

ALASKA LEGISLATURE COMMITTEE FILES 1987-88 8672  
4441 HCRA WORK SESSION (1/18/88)

Community and Regional Affairs  
FY 89 Budget Overview

Statistics

FY 88 Supplemental Request

Organizational Grant to the Aleutians East Borough.....	\$300.0
Financial Outreach to Encourage Recovery	<u>258.0</u>
Total	558.0

Comparison of FY88 Authorized to FY 89 Governor's Request

	<u>FY 88</u>	<u>FY 89</u>	<u>Inc/Dec</u>
General Funds	\$124,275.4	\$126,074.6	\$1,700.2
Federal Funds	14,472.9	14,088.1	(384.8)
Other Funds	8,698.8	8,420.4	(278.4)
Total Budget	\$147,447.1	\$148,583.1	\$1,136.0

Comparison of Authorized Positions FY 88 to FY 89

	<u>FY 88</u>	<u>FY 89</u>	<u>Inc/Dec</u>
Full Time	175.0	192.0	17.0
Part-time	3.0	0.0	(3.0)

Description of FY 89 General Fund Increases

- Increase in cost of benefits-Insurance \$128.8
- Increment for Child Care operating costs \$100.0
- Increment for the Rural Economic Development Initiative REDI \$224.5
- Increment for the Financial Outreach to Encourage Recovery FOSTER operating costs \$651.0
- Increment to fund the Community Economic Disaster Loan Fund \$600.0
- Increment to fund more training in the Dislocated Workers component \$75.5
- Increment to fund the second year Organizational Grant to the Aleutians East Borough \$200.0
- Increment to authorize use of program receipts received as reimbursement of costs of computer useage \$11.0

### Identification of Authorized Position Increases

1. Three positions in the Training and Energy Component were increased to full-time and two new positions were created in this component. Funds were obtained from the Federal Dislocated Workers grant increase. These positions were established during FY 88 by Revised Program approved by the Legislative Budget and Audit Committee but must be re-affirmed by the full Legislature for FY 89
2. One new federally funded position in the Governor's Training component. This position was also funded during FY 88 with the same funds as the ones mentioned above.
3. Two new positions in the Child Care Component, a Grants Administrator and a Clerk Typist. These positions will enable the Child Care unit to keep up with an expanding program. Funding source is the General Fund
4. Two new positions for the REDI program, an Economic Development Specialist and a Clerk Typist. These positions will be located in Bethel. Funding source is the General Fund.
5. Five new positions, Municipal Finance Analysts I (currently requested as Local Government Specialists because the new class does not yet exist) located in the regional offices to assist ailing local communities in solving their financial problems. Funding source is the General Fund.
6. One new position in Administrative Services, Municipal Finance Analyst II, to coordinate the programmatic aspects of FOSTER and to assist communities in the Southeast. Funding source is the General Fund
7. One new Accounting Clerk in the Housing section to assist with collections and foreclosures. Funding source is the Housing Revolving Loan Fund.

### Major Programmatic Changes in the FY 89 Budget

Rural Economic Development Initiative (REDI)--This program was created by combining the Federal Block Grant program and the General Fund Rural Development Grant program. Two Economic Development Specialists will spearhead this effort in the department. Their main job will be to coordinate all the resources of this department and focus them on specific projects that are viable in rural areas. With the availability of some General Funds from the Rural Development Grant program, we can access other sources of funds to increase the money available for this type of project. The thrust of this program is not to create large expensive projects but to develop local industries or businesses that will create long-term employment and self-sufficiency in rural communities.

Financial Outreach to Encourage Recovery (FOSTER)--This program will provide assistance in developing fiscal accountability in communities. Most of these communities do not have the resources to pay for a financial management consultant to come to their areas and develop an accounting, budgeting and fiscal management system and to provide periodic training to personnel on how to maintain this system of accountability. The department proposes to provide an on-going program to assist these communities with fiscal accountability and decision-making techniques when dealing with money. With less State funds to provide assistance, communities need to learn how to live within these new constraints. This program is designed to provide them the tools to control their revenue situation.

Community Economic Disaster Loan Fund--This loan fund is to be used for those communities that are so in debt that no amount of cutting a budget will get them out of it. Several communities have high debts to the IRS for back payroll taxes compounded by federal disallowed costs on grants. This fund will make loans of up to 50% of the Revenue Sharing and Municipal Assistance entitlement of the prior year. There will be no interest charged, a grace period of 1 to 2 years, and a payback period of 5 to 10 years. In order to receive a loan, a community must be declared an economic disaster area and agree to a spending plan developed in conjunction with departmental professional staff.

