Alaska net income tax return is entitled to the credit provided for in this section. For married taxpayers filing a joint return, the return may claim the credit for each spouse.

(b) The amount of the annual individual tax credit shall be as follows, but not exceeding the net tax liability of the taxpayer after deduction of all other applicable credits:

(1) for the first tax year beginning after December 31, 1977 that a taxpayer files an income tax return -- \$100;

(2) for the second tax year beginning after December 31, 1977 that a taxpayer files an income tax return -- \$200;

(3) for the third tax year beginning after December 31, 1977 that a taxpayer files an income tax return and each tax year thereafter -- \$300.

(c) For part-year residents and nonresident individual taxpayers the credit provided in this section shall be prorated according to the number of months of residency in the state.

Chapter 144

(d) The space for claiming the individual income tax credit shall be given a prominent location on the form furnished by the department for the filing of the individual income tax return.

* Sec. 2. AS 43.20 is amended by adding a new section to read:

Sec. 43.20.016. **SHARING OF CORPORATE INCOME TAX REVENUE WITH MUNICIPALITIES.** (a) There is established within the Department of Revenue the municipal assistance fund. The legislature may appropriate to the fund during each fiscal year an amount equal to or greater than 10 per cent of the income tax revenue received by the state under sec. 11(e) of this chapter and ch. 21 of this title for the previous fiscal year. The Department of Revenue shall distribute money from the fund to each organized borough and each city of any class on an annual basis as provided in (b) and (c) of this section.

(b) The base amount to be distributed from the fund to each borough and city for the fiscal year shall be the amount received by the borough or city during fiscal year 1978 under AS 43.70.080; however, if the amount appropriated to the fund by the legislature under (a) of this section is insufficient for distribution of the full base amount, the Department of Revenue shall prorate the amount available for distribution on the basis of amounts received during fiscal year 1978 under AS 43.70.080. A city incorporated within an organized borough after June 30, 1977 shall receive as a base amount a share of the amount distributed to the borough in which it is located based on the ratio of population in the city to the total population in the borough. A city incorporated outside an organized borough after June 30, 1977 shall receive as a base amount the amount received by the city in the state most closely approximating it in population at the time of its incorporation. A borough incorporated after June 30, 1977 shall receive as a base amount the amount received by the borough in the state most closely approximating it in population at the time of its incorporation.

(c) If the amount in the fund at the time of distribution exceeds the base amount to be distributed under (b) of this section, the excess amount shall be distributed to each borough and city on the basis of population. For the purpose of this subsection, the population of a city within an organized borough shall be deducted from the population of the borough. Population, for the purpose of this section, shall be as certified by the commissioner of community and regional affairs.

(d) The intent of (c) of this section is that local governments which levy property taxes reduce those levies in reasonable proportion to the amount of increased state aid received by a local government. The governing body of each local government shall furnish a notice with the tax statement describing its use of this increased state aid.

* Sec. 3. AS 43.70.030 is amended to read:

Sec. 43.70.030. **LEVY AND COMPUTATION OF LICENSE FEE.**
(a) The license fee for each business is \$25.

(b) The license fee for each national bank and state bank, trust company and savings and loan association is seven per cent of its net income. Net income means the taxable income of each taxpayer before net operating loss deduction and special deductions, computed as required under the Internal Revenue Code of the United States and includes all other income including income from federal, state or municipal obligations. Each of these taxpayers required to make a return under the provisions of the Internal Revenue Code shall at the same time file with the department a return setting out the amount of tax due under this chapter, and other information for the purpose of carrying out the provisions of this chapter which the department requires. Each of these taxpayers shall also at the same time file a true and correct copy of the tax return which he has filed with the Internal Revenue Service. A taxpayer filing under this subsection shall use the same tax year as the taxpayer uses for federal income tax purposes. Any approved extension of time to file the taxpayer's federal income tax return automatically extends the time for filing under this chapter. Any agreement which a taxpayer enters into with the Internal Revenue Service which extends the statute of limitations for any federal income tax return will apply to returns filed under this chapter. The department may, in its discretion, grant an extension of time to file or an extension of the statute of limitations independent of federal action. Every taxpayer shall notify the department in writing, within 90 days, of any alteration in, or modification of his federal income tax return and of a recomputation of tax or determination of deficiency. For purposes of applying the statute of limitations, this notification constitutes a separate return, and failure to file this notification will have the same effect as the failure to file a return under this title.

(c) The license for the privilege of taking orders through use of catalogs and by mail order offices in the state is the same as set out in this chapter for business generally.

(d) The fee of \$25 applies to all of the provisions of this section, and shall accompany the application. The balance is due and payable on the last day of the taxpayer's tax year and shall be paid before the 15th day of the third month following the end of the tax year, except that the time for filing the return may be extended as provided in (b) of this section. To enable accurate determination of the balance of the tax due at the end of each year, each person to whom this chapter applies shall keep records, give statements under oath, and make returns which the department requires. Returns are made under penalty of perjury.

* Sec. 4. AS 43.70.080 is amended to read:

Sec. 43.70.080. DISPOSAL OF MONEY. All money collected by the department under this chapter shall be deposited in the general fund.

* Sec. 5. AS 43.70.010 and 43.70.070(b) are repealed.

* Sec. 6. TRANSITIONAL RULES FOR REVENUE SHARING UNDER THIS ACT. The revenue raised under AS 43.70 which relates to the 1978 calendar year (including the \$25 license fee due March 1, 1978 and the fees on the total gross receipts for 1978 which accompany returns filed in 1979 under AS 43.70.030(d)) is the source of revenue to be shared in 1979 in accordance with AS 43.70.080. The increase in the corporate income tax which goes into effect in 1979 is the source of revenue to be shared with the municipalities under AS 43.20.016 in 1980 and subsequent years. This Act does not entitle any organized borough or any city of any class to revenue under both AS 43.70.080 and AS 43.20.016, for the same period of time.

* Sec. 7. Section 1 of this Act is retroactive to January 1, 1978.

* Sec. 8. Sections 1 and 7 of this Act take effect immediately in accordance with AS 01.10.070(c). Sections 2, 3, 5, and 6 of this Act take effect January 1, 1979. Section 4 of this Act takes effect January 1, 1980.

Approved by the Governor: July 8, 1978
Actual Effective Date: Section 1, July 9, 1978, retroactive to January 1, 1978; secs. 2, 3, 5, and 6, January 1, 1979. sec. 4, January 1, 1980; sec. 7, July 9, 1978



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

August 6, 1979

Honorable Arliss Sturgulewski
State Capitol
Pouch V
Juneau, Alaska 99811

Re: Local Self-Government Seminar

Dear Arliss:

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

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

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

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

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

Honorable Arliss Sturgulewski
August 6, 1979
Page 2

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

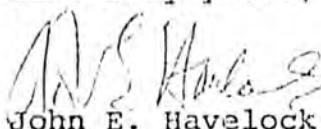
As you know from your experience with the City of Anchorage, there has never been any comprehensive rationale for the division of responsibility between municipal and state governmental entities for public safety functions. If a public safety foundation program is to be developed, that question, too,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

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

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

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

Sincerely yours,



John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Representative Bill Parker



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

September 5, 1979

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


Dear Margie:

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

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

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

Sincerely yours,


John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Professor Stephen Conn
Professor John Angell

Some scribblings on overhaul of police protection --

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

Units based on population served --

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

So --

Bethel 3500 people served
translates into 8 units

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

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

Probably need to recognize cost of living:

Bethel, under current revenue sharing, is at 33.3%

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

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

Bethel entitled to voucher for this much. May

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

* * *

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

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

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

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

Director

A DRAFT REPORT FOR

THE STRENGTHENING OF THE FOUNDATION SUPPORT PROGRAM

AS PREPARED BY THE TASK FORCE

OCTOBER 30-31, 1979

ANCHORAGE, ALASKA

Immediately following the Forum I meeting on October 10, a planning session for Forum II was held by Commissioner Lind and the Task Force members (the discussion group leaders and the six chairpersons). The goals that were set for the October 30-31 Task Force meeting and Forum II were to establish the final report format, write draft I of the report to be submitted to the State School Board on December 7, 1979, and to provide for an interaction session (Forum II). The final report format as discussed during that October 10 planning session "will be a single report with recommendations for strengthening the Foundation Support Program. The report will be written in relation to the format of the existing statutes and regulations." (from the minutes of the planning session).

During the October 30-31 Task Force meeting, the problem and solution statements of Forum I were analyzed, rewritten and combined with an effort to eliminate conflicting recommendations. These recommendations have tended to fall into two groups, those with short- , and those with long-range goals. All suggestions seem to require some statute changes and should be acted upon during the next session of the legislature. Short-range goals are those elements of the Foundation Support Program which need legislative action and can be implemented during the next fiscal year. The long-range goals are those elements which require enabling legislation to develop the data base, regulations, or recommendations for further statute modification and should be implemented during the second fiscal year.

The boundaries between the five original groups (Basic Need, Categorical, In-Lieu-Of, Equalization, and Area Differential) are dissolving. The recommendations that are coming out of the committee are unifying these areas, which may result in clarifying the current complexity of funding sources. The problems posed by the interrelation of In-Lieu-Of, Equalization, and PL 81-874 funding are essentially being considered together. It was decided that capital construction, pupil transportation and extreme energy costs should be treated separately from the Foundation Support Program.

Insufficient information was available at the October 30-31 meeting to "cost out" the recommended changes. This will be available at the November 19-20 meeting. Additional rationale will be developed to support the recommendations, following further input from the education community.

The philosophical statement that appears on the following page under "Equalization", reflects to a large degree the spirit which underlies the proposed changes in the Foundation Program.

EQUALIZATION

Philosophical goal: to distribute resources in such a way that each child has an equal educational opportunity. The problem is broader than just that which is expressed in the scope of our current equalization formula.

Problem: At the present time, the equalization formula does not take all available funding resources into consideration.

Solution: All available resources should be considered in addressing equalization ,

- 1) with the exception of Federal categorical funds, and
- 2) with the possible exception of local funds. This means:
 - a) dropping in-lieu-of
 - b) counting all PL81-874 funds as local revenue
 - c) putting a cap on and/or adopting power equalization in regard to local funds

Rationale: To ignore one type of revenue source is to provide an incomplete answer to continued inequity. By excepting local funds, you could allow for local differences of choice and ability to pay.

Note: Other elements that are included in the initial equalization statement have been incorporated in other sections of this paper.

IN-LIEU-OF

Problem 1: Large borough school districts have a high elementary pupil/teacher ratio primarily due to the fact that all elementary instructional units are calculated from a pooled elementary ADM.

SOLUTION: Calculate elementary instructional units on a separate attendance center basis.

Problem 2: REAA school districts are treated differently from city and borough school districts in that city and borough school districts retain PL81-874 revenue and REAA school districts receive a dollar for dollar reduction in State Foundation aid for substantially all PL81-874 revenue.

SOLUTION: Allow retention of all PL81-874 revenue received by REAA school districts without any reduction of State Foundation aid. In addition, eliminate the revenue in lieu of local taxes for all REAA school districts in which the PL81-874 revenue exceeds the exceeds the revenue in lieu of local taxes.

Problem 3: Small city and borough school districts who possess a limited tax basis do not have the ability to raise additional taxes and do not receive significant amounts of PL81-874 revenue.

SOLUTION: For all city, borough and REAA school districts whose combined PL81-874 and local tax revenue are not equal to the state-wide average per ADM of PL81-874 and local tax revenue, then the difference would be provided by the State. For example, if one district has an ADM of 200 and combined local tax and PL81-874 revenue of \$28,000 or \$140/ADM, then that district would receive an additional \$560/ADM or \$112,000 of State equalizing revenue.

Problem 4: The current 3% spread does not adequately address equalization.

SOLUTION: 100% State funding of Basic Need

BASIC NEED/ CATEGORICAL FUNDING

Problem 1: The determination of the current base unit allotment is not sufficient to compensate for current and projected costs.

SOLUTION: The base unit allotment is to be increased by a factor to compensate for the above costs. The factor is to be determined in the next two meetings, based upon further analysis of cost data. This base will be established for FY 1980-81 and 1981-82.

Problem 2: The current formula for determining basic need penalizes urban districts.

SOLUTION: There needs to be a separate count for all elementary schools. The purpose of the request is to deal with the added costs of operating separate units.

SOLUTION: See modifications of attached Revised Tables of Allowable Instructional Units and Categorical Funds Tables.

REVISED TABLE OF ALLOWABLE INSTRUCTIONAL UNITS
AS MODIFIED BY THE TASK FORCE

OPTION 1

Sec. 14.17.041. Table of allowable instructional units

a) Elementary schools in districts with ADM under 1,000: (no change)

ADM	Number Instructional Units
under 20	2
20- 32	3
33- 46	4
47- 62	5
63- 80	6
81-999	6 plus 1 for each 18 pupils, or fraction of 18.

b) Elementary schools in districts with ADM of 1,000 or over:

under 20	2
20- 32	3
33- 46	4
47- 62	5
63- 80	6
81- 99	7
100-	7 plus 1 for each 19 pupils, or fraction of 19.

c) Secondary schools in all districts

under 33	3
33- 46	4
47-62	5
63 - plus	6 plus 1 for each 17 pupils, or fraction of 17.

OPTION 2

Section 14.17.041 Table of allowable instructional units.

a) Elementary schools in districts with ADM under 1,000:

63 +	5 plus one for each 17 pupils, or fraction of 17.
------	--

b) Elementary schools in districts with ADM of 1,000 or over:

81- 99	6 plus 1 for each 18 pupils, or fraction of 18.
--------	--

b₁) Elementary schools in districts with ADM of 1,000 or over:

100+	7 plus 1 for each 19 pupils, or fraction of 19.
------	--

REVISED CATEGORICAL FUNDS TABLES - AS MODIFIED BY THE TASK FORCE

The districts should be able to chose either option 1 or option 2 - i.e. both options should be available.

OPTION 1:

e) Vocational education schedule:

ADM (full-time equivalent)	Number Instructional Units
under 3	.5
3 - 10	1
11 - 20	2
21 - 32	3
33 - 46	4
47 +	4 plus 1 for each 18 pupils, or fraction of 18.

f) Special Education Schedule:
(full-time equivalent)

under 3	1
3 - 10	2
11 - 18	3
19 - 27	4
28 +	4 plus 1 for each 9 pupils, or fraction of 9 in full-time equivalent ADM.

g) Bilingual education schedule:

Serving 1-2 -non-English speakers		Serving 3 or more non-English speakers	
Weighted ADM	# instructional units	Weighted ADM	# instructional u.
1 - 12	1	1 - 12	2
13 - 18	2	13 - 18	3
19-42	3	19 - 30	4
43 and over	3 plus 1 per 24 weighted ADM or fraction	31 - 42	5
		43 and over	5, plus 1 per 20 pupil

OPTION 2

Bi-Annual Plan of Service - Block Grant Fund for Direct costs of Categorical programs. Legislation should be developed to direct the Department of Education to develop regulations to implement block grants. The regulations shall be objective criteria standards in order to prevent subjective judgements by DOE staff, and should cover:

- what components are needed
- what students are to be served
- initial start-up costs
- high cost programs
- in-service/materials development

Organizing Justice Services in Underdeveloped Regions
a concept for

THE SECOND ANNUAL CONFERENCE ON ALASKA JUSTICE INNOVATION

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

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

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

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

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

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

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

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

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

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

Statement of Objectives

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

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

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

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

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

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

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

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

National and International Significance

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

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

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

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

AREA DIFFERENTIAL

- Problem: The current schedule of area differential (instructional unit allocations) is not equitable.
- Solution 1: Identify variables (cost-of-living and/or cost-of-education) impacting cost differences within and among districts.
Possible variables include: housing (HUD prototype)
freight, transportation
utilities (electricity, fuel, water, communication)
employee costs (certificated, highly skilled classified)
- Solution 2: Identify third party to conduct cost study; develop a research design, and develop timelines for the completion of the study.
- Solution 3: Develop proposed legislative changes to AS14.17.051
- a) current schedule of instructional unit allocations (IUA's) to be maintained until July 1, 1981.
 - b) For the fiscal year beginning July 1, 1981, and every second fiscal year thereafter, the IUA will be established for each district by the commissioner and with review by the Board of Education with such IUA's to be based upon the findings of a cost study.
 - c) The initial cost study is to be completed by October 1, 1980 and every two years thereafter by the first of October.
 - d) The district with the lowest cost as determined by the study will be determined as the base.
 - e) the IUA for a given district will correspond to the nearest 5%, rounded up, of its cost index above the base.
 - f) a hold-harmless provision shall provide that a district's IUA will not be reduced more than 5% during any one IUA revision.

STATE OF ALASKA THE LEGISLATURE

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

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

May 24, 1979

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

TO: The Honorable Arliss Sturgulewski

FROM: Elke Kallab *EK*
Policy Analyst

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

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

Boundaries

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

Sources

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

May 24, 1979

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

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

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

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

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

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

The Honorable Arliss Sturgulewski

-3-

May 24, 1979

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

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

EK:lmk
Attachments

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

S U M M A R Y
FEDERAL AND STATE FLOW OF FUNDS IN ALASKA
Fiscal Year 1978

(October 1, 1977 - September 30, 1978)		(July 1, 1977 - June 30, 1978)		FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS	ELECTION DISTRICT	STATE FUNDS	
01 Aleutian Islands	\$ 76,521,000	25 Aleutian Island-Kodiak	Operating Budget ¹	\$ 118,500
Native Health Service	241,632		Capital Budget	1,744,000
			State Salaries ²	268,908
			U of A Salaries	46,500
			Court System Expenditures	-
	TOTALS			\$ 2,177,908
	\$ 76,762,632			\$ 78,940,540

- ¹ Includes only those items which are identifiable as to location. The bulk of the operating budget is not available by location breakdown.
- ² Does not include salaries of court system, legislature, or University of Alaska.
- * Excludes federal funds.
- ** Small portions of these salaries may be federally funded. (See attached sheet for more details).
- *** Includes Bethel.

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

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

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

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

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

<u>(October 1, 1977 - September 30, 1978)</u>			<u>(July 1, 1977 - June 30, 1978)</u>			<u>FEDERAL AND STATE FUNDS</u>
<u>CENSUS DIVISION</u>	<u>FEDERAL FUNDS</u>		<u>ELECTION DISTRICT</u>	<u>STATE FUNDS</u>		
04 Barrow-North Slope	\$ 49,187,000		21 Barrow-Kotzebue	Operating Budget ¹	\$ 625,000	
14 Kobuk	10,404,000			Capital Budget	2,968,000	
	Native Health Service	686,826		State Salaries ²	608,150	
				U of A Salaries	1,415,000	
				Court System Expenditures	255,646	
	TOTALS	\$ 60,277,826			\$ 5,871,796	\$ 66,149,622
<hr/>						
05 Bethel	\$ 39,844,000		17 Bethel-Lower Kuskokwim	Operating Budget ¹	\$ 1,999,300 *	
	Native Health Service	6,422,000		Capital Budget	1,961,000	
				State Salaries ²	1,486,009 **	
				U of A Salaries	1,808,500	
				Court System Expenditures	544,201	
	TOTALS	\$ 46,266,000			\$ 7,799,010	\$ 54,065,010
<hr/>						
06 Bristol Bay Borough	\$ 8,574,000		16 Dillingham-Bristol Bay	Operating Budget ¹	\$ -	
07 Bristol Bay	13,495,000			Capital Budget	947,000	
	Native Health Service	428,690		State Salaries ²	980,255	
				U of A Salaries	67,000	
				Court System Expenditures	-	
	TOTALS	\$ 22,497,690			\$ 1,994,255	\$ 24,491,945

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

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

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Legislative Affairs Agency
Research Division
May 23, 1979

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

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

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

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

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

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

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

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

ATTACHMENT

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

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

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

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

Loe Gw

Southwest Region Emergency Medical Services Council

BOX 2170
SITKA, ALASKA 99835

TELEPHONE 747.8005
747.6370

October 17, 1979

Senator Arliss Sturgulewski
2957 Sheldon Jackson Street
Anchorage, Alaska 99504

*11/8 mark Johnson
1:30 operation ENS*

Dear Senator Sturgulewski:

Enclosed is a copy of an 8-page insert that Southeast Region Emergency Medical Services placed in all of Southeast Alaska's major newspapers in mid-August. As a non-profit organization committed to upgrading emergency care in the area, we issued this publication as a means of increasing the general public awareness of some common emergency care problems and responses.

At our last Board meeting in Ketchikan in September, it was proposed that we send copies to both our local legislators and legislators in the rest of the state. Since many legislators, including yourself, are involved with providing emergency care to constituents in local communities, we thought you might find the articles interesting and informative.

I would like to add one comment concerning an article on the last page about Emergency Medical Technician and EMT/Instructor classes that were just held at the Public Safety Academy in Sitka. The Academy has just received word that there will be no federal funds available during the coming year to hold these very valuable classes for people from communities all around the state, so local and state sources will have to be sought in the future. Any attention or assistance you could give to this program during the coming year would be greatly appreciated and beneficial to a broad spectrum of groups, beginning with (but not limited to) your local fire departments and ambulance services.

local Gov. File met w/ Mark. Concerned over level of funding for E.M.S. ops. sincerely, [unclear] effort on hand any [unclear] available & 10. As part of work train health aids in villages

Roger L. Poppe



MARK S. JOHNSON
COORDINATOR
EMERGENCY MEDICAL SERVICES

****PLEASE NOTE****

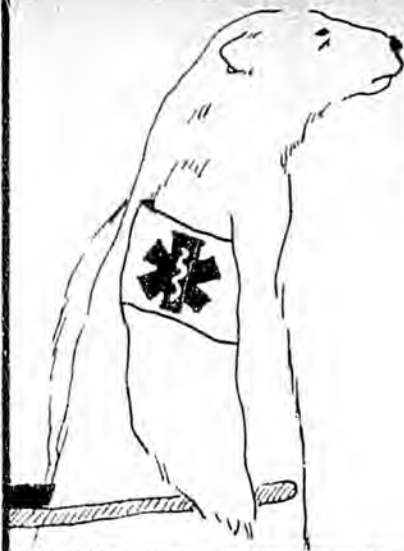
THE ORIGINAL FILE CONTAINS AN OVERSIZED DOCUMENT THAT IS UNSUITABLE FOR FILMING. PLEASE REFER TO THE ALASKA STATE ARCHIVES TO VIEW THE ORIGINAL.

DESCRIPTION: NEWSPAPER SUPPLEMENT

"EMERGENCY MEDICAL SERVICES IN SOUTHEAST ALASKA"

A SUPPLEMENT TO THE KETCHIKAN DAILY NEWS
THE SOUTHEAST ALASKA EMPIRE
THE SITKA SENTINEL
THE WRANGELL SENTINEL
THE PETERSBURG PILOT

1979



RESPONSE: EMS-ALASKA

A Digest of News and Information

Volume 3

Number 1

September - October 1979

Annual Symposium Focuses on Disaster Planning

Medical Aspects of Disaster Planning will be the focus of the Fourth Annual Alaska EMS Symposium, November 9 & 10, 1979 at the new Anchorage Sheraton Hotel. The Symposium sponsored by the State EMS Office, is being coordinated with the Alaska Paramedical Association's EMT Competition and Fall Workshops on the 9th, 10th, & 11th. (See related story inside.) The 2nd Annual Governor's EMS Awards Banquet will be held at the "Upper One," Anchorage International Airport, on Saturday evening, November 10.

The Symposium will open with a General Session featuring Colonel S. Edward Newbury, Director of Emergency Services, Department of Military Affairs, who will chair an **Overview of Disaster Planning in Alaska**. As tentatively scheduled, this will be followed by four simultaneous workshops on: **Disaster Planning in Urban Alaska**, chaired by Dr. Annette Burst, Municipality of Anchorage; **Air Evacuation Resources**, chaired by C. F. Necrason, Major General of the Alaska National Guard; **Inter-Hospital Disaster Coordination**, Chaired by David L. Reisinger, Safety & Security Manager for Providence Hospital; and **Disaster Planning in Rural/Bush Alaska**, Chaired by Lt. John McConnaughey, Alaska State Troopers.

Early Friday afternoon, there will be another group of three concurrent workshops: **Triage, Who's Boss?**, chaired by Gerry Travis, Chief of EMS, Municipality of Anchorage Fire Department; **Aircraft Disasters**, featuring Wes Christian of United Airlines; **Communications - Will They Work?**, chaired by Robert Cavanaugh, Emergency Preparedness Director for the Fairbanks North Star Borough.

Later on Friday, four more workshops are scheduled tentatively to include: **Medical Aspects of Search & Rescue**, chaired by Dr. James Borden of Fairbanks; **Coordination of Environmental Health and Medical Emergencies**; a repeat of the **Aircraft Disasters**



FIFTEEN YEARS AGO -- Civilian and military Search and Rescue Teams conducted house-to-house search for survivors after the "Good Friday Earthquake". Here, a demolished home in the Turnagain area of Anchorage. (U.S. Air Force Photo, courtesy of Alaska Historical Library)

workshop and **Preparedness for Earthquakes**, chaired by Mike McKenna, Fire Science Instructor.

On Friday evening participants in the EMT Competition will take their written test. On Saturday morning, EMTs will begin some of their practical skills competitions while other Symposium participants will be offered workshops on **Nursing Service Preparedness**, chaired by Jennifer Gleason, R.N., of Southeast Region EMS Council; **Earthquakes, What Happens?**, chaired by Mike McKenna, Fire Science Instructor. The final Symposium meeting will be from 10:30 until noon and will focus on **Testing the Plan - What goes Wrong?**, chaired by Norm Miller. The EMT Competition is expected to last throughout Saturday.

continued on next page.

**Symposium registration
form enclosed.**

RESPONSE: EMS-ALASKA

*A publication of the Section of
Emergency Medical Services,
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Department of Health and
Social Services, under a Title
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Helen D. Beime, Commissioner

Dean Tirador, Acting Director

Mark Johnson, Coordinator

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Emergency Medical Services*

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Telephone (907) 465-3027

Editor: Gloria Houston Way

Annual Symposium Focuses on Disaster Planning continued

The Saturday evening Awards Banquet will feature the Governors' Award's for Heroism, sponsored by the State Advisory Council on Emergency Medical Services, and the EMT Competition Awards. The main speaker will be Dr. Jean Garrison, Social Service Specialist from the Mental Health Disaster Assistance Section, National Institute of Mental Health. She will focus on the frequently ignored problems encountered by the family, friends, survivors and community after a disaster has struck.

In conjunction with the Symposium, the Alaska Paramedical Association also is planning a full day of skills workshops on Sunday, November 11.

Betsey McGuire, Coordinator for the 1979 Symposium, has included in this issue of **RESPONSE** a complete schedule of activities, registration forms and reservations information to all. Plan **NOW** to attend.

Second Annual Statewide EMT Skills Competition

The Second Annual Statewide EMT Skills Competition is scheduled for November 9 & 10, at the Sheraton Anchorage Hotel, Alaska Paramedical Association President Scott Call has announced.

Last year's winning teams from Wasilla, Talkeetna, and Sutton will be challenged by teams from around the state; however, each provider agency may be represented by only one team, so local organizations are encouraged to sponsor run-offs to pick their best representatives.

The competition, to be coordinated by Dave Decker of Anchorage, will be open to any two-person team with EMT-I, EMT-II or advanced first aid training. Other medically trained personnel who are functioning as EMTs, such as nurses, physician assistants, or paramedics, will not be eligible to compete, Scott said, but he did urge them to volunteer to be judges and to assist with the competition in other ways, by calling 274-3651.

The competition will consist of a written test on Friday evening, November 9; and on Saturday, a series of practicals to demonstrate EMT-I level skills. These will not require skills in IV therapy, MAST trousers or EOA's.

Each team will be required to bring along the following basic equipment - one set per team is minimum, one set per person is better: bandage scissors, penlight, stethoscope and blood pressure cuff. All other equipment will be supplied.

Greater participation - and greater competition - is expected this year, so teams are required to send in their entry forms and \$20.00 entry fee postmarked no later than midnight, October 31. Complete information and entry forms will be sent out to all EMS provider organizations within a few weeks. Forms may also be requested from APA, Box 900, Anchorage 99510, or by calling 274-3651.

LaFevers on Training

by Steve LaFevers,
SREMSC Training Coordinator

A year ago emergency medical services in McGrath consisted mostly of Diane Ketelsen, the local public health nurse, and whoever else among the concerned citizenry could be drafted into serving in time of need.

Today, an emergency medical system is becoming a reality in this small, interior Alaskan town. The story of the evolution of that system should be an inspiration to all communities struggling to provide emergency medical services.

Last spring, a group of concerned people at McGrath got together for an EMT class. They sponsored the class themselves. They arranged for the Southern Region EMT instructors to stay in the homes of local residents. There was a pot luck meal daily at the community center where the class was conducted. Polar Airlines was contacted and agreed to donate travel for the instructors. So these caring people, who had no organization, no federal, state or municipal funding, were still able to have their class.

While the class was still in progress, these people began to put together a rescue squad. They still had no money, no equipment, not even an ambulance. All they had was a need and the will to fill that need.

Today, because of that great determination, Diane Ketelsen, PHN, is not the sole emergency care provider, but the captain of the Kuskokwim Valley Rescue Squad.

The rest of the story is best told in the words of Marty Brascom, Secretary-Treasurer of the Rescue Squad.

"The rescue squad is progressing quite well at this point," Marty said. "We have obtained approximately \$1,500.00 through raffles and a bake sale, and are receiving a check for over \$350.00 from the City of McGrath to use towards medical supplies and equipment. We have made six full backboards from donated plywood, have purchased one complete Trauma II Kit, oxygen equipment and miscellaneous items and are still working on obtaining a vehicle."

This small community is already arranging for a second EMT class and is negotiating for an EMT-II class this winter. They are involved in community education and are trying to get an emergency care training program instituted in their school.

The rescue squad meets regularly to view training films and have practice sessions. Even though they have yet to obtain an ambulance, they have responded to many emergency calls and are building an emergency services system to be proud of.

The next time you start brooding over the problems you are having making your ambulance service work like you want it to, remember the Kuskokwim Valley Rescue Squad. They are proving you can make it work, if you really want it to.

EMS Funding Sources — A Word of Explanation

Editor's Note: *In the July/August issue of RESPONSE we presented a summary of EMS appropriations for FY 80 made to date. Apparently, some readers were more confused than enlightened by the array of funding categories presented. Here are some general explanations on major sources of EMS funding.*

Federal Funds

DHEW: The State EMS Office and the consolidated regional EMS Councils are mostly funded through a series of grants from US Department of Health, Education and Welfare. These grants are to assist in the development of a statewide system of emergency medical services and may not be used for on-going operation of local services nor for major capital expenditures. Depending upon which stage of the funding cycle a state or region is in, it may spend its grant money on such activities as planning, development and coordination of services, training, development of standards, assisting communities with procuring start-up equipment. This source of funds will be phased out over the next two to three years.

IHS/EMS: The other major category of federal funds for Alaska - and one which promises to be granted indefinitely - is the Indian Health Service/EMS funds, which are granted directly to native corporations for provision of EMS in their regions. Alaska Area Native Health Service's policy when granting these funds, is that Native Corporations should work within the framework of the overall statewide EMS system being developed.

U. S. DOT: A third source of federal funds has been most helpful in providing basic, standardized equipment for local services. The US Department of Transportation has granted money for ambulances and equipment totalling hundreds of thousands of dollars to Alaskan communities. These funds are administered by the Highway Safety Planning Agency in the Alaska Department of Public Safety. Decisions on where that money goes are made by that agency, although State and Regional EMS offices provide input. The US Department of Transportation also

continued on next page

Improved Critical Care:

by Jennifer Gleason, R.N., Clinical Specialist,
Southeast Region EMS Council, Inc.

Although enthusiasm for Emergency Medical Services is high among first responders in local Fire Departments and Search & Rescue units, you may be surprised at the initial lack of enthusiasm among physicians, nurses, and hospital administrators as you expand the scope of your EMS program. To them, you may be just one of many agencies offering guidelines for their "assistance," conducting surveys, and asking for statistics, which, for all they know, disappear into thin air.

Dispelling this image requires a great deal of personal contact and a systematic approach to involving these providers in your EMS system. As Southeast Region EMS Council enters its third year of the federal funding cycle, we can look back at a few failures and many successes, leading to active participation of facility level personnel in our program.

Board Organization

The first way to ensure participation is through the design of your Board of Directors. Southeast's Board has ten nurse or physician members, representing local hospitals and public health nursing. As the board is large, it is often split into task forces - Physician, Nursing, Transportation, Communications - to discuss specific problems at our regional meetings. The Physician Task Force always has some individual concerns, so we schedule those meetings for the afternoon prior to board meetings. When appropriate, the nurses and physicians have joint task force meetings.

These clinicians have assisted Southeast's EMS development in the following ways:

1. **MANPOWER** — The task forces have recommended baseline skill levels for physicians and nurses in Southeast's facilities (where specialization is continued on next page

EMS Funding Sources —

A Word of Explanation continued

provides training funds which support the Public Safety Academy in Sitka, its EMT training and instructor training programs and special workshops.

State General Funds

STATE REQUESTS: Only in the last two years has the State Legislature granted State General Funds to help support the statewide EMS program in Alaska. These are now funds requested by the Governor, based on budget requests from Department of Health & Social Services, which in turn are based on budget requests from each Division. Obviously, the budget limits set for this process before it even begins guarantee grant competition among programs. Requests may be cut down or eliminated at each step of the process. Uses for the funds granted this year were listed in the previous article.

SPECIAL APPROPRIATIONS: The Legislature also makes many special appropriations of State General Funds, which have not been requested by the Governor. These are usually one-time-only appropriations and are made in response to a direct request from an individual community, organization or public agency. When the special appropriations have been passed, either state agencies or local communities are designated to administer the funds. The funds must be used for their intended purposes, and the State EMS Office has no discretion on how they may be used. This year hundreds of thousands of dollars in special appropriations were made.

NEW APPROACHES TO FUNDING: New approaches are currently being developed at the state level to assure a more equitable distribution of EMS funds among communities and to guarantee continuing state support of EMS when federal funding is phased out.

Right now state and regional planners and the state and regional EMS Advisory Councils are working on five-year plans for EMS which will set standards for EMS services for each "level of community" in Alaska, as well as for statewide "systems" such as EMS along highways. These detailed objectives will enable each community to determine where it's at, where it ought to be, and a logical sequence of steps to get there. This approach makes identifying and prioritizing funding seem a fairly simple matter. Legislators need such a rational plan on which to base their appropriations.

Secondly, more systematic identification of equipment and training needs by means of the annual state ambulance services survey should assure better distribution of available funds.

Perhaps most importantly, alternative mechanisms for continuing state assistance to local communities are currently being explored by the State EMS Office and other state officials in hopes that legislation may be drafted for introduction during the next legislative session.

Southeast EMS Council Approach

almost impossible) and supported programs to maintain these skills. With task force guidance, staff has arranged for Advanced Cardiac Life Support Instruction, preceptorships, clinical presentations, and has developed educational packets for nurses. In addition, a meeting of Inservice Coordinators from the Region's six hospitals was sponsored to familiarize them with these options and the regional EMS program.

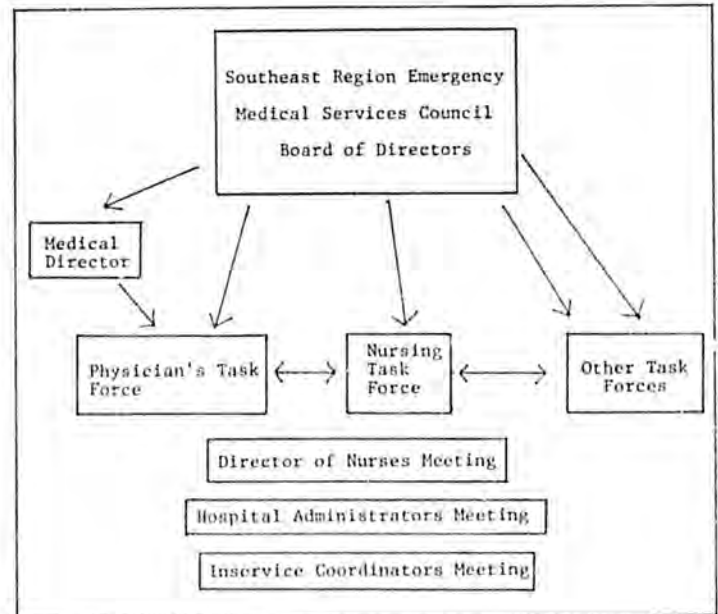
- 2. FACILITIES AND CATEGORIZATION** — As Southeast's facilities are all isolated from each other, it is essential that each facility be able to stabilize and provide short term critical care for patients in all critical care areas. Traditional categorization of facilities would not be very helpful, as intra-regional transfers are often not appropriate.

The task forces, acting as a Critical Care Committee, have used a goal-oriented categorization process, through which they have established minimum standards for all hospitals. Once facility needs are included in our yearly grant application, local providers can use these guidelines in their planning. Medical and nursing staffs can prioritize and justify their equipment and educational needs to their hospital administrators and they, in turn, can better explain their requests to the hospital board or city council. In addition, the Southeast Health Systems Agency has included our objectives in its Plan. The fact that local practitioners have adapted federal guidelines, has made our recommendations much more acceptable.

Appropriately, the Council does assist local hospitals in securing baseline equipment by providing matching funds. The cooperation we've received from the facilities is well worth our financial support.

- 3. PATIENT CARE PROTOCOLS AND TRANSFER** — Assigned with the task of developing patient care protocols in specific critical care areas, we tried writing to our referral centers in Seattle for copies of their protocols. This proved unsuccessful; most had not yet developed written protocols!

Starting with the Harborview Burn Center, the Council has invited consultants from these centers to present critical care programs in Southeast, and has requested that they bring with them written patient care protocols for stabilization and transfer. These presentations, often held in conjunction with board meetings, offer continuing education credits, present current patient care recommendations, improve communication between professionals, identify equipment or management needs, and advertise



our program. We have already had programs on Burns, Neonatal, Hypothermia, and Diving Medicine; and plan for programs on Respiratory Insufficiency and Alcohol Abuse this winter.

- 4. IMPLEMENTATION STRATEGY** — We realized that meeting the objectives outlined in our plan would require the support of the region's nursing inservice instructors, nursing administrators, and hospital administrators. We have brought these providers together to familiarize them with EMS, meet our board, and review the objectives with us. The meetings have been very successful in promoting EMS as a personal concern, and providing an opportunity for professional interchange. The Directors of Nurses now plan to meet every nine months, as they found mutual problem-solving to be very helpful.
- 5. ONGOING SUPPORT AND PROGRAM DIRECTION** — The progress we have been able to make has only been possible with the strong support of facility level providers. Not only have we had stable and progressive nurses and physicians on our board, we've had the ongoing guidance of Dr. George Longenbaugh, past Medical Director and Dr. Tom Wood, current Medical Director. At our next Critical Care Committee meeting, we will be exploring ways in which the services and support that our regional EMS program has offered might be continued, once we've completed the federal funding cycle.

House Plant Poisoning

by S. Marlene Turk, RN, BS

Reprinted from *Journal of Emergency Nursing*, March/April 1979 by permission of the author.

How many mothers have heard the cry "Mommy!" and upon reaching their child have found a broken toy, a spat between siblings, or even a burned or cut finger? Parents deal with these problems daily. But what if the mother finds that her child has developed blisters, an inflamed mouth, is holding its throat, or is unconscious, with none of the commonly known culprits - electrical outlets, stove burners, drain cleaners - in sight? If this occurs, the child may have encountered a common yet infrequently recognized danger, a poisonous house plant.

With this "back to nature" trend in the United States, people are becoming increasingly aware of poisonous plants in the wild, but not about poisonous plants growing in homes. The number of accidental plant-induced poisonings, especially of young children is increasing. A report of the National Clearinghouse for Poison Control shows that in 1976 house plants were ingested more often than any other toxic materials by children under five; these cases accounted for roughly 10 percent of the total. In 1975, 5,727 cases of plant-induced poisoning in children under five were reported in the United States. Hospitalization was necessary in 44 cases, and four of the children died.

Adults generally recognize that if an unfamiliar substance tastes unpleasant or bitter it should not be eaten. A child may not realize this. Lack of knowledge, plus curiosity, a tendency to put objects into their mouths, a certain amount of dare taking may constitute grave dangers for young children. Sometimes very small amounts of a toxic substance produce disastrous effects. One berry of some plants is sufficient to cause death.

Symptoms

Poisonous plants may produce a wide range of effects, some relatively minor and others severe enough to be fatal. Symptoms fall into four basic categories: **respiratory allergies**, such as hay fever; **dermatitis**, or skin irritation, due to direct or indirect contact with a plant such as poison ivy; **internal poisoning**, resulting from eating parts of a particular plant; and **mechanical poisoning**, resulting from "pricks" or "jabs" from spines or thorns. Infection is common secondary complication in this category.

Common poisonous house plants

The dieffenbachia, also known as dumb cane, has a thick green stem with oval leaves (either solid green or green with white or yellow strips) up to 15 inches long.



Philodendron



English Ivy

Ingestion of any part - stem, leaves, or roots - produces immediate swelling and blistering of the tongue and throat, difficulty in swallowing, and, if the swollen tongue occludes the victim's airway, eventual death. The toxic substance is the calcium oxalate found in the plant's sap. The sap retains its toxicity on clothing or other surfaces. Those working with the dieffenbachia plant should wear gloves and work outside when possible.

The elephant ear, or colocasia, also contains calcium oxalate; all parts are toxic and reactions to ingestion of the sap are similar to those produced by dumb cane.

Another toxic house plant is English Ivy, or *hedera helix*. This woody vine with dark green leaves veined with a lighter green has small, greenish, imperfect flowers, and produces a berry or fruit which resembles a three or five seeded blackberry. All parts of the plant contain hederagenin, a substance which produces reactions that vary in severity from skin irritation to coma, depending upon the amount consumed.

Hunter's robe, or *scindapsus aureus*, has a strong, rope-like stem with aerial roots and heart-shaped leaves which are green with yellow streaks or patches. The clear, watery looking sap contains a toxic substance which is irritating to the lips, tongue, and skin, and, if enough is consumed, produces diarrhea.

4th Annual EMS Symposium

TO PRE-REGISTER FOR THE EMS SYMPOSIUM
RETURN ENCLOSED FORM BY OCTOBER 30th.

TO MAKE RESERVATIONS FOR THE GOVERNOR'S
2nd ANNUAL EMS AWARDS BANQUET, SEND IN
RESERVATION FORM AND CHECK BY OCTOBER 30th.

SEND BOTH OF THE ABOVE TO :

EMS OFFICE, DIVISION OF PUBLIC HEALTH
DEPT. OF HEALTH & SOCIAL SERVICES
POUCH H-06 C
JUNEAU, AK. 99811

TO MAKE RESERVATIONS AT THE SHERATON ANCH-
ORAGE HOTEL, SEND ENCLOSED FORM TO THEM AT:

SHERATON ANCHORAGE HOTEL
401 EAST 6th AVENUE
ANCHORAGE, AK. 99501

DETAILS INSIDE

FOR MORE INFORMATION, CALL:
EMS OFFICE
465-3027

"MEDICAL ASPECTS OF DISASTER PLANNING"

4TH ANNUAL EMS SYMPOSIUM

EMS: MEDICAL ASPECTS OF DISASTER PLANNING



ALASKA

November 9 and 10, 1979
Sheraton Hotel
Anchorage, Alaska

4TH ANNUAL EMS SYMPOSIUM
MEDICAL ASPECTS OF DISASTER PLANNING

A G E N D A

THURSDAY EVENING, NOVEMBER 8 :

5:00 to Preregister for Symposium; pick up materials,
7:00 PM if registered & Banquet tickets.

FRIDAY , NOVEMBER 9:

7:30 to REGISTRATION
9:00 AM

9:00 AM OPENING SESSION

WELCOME : Norm Miller, Chr. Advisory Council on
Emergency Medical Service

Helen D. Beirne, Commissioner, Dept.
Health & Social Services

Dean F. Tirador, M.D., Acting Dir.,
Division of Public Health

Mark S. Johnson, Coordinator,
Emergency Medical Services

KEYNOTE SPEAKER :

AN OVERVIEW OF DISASTER PLANNING IN ALASKA
Colonel S.E. Newbury, Director
Alaska Div. of Emergency Services,
Dept. of Military Affairs
(and staff)

10:15 AM BREAK

10:30 AM WORKSHOPS

RESERVATIONS : HOTEL SHERATON ANCHORAGE
FOR: EMERGENCY MEDICAL SERVICES SYMPOSIUM
NOVEMBER 9 & 10, 1979

NAME _____

ADDRESS _____

CITY/STATE _____ ZIP _____

ARRIVAL DATE _____ TIME _____

OF NIGHTS _____; DEPART DATE _____

CHECK ACCOMODATIONS : STATE RATES

SINGLE @ \$40.00 _____

DOUBLE (TWIN) @ \$50.00 _____

DOUBLE BED @ \$50.00 _____

*Note : If reservations are to be held after
6 PM, please send deposit or Credit
Card number.*

BY OCTOBER 30, PLEASE MAIL THIS RESERVATION

TO : SHERATON ANCHORAGE HOTEL

401 EAST 6TH AVENUE

ANCHORAGE, AK. 99501

PRE-REGISTRATION FORM
FOURTH ANNUAL EMS ALASKA SYMPOSIUM
NOVEMBER 9 & 10, 1979

CLIP & MAIL BY OCTOBER 30, 1979. Registration after this date will be conducted at the Sheraton Anchorage Hotel

NAME _____

AFFILIATION _____

ADDRESS _____

CITY/STATE _____ ZIP _____

We hope you plan to stay at the NEW SHERATON ANCHORAGE

STATE RATES AVAILABLE !!!

RESERVATIONS FOR GOVERNOR'S EMS AWARDS BANQUET
SATURDAY, NOVEMBER 10, 1979

6:30 - 7:15 PM : NO-HOST COCKTAILS
7:15 : BANQUET - UPPER ONE BANQUET FACILITIES
ANCHORAGE INT'L. AIRPORT

NAME _____

of RESERVATIONS @ \$15.00 EACH _____

PLEASE ENCLOSE CHECK, PAYABLE TO UPPER ONE

RESERVATIONS NOT AVAILABLE AFTER NOVEMBER 8th.

PLEASE MAIL BOTH PRE-REGISTRATION & BANQUET RESERVATIONS
AND CHECK TO :

EMS OFFICE, DIVISION OF PUBLIC HEALTH
POUCH H-06 C
JUNEAU, AK. 99811

MAIL BY OCTOBER 30, 1979 - PLEASE !!!

CLIP & MAIL ***** CLIP & MAIL ***** CLIP & MAIL ***** CLIP & MAIL ***** CLIP

WORKSHOPS - CON'T

Medical Aspects of Urban Disaster Planning
Chr.: Dr. Annette Burst, Medical Dir., Anchorage Munic.

Medical Aspects Rural/Bush Disaster Planning
Lt. John T. McConnaughey, Div. of State Troopers

Inter-Hospital Disaster Coordination
Chr.: David Reisinger, Dir. Security & Safety, Providence Hospital, Capt. Ron Scavetto, Elmendorf Air Force Base

Air Evacuation Procedures During a Disaster
Chr.: Lt. Col. John W. Spalding, Office of Adjutant Gen'l.

12:00 NOON - LUNCH - ON YOUR OWN

1:15 WORKSHOPS

Communications Related to Medical Aspects of Disasters
Chr.: Robert W. Cavanaugh, Jr., Emergency Preparedness Director, Fairbanks North Star Borough

Pre-Hospital Triage
Chr.: Gerald Travis, Chief EMS, Fire Dept., Munic./Anch.

AirCRAFT Disasters
Chr.: Wes Christian, Emergency Procedure Training Inst. United Airlines

In-Hospital Disaster Coordination
Chr.: David Reisinger, Dir. Security & Safety; Jean Kyle, Dir., Dept. of Education & Training, Providence Hospital

3:00 PM BREAK

3:15 WORKSHOPS

Medical Aspects of Search & Rescue During Disasters
Chr.: Dr. James Borden, Interior Region EMS Medical Director, Fairbanks

Coordination of Environmental Health & Medical Emergencies
Chr.: James C. Allen, Reg. Sanitarian, SCRO, Div. of Public Health, DHSS

CONTINUED

WORKSHOPS - CON'T.

Preparedness for Earthquakes

Chr.: Mike McKenna, Fire Science Instructor, Mission College, Santa Clara, Calif.

AirCRAFT Disasters

Chr.:United Airlines Training Officer

7:00 PM SOUTHERN REGION EMS COUNCIL MEETING

8:00 PM ALASKA PARAMEDICAL ASSOCIATION TEST (EMT)

SATURDAY, NOVEMBER 10

8:00 AM 3 CONCURRENT EMT PRACTICALS (ALL DAY)

8:30 AM WORKSHOP

EARTHQUAKES !!! WHAT HAPPENS ?? THE SAN FRANCISCO PLAN.

Chr.: Mike McKenna, Fire Science Instructor, Mission College, Santa Clara, Calif.

9:00 AM CREDIT COURSE (Nurses)

Is Your Nursing Service Prepared ?

Chr.: Jennifer Gleason, R.N., Clinical Specialist, Southeast Region EMS Council, Inc.

10:15 AM BREAK

10:30 AM WORKSHOP

Testing the Plan - What Went Wrong ?

Chr.: Norm Miller, Chr., Advisory Council on EMS

12:00 NOON LUNCH - ON YOUR OWN

ANNUAL MEETING ALASKA PARAMEDICAL ASSOCIATION

ALL AFTERNOON - EMT TEAM COMPETITIONS - WILL YOUR TEAM WIN ??

GOVERNOR'S 2ND ANNUAL EMS AWARDS BANQUET
SATURDAY EVENING, NOVEMBER 10TH

UPPER ONE BANQUET FACILITIES
ANCHORAGE INTERNATIONAL AIRPORT

6:30 PM NO-HOST COCKTAILS

7:15 PM BANQUET

CHAired BY : NORM MILLER,
CHAIRPERSON, ADVISORY COUNCIL ON
EMERGENCY MEDICAL SERVICES

SPEAKER : JEAN GARRISON, PH.D
NATIONAL INSTITUTE OF MENTAL HEALTH

MENTAL HEALTH ASPECTS OF DISASTER
PLANNING

AWARDS : PRESENTED BY GOVERNOR JAY S. HAMMOND,
OR HIS REPRESENTATIVE

EMS AWARDS SPONSORED BY ADVISORY COUNCIL
ON EMERGENCY MEDICAL SERVICES

EMT SKILLS COMPETITION AWARDS SPONSORED
BY ALASKA PARAMEDICAL ASSOCIATION

FOR RESERVATIONS, PLEASE TURN TO NEXT PAGE

in Children



Poinsettia



Dumb Cane

All 250 species of azalea (*rhododendron occidentale*) are poisonous. Deaths have been reported 12 to 14 hours after ingestion, generally by children sucking on the flowers. The dangerous chemical in azaleas is andromedotoxin, a cardiac glycoside which lowers blood pressure and causes bradycardia. Symptoms include salivation, nasal discharge, anorexia, vomiting, and diarrhea. These may progress to drowsiness, headache, seizures, paralysis, and coma, followed by death.

The Jerusalem cherry, or *solanum pseudocapsicum*, produces a fruit which to a child might resemble a cherry (tomato). But the fruit of the Jerusalem cherry, even in small amounts, and especially if it is eaten when unripe, produces toxic reactions including paralysis, nausea, vomiting, loss of sensation, and even death.

Holiday poisons

Several traditional Christmas plants may be hazardous if ingested - a well known favorite during the Yuletide season is mistletoe (*phoradendron flavescens*). The small, innocent looking white berries contain beta-phenylethylamine and tryamine and, if consumed in large quantities, can lead to stomach and intestinal irritation with diarrhea and bradycardia. Consumption of these berries has led to death.

Another favorite Christmas plant is the poinsettia (*euphorbia pulcherrima*). All parts - stem, leaf, flower bud, and the milky sap - contain a toxic substance which produces an irritation of the mouth, throat, stomach, and eyes.

The decorative Christmas holly, although not often recognized as poisonous, has berry which harbor an unidentified toxic substance that produces vomiting, diarrhea, and stupor. The concentration of the toxic substance is believed to become stronger as the leaves begin to die.

Summary

The exact amounts of these substances required to produce toxic effects vary, depending upon the type and part of the plant ingested, the age and size of the child, and sometimes also the season of the year when the poisoning occurs. A parent who knows or suspects that a child has eaten any part of a house plant that may be toxic must act immediately. The child, and the plant or a part of it large enough for identification, should be taken to the nearest poison control center or hospital emergency department. The parent should not waste time looking for an antidote, and should avoid home remedies; such efforts may only complicate treatment that otherwise might be fairly simple. Copious amounts of plain water should be used to wash the hands, skin, and mouth. If there are no blisters and the child is conscious, vomiting may be induced with one tablespoon of ipecac syrup followed by a glass of water.

The emergency department staff should be able to recognize toxic house plants and the symptoms they may produce, and should know what treatment is appropriate. Not every house plant poisoning case is a life or death situation, but if such a situation occurs, everyone involved, from the parent to the emergency staff, must be able to act quickly and appropriately. Information listed in the accompanying chart should be immediately at hand in every home where there are small children, and easily accessible in every emergency department.

Parents should be aware of the potential danger associated with some of the plants commonly brought into the home; toxic plants should be kept safely out of the reach of small children; and fallen flowers, leaves and berries quickly removed. As soon as children are old enough to understand, they should be taught how plants may be enjoyed for their beauty, and also how their potential dangers may be avoided.

See chart on next page.

Coordinator's Comments —

By Mark Johnson

In recent weeks the State EMS Office has received several letters and phone calls from volunteer

problems. After analyzing this problem carefully, I think these people have a legitimate gripe.

Communities with a large tax base, like Anchorage, can afford to have highly skilled, full-time, paid ambulance personnel with sophisticated vehicles and equipment. Yet EMTs in small towns and outlying areas not only are volunteering their time, but often are paying money out of their own pockets for operating expenses and supplies. This isn't fair.

In analyzing computer print-outs of high accident/injury/death areas along major highways, we have found many of these areas to be in the vicinity of small volunteer ambulance services. Furthermore, an analysis of who is involved in these incidents reveals that many of these accident victims are tourists or travelers from Anchorage, Fairbanks, or elsewhere in Alaska.