Legislation With Fiscal Impact

1. <sup>SB</sup> ~~HB~~ 263--Fiscal Accountability--would place new Municipal Grants in the Department of Community and Regional Affairs as of July 1, 1988; increase administrative oversight on the grantees; would allow forgiveness of disallowed costs on grants prior to June 30, 1988 if certain criteria were met. This bill carries a fiscal note of \$10.1 in the Department of Administration to promulgate statewide regulations for grants; and \$285.5 in the Department of Community and Regional Affairs for 3 Grant Administrator and one Accountant positions to carry out the program. The positions are necessary to respond to the mandated level of fiscal accountability.
2. HB 159--Senior Citizens Homeowner's Tax Exemption Program  
A substitute was developed by a working group of seniors municipal representatives, legislators and departmental staff. The program will allocate costs among the State, seniors and municipalities on a sliding income scale of eligibility. If a senior's income level is less than \$15,000 a year, a 100% exemption is available. If the income is \$50,000 or greater, no mandatory exemption will be available. There is no fiscal note attached to this bill as sufficient funds to pay 100% of the State's share is included in the operating budget of DC&RA
3. HB 1--Mandatory Third Class Boroughs--This bill would require the Unorganized Borough to organize. The exact mechanism to do so has not yet been devised. There will be a substantial fiscal impact. However, until the specifics are worked out, it is not feasible to estimate costs of this bill.

# STATE OF ALASKA

*file*  
STEVE COWPER, GOVERNOR

## DEPT. OF COMMUNITY & REGIONAL AFFAIRS

### MUNICIPAL & REGIONAL ASSISTANCE DIVISION

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| <input checked="" type="checkbox"/> P.O. BOX BH<br>JUNEAU, ALASKA 99811-2110<br>PHONE: (907) 465-4750           | <input type="checkbox"/> 710 MILL BAY RD.<br>KODIAK, ALASKA 99615-6340<br>PHONE: (907) 486-5736 | <input type="checkbox"/> P.O. BOX 350<br>KOTZEBUE, ALASKA 99752-0350<br>PHONE: (907) 442-3696     | <input type="checkbox"/> P.O. BOX 41<br>NOME, ALASKA 99762-0041<br>PHONE: (907) 443-5457                        |

January 20, 1988

The Honorable Jim Zawacki  
Alaska State House  
of Representatives  
P.O. Box V  
Juneau, AK 99811

Dear Representative Zawacki:

RE: WEATHERIZATION FUNDING HISTORY

At the House Community and Regional Affairs meeting of January 18, you had requested information regarding past funding of weatherization programs, including how much had been spent for such purposes and how many homes had been served. Enclosed please find a table prepared by this Department describing the funding history for the weatherization program. Prior to Fiscal Year 1981 such funds were administered by non-profits. The funding sources are as follows:

DOE - Department of Energy (federal)

LIEAP - Low Income Energy Assistance Program (federal)

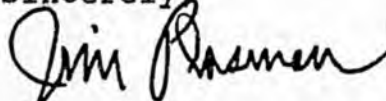
STATE - State of Alaska General Fund

EXXON - Settlement in Exxon oil overcharge case.

The Honorable Jim Zawacki  
January 20, 1988  
Page Two

As you can see, while progress has been made in the weatherization effort, there remains a considerable amount to be done. Thank you for your interest in these programs. If you have any further questions, please contact myself, at 465-4750, or Bob Brean, Deputy Director of the Department's Rural Development Division, which administers these funds, in Anchorage at 563-1955.

Sincerely,



Jim Plasman  
Deputy Director

cc: Representative Henry Springer  
Representative Virginia Collins  
Representative Bette Cato  
Representative Adelheid Herrmann

Bob Brean, Deputy Director  
Rural Development Division, Anchorage

Weatherization Funding History

<u>FISCAL YEAR</u>	<u>DOE</u>	<u>LIEAP</u>	<u>STATE</u>	<u>EXXON</u>	<u>TOTAL</u>
1981	\$ 1.4 mil	--	--	--	\$ 1.4 mil
1982	\$ .8 mil	\$ .5 mil	--	--	\$ 1.3 mil
1983	\$ 1.3 mil	\$ .3 mil	\$ 2.3 mil	--	\$ 3.9 mil
1984	\$ .9 mil	\$ .3 mil	\$ 5.1 mil	--	\$ 6.3 mil
1985	\$ 1.8 mil	\$ 1.0 mil	\$ 5.2 mil	--	\$ 8.0 mil
1986	\$ 1.5 mil	\$ .8 mil	\$ 2.1 mil	--	\$ 4.4 mil
1987	\$ 1.4 mil	\$ .7 mil	\$ .2 mil	\$ 2.0 mil	\$ 4.3 mil
1988	\$ 1.4 mil	\$ .7 mil	\$ .2 mil	\$ 2.0 mil	\$ 4.3 mil
	<u>\$10.5 mil</u>	<u>\$4.3 mil</u>	<u>\$15.1 mil</u>	<u>\$4.0 mil</u>	<u>\$33.9 mil</u>

Homes Weatherized

	Total Homes	As of 1987	% Weatherized
Anchorage	70,724	3,206	5
Fairbanks	22,628	974	4
Juneau	7,656	307	4
Rest of State	<u>50,644</u>	<u>10,541</u>	<u>21</u>
Total	151,652	15,028	10

Based on the 1980 census, it is estimated that about 45,000 homes in Alaska may qualify for weatherization.

PROGRAM HISTORY AND CURRENT STATUS:

The weatherization program (which operates on a federal fiscal year) is just completing its FY 87 efforts. During FY 87, about 1800 homes have been weatherized. Contractors for this effort include:

<u>CONTRACTOR</u>	<u>REGION SERVED</u>	<u>CONTRACT VALUE</u>
Municipality of Anchorage	Anchorage	\$ 985,406
RuaAL CAP	Western Alaska	894,133
AK Comm. Dev. Corp.	Southcentral	894,033
SIH	Fairbanks	469,365
Tanana Chiefs	Doyon	<u>318,482</u>
TOTAL		\$3,561,419

DCRA Study-- Executive Summary-one statement (#4) stands out-many programs for State funding are outmoded and/or result in very substantial inequities to local government. (The fairness doctrine might be applied to make it more viable for poorer regions of the state to form boroughs.)

Appendix--Statistical items stated relate to:

1. Taxable values per student
2. Distribution of business fisheries tax in cities within unorganized borough by REAA
3. Ex-vessel harvest values-averages
4. 1984 per capita income
5. 1986 average monthly wage-Alaska
6. 1986 unemployment rates
7. Population densities
8. Population compositions by race
9. Regional cost of living differences
10. Maps--
  - Boroughs
  - REAAs
  - Federal Census Areas
  - Districts for Costs of Living Study

HCRA Committee memo-December 10, 1987

1. Statement of State Constitutional requirements, local powers vested in cities and boroughs only.
2. Recognized need for economic considerations affecting local governmental support.
3. Value Per Average Daily Membership by school districts listed.
4. Data indicate that some unorganized boroughs may have sufficient economic base to take on local government powers. Some areas no doubt need additional level of state assistance to take on local government powers. Ranking of per capita by governmental units indicated.
5. It is noted that there is some knowledge of land sales and federal assessments of land throughout Alaska, plus state lands, etc.
6. Economic comparison of two regions of the state-volume and value considered-some areas may be able to sustain local government while other areas would need additional state support to function as a local government unit.
7. Wage and salary of some areas of the state indicated.

8. Land entitlements indicated based upon present state law.
9. Social service delivery system-many and varied services to various parts of the state.
10. The need for delivery of social services through legally recognized entities.
11. Equal protection issues, etc., are given.
12. Needs expressed concerning youth and adults in Alaska.
13. Issues at the local level of concern, suicides, alcohol and drug abuse, crime, welfare needs of youth and adults in Alaska.

Neither the state nor the federal government can do what local governments can do, decide what is best for themselves.



[26 SSHB1]

III

(Y)

# Alaska State Legislature

**REPRESENTATIVE DISTRICT 23  
HEINRICH "Henry" SPRINGER**

**COMMITTEES:**

**CHAIR:**  
Community and  
Regional Affairs

**VICE-CHAIR:**  
Transportation

**MEMBER:**  
Resources

HOME:  
P.O. Box 352  
Nome, AK 99762  
(907) 443-2854

WHILE IN JUNEAU:  
P.O. Box V  
Juneau, AK 99811  
(907) 465-3789/-4984

15 Jan '88

To  
Mike & Barbara Coombs  
P.O. Box 325  
Nenana, Ak. 99760

Dear Mike & Barbara,

Thanks for your letter dated 1/12 re the HB 1 - Borough bill. - Read with much interest the position expressed by the petrovers <sup>timors</sup> and yourself, and frankly I'm not surprised. You know I have spend most of my time in Rural Alaska and share your concerns.