Although, as we indicated in our last newsletter, we have more money for the statewide EMS program this year, by the time this money is spread around the state, there isn't enough available for any one community.

I have discussed this problem with the Highway Safety Planning Agency which has agreed to try to help us out with some Highway Safety funds. This won't solve the problem completely, but it should help some. I also would like to encourage all ambulance services to complete the statewide ambulance survey recently distributed, so we can include your equipment and training needs in next year's Federal EMS funding applications.

Since funding appears to be a widespread problem, I am very concerned about what will happen when the Federal EMS funding runs out. Before we determine what, if any, long-term solutions would be appropriate, I think we should analyze the alternatives carefully.

For example, we could encourage all ambulance services to charge adequate fees to cover expenses. However, this requires developing billing procedures and filling out third party payment forms, which places additional time demands on volunteers. Even those agencies which have a billing procedure often have difficulty collecting fees.

Regional EMS offices could assist in establishing regionalized billing services for volunteer agencies.

These are complicated problems, and solutions aren't going to be easy to find. Nevertheless, we must determine a suitable way to assist those people who donate their time to help fellow citizens during times of medical emergencies.

SYMPTOMS AND TREATMENT OF HOUSE PLANT POISONING

Plant	Toxic parts	Symptoms	Treatment
Azalea (<i>Rhododendron</i> or <i>Indica</i>)	All parts especially flowers	Vomiting, diarrhea, bradycardia, drowsiness, salivation, seizures, paralysis, coma	Gastric lavage if emesis symptomatic
Bird of Paradise (<i>Pourouma</i> <i>gibbosa</i>)	Foliage and seeds	Vomiting, diarrhea, dizziness, vertigo, drowsiness	Gastric lavage if emesis symptomatic; milk, barium eggs, fluid replacement
Dumb Cane (<i>Dieffenbachia</i>)	All parts especially stem and leaves	Swelling of tongue and throat with difficulty swallowing, blisters, paralysis of vocal cords	Gastric lavage if emesis if no fluid present; cold pack to lips and mouth; demulcents; antihistamines (especially epinephrine)
Elephant Ear (<i>Colocasia</i>)	Same as above	Same as above	Same as above
English Ivy (<i>Hedera Helix</i>)	All parts especially leaves and berries	Skin irritation, nausea, vomiting, severe diarrhea, thirst, salivation, abdominal pain, difficulty breathing, coma	Gastric lavage, symptomatic and supportive - paralytic (2-3 ml/kg Ca^{++}) and sometimes artificial respiration
Holly (<i>Ilex aquifolium</i>)	Berries and leaves	Vomiting, diarrhea, stupor, narcosis	Gastric lavage if emesis; symptomatic
Huckle's Robe (<i>Scilla maritima</i>)	Stem	Irritation of skin, lips and tongue; megalic diarrhea	
Jack-in-the-Pulpit (<i>Arisaema</i> <i>triphellum</i>)	Leaves	Irritation of GI tract—swelling of tongue, lips and palate	Gastric lavage; symptomatic demulcents; cold pack to lips and mouth; antihistamines (especially epinephrine); aluminum hydroxide (neutralizer)
Jerusalem Cherry (<i>Solanum</i> <i>peruvianum</i>)	All parts	Stomach pain, low temperature, paralysis, dilated pupils, vomiting, diarrhea, circulatory and respiratory depression, loss of sensation	Gastric lavage if emesis; support respiration; paralytic (2-3 ml/kg Ca^{++})
Mistletoe (<i>Phoradendron</i> <i>flavescens</i>)	Berries	Stomach and intestinal irritation, diarrhea, bradycardia	5-10% lavage if emesis; supportive; patients on potassium and sodium sulfate have been effective (but as digitalis inhibitor)
Philodendron	Same as Dumb Cane	Same as Dumb Cane	Same as Dumb Cane
Poinsettia (<i>Euphorbia</i> <i>pulcherrima</i>)	Milky latex, stem, leaves, flowers etc.	Irritation of mouth, throat, stomach, skin; dangerous to eyes	Gastric lavage if emesis; symptomatic
Star of Bethlehem (<i>Oenothera</i> <i>umbellata</i>)	All parts - herbs and leaves (both fresh and dried)	Nausea, intestinal disorders	Gastric lavage if emesis; symptomatic

REMEMBER —
Pre-registration
forms for the
4th Annual
Symposium
are due by
Oct. 30.

Advisory Council on Emergency Medical Services

New Members Appointed

The State Advisory Council on Emergency Medical Services is pleased to announce the appointment by Governor Hammond of two new members to the Council, Phyllis Hoffman, R.N. of Valdez and Elise Patkotak of Barrow.

Ms. Hoffman, Nursing Supervisor of Valdez Community Hospital, has been a practicing nurse for eighteen years. She was trained at St. Joseph's Hospital and Children's Hospital in Denver, Colorado and the University of Colorado School of Pediatric Nursing in Pueblo. In addition to her experience in medical-surgical and orthopedic nursing, Ms. Hoffman has served as a ski patrol nurse, has taught ski patrol first aid & emergency physical assessment both in Colorado & Alaska, is a CPR instructor for the Alaska Heart Association, teaches in EMT workshops, is a member of EDNA and active in her local EMS Council.

Ms. Hoffman will be replacing Eileen Montano, R.N. of Fairbanks, and will be representing nursing interests on the Council.

Ms. Patkotak is Director of Health & Social Services for the North Slope Borough and was nominated for the Council by the Native Health Board to represent Native Corporations. She replaces Dan Slaby, formerly of Cook Inlet Native Association, who resigned when he moved out of state.

Ms. Patkotak has a degree in Biology from Chestnut Hill College and is an RN trained at Long Island College Hospital School of Nursing. She's also an EMT, and was EMS Coordinator for the North Slope Borough in 1975 and 1976. Previously, she worked for

Indian Health Service.

Five-Year EMS Planning

At its quarterly meeting in July, ACEMS endorsed use of the draft Southern Region Five-Year Plan for EMS as a model for statewide adaption. Planners from each region are currently meeting to propose regional modifications & assist in developing new state-level sections; Norm Miller of Anchorage & Sister Barbara Haase of Ketchikan will serve as the Council's review committee. It is hoped that a draft will be ready in December for council review.

Manpower & Training Task Force

The Manpower & Training Task Force, a committee of ACEMS, is currently developing recommendations for training & practice standards for advanced level EMTs which will be appropriate for Alaska. The next meeting of the Manpower & Training Task Force is scheduled for November 7 & 8 at the Southern Region EMS Office in Anchorage. All interested parties are invited to come to these meetings; and written comments on recommendations are welcome.

Carol A. Taplin has recently joined the staff of the State EMS Office to provide permanent part-time assistance to the Task Force.

EMS Awards

On October 12, ACEMS will select recipients of the Second Annual EMS Awards from among persons nominated through regional EMS Coordinators. Recipients will be honored at an Awards Banquet at Upper One at the Anchorage Airport on November 10.



Phyllis Hoffman, new ACEMS member.



Elise Patkotak, new ACEMS member.

Stateline —

SOUTHERN REGION

Rich Pauley reports that as part of SREMSC's public education program they have been working closely with the Anchorage Telephone Utility. In this year's telephone book there will be a section on first aid and disaster information. Dr. Robert Hall has re-written numerous portions of the material used in California phone books to relate to Alaska situations. That sounds like something that every phone book in Alaska should include -- a good project for local EMS councils.

Roy Davie, retired communications expert, has been acting as Communications Consultant for Southern Region EMS. Roy has been traveling all over the region for 'expenses only' conducting detailed surveys, developing detailed plans for improvements, even performing on-the-spot 'emergency treatment'. Bristol Bay area is the latest recipient of Roy's down-to-earth approach to communications problems.

Two recent 'disasters' were successfully staged in August. Nikiski Fire Department sponsored a three day seminar on burns and disasters. All three local fire departments and numerous other agencies participated in a planned disaster exercise at the Collier Chemical Company plant, which utilizes radioactive materials, liquid ammonia, liquid nitrogen, superheated steam and other hazardous materials. Central Peninsula General Hospital's entire nursing staff turned out in disposable clothing and simulated radioactive decontamination procedures. The industrial companies were extremely cooperative and even lent their helicopters for use in the exercises.

Anchorage EMS, Anchorage International Airport, and Providence Hospital all participated in an airport disaster exercise and demonstrated marked improvement in ability to handle numerous victims.

Bristol Bay Area Health Corporation is seeking a replacement for Connie Ryan, who resigned as EMS Coordinator to move to Chugiak. Nancy Greenman, who was EMS trainer for BBHC, has recently joined the staff of the Aleut-Pribiloff Island Association to be their first full-time EMS Trainer-Coordinator. In Nome, Penny Chmielewski has been promoted to Head of Nursing for Norton Sound Health Corporation, so Mike Fallon is now acting EMS Coordinator.

SOUTHEAST REGION

Roger Poppe reports that in Southeast Region this summer, Pete Rice, EMT instructor from Ketchikan, has been offering emergency training in logging camps, under contract with Louisiana Pacific. Teaching first aid to housewives and advanced first aid to loggers, Rice coordinated his training efforts with Itinerant Public Health Nurse Joan Visocan and

EMS/helicopter pilot Martin Jetton to stage some realistic drills. Training at smaller camps will be provided this fall by Molly Seifert and Jennifer Gleason.

An Advanced Cardiac Life Support Instructor course is planned for October 26 and 27 in Ketchikan. This course will train twelve more ACLS Instructors who can provide courses in their local hospitals.

Clinical presentations to assist with local protocol development are planned for this winter. In October, "How to Avoid Pitfalls in the Emergency Evaluation and Critical Care of Patients with Alcohol Abuse" will be presented in Ketchikan, Juneau and Sitka. "Acute Respiratory Insufficiency and Failure" will be January's topic, and will assist Southeast's practitioners in choosing and maintaining appropriate respiratory equipment.

A meeting with Southeast's hospital administrators is planned to familiarize them with EMS and the recommended facility objectives for this year.

The Southeast Regional EMS Office has moved to larger quarters at 201 Lincoln Street in Sitka, our mailing address has not changed.

NORTHERN REGION

Laurel Anderson was recently selected by the Board of the newly-incorporated Northern Region EMS Council to be the Planner for the consolidated region, made up of NANA Region, Interior Region and North Slope Borough sub-areas. Laurel, formerly Executive Director of Southeast Region EMS, brings much experience to the task of planning for a coordinated EMS system for the entire Northern Region. Laurel is currently visiting with each EMS Coordinator to discuss individual and mutual planning objectives to be addressed this year.

In Interior Region, Jeanne Ostnes reports that the Fairbanks Ambulance Service cutback, as reported in the July - August issue of **RESPONSE**, continues to be a major issue. Since June of this year, the Fairbanks Fire Department has not responded to calls outside the city boundaries except in life or death situations. However, even life or death situations are in jeopardy as the Fire Department has not only enough manpower for one ambulance. In the event of multiple calls, response may be delayed or nonexistent; a third of its calls are simultaneous calls.

Interim solutions are not satisfactory. Re-routing of airplanes to Fort Wainwright will probably be disallowed except for transportation of federal beneficiaries. Searching for reliable alternate ground transportation has also proven futile.

continued on next page

Calendar

- Oct. 17-19 Alaska State Hospital Association Annual Meeting, Sitka.
- Oct. 24-25 Workshop sponsored by Alaska State Fire Fighters Association to consider feasibility of proposed "Alaska Federation of Life Safety Organizations"; at ASFA Annual Conference, Petersburg; contact Leigh Gallagher 789-2367.
- Nov. 9-10 Fourth Annual Alaska EMS Symposium; "Medical Aspects of Disaster Planning"; sponsored by State EMS Office; Sheraton Anchorage Hotel; contact 465-3027.
- Nov. 10 Second Annual Statewide EMT Skills Competition; sponsored by Alaska Paramedical Association and State EMS Office; Sheraton Anchorage Hotel; contact Scott Call, 772-7000.
- Nov. 10 Second Annual State EMS Awards Banquet: Governor's EMS Awards, EMT Skills Competition Awards; sponsored by ACEMS AND APA; Anchorage International Airport; contact 465-3027.
- Nov. 10 Alaska Paramedical Association Annual Meeting follows the Banquet; contact 772-7000.
- Nov. 11 APA Fall Workshops; Anchorage, contact 772-7000.
- Nov. 13-16 Tri-Regional (Western States) Emergency Medical Services Workshop, seven clinical and eleven components; sponsored by DHEW EMS; Regency Hotel, Denver, Colo; contact 465-3027.

Nov. 26-28 Second World Conference on Pre-Hospital Care; sponsored by Medical Symposia; Fairmont Hotel, New Orleans, LA.; contact Barbara Myer, P.O. Box 5279, Santa Monica, CA. 90405, (213)248-0018.

May 18-21 1980 NAEMT Annual Meeting and M.A.S.T. National Annual Conference, Opryland Hotel, Nashville, Tenn. Contact: NAEMT, P.O. Box 334, Newton Highlands, Mass. 02161

EMT Training by Southern Region EMS

Oct. 1-13	EMT/R	Unalaska
Oct. 1-20	EMT-I	Glacier View
Oct. 22-27	EMT-II	Adak
Oct. 22- Nov. 17	EMT-I	St. Paul
Nov. 5-7	EMT-I	Northway
Nov. 17-20	EMT-II	Trapper Creek
Nov. 23- Dec. 15	EMT-I	Talkeetna
Nov. 25-30	EMT-R	Port Graham
Nov. 30- Dec. 4	EMT-R	Dillingham
Dec. 3-22	EMT-I/II/R	McGrath
Dec. 10-15	EMT-R or II	Chugiak
Dec. 17-22	EMT-R	Anchorage
Dec. 17-22	EMT Review/Natl. Registry Test	Nome

RESPONSE - EMS
 EMS Section, DPH
 Pouch HO6-C
 Juneau, Alaska 99811

Please: Add my name Delete my name
 Note my address change

NEW ADDRESS

Name _____
 Organization _____
 Address _____
 Zip _____

Stateline — continued

Interior Region EMS has worked with all agencies to come up with solutions. Progress includes a resolution by the Fairbanks City Council to reinstate ambulance services to the Borough upon the Borough assuming its share of the costs. The Council has also sold a used ambulance to the newly organized Chena Goldstream Volunteer Fire Department for \$1. The Lt. Governor's office has also taken an interest in the problem and is exploring permanent solutions.

Editor's Note: In the July - August article a line was inadvertently omitted, which gave credit to the North Pole Fire Department, which is located in the North Star Borough. Its continued service to 15,000 people, including those in the Chena Hot Springs Road area, is to be commended. We apologize for the omission.

Regional EMS Coordinators

Southeast Region

Roger Poppe, Executive Director
Southeast Region EMS Council, Inc.
P. O. Box 2170
Sitka, Ak. 99835
(907) 747-8005

Southern Region

Rich Pauley, Executive Director
Southern Region EMS Council, Inc.
1135 West 8th - Suite 7
Anchorage, Ak. 99501
(907) 274-3651

Aleutian/Pribilof Sub Area

Nancy Greenman, EMS Coordinator
Aleutian/Pribilof Island Assoc.
1689 C. Street
Anchorage, Ak. 99501
(907) 276-2700

Anchorage Sub Area

Gerald Travis, Chief of EMS Svc.
Anchorage Fire Dept.
211 West 7th Street
Anchorage, Ak. 99501
(907) 274-1943

Norton Sound Sub Area

Mike Fallon, Acting EMS Coordinator
Norton Sound Health Corp.
P. O. Box 966
Nome, Ak. 99762
(907) 433-5411

Copper River Sub Area

Clara (Billie) Peters, Health Director
Copper River Native Assoc., inc.
Drawer H
Copper Center, Ak. 99573
(907) 822-3521

Kenai Peninsula Sub Area

Dick Stingly, President
K.P.C.A.P.A.
Star Route A, Box 7B
Homer, Ak. 99603
(907) 235-8393

Kodiak Sub Area

Jerome Selby, Director
Kodiak Island Native Health Auth.
P. O. Box 172
Kodiak, Ak. 99615
(907) 486-5726

Matanuska-Susitna Sub Area

Gary Hessmer, Chairman
Mat-Su EMS Council
Star Route Box 3240
Wasilla, Ak. 99687
(907) 245-3246

Bristol Bay Sub Area

Alice Eiss
Bristol Bay Area Health Corp.
P. O. Box 10235
Dillingham, Ak. 99576
(907) 842-3322

Prince William Sound Sub Area

Eloise Lambert, Health Director
North Pacific Rim Native Corp.
433 West 9th Ave. - Suite 200
Anchorage, Ak. 99501
(907) 276-2121

Yukon-Kuskowim Sub Area

Fran McAfee, EMS Coordinator
Yukon Kuskokwim Health Corp.
P. O. Box 528
Bethel, Ak. 99559
(907) 543-3321

Northern Region

Laurel Anderson, Planner
Northern Region EMS Council, Inc.
P. O. Box 2120
Fairbanks, Ak. 99701
(907) 456-3978

Interior Region Sub Area

Jeanne Ostnes, EMS Coordinator
Interior Region EMS Council, Inc.
P. O. Box 2120
Fairbanks, Ak. 99701
(907) 456-3978

North Slope Borough Sub Area

Sally Jacoby, EMS Coordinator
North Slope Borough
P. O. Box 69
Barrow, Ak. 99723
(907) 852-3065; 852-3999

NANA Region Sub Area

Nina Dahl, EMS Coordinator
Mauneluk Association
P. O. Box 256
Kotzebue, Ak. 99752
(907) 442-3311

RESPONSE:

**EMS-ALASKA
POUCH-H06C
JUNEAU, ALASKA
99811**

BULK RATE
U.S. POSTAGE
PAID
Juneau, Alaska
Permit No. 102
99811

Revenue Sharing for Emergency Medical Services

Alaska Statute 43.18.010(a) is amended by adding a new section.

- (7) \$2 per capita, but no less than \$2500, to cities and boroughs providing emergency medical services & facilities;
- (A) emergency medical services and facilities means the provision of services by an emergency medical service certified pursuant to AS 18.08.082 which has official recognition and financial support from the city or borough in which it is located;
- (B) in addition to the grants authorized under this section, the state shall pay to an emergency medical service certified pursuant to AS 18.08.082, operated not for profit, and serving an area not in an organized borough or a city a sum for service purposes equal to \$2.00 per capita for the population served by the service, but no less than \$2500, as determined by the Commissioner of Health & Social Services using the latest figure of the United States Bureau of the Census or other reliable data; grants shall be made on the same basis to facilitate the organization of emergency medical services in an area not in an organized borough or city; upon application of the proposed emergency medical services group to the Commissioner of Health & Social Services and approval of applications according to standards of organization and service prescribed by regulations promulgated by the Commissioner of Health & Social Services.

Prepared by Mark Johnson

<u>Ambulance Service</u>	<u>Population</u>	<u>\$</u>
<u>Boroughwide Services</u>		
Anchorage	184,775	369,550
Juneau	22,105	44,210
Sitka	8,787	17,574
Mat-Su	20,350	40,700
<u>City Services</u>		
Haines	1,366	2,732
Ketchikan	8,293	16,586
Metlakatla	1,119	2,500
Skagway	877	2,500
Wrangell	3,325	6,650
Yakutat	112	2,500
Petersburg	3,197	6,394
Cooper Landing	?	2,500
Homer	2,055	4,110
Kenai	5,364	10,728
Nikiski	?	2,500
Cordova	2,780	5,560
Glennallen	?	2,500
Valdez	4,481	8,962
Seldovia	612	2,500
Kodiak	5,754	11,508
Seward	2,130	4,260
Soldotna	2,365	4,730
Fairbanks (Borough)	60,227	120,454
<u>Ambulance Service</u>		
Nenana	503	2,500
Delta Junction	892	2,500
Healy	?	2,500
Tok	?	2,500
Cantwell	?	2,500
Barrow	2,715	5,450
Kotzebue	2,526	5,052
Nome	2,892	5,784
Bethel	3,608	7,216
Dillingham	1,360	2,720
McGrath	382	2,500
<u>Total \$</u>		\$733,430.00

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

FINAL
ANNUAL REPORT

FISCAL YEAR 1979

STATE AID TO LOCAL GOVERNMENTS
MUNICIPAL SERVICES REVENUE SHARING PROGRAM

(AS 43.18.010 -045)

STATE OF ALASKA
DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS
DIVISION OF LOCAL GOVERNMENT ASSISTANCE
POUCH B
JUNEAU, ALASKA 99811
AUGUST 1979

Expenditures for the State Aid to Local Governments Municipal Services Revenue Sharing Program during the period July 1, 1978 to June 30, 1979 are as follows:

GRANT ENTITLEMENTS BY CLASSIFICATION
OF MUNICIPAL SERVICES

	<u>Applicants Participating</u>	<u>Approved Entitlements</u>	<u>Actual Entitlements @ 88.712%</u>
Police Protection	92	\$ 3,537,731	\$ 3,138,392
Fire Protection	140	2,789,642	2,474,747
Air/Water Pollution Control	57	768,746	681,970
Land Use Planning	29	758,664	673,026
Parks and Recreation	104	1,962,962	1,741,383
Transportation Facilities	40	2,206,753	1,957,655
Road Maintenance			
Public Roads	84	2,025,713	1,797,051
Ice Roads	11	150,156	133,207
Health Services	12	564,328	500,627
Hospitals	14	1,522,000	1,350,197
Health Facilities	76	1,090,000	966,061
Construction Aid	4	<u>\$ 2,501,769</u>	<u>\$ 2,219,370</u>
Entitlements		\$19,878,464	\$17,634,586
Cost-of-Living Allowance (COLA)		<u>1,346,292</u>	<u>1,194,323</u>
Total Entitlements		\$21,224,756	\$18,828,909
Less Prior Year Adjustments		<u>61,981</u>	<u>54,985</u>
Final Entitlements		\$21,162,775	\$18,773,924

GRANT ENTITLEMENTS BY CLASSIFICATION
OF RECIPIENT

	<u>Applicants Participating</u>	<u>Approved Entitlements</u>	<u>Actual Entitlements @ 88.712%</u>
Organized Boroughs	8	\$ 2,229,924	\$ 1,978,211
Unified Governments	3	11,240,334	9,971,526
Home Rule Cities	11	3,631,621	3,221,684
First Class Cities	21	1,126,158	999,038
Second Class Cities	87	1,589,483	1,410,064
Unorganized Borough Fire Protection Groups	<u>28</u>	<u>60,942</u>	<u>\$ 54,063</u>
Entitlements	158	\$19,878,464	\$17,634,586
Cost-of-Living Allowance (COLA)		<u>1,346,292</u>	<u>1,194,323</u>
Total Entitlements		\$21,224,756	\$18,828,909
Less Prior Year Adjustments		<u>61,981</u>	<u>54,985</u>
Final Entitlements		\$21,162,775	\$18,773,924

RATES USED TO COMPUTE GRANT ENTITLEMENTS
 UNDER THE STATE AID TO LOCAL GOVERNMENTS
MUNICIPAL SERVICES REVENUE SHARING PROGRAM

<u>Municipal Services</u>	<u>Rates</u>
Police Protection	\$12 per capita
Military	6 per capita
Fire Protection	\$7.50 per capita
Air(*)/Water(**) Pollution Control	\$2 per capita
Land Use Planning	\$2 per capita
Parks and Recreation	\$5 per capita
Military	1.25 per capita
Transportation Facilities	\$5 per capita
Military	2.50 per capita
Road Maintenance	
Public Roads	\$1,500 per mile*
Ice Roads	900 per mile**
Health Services	\$2 per capita
Hospitals	\$75,000 per hospital*
	25,000 per hospital**
	1,000 per bed***
Health Facilities	\$4,000 per facility*
	1,000 per bed**
Construction Aid	\$2,500 per bed*
	5% of construction cost**
	(whichever is greater)

DEFINITIONS

COLA - means cost-of-living allowance used in computing total grant entitlements.

FY 79 - means the fiscal year ending June 30, 1979.

	Total for Boroughs & Unified Govt's	Total for Cities	Total for Fire Protect- ion Groups	Total FY 1979 Approved Entitlements
Police	\$ 2,167,788	\$ 1,369,943		\$ 3,537,731
Fire	1,859,306	869,394	\$ 60,942	2,789,642
Air/Water	590,612	178,134		768,746
Land Use Planning	706,808	51,856		758,664
Parks & Recreation	1,546,252	416,710		1,962,962
Transportation	1,906,158	300,595		2,206,753
Roads	925,605	1,250,264		2,175,869
Health Services	449,186	115,142		564,328
Hospitals	779,000	743,000		1,522,000
Health Facilities	580,000	510,000		1,090,000
Construction Aid	1,959,543	542,226		2,501,769
Entitlements	13,470,258	6,347,264	60,942	19,878,464
COLA	308,783	1,026,068	11,441	1,346,292
Total Entitlements	\$13,779,041	\$7,373,332	\$72,383	\$21,224,756
Less Prior Year Adjustments				<u>61,981</u>
Final Approved Entitlements				\$21,162,775
TOTAL APPROPRIATED TO THE REVENUE SHARING ACCOUNT				\$18,688,000
PLUS SPECIAL APPROPRIATION FOR FIVE LATE APPLICANTS (Seward, Upper Kalskag, Lower Kalskag, Copper Center VFD, and Iliamna VFD)				\$ 106,327
Total FY 1979 Appropriation				<u>\$18,794,327</u>
ACTUAL DISBURSEMENT				<u>18,773,924</u>
BALANCE				\$ 20,403

NOTES

As the total entitlements exceeded the amount appropriated to the revenue sharing account, each recipient's share was prorated at 88.712%.

All FY 1979 grant funds were allocated when entitlements were prorated; however three cities failed to submit FY 1978 financial statements by June 30, 1979, a prerequisite to receipt of State shared revenues. This accounts for the balance.

Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COIA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
Anchorage, Municipality of	184,775	(1,855,140)	(1,381,620)	369,550**	369,550	(943,108)	(1,329,285)	(583,320)*	369,550	404,000***	36,000*	1,959,543**	9,980,666	-0-	9,980,666		8,854,048
City Service Area	63,756						318,780				330,000**						
Eagle River																	
Fire Service Area	7,921		59,408														
Chugiak Fire Service Area	6,481		48,607														
Girdwood Service Area	608		4,560			3,040		14,490									
Anchorage																	
Fire Service Area	169,206		1,269,045														
Anchorage Roads and Drainage Service	155,995							557,355									
Anchorage																	
Police Service Area	145,932	1,751,184															
Anchorage Parks and Recreation Service Area	169,206					846,030											
Eagle River/Chugiak Recreational Facilities Service Area	14,476					72,380											
Military (Not included in the Municipality's Population)	17,326	103,956				21,658	86,630										
Glenn Alps Service Area	65							11,475									
Juneau, City and Borough of	22,105	(108,960)	(164,295)	42,738**	44,210	110,525	110,525	(76,725)*	44,210	75,000*	74,000**		851,188	-0-	851,188		755,106
Service Area #1	7,416	88,992	55,620					21,345									
Service Area #2	1,664	19,968	12,480					7,035									
Service Area #3	199							48,345									
Service Area #4	1,478		11,085														
Service Area #5	9,623		72,173														
Service Area #6	747		5,602														
Service Area #7	441		3,308														
Service Area #8	537		4,027														
Sitka, City and Borough of	8,787	105,444	65,903		17,574	43,935	43,935	23,115*	17,574	75,000*	4,000*		408,480	15,318	423,798		375,960
											12,000**						
Bristol Bay Borough	1,685	12,638			3,770	8,425		(6,630)*					31,063	8,154	39,217		34,790
So. Naknek Road District								6,630									
Fairbanks North Star Borough	60,227		(110,828)	120,454*	120,454	(308,629)	(316,123)	(91,860)*					1,068,348	160,252	1,228,600		1,089,916
Ester Fire Service Area	1,100		8,250														
North Star																	
Fire Service Area	6,500		48,750														
University																	
Fire Service Area	7,177		53,828														
Public Roads Service Areas								91,860									
Military (Not included in the Borough's Population)	5,995					7,494	14,988										
Haines Borough	1,924												2,723	204	2,927		2,597
Fire Service Area #1	363		2,723														
Kenai Peninsula Borough	25,281		(31,320)	50,562*	50,562	(19,000)				(150,000)*			301,444	22,608	324,052		287,473
Nikiski																	
Fire Service Area	3,489		26,168														
Bear Creek																	
Fire Service Area	687		5,152														
North Kenai																	
Recreation Service Area	3,800					19,000											
South Kenai																	
Peninsula Hospital Service Area										75,000*							
Central Kenai										75,000*							
Peninsula Hospital Service Area																	

See Page 3 for an explanation of the asterisked amounts under the categories of Air/Water Pollution Control, Roads, Hospitals, Health Facilities and Construction Aid.

Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COLA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
Ketchikan Gateway Borough Shoreline Fire Service Area	13,071 683		(5,123) 5,123		26,142		65,355						96,620	-0-	96,620		85,714
Kodiak Island Borough Fire District #1 Karluk Fire District Nonareawide Service Road Service Areas	8,926 1,759 94 2,166		(13,898) 13,193 705		17,852	(10,830)		(22,500)*	17,852	75,000*	16,000* 30,000**		203,932	15,295	219,227		194,481
Matanuska-Susitna Borough Wasilla Fire Service Area Butte Fire Service Area Greater Palmer Fire Service Area Sutton Fire Service Area Road Service Areas	20,360 3,619 2,122 3,027 693		(70,958) 27,143 15,915 22,703 5,197		40,720	101,800		(88,200)*					301,678	11,313	312,991		277,661
North Slope Borough	8,187	98,244		7,308**	16,374		40,935	33,255*			28,000*		224,116	75,639	299,755		265,919
TOTAL BOROUGHS		2,167,738	1,859,306	590,612	706,808	1,546,252	1,906,158	925,605*	449,186	779,000	84,000* 496,000**	1,959,543**	13,470,258	308,783	13,779,041		12,223,665

See Page 3 for an explanation of the asterisked amounts under the categories of Air/Water Pollution Control, Roads, Hospitals, Health Facilities and Construction Aid.

Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COLA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
CITIES																	
Akhiok	118		885			590							1,475	111	1,586	295	1,145
Akiachak	354	4,248	2,655			1,770		3,000* 8,100**			4,000*		23,773	7,132	30,905		27,416
Akiak	192	2,304				960					4,000*		7,264	2,110	9,443	1,343	7,186
Akolmiut	608	7,296	4,560			3,040	3,040	40,275**			8,000*		66,211	19,863	86,074		76,358
Alakanuk	533	6,396	3,998	1,066**		2,665		6,000* 3,600**			4,000*		27,725	8,318	36,043	4,680	27,823
Aleknagik	227	DID NOT SUBMIT APPLICATION															
Allakaket	216		1,620			1,080		4,050*					6,750	2,278	9,028		8,009
Ambler	273	3,276	2,048	546**		1,365		7,200*			4,000*		18,435	6,222	24,657		21,874
Anaktuvuk Pass	173	DID NOT SUBMIT APPLICATION															
Anderson Military	470 114		3,525			2,350 285		7,500*					13,660	4,610	18,270		16,208
Angoon	527	6,324	3,953	1,054**	1,054	2,635	2,635	7,770*					25,425	953	26,378		23,401
Aniak	355	4,260	2,663			1,775		6,150*			4,000*		18,848	6,361	25,209		22,363
Anvik	102	DID NOT SUBMIT APPLICATION															
Atmautluak	186	2,232	1,395			930		13,500**			4,000*		22,057	6,617	28,674		25,437
Barrow	2,715		20,363			13,575							33,938	11,454	45,392		40,268
Bethel	3,608	43,296	27,060	7,216**	7,216	18,040	18,040	11,175* 43,200**			4,000* 41,000**		220,243	66,073	286,316		253,997
Brevig Mission	194	DID NOT SUBMIT APPLICATION															
Burkland	176	2,112				880					4,000*		6,992	2,360	9,352	1,651	6,832
Chefornak	204		1,530								4,000*		5,530	1,659	7,189		6,378
Chevak	461	5,532				2,305							7,837	2,551	10,188		9,033
Chauthbaluk	119	1,428	893	238**		595					4,000*		7,154	2,414	9,568		8,488

See Page 3 for an explanation of the asterisked amounts under the categories of Air/Water Pollution Control, Roads, Hospitals, Health Facilities and Construction Aid.

Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COLA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
Clark's Point	98	DID NOT SUBMIT APPLICATION															
Cordova	2,780	33,360	20,850	5,560**	5,560	13,900	13,900	11,700*	5,560	75,000*	12,000*		197,390	29,609	226,999		201,375
Craig	587	7,044	4,403	1,174**	1,174	2,935	2,935	6,405*			4,000*		30,070	-0-	30,070		26,676
Deering	117	1,404	878								4,000*		6,282	2,120	8,402		7,454
Delta Junction	852		6,690		1,784	4,460		12,385*			4,000*		29,819	4,473	34,292		30,421
Dillingham	1,360	16,320	10,200	2,720**	2,720	6,800	6,800	5,700*					51,260	13,456	64,716		57,411
Diomedea	125		938								4,000*		4,938	1,481	6,419		5,694
Eagle	124					620		3,540*			4,000*		8,160	1,224*	9,384		8,325
✓ Eek	307	3,684	2,111			1,535							7,522	2,257	9,779		8,675
Ekwok	111	DID NOT SUBMIT APPLICATION															
Elim	288	DID NOT SUBMIT APPLICATION															
Emmonak	556	5,672	4,170			2,780		3,615*					17,237	5,171	22,408		19,879
Fairbanks Military Annex	30,462 5,995	365,544 35,970	28,465	60,924**				127,875*	60,924	126,000**	71,000** 12,000*	414,330*	1,503,032	225,455	1,728,487		1,559,375
Fort Yukon	637	7,644	1,778		1,274	3,185		23,070*			4,000*		43,951	14,833	58,784		52,149
Fortuna Ledge	210	2,520	1,575								4,000*		8,095	2,429	10,524		9,330
Galena	985	11,820	7,388	1,970**		4,925		8,370*			4,000*		38,473	12,985	51,458		45,649
Gambell	447	5,364	3,353			2,235		10,500*					21,452	6,436	27,888	12,360	13,775
Golovin	118	1,416	885			590					4,000*		6,891	2,067	8,958		7,947
Goodnews Bay	248	2,976	1,860	496**				1,125*					6,457	1,937	8,394	2,841	4,926
Grayling	181			362**									362	122	484		429
Haines	1,366	16,392	10,245	2,732**	2,732	6,830	6,830	15,660*					61,421	4,607	66,028		58,575

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Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COLA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
Holy Cross	302		2,265	604**		1,510		6,000*			4,000*		14,379	4,853	19,232		17,061
Homer	2,055	24,660	15,413	4,110**		10,275	10,275	12,945*			4,000*		81,678	6,126	87,804		77,893
Hoonah	1,093	13,116	8,198	2,186**		5,465	5,465	6,000*			8,000*		48,430	3,632	52,062		45,185
Hooper Bay	648	7,776				3,240	3,240						14,256	4,277	18,533		16,441
Houston	440		3,300					38,325*					41,625	1,561	43,186		38,311
Hughes	98		735			490							1,225	413	1,638		1,453
Huslia	216		1,620	432**		1,080		23,355*			4,000*		30,487	10,289	40,776		36,173
Hydaburg	380		2,850	760**		1,900	1,900	3,540*			4,000*		14,950	-0-	14,950		13,262
Kachemak	151	DID NOT SUBMIT APPLICATION															
Kake	679	8,148	5,093	1,358**		960		1,530*					19,524	732	20,256		17,970
Kaktovik	192		1,440			960							2,400	810	3,210		2,848
Kaltag	251		1,928	514**		1,285		3,000*					6,727	2,270	8,997		7,981
Kasaan	46		345			230					4,000*		4,575	-0-	4,575		4,059
Kenai	5,364	64,368	40,230	10,728**		26,820	26,820	65,535*					234,501	17,588	252,089		223,633
Ketchikan	8,293	99,516	62,198			41,465	41,465	24,900*	16,586	92,000***	8,000* 20,000**		406,130	-0-	406,130		360,286
Kiana	331	3,972	2,483			1,655		4,530*			4,000*		16,640	5,616	22,256		19,744
King Cove	566	6,792	4,245	1,132**		2,830	2,830				4,000*		21,829	5,730	27,559		24,448
Kivalina	227	2,724	1,703			1,135					4,000*		9,562	3,227	12,789		11,345
Klawock	323	3,876	2,423	646**	646	1,615		2,535*			4,000*		15,741	-0-	15,741		13,964
Kobuk	176	DID NOT SUBMIT APPLICATION															
Kodiak	5,754	59,048	43,155	11,508**		28,770	28,770	22,020*					203,271	15,245	218,516		193,850
Kotlik	305	3,660				1,525					4,000*		9,185	2,756	11,941		10,593

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Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COLA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
Kotzebue	2,526	30,312	18,945	5,052**		12,630	12,630	23,280* 3,150**					105,999	35,775	141,774		125,771
Koyuk	160	1,920	1,200			800					4,000*		7,920	2,376	10,296		9,134
Koyukuk	124		930			620					4,000*		5,550	1,873	7,423		6,585
Kupreanof	42		315		84								399	15	414		367
Kwethluk	444	5,328	3,330			2,220					4,000*		14,878	4,463	19,341		17,158
Larsen Bay	137	DID NOT SUBMIT APPLICATION															
Lower Kalskag	218	DID NOT SUBMIT FINANCIAL STATEMENT ON TIME															
Manokotak	250	3,000	1,875	500**							4,000*		9,375	2,461	11,836		10,500
McGrath	382		2,865		764	1,910		1,115*					16,654	5,621	22,275		19,761
Mekoryuk	186	2,232	1,395	372**		930					4,000*		8,929	2,679	11,608		10,298
Mountain Village	573	6,876	4,298	1,146**		2,865		5,250* 16,200**			4,000*		40,635	12,191	52,826		46,863
Napakiaik	307	3,684	2,303			1,535		3,720*			4,000*		10,742	4,573	19,815		17,578
Napaskiak	215	2,580	1,613	430**							4,000*	1,000**	9,623	2,861	12,510		11,098
Nenana	503	6,036	3,773			2,515	2,515	16,140*					30,979	9,294	40,273	3,387	32,722
New Stuyahok	297	DID NOT SUBMIT FINANCIAL STATEMENT															
Newhalen	105	DID NOT SUBMIT APPLICATION															
Newtok	154	1,848	1,155			770							3,773	1,132	4,905		4,351
Nightmute	135	1,620	1,013			675							3,308	992	4,300		3,815
Nikolai	152					760		1,380*			4,000*		6,140	2,072	8,212		7,285
Nome	2,892	34,704	21,690	5,784**		14,460		17,550* 117**	5,784	75,000*		126,896**	301,985	90,596	392,581		348,267
Nondalton	226	DID NOT SUBMIT FINANCIAL STATEMENT															

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Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COLA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
Noorvik	524	6,283	3,930	1,048**		2,620		3,300*					17,185	5,800	22,986		20,391
North Pole	461	5,532	3,458	922**				16,080*					25,992	3,899	29,891		26,517
Nuiqsut	182	DID NOT SUBMIT APPLICATION															
Nulato	382		2,855			1,910		6,150*			4,000*		14,925	5,037	19,962	8,226	10,411
Old Harbor	342	4,104	2,555	684**		1,710	1,710	5,775*					16,548	1,241	17,789		15,781
Ouzinkie	177		1,328			885		1,050*					3,263	245	3,508		3,112
Palmer	2,141	25,692	16,058	4,282**			10,705	26,760*	4,282	75,000*			162,779	6,104	168,883		149,820
Pelican	221		1,658		442	1,105	1,105	1,650*					9,960	747	10,707		9,498
Petersburg	3,197	38,364	23,978	6,394**	6,394	15,985	15,985	13,575*	6,394	75,000*	4,000*		206,069	7,728	213,797		189,664
Pilot Station	301	3,612	2,258	602**		1,503		1,500*					9,477	2,843	12,320		10,929
Platinum	58	696	435			290							1,421	426	1,847		1,639
Point Hope	464	DID NOT SUBMIT APPLICATION															
Port Alexander	101		758				505						1,263	47	1,310		1,162
Port Heiden	89		668			445		39,900*			4,000*		45,013	11,816	56,829		50,414
Port Lions	232	2,784	1,740	464**		1,160	1,160	3,660*					10,968	823	11,791		10,460
Quinhagak	451	5,412	3,383					750*			4,000*		13,545	4,064	17,609	3,852	12,204
Ruby	219		1,643			1,095							2,738	924	3,662		3,249
Russian Mission	167	2,004		334**				1,320*					7,658	2,297	9,955		8,831
Saint Mary's	436	5,232	3,270	872**		2,180	2,180	8,145* 9,189**					35,061	0,520	45,588		40,442
Saint Michael	283	3,396	2,123			1,415					4,000*		10,934	3,280	14,214		12,610
Saint Paul	550	6,600	4,125			2,750		54,450*					67,925	17,830	85,755		75,075

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Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COLA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
Sand Point	773	5,798		1,546**	1,546	3,865	3,865	18,000*			4,000*		32,620	10,138	48,758		43,254
Savoonga	409	4,908	3,068								4,000*		11,976	3,593	15,569		13,812
Saxman	272		2,040	544**		1,360		4,350*					8,294	-0-	8,294	2,040	5,548
✓ Scammon Bay	193	2,316	1,441	386**		965		1,875*			4,000*		10,990	3,297	14,287	1,255	11,561
Selawik	554	6,648	4,155										10,803	3,646	14,449	3,484	9,727
Seldovia	612	7,344	4,590			3,060	3,060	9,720*			4,000*		31,774	2,383	34,157		30,301
Seward	2,130	25,560	15,975			10,650	10,650	27,518*		75,000*	64,000**		229,353	17,201	246,554		218,723
Shageluk	223		1,673			1,115		3,000* 2,025**			4,000*		11,813	3,987	15,800		14,017
Shaktolik	163	1,956	1,223	326**				5,250* 10,800**			4,000*		23,555	7,067	30,622	6,165	21,655
Sheldon Point	143	DID NOT SUBMIT APPLICATION															
Shishmaref	353	4,236	2,648		706	1,765		2,970*			4,000*		16,325	4,898	21,223		18,827
Shungnak	198										4,000*		4,000	1,350	5,350		4,746
Skagway	877	10,524	6,578	1,754**		4,385	4,385	14,250*			4,000*		45,876	3,441	49,317		43,750
Soldotna	2,365	28,380	17,738	4,730**		11,825	11,825	38,820*					113,318	8,409	121,817		108,066
Stebbins	326	3,912	2,445			1,630							7,987	2,396	10,383	4,843	4,915
Tanana	499	5,988				2,495		16,575*					25,058	8,457	33,515		29,732
Teller	258	3,096				1,290		4,035*			4,000*		12,421	3,726	16,147		14,324
Tenakee Springs	134	1,608	1,005			670	670	1,500*					5,453	204	5,657		5,018
Togiak	455	5,460		910**				7,500*					15,870	3,641	17,511	3,968	12,014
↓ Toksook Bay	336	4,032	2,520	672**		1,680					4,000*		12,901	3,871	16,775		14,881
Tuluksak	231	2,772				1,155					4,000*		7,927	2,378	9,105		9,142
Tununak	299	3,588	2,243								4,000*		9,831	2,949	12,780		11,337

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Municipality	Pop.	Police	Fire	Air/Water Pollution	Land Use Planning	Parks and Recreation	Transportation	Roads	Health Services	Hospital Facilities	Health Facilities	Constr. Aid	Entitlement	COLA	Total Entitlement	Adjustments	Prorated 88.712% Entitlement
Unalakleet	632	7,584	4,740	1,264**	1,264	3,160		13,830*			4,000*		35,842	10,753	46,595	1,591	39,924
Unalaska	619	7,428	4,643			3,095		57,630*			4,000* 6,000**		82,796	21,734	104,530		92,731
Upper Kalskag	164	1,968	1,230			820							4,018	1,205	5,223		4,633
Valdez	4,481	53,772	33,608	8,962**	8,962	22,405	22,405	17,430*	8,962	75,000*	4,000*		255,506	47,907	303,413		269,164
Wainwright	429	APPLICATION DENIED															
Wales	130	DID NOT SUBMIT APPLICATION															
Wasilla	2,184							64,575*					64,575	2,422	66,997		59,434
White Mountain	115	DID NOT SUBMIT APPLICATION															
Whittier	292	3,504	2,190	584**		1,460	1,460	15,750*			4,000*		28,948	4,342	33,290		29,532
Wrangell	3,325	39,900	24,938	6,650**	6,650	16,625	16,625	10,560*	6,650	75,000*	4,000*		207,598	7,785	215,383		191,071
Yakutat	442	3,315		884**	884	2,210	2,210	4,965*			4,000*		18,468	1,385	19,853		17,612
TOTAL CITIES		1,369,943	869,394	178,134**	51,856	416,710	300,595	1,100,108* 150,156**	115,142	525,000* 273,000***	300,000* 210,000**	542,226**	6,347,264	1,026,068	7,373,332	61,981	6,486,016

See Page 3 for an explanation of the asterisked amounts under the categories of Air/Water Pollution Control, Roads, Hospitals, Health Facilities and Construction Aid.

<u>Volunteer Fire Departments</u>	<u>Pop.</u>	<u>Entitlement</u>	<u>COLA</u>	<u>Total Entitlement</u>	<u>Prorated Entitlement 88.712</u>	<u>Volunteer Fire Departments</u>	<u>Pop.</u>	<u>Entitlement</u>	<u>COLA</u>	<u>Total Entitlement</u>	<u>Prorated Entitlement 88.712</u>
Akutan	70	525	138	663	588	Mentasta Lake	80	DID NOT SUBMIT APPLICATION			
Arctic Village	128	960	324	1,284	1,139	Metlakatla	1,119	8,393	-0-	8,393	7,446
Atka	81	608	160	768	681	Minto	184	1,380	466	1,846	1,638
Beaver	82	DID NOT SUBMIT APPLICATION				Myers Chuck	39	293	-0-	293	260
Belkofski	58	DID NOT SUBMIT APPLICATION				Nelson Lagoon	43	DID NOT SUBMIT APPLICATION			
Birch Creek	40	300	45	345	306	Nenana	280	2,100	709	2,809	2,492
Chalkyitsik	92	APPLICATION DENIED				Noatak	261	DID NOT SUBMIT APPLICATION			
Chignik	52	DID NOT SUBMIT APPLICATION				Nome	252	1,890	567	2,457	2,180
Chignik Lake	134	APPLICATION DENIED				Northway Village	198	DID NOT SUBMIT APPLICATION			
Chitna	47	DID NOT SUBMIT APPLICATION ON TIME				Pelican	31	233	17	250	222
Circle	45	DID NOT SUBMIT APPLICATION				Perryville	101	DID NOT SUBMIT APPLICATION			
Copper Center	433	3,248	487	3,735	3,313	Pitka's Point	84	DID NOT SUBMIT APPLICATION			
Cordova	445	3,338	501	3,839	3,406	Rampart	64	480	162	642	570
Crooked Creek	107	803	271	1,074	953	Saint George Island	176	1,320	347	1,667	1,479
Delta Junction	725	5,438	816	6,254	5,548	Skagway	48	360	27	387	343
Dot Lake	83	DID NOT SUBMIT APPLICATION				Sleetmute	121	DID NOT SUBMIT APPLICATION			
Glennallen	1,152	8,640	1,296	9,936	8,814	Stevens Village	80	APPLICATION DENIED			
Gulkana	75	DID NOT SUBMIT APPLICATION				Telida	32	240	81	321	285
Iliamna	112	840	221	1,061	941	Tok	854	6,405	961	7,366	6,535
Kipnuk	356	2,670	801	3,471	3,079	Tri-Valley (Healy)	716	5,370	1,812	7,182	6,371
Klukwan	145	DID NOT SUBMIT APPLICATION				Tulita	240	1,800	540	2,340	2,076
Koliganek	144	1,080	284	1,364	1,210	Twin Hills	76	570	150	720	639
Kongiganak	200	APPLICATION DENIED				Yakutat	126	945	71	1,016	901
Kwigillingok	206	DID NOT SUBMIT APPLICATION ON TIME				TOTAL VFD'S		60,942	11,441	72,383	64,213
Levelock	95	713	187	900	798						

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

Introduced: 2/13/79
Referred: Community & Regional
Affairs and Finance

1 IN THE HOUSE

BY GARDINER, ANDERSON AND MILLER

2 HOUSE BILL NO. 192

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - FIRST SESSION

5 A BILL

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

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

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

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

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

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

21 CHAPTER 88. MUNICIPAL TAX RESOURCE EQUALIZATION.

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

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

1 Entitlement = P x R

2 where P = population, and

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

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

11 (1) includes,

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

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

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

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

25 (2) excludes,

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

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

1 the sale and lease of land or equipment; and

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

13 Sec. 29.88.045. DEFINITIONS. In this chapter

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

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

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

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

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

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

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

25 CHAPTER 89. STATE AID FOR MISCELLANEOUS

26 MUNICIPAL PURPOSES.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

24 Sec. 29.89.050. DEFINITIONS. In this chapter

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

28 "NOTICE TO TAXPAYER

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

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

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

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

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

27 Notice shall be provided

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

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

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

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

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

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

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

28 (39) AS 29.73.060 (taxpayer notice)

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

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

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

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

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

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

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

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

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Original sponsors: Gardiner, Anderson
and Miller

Offered: 3/12/79
Referred: Finance

1 IN THE HOUSE

BY THE COMMUNITY AND
REGIONAL AFFAIRS COMMITTEE

2 CS FOR HOUSE BILL NO. 192

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - FIRST SESSION

5 A BILL

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

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

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

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

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

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

21 CHAPTER 88. MUNICIPAL TAX RESOURCE EQUALIZATION.

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

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

1 Entitlement = P x R

2 where P = population, and

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

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

11 (1) includes,

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

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

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

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

25 (2) excludes,

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

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

1 the sale and lease of land or equipment; and

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

6 (a) An equalization entitlement generated by the general tax levy of a
7 taxing unit may be expended only for legally authorized expenditures of
8 that taxing unit, but up to 1.5 per cent of the payment of an equaliza-
9 tion entitlement determined with reference to the areawide locally-
10 generated revenue of a municipality may be expended by the municipality
11 at the discretion of its assembly or council.

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

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

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

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

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

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

13 Sec. 29.88.045. DEFINITIONS. In this chapter

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

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

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

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

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

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

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

25 CHAPTER 89. STATE AID FOR MISCELLANEOUS

26 MUNICIPAL PURPOSES.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

24 Sec. 29.89.050. DEFINITIONS. In this chapter

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

28 "NOTICE TO TAXPAYER

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

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

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

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

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

27 Notice shall be provided

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

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

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

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

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

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

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

28 (39) AS 29.73.060 (taxpayer notice)

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

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

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

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

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

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

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

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

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

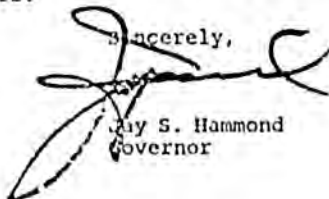
29

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

HB
189

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

Sincerely,


Jay S. Hammond
Governor

HOUSE BILL NO. 190 by Fuller, entitled:

HB
190

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

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

HOUSE BILL NO. 191 by Fuller, entitled:

HB
191

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

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

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

HB
192

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

*mtg of Board
state*

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

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

"An Act relating to fish and game."

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

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

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

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

CONSIDERATION OF THE DAILY CALENDAR

SECOND READING OF HOUSE RESOLUTIONS

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

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

Amendment No. 1 by Randolph:

Page 2, lines 14 and 22:

Delete: "federal"
Insert: "public".

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

Representative Meekins objected.

Representative Meekins withdrew his objection.

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

HB
192

HB 192 was referred to the Finance Committee.

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

HB
238

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

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

HB 238 was referred to the Finance Committee.

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

HB
254

HB 254 was referred to the Finance Committee.

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

HB
276

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

**THE SECOND ANNUAL
JUSTICE INNOVATIONS
CONFERENCE**

**LOCAL CONTROL AND
THE PUBLIC SAFETY
FUNCTION**



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

October 11-13, 1979
Anchorage Westward Hilton

SECOND ANNUAL CRIMINAL JUSTICE INNOVATIONS CONFERENCE

"LOCAL CONTROL AND THE PUBLIC SAFETY FUNCTION"

ANCHORAGE WESTWARD HILTON

OCTOBER 11, 12, 13, 1979

THURSDAY, OCTOBER 11

9:00 am Introduction

John Havelock, Justice Center

Welcome

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

"Innovations and Programs"

The Governor's Commission on the Administration of Justice

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

12:00 pm Conference Luncheon

Remarks

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

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

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

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

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

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

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

FRIDAY, OCTOBER 12

9:00 am Introduction

John Angell, Justice Center

"Family Violence Program, Spouse Abuse"

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

10:00 am "Organizational Design and Service Delivery"

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

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

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

12:00 pm Conference Luncheon

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

Howard Weaver, Pulitzer Prize-Winning Reporter

1:30 pm Introduction

Roger Endell, Justice Center

"Legislative Response to Justice Problems and Issues"

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

2:45 pm Introduction

John Havelock, Justice Center

"Regional Government, Revenue Sharing, and Local Control"

Roger Lang, President, Alaska Native Foundation, and panel

3:45 pm Introduction

Roger Endell, Justice Center

"Implications of Correctional Innovation"

John Conley, Director, Criminal Justice, University of Wisconsin - Panel

- Charles Moses, Correctional Superintendent
- Stan Zaborac, Correctional Superintendent
- David Arnold, Assistant Director, Juvenile Services

SATURDAY, OCTOBER 13

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

Doug Barry, Justice Center

Respondent

Major Brian Porter, Anchorage Police Department

10:00 am "National Crime Prevention Campaign"

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

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

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

Respondent

Michael Rubenstein, Alaska Judicial Council

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

Introduction

Roger Endell, Justice Center

Panel

12:00 pm Conference Luncheon

Introduction

Barbara McPherson, C.J.P.A.

"Citizen Action for Juvenile Justice"

Jim Miller, Executive Director, IN Juvenile Justice Task Force

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

3:00 pm Families in Crisis

Introduction

Doug Berry, Justice Center

Panel

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

Notes

Notes

EQUAL OPPORTUNITY STATEMENT

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



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

September 5, 1979

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


Dear Margie:

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

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

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

Sincerely yours,


John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Professor Stephen Conn
Professor John Angell

Organizing Justice Services in Underdeveloped Regions
a concept for

THE SECOND ANNUAL CONFERENCE ON ALASKA JUSTICE INNOVATION

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

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

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

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

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

2/ More detailed documentation of the history of public safety in Alaska can be found in Alaskan Village Justice by John Angell. Some description of the indigenous systems of local control can be found in the works of Steve Conn and others.