I assure your nothing will be crammed down anybody's throat. We are taking steps to have someone from the Dept. Comm. & Reg. Affairs and from the legislature come to Healy in the near future, to make a presentation and to listen. I keep you posted.

Thanks for involving yourself  
Sincerely,  
Henry

JAN 14 1988

Mike and Barbara Coombs  
P.O. Box 325  
Wenana, AK 99760

Representative Henry Springer  
Pouch V  
Juneau, AK 99811

January 12, 1988

Dear Henry,

Opposition to the formation of boroughs is growing. Only a small minority are in favor of the idea and everyone we have spoken to, for or against, wants some input into the issue.

Reading over the report prepared for you by Karen Oakley, it seems obvious that most areas would not be able to support themselves. Any savings the state would initially see would evaporate when funding was needed to support a new level of bureaucracy: the net savings of three million dollars will in truth become a deficit of tens of millions.

Alaska is unique in many ways from any other part of the country. To attempt to solve our problems in the same manner as other states is a foolish path. We have both lived here long enough to have seen the disasterous results of many of these experiments in government. We must find our own solutions to our unique problems.

A borough form of government would be a bad and costly mistake at this time, in the presently unorganized areas. Our quality of life would surely be adversely effected.

In short, we urge you to let this House Bill #1 die in committee.

I look forward to the chance to speak with you in depth on this subject.

Sincerely,

*Mike Coombs*  
*Barbara Coombs*

# STATE OF ALASKA

STEVE COWPER, GOVERNOR

## DEPT. OF COMMUNITY AND REGIONAL AFFAIRS

### MUNICIPAL AND REGIONAL ASSISTANCE DIVISION

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| <input type="checkbox"/> P.O. BOX 8H<br>JUNEAU, ALASKA 99-811-2110<br>PHONE: (907) 465-4750                       | <input type="checkbox"/> 710 MILL BAY ROAD<br>KODIAK, ALASKA 99615<br>PHONE: (907) 488-5736 | <input type="checkbox"/> P.O. BOX 350<br>KOTZEBUE, ALASKA 99752-0280<br>PHONE: (907) 442-3698   | <input type="checkbox"/> P.O. BOX 41<br>NOME, ALASKA 99762-0041<br>PHONE: (907) 443-8457                        |

December 3, 1987

Dear Reviewer:

In 1987, the Alaska Legislature directed the Department of Community and Regional Affairs to "examine the issues of forming regional municipal governments in the Unorganized Borough and report back to the legislature by January 1, 1988."

Presented here is our DRAFT report to the Legislature on the topic. Nearly 400 copies of this draft are being circulated to interested parties for review and comment. Included in this distribution are all municipal governments in the state, unincorporated communities in the Unorganized Borough, members of the House and Senate Community and Regional Affairs Committees, superintendents/boards of all Regional Educational Attendance Areas, boards of all Coastal Resource Service Areas, State Legislators and State Departments who have been involved in these issues or have expressed interest in them, and other interested parties such as the Institute of Social and Economic Research and the Alaska Municipal League.

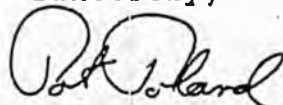
I stress that this document is a draft report. Revisions may be made after comments are received by this office. We ask that you submit any comments no later than December 28, 1987. You may offer them in writing or over the phone. If you provide written comments, please address them to:

Local Boundary Commission Component  
Municipal and Regional Assistance Division  
949 East 36th Ave., Suite 404  
Anchorage, AK 99508

Or you may contact component staff at our Anchorage office by calling 561-8586.

Thank you for participating in this review effort. We appreciate your input.

Sincerely,



Pat Poland  
Deputy Director

REC'D DEC 7 1987

FOR DISSEMINATION

The Department would add to this list the benefit that establishment of boroughs throughout Alaska could convert a fractionalized system of delivering services into one which is uniform and potentially far more efficient.

3. To be welcome, a regional government must serve useful functions as defined by its residents and the state. It must also be of a form which is considered acceptable to its residents. To this end, the Department believes that a home rule borough is the best vehicle to address the needs of the state and regions.