3/ Some idea of the persistence of the colonial mentality in some quarters can be gained from the press accounts of an address in the early 70's by a Major General commanding in Alaska to an Alaska State Troopers Annual Award Banquet that "we of the external security forces are here to back up the forces of internal security against any emergency," a statement which was interpreted generally as referring to the general's speculation on the risk of Indian uprisings. The general's views are not characteristic of locally controlled public safety.

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

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

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

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

Statement of Objectives

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

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

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

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

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

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

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

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

National and International Significance

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

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

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

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

Bush justice conference: Lack of village police funds cited

By DON HUNTER
Daily News reporter

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

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

"We do not combine all of

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

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

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

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

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

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

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

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

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

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

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

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

THE VILLAGE PUBLIC SAFETY OFFICER PROGRAM

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



By

The Department of Public Safety

August 1979

William R. Nix, Commissioner

Thomas R. Anderson, Director
Division of State Troopers

TABLE OF CONTENTS

	Page
I. <u>THE PROBLEM</u>	1
II. <u>EXISTING PUBLIC SAFETY RESPONSIBILITIES</u>	2
A. Law Enforcement.....	2
B. Water Safety.....	3
C. The Fire Service.....	4
D. Emergency Medical Service.....	5
E. Search and Rescue.....	5
F. Village Ordinances.....	6
III. <u>ANALYSIS OF THE RURAL PUBLIC SAFETY PROBLEM</u>	7
IV. <u>PROGRAM PROPOSAL</u>	9
A. Training.....	9
B. Program Elements.....	12
1. Provide Law Enforcement Services.....	12
2. Organize A Village Fire Department.....	13
3. Organize A Local Search and Rescue Group.....	15
4. Assist The Community Medical Provider.....	16
5. Assist The Coast Guard In Boating Safety And Water Survival.....	16
6. Work With Village Council To Develop/Improve Ordinances And Use Shared Revenue.....	17
C. State Level Programs.....	17
1. Development And Maintenance Of Village Ordinances.....	18
2. Develop Mechanisms For Local Dispute Resolution.....	19
3. Village Control Mechanisms For Alcoholic Beverages.....	20
D. Potential Funding Sources.....	21
1. Comprehensive Education And Training Act.....	21
2. Legislative Appropriation.....	23
3. Revision Of Shared Revenue Formula.....	23
4. State Alcoholic Beverage Tax.....	24
5. Contract Services.....	24
6. Public Safety Revolving Loan Fund.....	25
7. Contracts From Other State Agencies.....	26

VILLAGE PUBLIC SAFETY PROGRAM

A CONCEPTUAL DESIGN

I. THE PROBLEM

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

Consider that rural Alaska:

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

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

II. EXISTING PUBLIC SAFETY RESPONSIBILITIES

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

A. Law Enforcement

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

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

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

B. Water Safety

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

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

C. Fire Service

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

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

D. Emergency Medical Service

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

E. Search and Rescue (SAR)

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

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

F. Village Ordinances

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

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

III. ANALYSIS OF THE RURAL PUBLIC SAFETY PROBLEM

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

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

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

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

The successful village public safety program must consider the following:

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

IV. PROGRAM PROPOSAL

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

A. Training

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

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

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

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

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

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

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

Training received would result in;

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

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

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

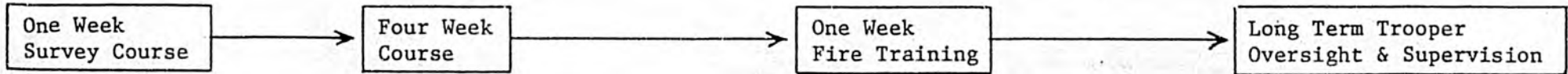
B. Program Elements

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

1. Provide Law Enforcement Services

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

VILLAGE PUBLIC SAFETY OFFICER
- TRAINING -



Field Locations

State Trooper Academy

Regional Fire Training
Center

Individual Villages

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

48 hrs.

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

21 days

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

48 hrs.

(Curriculum Under
Development)

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

2. Organize a Village Fire Department

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

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

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

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

3. Organize a Local Search and Rescue Group

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

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

4. Assist the Community Medical Provider

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

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

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

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

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

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

C. State Level Programs

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

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

1. Development and Maintenance of Village Ordinances

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

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

2. Developing Mechanisms of Local Dispute Resolution

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

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

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

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

3. Village Control Mechanisms for Alcoholic Beverages

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

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

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

D. Potential Funding Sources

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

1. Comprehensive Education and Training Act (CETA)

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

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

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

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

2. Legislative Appropriation

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

3. Revision of Shared Revenue Formula

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

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

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

4. State Alcoholic Beverage Tax

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

5. Contract Services

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

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

6. Public Safety Revolving Loan Fund

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

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

7. Contracts from Other State Agencies

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

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

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

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

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

White House Conference ¹⁹⁷⁸ - Rural Transportation.

114 sources Fed fl that can aid transportation
11 fed agencies

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

1978 Surface Transportation Coord. Project.

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

7 agencies are working on method to
coordinate \$1's.

11/978

Sec 18 - Pub. Transp. in rural areas.

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

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

Vehicle parking lots etc. etc.

80 Fed & local match. Operating cost =
50%. up to 1/2 of match from other
federal sources. Coordination would
result in matching funds being made
available. Dist/PK has authority
to deduct. Must be fair & equitable.

(2) must demonstrate coordination

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

Other resources -

Dept HEW - just they spend 500,000,000
a year more of clients

Community Services Administration (formerly OSC)

800 Community Action Agencies

Farmers Home Administration long term low
interest loans. for communities under
10,000 5% ^{4 1/2%}

CEJA - Dept of Labor

1500 CEJA slots to 13 states as
demonstration.

Action - Volunteers to do during /
dispatching for SW 18

Learned Sect HEW - Region 10 -

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

Head Start 2000 + in Region 10
probably 18,000,000.

See Street purchase vehicles, public
transportation system. purchase other

agencies -
will encourage and start - elderly
to coordinate.

Problems of paperwork - will be
addressed w/ a task force approach.
and simplified legal approach - Process
of administrative regulatory reform is underway

Gene Douglas

John Sarette -

Marine / Highway Department

Ed Hoffman - AUCP

Bob Lehr -

Dick Johnson

Dennis Supelman - Kalptue.

Fred Chice - DGE - Lehr - GSA

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

Dept Agriculture, Federal Regional Council

Bob Blodgett - Idler

Region is working out agreement - (7)
per John Sarette.

Problem - some areas - ^{7 more covered vehicles} major issue
roads from village to airport

Dennis Dooley - DOT. Div of Planning

& Research. Problem of lighting
on amateur program - Alaska does well
but amateur programs are different.

Lots of regs but problems of technology
Some need vehicles designed for covered
transport. Some areas 3 wheel boards
or open pickups - Problem of
maintaining roads in winter - such
as half-tracks

Check funding source from village to
airport in being used in Kenai
Alaska Dist - Federal Aid
System - then qualify for categorical
funding. Off road safety system -
pilgrims & A.A. may have some \$/p
for access,

Dennis Dregelmann - trying to get
gravel major problem

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

Laura Schroeder - City Mgr. Dillingham
{ Super off roads - Dist
Local Service Roads & Trails
- must have priority set - not have
to pave road.

Ed Hoffman - Bethel getting shafted

Bob Blodgett - Federal airport -
Build airport & then no road to
get there. Civil works. Lack of
maintenance - standards set too low

By Moss - Concern over river
transportation

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

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

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

Airport - Village - Airport -

John Sackett - need example -
air mail/line

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

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

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

Steve Dittmeyer / Alaska R.P.

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

Long term - Remaining tug boat needs
replacement. May be 5-10 million
to now asking is app the
proper owner of equipment - but
way to provide service on Yukon.
want to see continuity of service
& want pull out until replacement

Scott Black - North Pacific Rim
want to know where \$1.5 mil.

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

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

Basic level of services

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

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

*
*
Fuel 4's gasoline - gas go into general fund.

Title 20 - HEW approach Dept of Defense need special vehicle. DoD - surplus vehicles. Explore - suggest lobbying to define as special use case vehicle

sub. regional state & county not
- existing major problem when
improvements being great cost.
no tax base / not generating \$s
Perkins - 300+ airports. Some
300 million to bring up to state.
will take more than ad hoc
approach maybe last area that
has min life support system.

Y. K. Heath Corp -
48 villages 16,000 - 7500 sqm

CAB ^{heavy} - storage space for airports &
emergency equipment, emergency
strobe lighting, fire ext. pattern system
access roads, villages to airport

need ambulance } Anakt - Hooper Bay -
St Marys - Kito Village -
Emmavok -

Jim Fite / wants to see State / Federal
agency -

Bill Cagell - Proposed est to Ypton.
ask a question of economics. Someday in
future but not there yet.

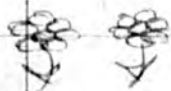
Q

Coordination between fed / state / local.

How to get all 3 working -

Deanna
Sipina

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



Wrap up -

Small cities - air taxi problems -
wants to see small airfield upgraded
surround p.a. - if extension into
municipal areas, not much
interest of route south 48.

People want improve upgrading of existing
roads rather than new roads.

Very enormous costs of being business

Following - Reginald

Peers who represent major funding to
know more about peers program
final application reviewed so proper
referral made

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

③ Federal notes + goals seem to override
Feels no mal-intent but lack of
specific knowledge

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



SBA James H. ...
EOA

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

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

Denver Ingleton

① no conventional roads - 3 airports /

② first minimal discussion of R.O.

Parameters of what happens in

River - other than conventional

Snowmachine - Halfhearted

access to dump water / access to PA
Sec 18 - responsibility to get coordination
together. Some specific examples
as to some time periods needed
Extending yr to yr can cover out
down length of long tunnel.
need to have coordinated fed/state
financing.

Federal Safety - associated costs -

React -

Other than traditional means -

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

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

Relationships Fed/State financing. Fed
offers real hope for increased financing
maybe have a loan guarantee
tradeoff for upgrading airports - need
to look at how by whom

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

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

**WHITE HOUSE
CONFERENCE
on
RURAL
TRANSPORTATION**



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

Sponsored
by
Northwest Federal Regional Council

WHITE HOUSE CONFERENCE ON RURAL TRANSPORTATION

Anchorage, Westward Hilton, Anchorage, Alaska

October 5, 1979

AGENDA

7:00 a.m.	REGISTRATION Foyer	
8:00 a.m.	WELCOMING REMARKS	George Sullivan, Mayor of Anchorage
8:15 a.m.	INTRODUCTORY SESSION Kenai Aleutian Room	Bernard E. Kelly, Chairman, Northwest Federal Regional Council Marc Kelley, U.S. Dept. of Transportation Robert Ward, Commissioner Dept. of Transportation & Public Facilities
8:30 a.m.	OVERVIEW OF WHITE HOUSE RURAL INITIATIVES	Larry Gilson, Associate Assistant to the President
9:00 a.m.	SOCIAL SERVICE/PUBLIC TRANSPORTATION 10 Minute Presentations	Interagency Group Alaska Dept. of Health & Social Services
10:00 a.m.	BREAK	
10:30 a.m.	Town & Village Workshops (Separate dur- ing which the subjects will be covered; resource persons will rotate) Marine Aviation Rail Road Goods & Services Section 13(c) CETA and ACTION resources	
12:00 p.m.	LUNCH	A Prominent Public Official
1:45 pm	Town & Village Workshops Cont'nued	
3:25 p.m.	COFFEE - will be served	
3:30 p.m.	Wrap Up Session	
5:00 p.m.	Adjourn	

Pre-Registration Form

Registration Must be Received in the FRC Office by September 28, 1979

WHITE HOUSE CONFERENCE ON RURAL TRANSPORTATION

Name(s): _____

Organization: _____

Address: _____

Phone: _____

REGISTRATION FEE: \$15.00 each/Includes Luncheon - PAYABLE TO Federal Regional Council
PLEASE RETURN TO: Federal Regional Council, 1321 2nd Avenue, Seattle, Washington 98101
PHONE INQUIRIES MAY BE MADE TO: Pat O'Leary (206) 442-0590 FTS 8-399-0590
Norma Schwinn (206) 442-1593 FTS 8-399-1593

INVITATION

In cooperation with the White House, we cordially invite you to attend a White House Conference on Rural Transportation.

On June 19, 1979, members of the President's Cabinet and top White House officials announced a series of Federal Initiatives designed to improve transportation in the Nation's small towns and rural areas. This program, the sixth in a series of White House Rural Development Initiatives, is designed to help rural and small town residents to overcome the problems of isolation and gain full access to essential human services and meet the transportation requirements of healthy, growing economies. The Rural Transportation Initiative places emphasis and improvements in the coordination and delivery of Federal programs, and on making these programs more accessible and more workable for the more than 50 million people living in non-metropolitan areas throughout the Country.

Included in this initiative are:

- Agreements and actions to improve the coordination and effectiveness of social service and public transportation programs in rural areas;
- assistance for the rehabilitation of essential railroad branchlines (branchlines given high priority in state and rail plans);
- assistance to commuter airlines wanting to enter rural markets, and to small community airports to install or upgrade facilities needed to support or attract air service; and
- a series of actions to promote increased van-pooling and other forms of ridesharing in rural areas.

The Conference will be held in Anchorage, Alaska, on October 5, 1979, at the Anchorage Westward Hilton, beginning at 8:00 am — adjourning at 5:00 pm. Members of the White House Staff and representatives of the Federal Departments of Transportation, Labor, Agriculture, and Health, Education and Welfare will speak on the changes their Departments have made to facilitate and stimulate small transportation systems in rural areas.



Bernard E. Kelly, Chairman
Northwest Federal Regional Council

STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

Department of Transportation and Public Facilities

OFFICE OF THE COMMISSIONER

Pouch Z
Juneau, Alaska, 99811
(Telex 45-328)

September 7, 1979

Honorable Arliss Sturgulewski
Senator, District H
Alaska State Legislature
2957 Sheldon Jackson Street
Anchorage, Alaska 99504

Dear Senator Sturgulewski:

In cooperation with the White House, we cordially invite you, representatives of your office and others whom you feel would have active interest, to attend a White House Conference on Rural Transportation.

The purpose of the conference is to acquaint you with Administration initiatives to solve problems and improve the availability of transportation in rural Alaska. This is the sixth in a series of White House initiatives undertaken over the past year to deal with pressing rural problems. While similar conferences had originally been scheduled in each of the ten Federal Regions nationwide, it was decided by the Northwest Federal Regional Council and the Alaska Department of Transportation and Public Facilities that, owing to the unique place Alaska occupies among the several States and owing as well to the unique problems associated with rural and bush Alaska, Alaska should be the scene of a separate conference.

During the conference specific Federal interagency agreements to simplify programs, to overcome the economic barriers of isolation and to assure access to essential human services for rural, bush and small urban citizens will be outlined.

The conference will be held at the Anchorage-Westward Hilton Hotel on October 5, 1979. A registration fee of \$12.50 will be charged, primarily to cover the cost of a luncheon. The Office of the Northwest Federal Regional Council will in the near future be sending you a brochure and a registration card. The registration fee may be paid at the time you send in your registration card or at the door, whichever is more convenient; the brochure will provide you with more definitive information concerning the agenda, guest speakers and specific workshop topics to be discussed.

Honorable Arliss Sturgulewski

- 2 -

September 7, 1979

This conference is sponsored by the White House with support from the Northwest Federal Regional Council and the Alaska Department of Transportation and Public Facilities.

Sincerely,

Robert W. Ward, Commissioner
Bernard E. Kelly, Chairman
Northwest Federal Regional Council

WHITE HOUSE CONFERENCE ON RURAL TRANSPORTATION: FINAL AGENDA

- 7:00 AM: Registration
Hotel Lobby
- 8:00 AM: Welcoming Remarks Mayor George Sullivan
Kenai-Aleutian Room
- 8:15 AM: Introductory Session Don Campbell
Kenai Aleutian Room Marc Kelley
Robert Ward
- 8:30 AM: Overview of White House Rural Initiatives Larry Gilson
Kenai-Aleutian Room
- 9:00 AM: Social Services and Public Transportation Interagency Group
(with slide show)
Kenai-Aleutian Room
- 10:00 AM: Break
- 10:30 AM: Workshops Town (Kenai) Village (Aleutian)
- | | |
|-------------------|-------------------|
| Aviation | Marine |
| Rail | Highway |
| Social Services A | Social Services B |
- Noon: Lunch and Speaker (Alaska Room) Ward I. Gay
- 1:45 PM: Workshops Town (Kenai) Village (Aleutian)
- | | |
|-------------------|-------------------|
| Marine | Aviation |
| Highway | Rail |
| Social Services B | Social Services A |
- 3:30 PM: Break
- 3:45 PM: Wrap Up Session (with question and answer) David Dougherty
Kenai-Aleutian Room John Sackett
Marvin Taylor
- 5:00 PM: No Host Reception
(room to be announced)

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.

STATE OF ALASKA
Inter-Department Route Slip

TO:
MAIL STATION NUMBER 3100

DEPARTMENT Legislature

ATTENTION Sen. Murawski

- | | |
|--|--|
| <input type="checkbox"/> Approval | <input type="checkbox"/> Note & Return |
| <input type="checkbox"/> Signature | <input type="checkbox"/> Initial & Return |
| <input type="checkbox"/> Comment | <input type="checkbox"/> Return As Requested |
| <input type="checkbox"/> Contact Me | <input type="checkbox"/> Return For Approval |
| <input type="checkbox"/> Prepare Reply | <input type="checkbox"/> Necessary Action |
| <input type="checkbox"/> For Your File | <input type="checkbox"/> Your Information |

Remarks:

FROM:
MAIL STATION NUMBER 1200

DEPARTMENT Public Safety

BY Conn. Ray DATE 3/10/80

Village Public Safety Officer Program

Program Concept and Budget

Bristol Bay Area

I. The Problem

Rural Alaska has the distinction of having the worst record for public safety of any of the 50 states. Consider that villages in the rural areas of the State:

suffer the highest per capita loss of life and property due to accidental fire, not just within the United States, but the entire western world;

suffer the highest per capita loss of life due to boating and related water accidents of any other state;

are in one of the most remote areas of the country to obtain medical and law enforcement assistance;

lead the state, and possibly the country, for search and rescue missions;

in unrestrained alcohol abuse which causes almost all accidental losses of life, property and personal injury in rural Alaska.

have the least local government resources to deal with the total public safety problem.

II. Analysis

A. Law Enforcement

Law enforcement in almost all the rural areas is the responsibility of the State Troopers. From their bush outposts they attempt to respond immediately to emergencies, as quickly as possible to felony cases and routinely to misdemeanors but their efforts are often hampered by delayed notification, long response distance, the uncertainties of weather and transportation, and limited manpower and budget. Since most of the 100 or so predominately native villages in Alaska are very small with little or no tax base, few can afford to hire a local police officer, although over the years many have tried by offering token salaries ranging from \$50 - \$200 a month, but with predictable results. Therefore, many minor problems in the villages are left unresolved. Not surprisingly, the extent, type and frequency of crime in rural Alaska is not known due to lack of a local reporting mechanism and a State records system that yields data only on a regional, rather than a community basis.

B. Fire Prevention

Fire protection is similar to law enforcement in the sense that local resources do not exist to develop effective fire control. Unlike law enforcement, fire protection cannot be provided by some external agency program, but rather depends upon local response. Curiously however, no state agency actively assists communities to develop a local fire department. The State Fire Marshal has the

responsibility for public fire education and fire prevention, arson investigation, code enforcement, and plan review of proposed public buildings. The only other state agency with a fire service program is the Department of Education which offers training for firemen. Even this function, staffed by two people in Juneau, is not a legislative creation, but rather an aspect of continuing education function of the Department of Education.

C. Emergency Medical, Water Safety

On-site emergency medical situations are primarily referred to the Community Health Aide, in villages that have this service. They are funded by the federal government. However, the major emphasis of this program is upon the daily health of the village residents rather than medical emergencies. State Public Health nurses respond to medical emergencies if in the area. Emergency medical training is offered in at least some of the larger communities by the State Office of Emergency Medical Services, but for many villages there is no on-site provider for medical problems. As with law enforcement and fire protection, the small villages do not have the tax base to support an Emergency Medical Technician.

Water-related fatalities in Alaska are the greatest in the United States according to the Coast Guard. Most are alcohol-related deaths, although cold waters and lack of knowing how to swim are also part of the problem. No state agency is involved in water safety. The water safety programs that do exist are the result of a two man Coast Guard effort in Anchorage

D. Local Government

The aspect of local government in rural Alaska is substantially different than in urban areas. Although perhaps 80% of the 100 or so small villages are incorporated as a Second Class City, the machinery of local government is often informal. An obvious need relative to all aspects of public safety in the development of village ordinances to address local concerns not covered under state statutes, such as curfew violations, dog control, etc. However, in the general absence of a local enforcement officer, there seems little need to have well developed ordinances, and clearly, the State Troopers cannot respond to violations of these types of concerns. Efforts by state agencies over the years to develop local ordinances met the same limitations of budget and personnel as experienced by the Troopers. Other efforts, such as through the AFN, have been short term in nature, with no long term, follow-up aspects. As the result, local ordinances are either non-existent, or incomplete and outdated.

From the foregoing, several factors emerge as the major reasons for Alaska's high toll of death in rural areas from public safety related problems.

Villages are small, with no industry or tax base adequate to respond to public safety needs, and often have no formal structure of local government.

Existing state efforts in the public safety field are inadequate to the need and do not include

certain major aspects of the public safety problem.

Legislative efforts of the past have often been inappropriate, sporadic and of short duration.

Faced with a difficult situation at best to maintain some degree of order, many village councils attempt to deal with antisocial behavior by applying traditional informal sanctions. Sometimes the troublemakers are simply ignored. Other times more serious circumstances occur. On one recent occasion, an entire village was held at bay by a drunken resident who fired his rifle indiscriminately through the village, a situation that would not be tolerated in a predominantly urban, Caucasian community. Indeed alcohol abuse is the root cause of almost every public safety problem and is directly linked to almost all accidental deaths in rural Alaska. Some councils attempt to control alcohol abuse by applying obviously extralegal rules in a desperate effort to keep alcohol out of their village. These measures include searching all aircraft that land at the village, all passengers and luggage for alcohol. Any found is destroyed on the spot. These attempts to control aberrant behavior, though clearly illegal, give solid evidence of community interest and attempts to somehow resolve public safety problems. However, with no local public safety officer to respond to every concern and an uninterrupted flow of alcohol to the villages, the toll of lives lost continues to mount. People simply die, year after year and there is little evidence of legislative awareness of the extent of the effects of the alcohol abuse problem in rural Alaska.

III. Program Proposal

Bush conditions in Alaska are so completely at variance with urban

conditions that they defy attempts to transpose the public safety response mechanism of urban areas into rural villages. Needed is an approach to public safety problems that is consistent with rural conditions, sensitive to ethnic lifestyles, cost effective, and gives some reasonable promise of being successful over the long term.

Obviously a village of 300-400 residents cannot support, nor do their conditions typically require, a full-time policeman, a full-time fireman, a full-time medic, etc. It seems clear then, that although these various skills are needed - indeed are desperately needed - the delivery system must be structured to meet the needs of far fewer people with substantially fewer public safety problems of generally less complexity than urban conditions present.

One approach is to develop a person in the village with a broad array of public safety skills in order that he can respond to almost any problem that arises in his village. Being broadly trained in law enforcement, fire protection, water safety, emergency medical response and search and rescue would enable him to address almost all concerns that occur. This approach means that the degree of expertise developed by the urban policeman, fireman, paramedic, etc. A basic fire suppression capability could be developed for the generally small residence in village Alaska, emphasizing early warning and initial suppression. Law enforcement skills could emphasize response to alcohol abuse

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

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

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

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

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

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

from Southeastern and Kodiak areas.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

IV. Supporting Programs

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

A. Alcohol Related Legislation

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

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

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

B. Local Mechanisms for Dispute Resolution

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

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

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

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

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

C. Public Safety Records System

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

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

V. Program Analysis

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

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

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

VI. Funding

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

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

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

The CETA funds for salaries are, unfortunately, only temporary in nature, ending 18 months after an individual has been hired. Short term extensions are possible, but even so, some of the Regional Corporations face having to terminate some of their Public Safety Officers before July 1, 1980.

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

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

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

An additional 33% of the total cost will go to vendors for equipment, etc. for the program. It is proposed that the Department of Public Safety handle those funds for convenience since the vendors are located in Anchorage.

The final 8% would be earmarked for the Department of Public Safety for the salary and benefits of the additional Dillingham based Trooper who would have the oversight and coordination functions, the aircraft lease, etc. Even those funds, however, are all specifically allocated for the Village Public Safety Officer Program.

VPSO PROGRAM BUDGET
REGIONAL CORPORATION

100 PERSONAL SERVICES

A. Salaries

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

B. Estimated Benefits

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

200 TRAVEL AND PER DIEM

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

1. Travel - to villages with Trooper (see 300-C)	NC
2. Per diem - 25 VPSO's x est. 3 days/mo x 12 mo/yr x \$63/day	\$56,700

B. VPSO Oversight Training in Dillingham

1. Travel - from villages to Dillingham via charter, mail plane, etc.	5,000
2. Per diem - estimated quarterly sessions at 5 days x 25 VPSO's x \$63/day	31,500

C. VPSO Program Coordinator

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

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

1. Travel - Dillingham to villages and return - Trooper leased A/C	NC
2. Per diem - estimated 20 days/mo. in travel x 6 mos x \$63/day	7,560

E. Fire Training Instruction

1. Travel - Comm. air fair - KTKN-ANC-Dillingham x 4 round trips	1,775
2. Per diem - 3 mos x \$63/day	5,670

F. Law enforcement Training Instruction

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

G. Video Filming

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

1. Travel - ANC-DLG-RET, \$254 x 3; JUN-ANC-RET, \$198	960
2. Per diem - estimated 5 days x 3 x \$63	\$945
3. Excess baggage - estimated \$250	250

H. Local Govt. Specialist

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

I. Emergency Medical Instructors

Instructors from Regional Health Corp or Southeastern EMS Council
or both

1. Travel - SEMSC-ANC-DLG-RET, \$254 x 2 trips	508
2. Per diem - One session/village, 15 villages x 3 days at \$63/day	2,835
Plus one session in DLG, 5 days at \$63	315
Subtotal	\$114,018

300 CONTRACTUAL

A. Salaries and Benefits of VPSO's

1. Salaries: 25 officers at \$1100/mo (avg. of 6 mos at \$1000/mo and 6 mos at \$1200/mo) x 12 mos	330,000
2. Benefits: 18.8% (6% pension, 4% medical, 5% WC, 1.9% annual leave 1.9% sick) x \$330,000	62,040

B. Fire Training Instructor

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

C. Charter Aircraft

Estimated 450 hrs. at \$105 hr. including standby 47,250

D. Emergency Guard Hire

3 days/mo x 12 mos x \$10/hr x 25 villages 9,750

E. Printing

VPSO manuals, training materials, etc., estimated
at \$4500 4,500

F. Communications

Long distance charges between ANC and DLG and DLG and
VPSO's in villages, estimated at \$5000 5,000
Subtotal \$467,540

400 SUPPLIES AND OPERATING EXPENSES

Supplies for AST office in Dillingham, 2 file cabinets, desk, chairs,
etc, estimated at 3,500

INDIRECT - ADMINISTRATIVE OVERHEAD TO BRISTOL BAY NATIVE ASSOC.

Regional Corporation in Dillingham, 20% of total pass-thru funds
consisting of salaries, travel, per diem, and guard hire = 98,998
Subtotal 102,498

500 EQUIPMENT

A. Uniforms

Shelf items - shirts, pants, jackets, parka, etc.,
estimated at \$500 x 25 officers 12,500

B. Badges and Patches

To be issued by AST only - two badges and two patches,
estimated at \$65 x 25 officers 1,625

C. Handcuffs, Case, Leather Items and Batons

Estimated at \$75/officer x 25 officers 1,875

D. Fire Extinguishers

Cold-rated, Ansul dry chem, multi-purpose, cartridge un.
or equivalent - \$90 (State contract price), estimated
50/village x 25 villages x \$90 = 112,500. Sell at 25% local
match (75% x 112,500) 84,375

Foray Powder (5 gal pails) - 5 pails/village x 25
villages x \$38/paid 4,750

Cartridges - 20 extra/village x 25 villages x \$21@ 10,500

E. Smoke Detectors

Photoelectric, battery operated - estimated \$30 x 50/village
x 25 villages = \$37,500. Sell at 25% local match
(75% x 37,500) \$28,125

F. Fire Siren

Multidirectional - one per village - alerting for fire, drowning, SARS, etc. estimated \$2200 x 25 villages 55,000

G. EMT Caches

One footlocker with EMT supplies/village estimated \$500 x 25 villages 12,500

H. Pumps and Hoses

Second generation fire protection and envision local use of shared revenue. Estimating 12 villages participating the first year

1 each 300 gpm. pump, lightweight, portable, with 20' section hose and strainer, estimated at \$2,450
1 each, 1½, 1½, 1½ gated wye at 270
2 each combination Spanner wrenches at 15
2 each plastic nozzles 60-90 gpm, variable at 50
2 each mil packboards at 20
1,000 single jacket rubber lined hose at 1500
1 each reducer 2½ to 1½, pump to wye at 17

Total Package = 4,322/village

Assuming 25% local effort (thru rev. sharing x 12 villages for first year) 51,864 x .75 38,898

I. Fire Training Kit

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

J. Video Tape and Associated Expenses for Training Aid

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

Subtotal \$260,820

BUDGET RECAP

100 Personal Services	\$72,665
200 Travel and Per Diem	114,018
300 Contractual	467,540
400 (a) Supplies and Operating Expenses	3,500
(b) Indirect (overhead) 15%	98,998
500 Equipment	<u>260,820</u>
GRAND TOTAL	\$1,017,541

BUDGET ANALYSIS

Amount to Bristol Bay Assoc. (pass thru) =	593,988 or 58.47%
Amount to Vendors, etc. =	338,633 or 33.33%
Amount to Dept. of Public Safety =	<u>84,920 or 8.36%</u>
	1,017,541 or 100%

February 8, 1980

Honorable Arliss Sturgulewski
State Senator
Alaska State Legislature
Pouch V
Juneau, AK 99811

Re: The Village Public Safety Officer Program

Dear Senator Sturgulewski:

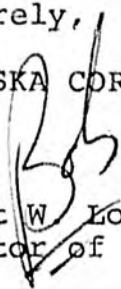
Sealaska Corporation has become aware of the Village Public Safety Program designed to improve law enforcement and public safety in the rural areas in Alaska. We would like to urge your consideration of funding and other legislative support in order that this program can become viable and effective.

As the rural areas continue to grow through investment by government and from our corporations and other business entities, local law enforcement will become more important in order to protect property, people and resources. In our opinion, this is an important element in local government development in the rural areas of our state. We urge your support.

Thanking you for this consideration.

Sincerely,

SEALASKA CORPORATION


Robert W. Loescher
Director of Natural Resources

cc: All Mayors, Southeastern Alaska

Discuss of Palmer McCarter
Lee McCarter

STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

February 5, 1980

JAY S. HAMMOND, GOVERNOR

William R. Nix
Commissioner

POUCH N - JUNEAU 99811

Honorable Arliss Sturgulweski
Alaska State Senate
Pouch V
Juneau, Alaska 99811

Dear Senator Sturgulweski:

The Department's attempt to address a portion of rural (Bush) public safety needs by developing the Village Public Safety Officer (VPSO) program has progressed far beyond the point first envisioned in our Budget request for FY-81.

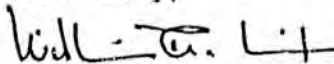
As a result of the increased awareness of rural public safety needs, I have been requested to develop an expanded program. Due to mounting legislative and local interest, the Department has been fast-tracking the program with the Association of Village Council Presidents (AVCP) and the Mauneluk Association.

The program is delicately balanced between the increasing needs for public safety services and the principal of self determination and local control. This is done in part by becoming a partner in the management of the program with the two non-profit corporations mentioned above. I envision this program as the cornerstone for building the coordination and cooperation between state agencies and local government that is needed to solve public safety concerns in rural areas.

The cost effectiveness of this program becomes obvious when you consider the skills of the VPSO's and their numbers, as compared to stationing a like number of troopers in those locations.

If there are any questions you have concerning the program, I would like to discuss them with you.

Sincerely,



William R. Nix
Commissioner

STATE OF ALASKA
Inter-Department Route Slip

TO:
MAIL STATION NUMBER 3100

DEPARTMENT Legislature

ATTENTION Hon. Dennis Stangor

- | | |
|--|--|
| <input type="checkbox"/> Approval | <input type="checkbox"/> Note & Return |
| <input type="checkbox"/> Signature | <input type="checkbox"/> Initial & Return |
| <input type="checkbox"/> Comment | <input type="checkbox"/> Return As Requested |
| <input type="checkbox"/> Contact Me | <input type="checkbox"/> Return For Approval |
| <input type="checkbox"/> Prepare Reply | <input type="checkbox"/> Necessary Action |
| <input type="checkbox"/> For Your File | <input type="checkbox"/> Your Information |

Remarks:

FROM:
MAIL STATION NUMBER 1200

DEPARTMENT Public Safety

BY Conrad Mey DATE 5/2/78

02-002 (REV.10/73)

THE VILLAGE PUBLIC SAFETY OFFICER PROGRAM

Program Description and Budget

FY-81

NANA Region

Developed by the
Department of Public Safety
William R. Nix, Commissioner

Village Public Safety Officer Program

Program Concept and Budget

Kotzebue Area

I. The Problem

Rural Alaska has the distinction of having the worst record for public safety of any of the 50 states. Consider that villages in the rural areas of the State:

suffer the highest per capita loss of life and property due to accidental fire, not just within the United States, but the entire western world;

suffer the highest per capita loss of life due to boating and related water accidents of any other state;

are in one of the most remote areas of the country to obtain medical and law enforcement assistance;

lead the state, and possibly the country, for search and rescue missions;

in unrestrained alcohol abuse which causes almost all accidental losses of live, property and personal injury in rural Alaska.

have the least local government resources to deal with the total public safety problem.

II. Analysis

A. Law Enforcement

Law enforcement in almost all the rural areas is the responsibility of the State Troopers. From their bush outposts they attempt to respond immediately to emergencies, as quickly as possible to felony cases and routinely to misdemeanors but their efforts are often hampered by delayed notification, long response distance, the uncertainties of weather and transportation, and limited manpower and budget. Since most of the 100 or so predominately native villages in Alaska are very small with little or no tax base, few can afford to hire a local police officer, although over the years many have tried by offering token salaries ranging from \$50 - \$200 a month, but with predictable results. Therefore, many minor problems in the villages are left unresolved. Not surprisingly, the extent, type and frequency of crime in rural Alaska is not known due to lack of a local reporting mechanism and a State records system that yields data only on a regional, rather than a community basis.

B. Fire Prevention

Fire protection is similar to law enforcement in the sense that local resources do not exist to develop effective fire control. Unlike law enforcement, fire protection cannot be provided by some external agency program, but rather depends upon local response. Curiously however, there is no state agency charged with assisting communities to develop a local fire department. The State Fire Marshal has the

responsibility for public fire education and fire prevention, arson investigation, code enforcement, and plan review of proposed public buildings. The only other state agency with a fire service program is the Department of Education which offers training for firemen. Even this function, staffed by two people in Juneau, is not a legislative creation, but rather an aspect of continuing education function of the Department of Education.

C. Emergency Medical, Water Safety

On-site emergency medical situations are primarily referred to the Community Health Aide, in villages that have this service. They are funded by the federal government. However, the major emphasis of this program is upon the daily health of the village residents rather than medical emergencies. State Public Health nurses respond to medical emergencies if in the area. Emergency medical training is offered in at least some of the larger communities by the State Office of Emergency Medical Services, but for many villages there is no on-site provider for medical problems. As with law enforcement and fire protection, the small villages do not have the tax base to support an Emergency Medical Technician.

Water-related fatalities in Alaska are the greatest in the United States according to the Coast Guard. Most are alcohol-related deaths, although cold waters and lack of knowing how to swim are also part of the problem. No state agency is involved in water safety. The water safety programs that do exist are the result of a two man Coast Guard effort in Anchorage

*Campfire
program
9*

D. Local Government

The aspect of local government in rural Alaska is substantially different than in urban areas. Although perhaps 80% of the 100 or so small villages are incorporated as a Second Class City, the machinery of local government is often informal. An obvious need relative to all aspects of public safety in the development of village ordinances to address local concerns not covered under state statutes, such as curfew violations, dog control, etc. However, in the general absence of a local enforcement officer, there seems little need to have well developed ordinances, and clearly, the State Troopers cannot respond to violations of these types of concerns. Efforts by state agencies over the years to develop local ordinances met the same limitations of budget and personnel as experienced by the Troopers. Other efforts, such as through the AFN, have been short term in nature, with no long term, follow-up aspects. As the result, local ordinances are either non-existent, or incomplete and outdated.

From the foregoing, several factors emerge as the major reasons for Alaska's high toll of death in rural areas from public safety related problems.

Villages are small, with no industry or tax base adequate to respond to public safety needs, and often have no formal structure of local government.

Existing state efforts in the public safety field are inadequate to the need and do not include

certain major aspects of the public safety problem.

Legislative efforts of the past have often been inappropriate, sporadic and of short duration.

Faced with a difficult situation at best to maintain some degree of order, many village councils attempt to deal with antisocial behavior by applying tradition informal sanctions. Sometimes the trouble makers are simply ignored. Other times more serious circumstances occur. On one recent occasion, an entire village was held at bay by a drunken resident who fired his rifle indiscriminantly through the village, a situation that would not be tolerated in a predominantly urban, Caucasian community. Indeed alcohol abuse is the root cause of almost every public safety problem and is directly linked to almost all accidental deaths in rural Alaska. Some councils attempt to control alcohol abuse by applying obviously extralegal rules in a desperate effort to keep alcohol out of their village. These measures include searching all aircraft that land at the village, all passengers and luggage for alcohol. Any found is destroyed on the spot. These attempts to control aberrant behavior, though clearly illegal give solid evidence of community interest and attempts to somehow resolve public safety problems. However, with no local public safety officer to respond to every concern and an uninterrupted flow of alcohol to the villages, the toll of lives lost continues to mount. People simply die, year after year and there is little evidence of legislative awareness of the extent of the effects of the alcohol abuse problem in rural Alaska.

III. Program Proposal

Bush conditions in Alaska are so completely at variance with urban condi-

tions that they defy attempts to transpose the public safety response mechanism of urban areas into rural villages. Needed is an approach to public safety problems that is consistent with rural conditions, sensitive to ethnic lifestyles, cost effective, and gives some reasonable promise of being successful over the long term.

Obviously a village of 300-400 residents cannot support, nor do their conditions typically require, a full time policeman, a full time fireman, a full time medic etc. It seems clear then, that although these various skills are needed--indeed are desperately needed--the delivery system must be structured to meet the needs of far fewer people with substantially fewer public safety problems of generally less complexity than urban conditions present.

One approach is to develop a person in the village with a broad array of public safety skills in order that he can respond to almost any problem that arises in his village. Being broadly trained in law enforcement, fire protection, water safety, emergency medical response and search and rescue would enable him to address most all concerns that occur. This approach means that the degree of expertise developed in any one field would generally be less than the skills developed by the urban policeman, fireman, paramedic, etc. A basic fire suppression capability could be developed for the generally small residences in village Alaska, emphasizing early warning and initial suppression. Law enforcement skills could emphasize response

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

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

The training consists of six weeks of formal instruction to be followed by

monthly contacts to each village by the Troopers, as a means of support and continued development of these Village Public Safety Officers.

The formal training consists of an initial week-long overview of the entire public safety field to enable the trainees to determine if they want to pursue this vocation and to reveal those who by temperament or other reason, would not be suited for the job. This phase is conducted in a population center nearest the residence of the trainees, such as Bethel or Nome.

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

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

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

from Southeastern and Kodiak areas.

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

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

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

To assure that the oversight and follow-up training occurs on a reasonably scheduled basis will require the lease of an aircraft and two additional Trooper personnel to be stationed in Bethel. In addition to the monthly village visits, involving 19 villages in the Bethel area alone, these additional Trooper personnel will develop needed records, statistical data, coordinate resource people in trips to the villages and related tasks.

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

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

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

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

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

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

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

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

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

The Village Public Safety Officers now are employees of their respective communities paid thru the CETA Manpower program of the Mauneluk Association in Kotzebue. As

local employees, they are responsive to community needs and priorities. At the same time, thru the local employees, the Village Council regains a measure of local control and self-determination it has historically practiced.

IV. Supporting Programs

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

A. Alcohol Related Legislation

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

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

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

B. Local Mechanisms for Dispute Resolution

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

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

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

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

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

C. Public Safety Records System

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

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

V. Program Advantages

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

1. Village Officers will address a wide array of public safety problems at minimum cost that have heretofore had little if any attention.
2. The program will have direct economic and employment benefits to rural Alaska.
3. The program will necessitate a minimal increase in State bureaucracy, with the majority of funding going directly to the Mauneluk Association, and through there, to the villages.

4. Development of the village program can be the first step in a career ladder for Alaska Natives in the public safety field, and in the long term as Alaska State Troopers.
5. The Village Officer program increases local control and self-determination at the village level.
6. Most importantly, the loss of life and property in village Alaska will decrease as the Village Public Safety Officer program develops.

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

VI. Funding

Funding to date, continues to be thru the CETA Manpower programs of the Mauneluk Association, including the salaries of the Village Officers (\$833/mo.), and the costs of travel and subsistence while in the training programs. State Troopers, the Departments of Education, and Community and Regional Affairs funded their respective portions of the training thru their own budgets although these costs were not foreseen when their budgets were developed.

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

The CETA funds for salaries are, unfortunately, only temporary in nature, ending 18 months after an individual has been hired. Short term extensions are possible, but even utilizing the extensions, three of the Kotzebue area villages will have their Public Safety Officers terminated on March 30, 1980. Others face termination in the following months if the six month extensions are not approved by the Federal Government.

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

The following pages set forth a rather detailed budget for the Kotzebue area that would result in the development of the Village Public Safety Officer program during the next year during which time several indicators of program effectiveness would be developed.

Significantly the concept envisions a substantial portion of the budget to be "passed thru" the Department of Public Safety on a contractual basis to the Mauneluk Association. It is proposed that all funds for VPSO salaries, per diem, and travel, totalling about 58% of the total program cost would pass thru the Department of Public Safety to Mauneluk. In essence, State pass-thru funds would replace CETA funds, while retaining all existing program mechanics and relationships of the villages to the corporation developed earlier for the CETA program.

An additional 38% of the total cost will go to vendors for equipment, etc. for the program. It is proposed that the Department of Public Safety handle those funds for convenience since the vendors are located in Anchorage.

The final 3% would be earmarked for the Department of Public Safety for the aircraft lease and per diem of Troopers performing the oversight functions. Even these funds, however, are all allocated for the Village Public Safety Officer program.

NANA REGION
 VILLAGE PUBLIC SAFETY OFFICER PROGRAM
 FISCAL YEAR 1981

100 Personal Services and Benefits

VPSO Program Coordinator-Division of State Troopers,
 Anchorage NC

Asst. VPSO Program Coordinator-Division of State
 Troopers, Anchorage NC

VPSO Field Supervisor in Kotzebue Sub-Total NC

200 Travel and Per Diem

A. AST Field Supervisor of VPSO Program-Kotzebue

- 1. Travel-Kotzebue to Villages and return-use
 Trooper leased aircraft NC
- 2. Per Diem-estimated 20 days/ month in travel x 6
 months x \$96/day \$11,520

B. VPSO on OJT with area Troopers on Field Assignments

- 1. Travel-Trooper leased aircraft NC
- 2. Per Diem-11 VPSO's estimated 3 days/mon. x 12 months
 x \$96/day \$38,016

C. VPSO-Training and Oversight sessions in Kotzebue

- 1. Travel-utilize Trooper leased aircraft, mailplane,
 charters when needed, etc. estimated \$5,000
- 2. Per Diem-estimate quarterly sessions in Kotzebue at
 5 days x 11 VPSO's x \$96/day \$21,120

D. AST Program Coordinator

- 1. Travel-Anchorage to Kotzebue and return, travel
 Kotzebue to villages and return Trooper leased
 aircraft NC
- 2. Per Diem-Paid by Alaska State Troopers NC

E. Law Enforcement Training Instructor
 (to travel with Trooper as part of Oversight aspect)

- 1. Instructor from either Academy or Detachment,
 travel and per diem paid by Alaska State Troopers NC

F. Fire Service Training Instructor		
(to travel with Trooper as part of Oversight aspect)		
1. Travel-Commercial Airfare-		
Ketchikan or Anchorage to Kotzebue-approximately		
\$500 x 3 round trips		\$1,500
travel from Kotzebue to villages-on Trooper leased		
aircraft		NC
2. Per Diem-60 days (involving two trips to each village		
at 2 days each plus one session in Kotzebue) x \$96/day		\$5,760
G. Local Government Training Instructor		
(to travel with Trooper as part of Oversight aspect)		
1. Travel-Commercial to Kotzebue-to be paid by C&RA-		NC
Kotzebue to Villages and return via Trooper		
leased aircraft		NC
2. Per Diem-60 days (involving two trips to each village		
at 2 days each, plus one session in Kotzebue) x \$96/day		\$5,760
H. Emergency Medical Training Instructor		
(to travel with Trooper as part of Oversight aspect)		
Instructor from Regional Health Corp. or through		
Emergency Medical Services Office		
1. Travel-if other than Regional Corp. - estimated \$500		
x 3 trips		\$1,500
2. Per Diem-60 days (two trips/village and one in		
Kotzebue) \$96/day		\$5,760
I. Video Filming Crew		
Two from AST plus Fire Service Instructors as technical		
consultants for on-scene filming in a village		
1. Travel-Anc-Otz-Anc \$200 x 3		\$600
Jun-Anc-Ret x 1		\$200
2. Per Diem-5 days x 3 x \$96		\$1,440
3. Excess Baggage estimated		<u>\$200</u>
	Sub-Total.	\$98,376

300 Contractual

A. Salaries of VPSO's

Eleven officers x 1100/month (average of 6 months at 1000,		
6 months at 1200) x 12 months		\$145,200
benefits - 1100/mo x 10% x 11 Officers x 12 months		
x 16.72% (FICA 6.13%, W/C 5.99%, ESC 4.00% FUTA .70%)=		24,277

B. Salary-Fire Training Instructor (on contract to AST or through RSA to DOE)	
2 trips to 11 villages x 2 days each plus Kotzebue session = 60 days 2 months at \$3000	\$6,000
C. Trooper Leased Aircraft-	
300 hours at \$105/hour	\$31,500
D. Emergency Guard Hires-	
local village men-estimated 3 days/month x \$10/hour x 11 villages	\$3,960
E. Printing	
VPSO Manuals and Training Aids etc. estimated at \$3,000	\$3,000
F. Communications	
Long distance telephone-Anc-Ktz & Ktz villages-estimated	\$5,000
G. Secretarial Assistance (Casual Labor)	
90 days x 7.5 hours/day x \$10/hour	<u>\$6,750</u>
Sub-Total	225,687
<u>400-A Supplies and Operating Expenses</u>	
Extra administrative supplies for Kotzebue Troopers	\$2,500
<u>400-B Indirect</u>	
Overhead Costs to Maneluk Association	
15% Overhead rate x \$237,573	<u>35,635</u>
Sub-Total	38,135
<u>500 Equipment</u>	
A. Uniforms-	
Shelf item shirts, pants, jacket, parka, etc. estimated at \$500/officer x 11 men	\$5,500
B. Badges and Patches-	
issued by Alaska State Troopers - 2 badges and 2 patches each-estimated at \$65 x 11 officers	\$715

C. Handcuffs, Case, Leather and Baton	
estimated at \$75 x 11 men	\$825
D. Fire Extinguishers	
Ansul 10 # dry chem. multi purpose cartridge units or equivalent at \$90 @ (state contract price) estimated 50/Village x 11 village x \$90 = \$49,500 sell at 75% match	\$37,125
Foray Powder, five gallon pails/village x \$38.00 @ x 11 villages	\$2,090
Cartridges-20 extra/village x 11 villages at \$21.00 @	\$4,620
E. Smoke Detectors (Photo electric, battery operated)	
estimated \$30 x 50/village x 11 villages = 16,500 sell at 75% match	\$12,375
F. EMT Supplies	
One footlocker with supplies in each village estimated \$500 @ x 11 villages	\$5,500
EMS training supplies and equipment, estimated \$300 x 11 villages (expendable training supplies for village training courses)	\$3,300
G. Pumps and Hose (Second Generation Fire Protection and Envisions local use of shared revenue)-estimating six villages participating the first year.	
1 each 300 gpm, pump, light weight, portable with 20' suction hose and strainer, estimated @ \$2,450	
1 each 1½, 1½, 1½, gated wye - \$270	
2 each combination spanner wrenches @ \$15	
2 each plastic nozzles 60-90 gpm variable @ \$50	
2 each military packboards @ \$20	
1000' single jacket rubber lined hose @ \$1,500	
1 each reducer 2½ to 1½", pump to wye @ \$17	
Total package, per village = \$4,322	
Assuming 75% local effort x six villages for first year, 25,932 x .75	\$19,449
H. Fire Training Kit (for on site instructor)	
Carmody Kit Components as above plus variety of extinguishers, smoke detectors, films etc. for village training courses	\$6,622

I. Video-tape and Associated Expenses for Developing Training Aid

Portable video playback and monitoring unit =	\$3,200
10 tapes at \$35 @ plus 500 for props, on-scene needs, etc.	<u>\$4,050</u>
Sub-Total.	\$105,371

BUDGET RECAP

100 - Personal Services	0
200 - Travel and Per Diem	\$98,376
300 - Contractual	\$225,687
400 - Supplies	\$2,500
Overhead 15% of Passthru	\$35,635
500 - Equipment	<u>\$105,371</u>
Grand Total	\$467,569

BUDGET ANALYSIS

Amount to Regional Corporation (Pass-thru) = \$273,208	or 58.43%
Amount to Vendors etc., for VPSO Program = \$180,401	or 38.58%
Amount to Dept. of Public Safety for VPSO Program = \$13,960	<u>or 2.98%</u>
Total	\$467,569 or 100%

THE VILLAGE PUBLIC SAFETY OFFICER PROGRAM

Program Description and Budget

FY-81

CALISTA Region

Developed by the
Department of Public Safety
William R. Nix, Commissioner

Village Public Safety Officer Program

Program Concept and Budget

Bethel Area

I. The Problem

Rural Alaska has the distinction of having the worst record for public safety of any of the 50 states. Consider that villages in the rural areas of the State:

suffer the highest per capita loss of life and property due to accidental fire, not just within the United States, but the entire western world;

suffer the highest per capita loss of life due to boating and related water accidents of any other state;

are in one of the most remote areas of the country to obtain medical and law enforcement assistance;

lead the state, and possibly the country, for search and rescue missions;

in unrestrained alcohol abuse which causes almost all accidental losses of life, property and personal injury in rural Alaska.

have the least local government resources to deal with the total public safety problem.

II. Analysis

A. Law Enforcement

Law enforcement in almost all the rural areas is the responsibility of the State Troopers. From their bush outposts they attempt to respond immediately to emergencies, as quickly as possible to felony cases and routinely to misdemeanors but their efforts are often hampered by delayed notification, long response distance, the uncertainties of weather and transportation, and limited manpower and budget. Since most of the 100 or so predominately native villages in Alaska are very small with little or no tax base, few can afford to hire a local police officer, although over the years many have tried by offering token salaries ranging from \$50 - \$200 a month, but with predictable results. Therefore, many minor problems in the villages are left unresolved. Not suprisingly, the extent, type and frequency of crime in rural Alaska is not known due to lack of a local reporting mechanism and a State records system that yields data only on a regional, rather than a community basis.

B. Fire Prevention

Fire protection is similar to law enforcement in the sense that local resources do not exist to develop effective fire control. Unlike law enforcement, fire protection cannot be provided by some external agency program, but rather depends upon local response. Curiously however, there is no state agency charged with assisting communities to develop a local fire department. The State Fire Marshal has the

responsibility for public fire education and fire prevention, arson investigation, code enforcement, and plan review of proposed public buildings. The only other state agency with a fire service program is the Department of Education which offers training for firemen. Even this function, staffed by two people in Juneau, is not a legislative creation, but rather an aspect of continuing education function of the Department of Education.

C. Emergency Medical, Water Safety

On-site emergency medical situations are primarily referred to the Community Health Aide, in villages that have this service. They are funded by the federal government. However, the major emphasis of this program is upon the daily health of the village residents rather than medical emergencies. State Public Health nurses respond to medical emergencies if in the area. Emergency medical training is offered in at least some of the larger communities by the State Office of Emergency Medical Services, but for many villages there is no on-site provider for medical problems. As with law enforcement and fire protection, the small villages do not have the tax base to support an Emergency Medical Technician.

Water-related fatalities in Alaska are the greatest in the United States according to the Coast Guard. Most are alcohol-related deaths, although cold waters and lack of knowing how to swim are also part of the problem. No state agency is involved in water safety. The water safety programs that do exist are the result of a two man Coast Guard effort in Anchorage.

D. Local Government

The aspect of local government in rural Alaska is substantially different than in urban areas. Although perhaps 80% of the 100 or so small villages are incorporated as a Second Class City, the machinery of local government is often informal. An obvious need relative to all aspects of public safety in the development of village ordinances to address local concerns not covered under state statutes, such as curfew violations, dog control, etc. However, in the general absence of a local enforcement officer, there seems little need to have well developed ordinances, and clearly, the State Troopers cannot respond to violations of these types of concerns. Efforts by state agencies over the years to develop local ordinances met the same limitations of budget and personnel as experienced by the Troopers. Other efforts, such as through the AFN, have been short term in nature, with no long term, follow-up aspects. As the result, local ordinances are either non-existent, or incomplete and outdated.

From the foregoing, several factors emerge as the major reasons for Alaska's high toll of death in rural areas from public safety related problems.

Villages are small, with no industry or tax base adequate to respond to public safety needs, and often have no formal structure of local government.

Existing state efforts in the public safety field are inadequate to the need and do not include

certain major aspects of the public safety problem.