4. Ideally, residents of unincorporated regions would seek to form boroughs on their own initiative. However, reality indicates that this is not likely to happen. Nearly 96% of all the Alaskans who live in boroughs today, live in boroughs which were mandated to be formed by the legislature in 1963 - 1964. Only four boroughs have incorporated since 1964. Without some compulsory action, it is unlikely that many unincorporated regions of the state will form boroughs in the foreseeable future.

5. Many of the residents of the Unorganized Borough already live within a local government structure similar to a borough. More than 36% of the residents of the Unorganized Borough live within home rule and first class cities -- organizations whose powers and duties are virtually identical to boroughs. Further, 43 percent of the residents of the Unorganized Borough live within second class cities -- organizations which, in many respects, are identical to boroughs. Thus, nearly 80% of the population of the Unorganized Borough lives within a structure similar to or identical to a borough.)

6. Clearly, the "natural resources" of the state -- whether they be fishing, minerals, timber or property used in oil and gas exploration, production and transportation -- are not located so as to promote equitable distribution of the benefits of those resources. It is apparent that some unincorporated regions presently have the resources to support a borough government. In fact, some would seem to have far greater resources than many existing boroughs. Other regions, however, have much more limited resources and may not be able to support a borough under the present formulas for funding public services.

7. In many cases, the boundaries of regional educational attendance areas would serve as poor boundaries for prospective boroughs.

#### SECTION V FINAL COMMENTS

The role of the Department in this matter was simply to examine and report on issues relating to regional government in the Unorganized Borough as directed by the

January, 1988

Representative Henry Springer  
House of Representatives  
P. O. Box V  
Juneau, Alaska 99811

Dear Representative Springer:

We the undersigned, in the interest of good representation and public information, believe public hearings should be held in all affected areas of SSHB-1 by the bill sponsors and local representatives.

Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
Ronald L. Davis	Cantwell, Ak 99729	Mile 229 Park Hwy.
A. Krista Davis	Cantwell, Ak 99729	MP 229 Park Hwy.
Debie L. Stratton	Box 67 Healy 99743	Tri-Valley Sub
Thomas J. Stratton	" " " " " " "	" " " "
John J. Stratton	Box 120 Healy, Ak 99743	Tri-Valley Sub
Ronald J. Clark	Box 326 Healy 99743	Park Lane, Healy
Melvin and Alice Hills	Box 351 Healy	Subdiv.
Marvyn Young	PO Box 5	Healy AK 99743
Bob Crowley	PO Box 77 Healy 99743	Tri-Valley Sub-division
Betty Collins	P.O. Box 102 Healy	Tri-Valley subdivision
Michael W. Jensen	Box 106 Healy	Tri-Valley Subdiv. Alaska
John Carter	P.O. Box 199 Healy	Tri-Valley Sub Div.
Quinnell	Spur Box 50	Healy
Clarence Anderson	Bx 103	Healy Alaska 99743
Alice Anderson	Bx 103	Healy, Ak 99743
Charles Williams	Bx 43	HEALY, AK 99743
Kenneth M. Atwood	NK	Healy, Ak 99743
Torie L. Hornel	Box 353	HEALY AK 99743

→

January, 1988

Representative Henry Springer  
House of Representatives  
P. O. Box V  
Juneau, Alaska 99811

Dear Representative Springer:

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Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
Chris Miller	P.O. BOX 33, Healy 99743	Park's Hwy Mile 24.5
Donna Zieck	P.O. Box 33 Healy 99743	N. Hwy, Access & Coast St.
Kathy Spier	Box 303 Healy 99743	Lot 50 block 5
James Koss	Box 316 Healy 99743	248.5 Park's Hwy
Christina Snyder	Box 147 Healy 99743	Lot 37 Block 5
Joseph P. Welby	Box 204 Denali Park	Mile 230 Park's Hwy
Patricia Wilna	Box 124 Healy AK	1.2ignite Rd.
James P. Branner II	Box 39 Healy AK	Branner's Hill
Shirley Hamel	Box 105 Healy, AK 99743	Mi 248.5 Park's Hwy
Kay W. Dyrkorn	Box 313 Healy	Hilltop Lane
James P. Branner	Juneau 169 Healy AK	Branner's Hill
Rae Hoffman	Box 174 Healy 99743	Lot 43 Healy Sub.
J. N. Sharp	Box 8 Healy 99743	Hilltop Lane
Jeanne Sawatzky	Box 371 Healy AK 99743	Lot #2 Andy Drive
Nori Kocken	Box 61 Healy, AK	Block 1 lot 2
Frank K. ...	Kobayashi Area - Lot 29	Audi. address 14221 Sarvick 99515
Quinn	" " " 32	" "