Legislative efforts of the past have often been inappropriate, sporadic and of short duration.

Faced with a difficult situation at best to maintain some degree of order, many village councils attempt to deal with antisocial behavior by applying tradition informal sanctions. Sometimes the trouble makers are simply ignored. Other times more serious circumstances occur. On one recent occasion, an entire village was held at bay by a drunken resident who fired his rifle indiscriminantly through the village, a situation that would not be tolerated in a predominantly urban, Caucasian community. Indeed alcohol abuse is the root cause of almost every public safety problem and is directly linked to almost all accidental deaths in rural Alaska. Some councils attempt to control alcohol abuse by applying obviously extralegal rules in a desperate effort to keep alcohol out of their village. These measures include searching all aircraft that land at the village, all passengers and luggage for alcohol. Any found is destroyed on the spot. These attempts to control aberrant behavior, though clearly illegal give solid evidence of community interest and attempts to somehow resolve public safety problems. However, with no local public safety officer to respond to every concern and an uninterrupted flow of alcohol to the villages, the toll of lives lost continues to mount. People simply die, year after year and there is little evidence of legislative awareness of the extent of the effects of the alcohol abuse problem in rural Alaska.

III. Program Proposal

Bush conditions in Alaska are so completely at variance with urban condi-

tions that they deny attempts to transpose the public safety response mechanism of urban areas into rural villages. Needed is an approach to public safety problems that is consistent with rural conditions sensitive to ethnic lifestyles, cost effective, and gives some reasonable promise of being successful over the long term.

Obviously a village of 300-400 residents cannot support, nor do their conditions typically require, a full time policeman, a full time fireman, a full time medic etc. It seems clear then, that although these various skills are needed indeed are desperately needed the delivery system must be structured to meet the needs of far fewer people with substantially fewer public safety problems of generally less complexity than urban conditions present.

One approach is to develop a person in the village with a broad array of public safety skills in order that he can respond to almost any problem that arises in his village. Being broadly trained in law enforcement, fire protection, water safety, emergency medical response and search and rescue would enable him to address most all concerns that occur. This approach means that the degree of expertise developed in any one field would generally be less than the skills developed by the urban policeman, fireman, paramedic, etc. A basic fire suppression capability could be developed for the generally small residences in village Alaska, emphasizing early warning and initial suppression. Law enforcement skills could emphasize response

to alcohol abuse situations and crime and delinquency prevention.

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

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

The training consists of six weeks of formal instruction to be followed by

monthly contacts to each village by the Troopers, as a means of support and continued development of these Village Public Safety Officers.

The formal training consists of an initial week-long overview of the entire public safety field to enable the trainees to determine if they want to pursue this vocation and to reveal those who by temperament or other reason, would not be suited for the job. This phase is conducted in a population center nearest the residence of the trainees, such as Bethel or Nome.

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

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

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

from Southeastern and Kodiak areas.

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

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

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

To assure that the oversight and follow-up training occurs on a reasonably scheduled basis will require the lease of an aircraft and two additional Trooper personnel to be stationed in Bethel. In addition to the monthly village visits, involving 19 villages in the Bethel area alone, these additional Trooper personnel will develop needed records, statistical data, coordinate resource people in trips to the villages and related tasks.

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

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

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

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

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

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

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

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

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

The Village Officers now are employees of their respective communities paid thru the CETA Manpower program of the AVCP. As local employees, they are responsive to

community needs and priorities. At the same time, thru the local employees, the Village Council regains a measure of local control and self-determination it has historically practiced.

IV. Supporting Programs

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

A. Alcohol Related Legislation

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

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

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

B. Local Mechanisms for Dispute Resolution

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

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

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

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

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

C. Public Safety Records System

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

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

V. Program Advantages

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

1. Village Officers will address a wide array of public safety problems at minimum cost that have heretofore had little if any attention.
2. The program will have direct economic and employment benefits to rural Alaska.
3. The program will necessitate a minimal increase in State bureaucracy, with the majority of funding going directly to Regional Corporations and villages.

4. Development of the village program can be the first step in a career ladder for Alaska Natives in the public safety field, and in the long term as Alaska State Troopers.
5. The Village Officer program increases local control and self-determination at the village level.
6. Most importantly, the loss of life and property in village Alaska will decrease as the Village Public Safety Officer program develops.

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

VI. Funding

Funding to date, continues to be thru the AVCP CETA Manpower program, including the salaries of the Village Officers (\$833/mo.), and the costs of travel and subsistence while in the training programs. State Troopers, the Departments of Education, and Community and Regional Affairs funded their respective portions of the training thru their own budgets although these costs were foreseen when their budgets were developed.

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

The CETA funds for salaries are, unfortunately, only temporary in nature, ending 18 months after an individual has been hired. Short term extensions are possible, but even utilizing the extensions, three of the Bethel area villages will have their Public Safety Officers terminated on March 30, 1980. Others face termination in the following months if the six month extensions are not approved by the Federal Government.

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

The following pages set forth a rather detailed budget for the Bethel area that would result in the development of the Village Public Safety Officer program during the next year during which time several indicators of program effectiveness would be developed. Significantly the concept envisions a substantial portion of the budget to be "passed

thru" the Department of Public Safety on a contractual basis to the AVCP. It is proposed that all funds for VPSO salaries, per diem, and travel, totalling some 53% of the total program cost would pass thru the Department of Public Safety by contract to AVCP. In essence, State pass-thru funds would replace CETA funds, while retaining all existing program mechanics and relationships of the villages to the corporation developed earlier for the CETA program.

An additional 28% of the total cost will go to vendors for equipment, etc. for the program. It is proposed that the Department of Public Safety handle those funds for convenience since the vendors are located in Anchorage.

The final 19% would be earmarked for the Department of Public Safety for salaries and benefits of the two additional Bethel-based State Troopers who have the oversight and coordination functions, two clerk typists, and the aircraft lease. Even those funds, however, are all specifically allocated for the Village Public Safety Officer Program.

BETHEL REGION VPSO PROGRAM

Fiscal Year 1981

100 Personal Services

A. Salaries

1. VPSO Program Coordinator (AST-ANC)		NC
2. Ass't. Program Coordinator (ANC)		NC
3. VPSO Field Supervisor, Corporal in <u>Bethel</u> , estimated overtime 15/hrs mo. x 12 months x \$18.84/hr =	3,062 x 12 =	36,744 3,392
4. VPSO Ass't. Field Supervisor, Trooper in Bethel, estimated overtime 15 hrs/month x 12 months x \$17.50/hr =	2,844 x 12 =	34,128 3,150
5. Clerk Typist III in Bethel	1,426 x 12 =	17,112
6. Clerk Typist III in Anchorage	1,178 x 12 =	14,136

B. Estimated Benefits

1. VPSO Program Coordinator (AST-ANC)		NC
2. Ass't. Program Coordinator (ANC)		NC
3. VPSO Field Supervisor (Corporal in Bethel) Benefits: 25.5% x \$3,062 =		9,360
4. VPSO Ass't. Field Supervisor (Trooper in Bethel) Benefits: 25.5% x \$2,844 =		8,700
5. Clerk Typist III in Bethel Benefits: 25.5% x \$1,426 = \$364 x 12 months =		4,368
6. Clerk Typist III in Anchorage Benefits: 25.5% x \$1,178 = \$300 x 12 months =		<u>3,600</u>
		26,028
	Sub-Total	134,690

200 Travel and Per Diem

1. VPSO's - (On OJT with AST in Field Assignments)

- a. Per diem 19 VPSO's x estimated 3 days/mo. x 12 mo. x \$65/day = 44,460
- b. Travel - Villages leased A/C = NC

2. VPSO - (Training/Oversight Sessions in Bethel)

- a. Travel - Villages leased A/C, mailplane and charters. Cost estimated at 5,000
- b. Per diem - estimate quarterly sessions at 5 days @ x 19 VPSO's x \$65/day = 24,700

3. VPSO Program Coordinator

- a. Travel A/C - Bet. -Ret. - (Dept. budget) NC
Travel Bet. - Villages - Ret. - (Dept. budget) NC
- b. Per diem (Dept. budget) NC

4. AST Field Supv. of VPSO Program - Cpl. (Filot)

- a. Travel Bet. -Villages - Bet. -leased A/C NC
- b. Per diem - est. 20 days/mo. in travel x 6 mo. x \$65/day = 7,800
AST Ass't. Field Supv. - Same as Field Supv. 7,800

5. Fire Training Instruction

- a. Per diem - 3 mo. = 90 days x \$65/day = 5,850
- b. Travel, commercial air fare - Ktn. or Jno. to Anc. - Bet.
Ktn-Anc = \$243.00 x 4 rd trips 972
Anc-Bet-Anc = \$192 x 4 rd trips 800

6. Law Enforcement Training Instruction

Instructors for either Det. or Academy or both. All Travel/per diem thru Dept. budget NC

7. Video Filming Personnel

Two from AST, plus fire service instructors as technical consultant for videotaping for fire fighting scene for use as training aid.

- a. Travel - Anc-Bet-Ret. \$192 x 3 = 576
Jno-Anc-Ret. (fire instructor) 198

b. Per diem - estimated 5/da x 3 x 65 =	975
c. Excess baggage estimated at \$200	200

8. Local Government Specialists

a. Per diem 2 months per diem while in travel status - (to be paid by C & RA)	NC
b. Travel Commercial air to Bet - (to be paid by C & RA) Travel - Bet/Villages/ret - leased A/C	NC NC
c. Salary - pd by C & RA	NC

9. Emergency Medical Training Instructors

Instructors from YKHC or Southern EMS Council or both

YKHC - Travel and Per Diem - None NC

a. Travel - Southern EMSC Anch-Bet-Ret 192 x 2 =	384
b. Per Diem - 1 session/village - 19 x 3 days @ 65/day =	3,705
c. Per Diem - 1 session in Bet - 5 days x 65/day =	<u>325</u>

Sub-Total 103,745

300 Contractual

1. Salary - UPSO

19 officers @ \$1,00/mo (avg. 6 mo. @ \$1,000, 6 mos @ \$1,200) x 12 months = \$250,800

16.72 benefits - 1100/mo x 19 officers x 12 mo = 41,933

2. Fire Training Instructor - either contractual to AST or thru RSA to Dept. of Ed.
3 months at \$3,000/mo = 9,000

3. Trooper Leased A.C - 300 hrs. at \$85/hr + 20/hr for fuel, oil, etc. = \$105 x 300 31,500

4. Emergency Guard Hires - 3 days/mo x 12 months x \$10/hr x 19 villages = 6,840

5. Office Space Rental in Bethel
200 sq. ft. x 1.65/ft x 12 = 3,960

6. Printing - VPSC Manuals, tng. materials
Est. at \$2,600 2,600

7. <u>Communications - Long Distance Charges</u>	
Anch-Bethel-Anch & Villages -Bet-Villages, Est	<u>5,000</u>
Sub-Total	351,633

400A Supplies and Operating Expenses

Secretarial Supplies

File Cabinets (2) 200 @	400
Typewriter (2) 1,000 @	2,070
2 desks & chairs 800 @	1,600
Admin. Supplies for 2 Clerk Typists	<u>500</u>
Sub-Total	4,500

400B Indirect

Admin. Overhead for AVCP

15% of Total AVCP pass-thru portion 15% x 381,540 =	Sub-Total	56,059
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500 Equipment

1. <u>Uniforms</u> - shelf items - shirts, pants, jackets, parka, etc.	
Est. at \$500 @ x 19 =	9,500
2. <u>Badges & Patches</u> - to be issued by AST	
2 badges and 2 patches, est. @ \$65 x 19 officers	1,235
3. <u>Handcuff, Case, Leather, Batons</u>	
Est. at \$75 x 19 officers	1,425
4. <u>Fire Extinguishers</u>	
Ansul 10# dry chem. multi purpose, cartridge units or equivalent - \$90 @ (State Contract) Est. 50/village x 19 villages = \$85,500 Sell at 75% match = 64,125	64,125
Foray powder 5 - five gallon pails/village x 19 villages x \$38 @	3,610
Cartridges, 20 extra/village x 19 villages x \$21	7,980
5. <u>Smoke Detectors</u> (Photo electric, battery operated)	
Est. \$30 @ x 50/village x 19 villages = \$28,500 Sell @ 75% match = \$21,375	21,375

6. EMT Caches

One footlocker with EMT supplies/village
Est. 500 @ x 19 villages = 9,500

EMS Training Supplies & Equipment - Est \$300 x 19 villages
(Expendable items, demonstration equip, texts, etc) 5,700

7. Pumps & Hoses (Second generation fire protection and envisions
local use of shared revenue)

(Estimating 8 villages participating the first year)

1 ea. 300 gpm. pumps, lightweight, portable with 20'
section hose & strainer, Est. @ 2,450

1 ea. 1 1/2, 1 1/2, 1 1/2 gated Wye, = 270

2 ea. Combination Spanner wrenches = 15

2 ea. Plastic nozzles 60-90 gpm. variable= 50

2 ea. Mil. Packboards = 20

1,000 single jacket rubber lined hose = 1,500

1 ea. reducer 2 1/2 to 1 1/2, pumpt to
Wye = 17

Total Package = 4,322/village

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

8. Fire Training Kit (for on-site instruction)

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

9. Video Tape & Associated Expenses for Training Aid

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

Sub-Total \$161,054

BUDGET RECAP

100 Personal Services 134,690

200 Travel and Per Diem 103,745

300 Contractual 351,633

400 a. Supplies and Operating Expenses 4,500

b. Indirect (overhead) 15% 56,059

500 Equipment 161,054

GRAND TOTAL \$811,681

BUDGET ANALYSIS:

Amount to Regional Corporation (pass-thru) =	\$429,792 or 52.95%
Amount to Vendors, etc. for VPSO program =	\$230,423 or 28.38%
Amount to Dept. of Public Safety for VPSO program =	<u>\$151,466 or 18.66%</u>
TOTAL	\$811,681 or 100%

THE VILLAGE PUBLIC SAFETY OFFICER PROGRAM

Program Description and Budget

FY--81

Nome Area

Developed by the
Department of Public Safety
William R. Nix, Commissioner

Village Public Safety Officer Program

Program Concept and Budget

Nome Area

I. The Problem

Rural Alaska has the distinction of having the worst record for public safety of any of the 50 states. Consider that villages in the rural areas of the State:

suffer the highest per capita loss of life and property due to accidental fire, not just within the United States, but the entire western world;

suffer the highest per capita loss of life due to boating and related water accidents of any other state;

are in one of the most remote areas of the country to obtain medical and law enforcement assistance;

lead the state, and possibly the country, for search and rescue missions;

in unrestrained alcohol abuse which causes almost all accidental losses of life, property and personal injury in rural Alaska.

have the least local government resources to deal with the total public safety problem.

II. Analysis

A. Law Enforcement

Law enforcement in almost all the rural areas is the responsibility of the State Troopers. From their bush outposts they attempt to respond immediately to emergencies, as quickly as possible to felony cases and routinely to misdemeanors but their efforts are often hampered by delayed notification, long response distance, the uncertainties of weather and transportation, and limited manpower and budget. Since most of the 100 or so predominately native villages in Alaska are very small with little or no tax base, few can afford to hire a local police officer, although over the years many have tried by offering token salaries ranging from \$50 - \$200 a month, but with predictable results. Therefore, many minor problems in the villages are left unresolved. Not surprisingly, the extent, type and frequency of crime in rural Alaska is not known due to lack of a local reporting mechanism and a State records system that yields data only on a regional, rather than a community basis.

B. Fire Prevention

Fire protection is similar to law enforcement in the sense that local resources do not exist to develop effective fire control. Unlike law enforcement, fire protection cannot be provided by some external agency program, but rather depends upon local response. Curiously however, there is no state agency charged with assisting communities to develop a local fire department. The State Fire Marshal has the

responsibility for public fire education and fire prevention, arson investigation, code enforcement, and plan review of proposed public buildings. The only other state agency with a fire service program is the Department of Education which offers training for firemen. Even this function, staffed by two people in Juneau, is not a legislative creation, but rather an aspect of continuing education function of the Department of Education.

C. Emergency Medical, Water Safety

On-site emergency medical situations are primarily referred to the Community Health Aide, in villages that have this service. They are funded by the federal government. However, the major emphasis of this program is upon the daily health of the village residents rather than medical emergencies. State Public Health nurses respond to medical emergencies if in the area. Emergency medical training is offered in at least some of the larger communities by the State Office of Emergency Medical Services, but for many villages there is no on-site provider for medical problems. As with law enforcement and fire protection, the small villages do not have the tax base to support an Emergency Medical Technician.

Water-related fatalities in Alaska are the greatest in the United States according to the Coast Guard. Most are alcohol-related deaths, although cold waters and lack of knowing how to swim are also part of the problem. No state agency is involved in water safety. The water safety programs that do exist are the result of a two man Coast Guard effort in Anchorage

D. Local Government

The aspect of local government in rural Alaska is substantially different than in urban areas. Although perhaps 80% of the 100 or so small villages are incorporated as a Second Class City, the machinery of local government is often informal. An obvious need relative to all aspects of public safety in the development of village ordinances to address local concerns not covered under state statutes, such as curfew violations, dog control, etc. However, in the general absence of a local enforcement officer, there seems little need to have well developed ordinances, and clearly, the State Troopers cannot respond to violations of these types of concerns. Efforts by state agencies over the years to develop local ordinances met the same limitations of budget and personnel as experienced by the Troopers. Other efforts, such as through the AFN, have been short term in nature, with no long term, follow-up aspects. As the result, local ordinances are either non-existent, or incomplete and outdated.

From the foregoing, several factors emerge as the major reasons for Alaska's high toll of death in rural areas from public safety related problems.

Villages are small, with no industry or tax base adequate to respond to public safety needs, and often have no formal structure of local government.

Existing state efforts in the public safety field are inadequate to the need and do not include

certain major aspects of the public safety problem.

Legislative efforts of the past have often been inappropriate, sporadic and of short duration.

Faced with a difficult situation at best to maintain some degree of order, many village councils attempt to deal with antisocial behavior by applying traditional informal sanctions. Sometimes the troublemakers are simply ignored. Other times more serious circumstances occur. On one recent occasion, an entire village was held at bay by a drunken resident who fired his rifle indiscriminately through the village, a situation that would not be tolerated in a predominantly urban, Caucasian community. Indeed alcohol abuse is the root cause of almost every public safety problem and is directly linked to almost all accidental deaths in rural Alaska. Some councils attempt to control alcohol abuse by applying obviously extralegal rules in a desperate effort to keep alcohol out of their village. These measures include searching all aircraft that land at the village, all passengers and luggage for alcohol. Any found is destroyed on the spot. These attempts to control aberrant behavior, though clearly illegal, give solid evidence of community interest and attempts to somehow resolve public safety problems. However, with no local public safety officer to respond to every concern and an uninterrupted flow of alcohol to the villages, the toll of lives lost continues to mount. People simply die, year after year and there is little evidence of legislative awareness of the extent of the effects of the alcohol abuse problem in rural Alaska.

III. Program Proposal

Bush conditions in Alaska are so completely at variance with urban

conditions that they defy attempts to transpose the public safety response mechanism of urban areas into rural villages. Needed is an approach to public safety problems that is consistent with rural conditions, sensitive to ethnic lifestyles, cost effective, and gives some reasonable promise of being successful over the long term.

Obviously a village of 300-400 residents cannot support, nor do their conditions typically require, a full-time policeman, a full-time fireman, a full-time medic, etc. It seems clear then, that although these various skills are needed, indeed are desperately needed, the delivery system must be structured to meet the needs of far fewer people with substantially fewer public safety problems of generally less complexity than urban conditions present.

One approach is to develop a person in the village with a broad array of public safety skills in order that he can respond to almost any problem that arises in his village. Being broadly trained in law enforcement, fire protection, water safety, emergency medical response and search and rescue would enable him to address almost all concerns that occur. This approach means that the degree of expertise developed by the urban policeman, fireman, paramedic, etc. A basic fire suppression capability could be developed for the generally small residence in village Alaska, emphasizing early warning and initial suppression. Law enforcement skills could emphasize response to alcohol abuse

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

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

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

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

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

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

from Southeastern and Kodiak areas.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

IV. Supporting Programs

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

A. Alcohol Related Legislation

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

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

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

B. Local Mechanisms for Dispute Resolution

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

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

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

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

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

C. Public Safety Records System

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

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

V. Program Analysis

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

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

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

VI. Funding

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

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

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

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

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

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

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

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

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

VPSO PROGRAM BUDGET
BERING STRAITS REGIONAL CORPORATION

100 PERSONAL SERVICES

A. Salaries

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

B. Estimated Benefits

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

200 TRAVEL AND PER DIEM

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

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

B. VPSO Oversight Training in Nome

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

C. VPSO Program Coordinator

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

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

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

E. Fire Training Instruction

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

F. Law enforcement Training Instruction

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

G. Video Filming

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

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

H. Local Govt. Specialist

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

I. Emergency Medical Instructors

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

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

300 CONTRACTUAL

A. Salaries and Benefits of VPSO's

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

B. Fire Training Instructor

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

C. Charter Aircraft

Estimated 450 hrs. at \$105 hr. including standby 47,250

D. Emergency Guard Hire

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

E. Printing

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

F. Communications

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

Subtotal 304,474

400 SUPPLIES AND OPERATING EXPENSES

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

INDIRECT - ADMINISTRATIVE OVERHEAD TO BERING STRAITS

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

Subtotal \$63,736

500 EQUIPMENT

A. Uniforms

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

B. Badges and Patches

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

C. Handcuffs, Case, Leather Items and Batons

Estimated at \$75/officer x 15 officers

D. Fire Extinguishers

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

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

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

E. Suitable Detectors

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

F. Fire Siren

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

G. EMT Caches

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

H. Pumps and Hoses

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

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

Total Package = 4,322/village

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

I. Fire Training Kit

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

J. Video Tape and Associated Expenses for Training Aid

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

Subtotals \$163,354

BUDGET RECAP

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

BUDGET ANALYSIS

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

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

STATE OF ALASKA
THE LEGISLATURE

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

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

June 1, 1979

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

TO: The Honorable Arliss Sturgulewski

FROM: Alexander Hoke
Policy Analyst
Jack Kreinheder
Policy Analyst

AH
JK

You have asked that we investigate the revenue generating capacity of the unorganized borough in relation to a possible sales tax in this area. Our analysis of this matter is summarized in the table and three computer printouts attached to this memorandum, and is based upon actual sales tax revenue (collected in many of the second class, first class and home rule cities within the unorganized borough) in conjunction with revenue estimates based on gross business receipts data for those communities within the unorganized borough which do not presently levy a sales tax. Since a measure of the sales tax capacity in the unorganized borough must of necessity come from multiple sources, the goal of our analysis is to bracket the actual sales tax capacity with a base level estimate and a high-end estimate of revenues generated by a 1, 2, and 3 percent sales tax levied on a borough-wide basis. Our methodology included:

1. Using actual sales tax data (reported to the Department of Community & Regional Affairs by many communities within the unorganized borough for revenue sharing purposes) for communities which levy a sales tax;
2. Using gross business receipts data (filed through 1978 with the Department of Revenue by all businesses operating in the state for the purpose of paying a gross receipts tax) for those communities in which a sales tax is not collected.

Computer Output

The first computer printout provides an alphabetic listing of communities within the unorganized borough for which gross receipts data is available. This gross receipts data is given in units of thousands of

dollars for the calendar years 1974 through 1977. Additionally, actual sales tax revenue for fiscal years 1977 and 1978 along with the present tax rate is listed in the last three columns of the printout. The figures for gross receipts listed on this printout represent that portion of the total business activity within a given community which can be directly attributed to that community. As shown on Table I a significant portion of business activity in the state is filed by businesses whose base of operations lies outside the state (Seattle, San Francisco, etc.). Therefore, one can assume that each community in the unorganized borough shares some portion of the "out-of-state" gross business receipts.

For the purpose of providing an immediate visual assessment of the magnitude of gross business receipts for each community in the unorganized borough for 1977, the second computer printout categorizes communities according to the level of gross receipts directly attributable to that community.

Calculation of Sales Tax Capacity

The final computer printout shows our estimate of a 1977 base level sales tax capacity and maximum sales tax capacity calculated at tax rates of 1, 2 and 3 percent for each community within the unorganized borough. Figures for communities flagged by an asterisk are computed in the following manner: Since sales tax revenue data is available on a fiscal year basis only, calendar 1977 estimates were made by averaging fiscal '77 and fiscal '78 revenues. The calendar '77 estimate was then adjusted to a 1% sales tax rate by dividing this value by the sales tax rate listed in the far right column on the printout. Notice that for 1, 2, and 3 percent sales tax revenue estimates, the base level amount equals the maximum amount, indicating that a range estimate was not necessary since actual data was available.

For those communities for which actual sales tax data is not available, estimating the sales tax capacity of a given community is a more complex problem. The base revenue values are calculated using the 1977 gross receipts for each community. The maximum revenue values include the base values plus a per capita share of out-of-state gross receipts times the population of the community. This adjustment is necessary because many firms which conduct operations in Alaska are based outside of the state and report their gross receipts at these out-of-state locations. These out-of-state gross receipts totalled \$1,408.7 million in 1977. It is difficult to determine the exact amount of these out-of-state receipts which was generated by each community; as an approximate indicator we have used a per capita share of these receipts.

The shortcoming of using a per capita share of the out-of-state gross receipts to compute a ceiling for the taxing capacity of communities in the unorganized borough is most noticeable for communities with a low

level of economic activity relative to their population size. This anomaly is clearly visible on the third printout where the relative range between the base level revenue and maximum revenue potential is very large for certain communities while the relative range between base level and maximum for the entire unorganized borough is much narrower.

Since applying a simple 1% sales tax levy against the total gross business receipts for a given community resulted in a much higher level of tax revenue than was actually generated within those communities, it was determined that a multiplier could be found to reduce the gross business receipts amount such that a 1% sales tax would approximate available sales tax revenue data in the greatest number of instances. An iterative series of calculations proved that a multiplier of .42 maximized the accuracy of sales tax revenue estimation using gross business receipts data.* Using the .42 multiplier with a 1% sales tax in the unorganized borough results in a range from a base level of \$2,147,000 to an upper limit of \$2,467,000--a difference of \$321,000 or 15%.

The following table summarizes our best estimate of the sales tax revenue generating capacity of the unorganized borough at tax rates of 1, 2, and 3 percent:

1977 UNORGANIZED BOROUGH SALES TAX CAPACITY*

CAPACITY AT 1%		CAPACITY AT 2%		CAPACITY AT 3%	
<u>Base Level</u>	<u>Maximum</u>	<u>Base Level</u>	<u>Maximum</u>	<u>Base Level</u>	<u>Maximum</u>
\$2,147	\$2,467	\$4,294	\$4,934	\$6,440	\$7,401

* Figures in thousands of dollars.

AH:JK:dh
Attachments

* The accuracy of sales tax revenue estimation using gross business receipts data times the .42 multiplier was 70%, i.e. the range between the base level revenue and maximum level revenue estimates bracketed actual sales tax revenue data 70% of the time when the .42 multiplier was used.

TABLE I
GROSS RECEIPTS SUMMARY

	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
Unorganized Borough	\$ 263.3	\$ 521.7	\$ 607.7	\$ 640.6
Boroughs	4,923.1	7,929.8	8,195.8	9,687.2
Out-of-state	449.7	2,291.3	1,557.7	1,408.7
TOTAL	\$5,636.1	\$10,742.8	\$10,361.2	\$11,736.5

All figures in millions of dollars

Revenue projections from taxation of the Unorganized Borough pursuant to House Bill 9.

1978-79 School Millages

Anchorage	5.87
Bristol Bay	2.70
Fairbanks	5.50
Haines	2.027
Juneau	6.85 *
Kenai	4.035
Ketchikan	4.25 **
Kodiak	5.00
Mat-Su	6.05
North Slope	1.59 *
Sitka	2.30 *

Total 51.172 divided by 11 (boroughs)
equals 4.652 average.

* rates received by telephone

** rate by telephone, comment was 85% of rate
is school (85% X 5 mills = 4.25)

Value Estimates

Method I

Average value per capita in organized areas (excluding oil & gas)	\$25,369
Population of Unorganized Borough (include second class cities)	43,584
Average value per capita in Unorganized Borough (80% of organized)	20,295

\$20,295 times 43,584 = \$884,537,280

884,537,280 less vacant land exclusion (20%) = \$707,629,824

Method II

Average population per parcel in organized borough	1.96
Average value per parcel in Unorganized Borough (80% of organized)	35,758.00
Parcels in Unorganized Borough	22,374.00

22,374 less 20% for vacancy exclusion = 17,899

17,899 times \$35,758 = \$640,032,442

Method III

Average value per parcel - 6 smallest first class cities	19,704
Parcels in Unorganized Borough	22,374

22,374 less 20% for vacancy exclusion = 17,899

17,899 times 19,704 = \$352,681,896

Revenue Estimate

Method I - 707,629,824 @ 4.652 mills = \$3,291,893

Method II - 640,032,442 @ 4.652 mills = \$2,977,430

Method III - 352,681,896 @ 4.652 mills = \$1,640,676

Our estimates of revenues range from a low 1,640,676 to a high of 3,291,893 and feel the final result would fall in that area. However, it should be noted that these figures are no more than estimations and could be far afield.

Specific Questions or Concerns

Six first class cities levy no property tax. Act as written seems to ignore them.

Eagle is a second class city that does levy a property tax. Shouldn't some provision be made for them to continue in some way?

Prepared by:

Department of Community and Regional Affairs
State Assessor's Office

THE LEGISLATURE OF THE STATE OF ALASKA
ELEVENTH LEGISLATURE

FISCAL NOTE

I. REQUEST

Bill/Resolution No. House Bill No. 9
Title Assessment Levy & Collection of Taxes In The Unorganized Borough
Requested by Representative Parr Date _____

II. FISCAL DETAIL

Agency Affected Community & Regional Affairs
Program Category Affected Development
Budget Request Unit(s) Affected Office of State Assessor

EXPENDITURES (Thousands of Dollars)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84
100 PERSONAL SERVICES		415.10	440.00	446.40	494.39	524.05
200 TRAVEL		66.50	70.49	74.72	79.20	83.95
300 CONTRACTUAL		852.79	851.96	871.68	281.98	292.89
400 COMMODITIES		19.50	20.67	21.91	23.22	24.62
500 EQUIPMENT		37.34	10.00	5.00	5.00	5.00
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		1,391.23	1,403.12	1,419.71	883.79	930.51

FUNDING (Thousands of Dollars)

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84
GENERAL FUND		1,391.23	1,403.12	1,419.71	883.79	930.51
FEDERAL FUNDS						
OTHER (Specify)						

POSITIONS

	FY 79	FY 80	FY 81	FY 82	FY 83	FY 84
FULL TIME		15	15	15	15	15
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

This analysis is based on the assumption that the original mapping program and establishment of the necessary assessment data and files will be contracted for.

The additional staff included are only to supervise the original project and then maintain system after initial program.

(Continued on attached pages)

IV. DATE February 14, 1979 PREPARED BY Jerry L. Farley, State Assessor
AGENCY Department of Community & Regional Affairs

Original: Legislative Finance PHONE 465-4730

cc: Budget and Management
Prime Sponsor (First Legislator Named)

BREAK DOWN OF COSTS INCLUDED IN ANALYSIS

ADMINISTRATIVE COSTS

100 Personal Services

MAPPING

FY 80

1 Mapping Supervisor	Range 19 @ 2355	28,260
1 Title Examiner	Range 17 @ 2031	24,372
2 Draftsmen	Range 17 @ 2031	48,744
1 Clerk IV	Range 9 @ 1178	26,592
2 Clerk III	Range 8 @ 1108	26,592

Sub Total \$142,104

ASSESSMENT

State Assessor (upgrade)	Range 24 @ 467	5,604
1 Appraisal Supervisor	Range 20 @ 2532	30,384
4 Appraisers	Range 18 @ 2168	104,928
2 Statistical Clerks	Range 10 @ 1254	30,096
1 Administrative Consultant	Range 12 @ 1426	17,112

Sub Total \$188,124

Sub Total Mapping	142,104
Sub Total Assessment	188,124
	330,228
Fringes @ 25.7%	84,868
Total	\$415,096

200 Travel and Per Diem

FY 80

State Assessor and Supervisors	7,500
Title Examiners and Appraisers	50,000
Review Boards	9,000
Total	\$66,500

300 Contractual

FY 80

Telephone	7,200
Postage	4,500
Printing and Advertising	6,000
Data Processing and Programming	126,000
Machine Rental and Xerox	72,000
Office Space 1400 sq. ft. @ \$1.35	1,890
Professional Fees	700,000
Total	\$852,790

400 Commodities

FY 80

Reference Materials	4,500
Mapping Supplies	5,000
Office Supplies	10,000
Total	\$19,500

500 Equipment

FY 80

Sufficient Equipment to establish new personnel in environment conducive to work	\$37,330
--	----------

Note: Subsequent years are based on inflationary pressure on FY 80 except the \$700,000 for professional fees has been projected to decrease to \$100,000 in FY 83 assuming original establishment of maps and records to be complete by that time. Also the Equipment item has been reduced substantially after initial purchase.

Additional Comments: We would envision the process of setting up the administration as multiple step in nature. The first logical step would be an indepth study to establish proper procedure of implementing the administrative process. Subsequent steps at this point are tentative in nature and would be subject to revision at the conclusion of Step I.

Step Two would be setting up of a mapping program by region. Administratively, mapping of one region at a time would appear appropriate. This mapping program would involve a private contract with supervisory direction and controlled by professional staff to be added to the Department of Community and Regional Affairs.

Step Three would be listing, enumeration and calculation of data into preliminary appraised values (this should be done by geographic area and directly follow Step 2 in each area).

Step Four would be onsite review of finished product by professional staff of the Department of Community and Regional Affairs for acceptance or refusal of contractor's work.

Step Five would be the compilation of all data into final assessment roll and present to review board for their actions.

Step Six - At conclusion of Review process, final assessment roll would be compiled and presented to Revenue for collection.

As you can see, this process will be relatively time consuming, however, it appears to be the best and most logical approach to solution of the problem.

Also, it should be noted that even though some of the work is to be contracted, it is essential that professional staff be heavily involved from the onset to insure the quality of the finished product.

It would appear that another approach at least at the start would be a "Study of Taxation in the Unorganized Borough" to determine both feasibility and cost of administering such a property tax. It is completely possible that the cost of administration could exceed the revenue produced at least for the first few years.



UNIVERSITY OF ALASKA
CRIMINAL JUSTICE CENTER
3211 PROVIDENCE AVENUE
ANCHORAGE, ALASKA 99504

September 5, 1979

Ms. Marjorie Gorsuch
Standing Committee on Community and
Regional Affairs
Alaska State Legislature
Pouch V
Juneau, Alaska 99811


Dear Margie:

I enclose a concept paper we have developed in connection with our Justice Innovation Conference next month. Any advice you or Jack Chenoweth may have on topic design or speakers or invitees would be appreciated.

As I mentioned on the phone, on a very limited basis, we will assist you and the Committee in identifying further documentation in addition to those reports which I mentioned, but there is a lot of original work that needs to be done in a number of different areas.

At some juncture, the foundation program Concept in Public Safety interfaces with tax equalization formulae. In early drafting for the Special Session of 1973, a number of concept papers and drafting concepts were developed on this topic which may have some relevance.

Sincerely yours,


John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Professor Stephen Conn
Professor John Angell

STATE OF ALASKA THE LEGISLATURE

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

May 24, 1979

SUBJECT: Distribution of Flow of Funds in Alaska
(W.O. 7276)

TO: The Honorable Arliss Sturgulewski

FROM: Elke Kallab *Ek*
Policy Analyst

The attached summary of federal and state flow of funds in Alaska for FY '78 by federal and state governments is the best we were able to achieve in the time frame available. We are not too encouraged from our preliminary efforts that these data can be improved upon appreciably, although certain portions could, no doubt, be further refined as to function, and possibly community.

We would like to make the following comments about the methodology used and the limitations encountered in compiling the attached summary of federal and state flow of funds in Alaska.

Boundaries

Since it was desired to find out where funding originated and where the funds were spent, the boundaries that we settled on were census divisions for federal funds and election districts for state funds, because the best available data were reported in this fashion, and also because the boundary lines are not altogether conflicting. Copies with approximate boundary lines of census divisions and election districts superimposed on the Community and Regional Affairs' city and borough map are in our office, if you would like to see the general outlines of the regions we have grouped.

Sources

The Community Services Administration brings out a publication, Geographic Distribution of Federal Funds in Alaska, which attempts to report all federal obligations. However, we discovered that it is not a complete list. We do not know at this time how complete the information contained in the above mentioned publication is, although we believe it to be quite accurate, particularly with the supplemental allocation of funds provided by HUD and the Indian Health Service.

May 24, 1979

The obligations of federal funds are separated by the individual departments, and the agencies and programs within those departments. They are further broken down as to federal grants versus other federal obligations. We have obtained further details as to communities within regions receiving federal funds from the Department of Health, Education and Welfare (HEW) and we are enclosing a copy of the HEW breakdown of federal funds into Alaska, so you may see the level of detail which is available. The individual who compiles the information for the Geographic Distribution of Federal Funds in Alaska told us that while similar breakdowns do not exist for other departments in the federal government, the information could be provided by requesting it from the individual departments. We have not pursued this avenue to determine the difficulties or length of time needed to obtain such breakdowns for all federal outlays listed in the Geographic Distribution of Federal Funds in Alaska.

For the state's flow of funds we worked from several sources intended to complement very inadequate information.

We began with the capital and operating budget as broken out by election districts. This, however, represents only those monies which can be identified by communities or election districts, and does not cover the bulk of the budget. We supplemented this information with state salaries, which were also available by election districts to get a more complete picture. Expenditures by the court system and the legislature were also obtained, and to the extent we could allocate them to a particular region, we did. The state's appropriations are broken down generally by departments (function) to which funds are appropriated. So far, we have found it impossible to reconcile these figures with the total state budget for that fiscal year, which was \$1,169,000,000. We really do not know what or where the missing components in the state budget are, and have been unable to get clarification from those individuals we have contacted for help.

As mentioned before, many of the attached amounts can be allocated to individual communities, but we do not believe this would necessarily be of value, because it cannot be done for all monies. There is no comprehensive accounting system in the state which would supply the information you are seeking.

We believe the figures we have collected are accurate, but they are spotty and incomplete, and we do not know the extent of their incompleteness or bias regarding location or function.

It would appear from the efforts made that it might be possible to obtain the necessary information regarding the flow of funds and delivery system of services in the unorganized boroughs. However, it would take a great deal of time, effort, cooperation and coordination on the part

The Honorable Arliss Sturgulewski

-3-

May 24, 1979

of federal and state agencies to achieve it. It has been suggested that to be successful in such an undertaking would require that the state change its accounting system, so funds can be accounted for and tracked.

Finally, while the attached information is incomplete, we believe it is more comprehensive than anything else available at this time. If you have any questions, please let us know.

EK:lmk
Attachments

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

S U M M A R Y
FEDERAL AND STATE FLOW OF FUNDS IN ALASKA
Fiscal Year 1978

(October 1, 1977 - September 30, 1978)		(July 1, 1977 - June 30, 1978)		FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS	ELECTION DISTRICT	STATE FUNDS	
01 Aleutian Islands	\$ 76,521,000	15 Aleutian Island-Kodiak	Operating Budget ¹	\$ 118,500
Native Health Service	241,632		Capital Budget	1,744,000
			State Salaries ²	268,908
			U of A Salaries	46,500
			Court System Expenditures	-
TOTALS	\$ 76,762,632			\$ 2,177,908
				\$ 78,940,540

- ¹ Includes only those items which are identifiable as to location.
The bulk of the operating budget is not available by location breakdown.
- ² Does not include salaries of court system, legislature, or University of Alaska.
- * Excludes federal funds.
- ** Small portions of these salaries may be federally funded. (See attached sheet for more details).
- *** Includes Bethel.

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
02 Anchorage		\$845,898,000	07-12 Anchorage	Operating Budget ¹	\$ 48,942,000 *	
	HUD	3,328,000		Capital Budget	9,550,100 *	
				State Salaries ²	50,709,486 **	
				U of A Salaries	17,609,500	
				Court System Expenditures	9,728,864	
	TOTALS	\$849,226,000			\$136,539,950	\$985,765,950
03 Angoon		\$ 10,206,000	02 Wrangell-Petersburg	Operating Budget ¹	\$ 513,800	
23 Skagway-Yakutat		11,868,000		Capital Budget	625,000	
22 Sitka		21,117,000		State Salaries ²	893,697	
10 Haines		3,825,000		U of A Salaries	26,100	
11 Juneau		193,199,000		Court System Expenditures	155,650	
28 Wrangell-Petersburg		16,790,000				
	HUD	55,000				
	Native Health Service	356,084				
			03 Sitka	Operating Budget ¹	\$ 2,607,800	
				Capital Budget	870,100	
				State Salaries ²	2,449,773	
				U of A Salaries	342,800	
				Court System Expenditures	186,756	
			04 Juneau	Operating Budget ¹	\$ 6,097,600 *	
				Capital Budget	6,309,500 *	
				State Salaries ²	45,453,988 **	
				U of A Salaries	2,812,200	
				Court System Expenditures	1,928,921	
	TOTALS	\$257,416,084			\$ 71,273,685	\$328,689,769

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
04 Barrow-North Slope	\$ 49,187,000		21 Barrow-Kotzebue	Operating Budget ¹	\$ 625,000	
14 Kobuk	10,404,000			Capital Budget	2,968,000	
	Native Health Service	686,826		State Salaries ²	608,150	
				U of A Salaries	1,415,000	
				Court System Expenditures	255,646	
	TOTALS	\$ 60,277,826			\$ 5,871,796	\$ 66,149,622
05 Bethel	\$ 39,844,000		17 Bethel-Lower Kuskokwim	Operating Budget ¹	\$ 1,999,300 *	
	Native Health Service	6,422,000		Capital Budget	1,961,000	
				State Salaries ²	1,486,009 **	
				U of A Salaries	1,808,500	
				Court System Expenditures	544,201	
	TOTALS	\$ 46,266,000			\$ 7,799,010	\$ 54,065,010
06 Bristol Bay Borough	\$ 8,574,000		16 Dillingham-Bristol Bay	Operating Budget ¹	\$ -	
07 Bristol Bay	13,495,000			Capital Budget	947,000	
	Native Health Service	428,690		State Salaries ²	990,255	
				U of A Salaries	67,000	
				Court System Expenditures	-	
	TOTALS	\$ 22,497,690			\$ 1,994,255	\$ 24,491,945

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
08 Cordova-McCarthy	\$ 9,009,000		05 Cordova-Valdez-Seward	Operating Budget ¹	\$ 5,268,600 *	
26 Valdez-Chitina-Whittier	18,830,000			Capital Budget	1,344,900	
21 Seward	16,108,000			State Salaries ²	8,055,302 **	
	HUD	359,000		U of A Salaries	606,900	
	Native Health Service	493,960		Court System Expenditures	225,182	
	TOTALS	\$ 44,799,960			\$ 15,500,884	\$ 60,300,844
<hr/>						
09 Fairbanks	\$172,222,000		20 Fairbanks	Operating Budget ¹	\$ 44,223,800 *	
				Capital Budget	8,887,500 *	
				State Salaries ²	18,368,746 **	
				U of A Salaries	20,807,000	
				Court System Expenditures	3,107,880	
	TOTALS	\$172,222,000			\$ 95,394,926	\$267,616,926
<hr/>						
12 Kenai-Cook Inlet	\$ 31,343,000		13 Kenai-Soldotna-Homer	Operating Budget ¹	\$ 986,600	
	Native Health Service	435,392		Capital Budget	1,300,600	
				State Salaries ²	3,149,980	
				U of A Salaries	937,700	
				Court System Expenditures	476,698	
	TOTALS	\$ 31,778,392			\$ 6,851,578	\$ 38,629,970

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
16 Kuskokwim	\$ 6,524,000		18 Galena-McGrath-Hooper Bay	Operating Budget ¹	\$ -	
27 Wade Hampton	14,240,000			Capital Budget	1,220,000	
29 Yukon-Koyukuk	44,589,000			State Salaries ²	437,153	
	Native Health Service	1,218,160***		U of A Salaries	92,600	
				Court System Expenditures	-	
	TOTALS	\$ 66,571,160			\$ 1,749,753	\$ 68,320,913
15 Kodiak	\$ 40,144,000		14 Kodiak	Operating Budget ¹	\$ 1,126,800	
	Native Health Service	271,733		Capital Budget	135,000	
				State Salaries ²	2,684,962	
				U of A Salaries	505,200	
				Court System Expenditures	228,538	
	TOTALS	\$ 40,415,733			\$ 4,680,500	\$ 45,096,233
17 Matanuska-Susitna	\$ 21,054,000		06 Palmer-Wasilla-Matanuska	Operating Budget ¹	\$ 4,018,400	
				Capital Budget	670,000	
				State Salaries ²	4,198,732	
				U of A Salaries	1,567,900	
				Court System Expenditures	83,206	
	TOTALS	\$ 21,054,000			\$ 10,538,238	\$ 31,592,238

Prepared by:
 Legislative Affairs Agency
 Research Division
 May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

(October 1, 1977 - September 30, 1978)			(July 1, 1977 - June 30, 1978)			FEDERAL AND STATE FUNDS
CENSUS DIVISION	FEDERAL FUNDS		ELECTION DISTRICT	STATE FUNDS		
18 Nome		\$ 18,765,000	22 Nome-Seward Peninsula	Operating Budget ¹	\$ 391,300	
	Native Health Service	1,088,042		Capital Budget	392,500	
				State Salaries ²	2,331,325	
				U of A Salaries	341,500	
				Court System Expenditures	342,825	
	TOTALS	\$ 19,853,042			\$ 3,799,450	\$ 23,652,49
13 Ketchikan		\$ 31,343,000	01 Ketchikan	Operating Budget ¹	\$ 1,474,700	
19 Outer Ketchikan		9,129,000		Capital Budget	1,258,000	
20 Prince of Wales		3,220,000		State Salaries ²	2,875,883	
	HUD	1,000		U of A Salaries	499,500	
				Court System Expenditures	486,354	
	TOTALS	\$ 43,693,000			\$ 6,594,437	\$ 50,287,43
24 Southeast Fairbanks		\$ 22,108,000	19 Nenana-Ft. Yukon-Tok	Operating Budget ¹	\$ -	
25 Upper Yukon		4,370,000		Capital Budget	1,062,000	
	HUD	4,020,000		State Salaries ²	2,273,549	
	Native Health Service	710,079		U of A Salaries	137,100	
				Court System Expenditures	-	
	TOTALS	\$ 31,208,079			\$ 3,472,649	\$ 34,680,72

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979

NOTE: These figures are incomplete and for internal legislative use only. See attached memo.

<u>(October 1, 1977 - September 30, 1978)</u>		<u>(July 1, 1977 - June 30, 1978)</u>		<u>FEDERAL AND STATE FUNDS</u>
<u>CENSUS DIVISION</u>	<u>FEDERAL FUNDS</u>	<u>ELECTION DISTRICT</u>	<u>STATE FUNDS</u>	
Statewide	Native Health Service \$ 73,839,885		State Salaries \$ 1,543,535	
	HUD 11,680,793		Court System Expenditures 873,868	
			Legislative Expenditures 8,583,408	
	TOTALS \$ 85,520,678		\$ 11,000,811	\$ 96,521,489
GRAND TOTALS \$1,869,562,275			\$385,239,830	\$2,254,802,106

Prepared by:
 Legislative Affairs Agency
 Research Division
 May 23, 1979

ATTACHMENT

DISTRICTS	STATE SALARIES	POSSIBLE FEDERAL FUNDS
07-12 Anchorage	\$ 50,709,486	\$ 2,025,800
04 Juneau	45,453,988	235,600
17 Bethel-Lower Kuskokwim	1,486,009	200,000
05 Cordova-Valdez-Seward	8,055,302	43,400
20 Fairbanks	18,368,746	29,804,300

NOTE: These figures are incomplete and for internal legislative use only.
See Attached Memo.

Prepared by:
Legislative Affairs Agency
Research Division
May 23, 1979



UNIVERSITY OF ALASKA
CRIMINAL JUSTICE CENTER
3211 PROVIDENCE AVENUE
ANCHORAGE, ALASKA 99504

August 6, 1979

Honorable Arliss Sturgulewski
State Capitol
Pouch V
Juneau, Alaska 99811

Dear Arliss:

Re: Local Self-Government Seminar

Thank you for the invitation to the seminar. Though I did more than my share of complaining about the imposition on private time, I will have to admit that I was a net winner from the occasion in the extent to which my knowledge of some of these issues was improved upon.

I was particularly intrigued by the way a "foundation program" for public safety emerged without a whole lot of special interest prodding on my part.

You might keep in mind the rather extensive work and current involvement which we are in professionally at the Center on this and related topics.

I believe you have a copy of John Angell's comprehensive germinal study of Alaska bush justice. Roger Endell has been working with Russ Meekins' special committee and with the administration on their bush justice corrections facilities planning committees. Steve Conn has been directing a project in which we are all involved on control of alcohol distribution. A report on this topic which will feature local control issues will be out in the fall. Steve has been involved from the beginning in the study of adaptations of traditional problem and dispute resolution techniques. We have also been involved in field paralegal and governmental education projects in Barrow under the auspices of the Alaska Federation of Natives. These are only some of our more prominent activities in the delivery of justice services.

The variety serves, in part, as a reminder that the definition of public safety services is considerably broader than law enforcement, fire fighting and search and rescue. There is a penumbra of essential service activities, of which alcohol control and treatment management is but one cluster, which make up a fully stated public safety function.

Honorable Arliss Sturgulewski
August 6, 1979
Page 2

Dr. Angell has been working with Commissioner Nix and University of Michigan on a federal grant project on social justice training or retraining for police officers which also underlines this aspect of public safety services.

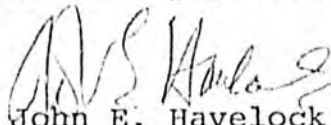
As you know from your experience with the City of Anchorage, there has never been any comprehensive rationale for the division of responsibility between municipal and state governmental entities for public safety functions. If a public safety foundation program is to be developed, that question, too, must receive careful study, and possible solution options formulated.

I realize that the interim committee has little or no money at the time being for the kind of analytical work and studies which the breadth of the topic suggests. However, it may be that some of these matters may emerge as major state issues because of the groundwork done by the committee. If that is the case, I hope that you will keep the Justice Center in mind as a resource cutting across institutional boundaries.

We all share your belief that issues of local control and governmental administration have a very high priority and have strong linkages with those topics, such as the source of funding for state services, which are usually identified as the top state priorities.

I hope these observations are of some use to you and encourage your continuing aggressive pursuit of local control over essential state services.

Sincerely yours,



John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Representative Bill Parker



UNIVERSITY OF ALASKA
CRIMINAL JUSTICE CENTER
3211 PROVIDENCE AVENUE
ANCHORAGE, ALASKA 99504

September 5, 1979

Ms. Marjorie Gorsuch
Standing Committee on Community and
Regional Affairs
Alaska State Legislature
Pouch V
Juneau, Alaska 99811


Dear Margie:

I enclose a concept paper we have developed in connection with our Justice Innovation Conference next month. Any advice you or Jack Chenoweth may have on topic design or speakers or invitees would be appreciated.

As I mentioned on the phone, on a very limited basis, we will assist you and the Committee in identifying further documentation in addition to those reports which I mentioned, but there is a lot of original work that needs to be done in a number of different areas.

At some juncture, the foundation program Concept in Public Safety interfaces with tax equalization formulae. In early drafting for the Special Session of 1973, a number of concept papers and drafting concepts were developed on this topic which may have some relevance.

Sincerely yours,


John E. Havelock
Director
Criminal Justice Center

JEH:pb
cc: Professor Stephen Conn
Professor John Angell

Some scribblings on overhaul of police protection -

Use a voucher system -- replace current revenue sharing with system more closely tied to foundation approach.

Units based on population served --

1 - 300	1 unit	2751 - 3000	7 units
301 - 600	2 units	3001 - 5000	8 units
601 - 1000	3 units	5001 - 10,000	9 units
1001 - 1500	4 units	10,001 and over	10 units plus 1 unit for 3000 people or major part thereof
1501 - 2000	5 units		
2001 - 2750	6 units		

So --

Bethel 3500 people served translates into 8 units

Need to determine unit price -- say \$ 30,000 (figure set by statute)

Bethel: 8 units x \$ 30,000 = \$ 240,000

Probably need to recognize cost of living:

Bethel, under current revenue sharing, is at 33.3%

So, \$ 240,000 increased by one-third (\$ 80,000) = \$ 320,000

State will cover not less than 80 nor more than 95%, depending on relative property value. Bethel has no property tax, so, presumably, state will pay 95% of \$ 320,000 or \$ 304,000.

Bethel entitled to voucher for this much. May

- (1) use to support own police force, in which case the state pays the money, but instructions issue that troopers assigned there do not enforce local ordinances
- (2) may rely on state troopers, in which case \$ 304,000 plus the required local contribution of the difference (\$ 16,000) is turned over to Commissioner Nix - so he can provide more troopers to Bethel station so that these troopers will enforce local ordinances;
- (3) some combination of (1) with (2), depending on how the local government feels about local versus state police protection capacity.

* * *

Participating municipalities have to come forward with a plan of service, indicating ordinances to be enforced. Public Safety Department could lay down some general rules about these plans of service, one of which would be that municipality could not claim dollar support for a local police force without concomitantly enforcing local ordinances -- in other words, that they could not take the money but avoid hassles with public protection by leaving the troopers to enforce municipal ordinances. Not all state statutes would have to have parallel municipal ordinances for the

locals to enforce, but local ordinances should cover those areas where municipalities have authority and where problems are fairly common.

In places where protection is part local, part state (like Juneau), support for police protection from local force would be paid only for population served (7,500 people in downtown and 1,500 in Douglas), while the amount calculated for the rest of the population (valley, Auk Bay, North Douglas) would be kept by state troopers, matched by requisite local contribution, and made available to meet costs of an expanded Juneau trooper detachment.

In rural areas, while some small cities would probably want to try to retain a police officer or constable, in a 1 unit village (i.e. population of less than 300) totalling to a \$ 40,000 grant (1 unit = \$ 30,000 plus 33.3%), a portion could be used for local constable, while balance could be turned back to Public Safety Department and put with money returned from adjacent villages to share the costs of a state trooper.