Tim Kelahan Box 174 Denali PK AK 99755

Beth Miller Box 29 Healy AK 99743

L. Monte Lamer P.O. Box 277 Healy AK 99743  
R.V. MC 11.00717

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James W. Thompson  
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Director of Marketing

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683-2587  
683-2587  
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3-2782

January, 1988

Representative Henry Springer  
House of Representatives  
P. O. Box V  
Juneau, Alaska 99811

Dear Representative Springer:

We the undersigned, in the interest of good representation and public information, believe public hearings should be held in all affected areas of SSHB-1 by the bill sponsors and local representatives.

Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
Brenden Gregory M	Box 300 Healy, AK	229 Parks Highway
James Decker	SR. 1 M.P. 260 Healy AK	
George M. Paul	in 260 Parks Highway AK	260 Parks Hwy
James D. Evers	P.O. Box 209 Healy AK	260 Parks Hwy
Don J. Truett	Box 132 Healy, AK 99743	Town Valley Subd. Lot 6 Bk.
James Decker	SR #1 M.P. 260 Parks Hwy	Healy AK 99743
Jackie Pearson	P.O. Box 175 Healy 99743	Stampede Rd
Nancy Russell	Box 343 99755	1.5 Higgins Rd
Kolita Valco	261 Parks Hwy	Healy 99743
Carl H. Tarsen	70B 40052 CLEAR AK	Mile 276.6 Parks Highway
Laura B. Larsen	P.O. Box 40052 Clear.	Mile 276.6 Parks Highway
William Ken	Box 40239 CLEAR	MILE 276 PARKS HWY
Robert Shultz	Box 40239 CLEAR	MILE 276 PARKS HWY
Paul E. Spauld	Box 52 Healy AK	New Creek
Rita Gabe	SR 1 Healy	Ida
James Dawson	SR 1 Healy	Farm
James Dawson	Box 377	Healy AK
Paddy Tatum	ST. R. 1 Nenana, ak	99760

January, 1988

Representative Henry Springer  
House of Representatives  
P. O. Box V  
Juneau, Alaska 99811

Dear Representative Springer:

We the undersigned, in the interest of good representation and public information, believe public hearings should be held in all affected areas of SSHB-1 by the bill sponsors and local representatives.

Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
Patrick O'Connor	Box 58 McKinley Park <sup>99755</sup>	Mile #30 Parks Hwy
Arlita O'Connor	BOX 58 McKinley Park 99755	mile 230 Parks Hwy
MARGARET MENKE	Box 134 Healy 99743	1.5 Hilltop Rd
Mark R Menko	"	"
PETER CUBBY	BOX 366 DENALI PARK	DENALI PARK HOTEL
Larry Keith	Box 609 Denali Park Alaska	
Shirley D. Butler	Box 301 Healy AK 99743	
Riley Gilliam	Box 161 Healy AK 99743	mile 261 Parks
Jurine William	Box 161 Healy, AK 99743	mi 261 Pks Hwy
Tom Plano	<del>RR</del> Mile 261 Healy AK 99743	MI 261 Parks
Linda Franklin	Mile 261 Healy 99743	mile 261 Parks Hwy
Elizabeth Scheen	SR #1 Healy 99743	MI 260 Parks Hwy
Genette K. Glouch	Box 1121 Healy AK	Tri Valley Services
Steve Zee	Box 161 Healy AK	Tri Valley Services





January, 1988

Representative Henry Springer  
House of Representatives  
P. O. Box V  
Juneau, Alaska 99811

Dear Representative Springer:

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Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
Judy T. Tolman	Box 315 NENANA 99760	mile 300 Parks Hwy
Alan W. Shaw	Box 371 Nenana, AK	mile 300 Parks Hwy. 174 Spruce St Anderson AK
Margaret L. Dial	Box 690 Clear AK	Anderson AK
Jerry Dursk	Box 298 Nenana AK 99760	2nd + D
St. Karl	Box 3044 ANDERSON AK 99744	F <sup>st</sup> 152
Nancy Shauj	Box 00377 NENANA AK 99760	mi 300 PARKS
Ronald A. Brown	Box 707 CLEAR AK 99704	mile 290 PARKS
Maria C. Brown	Box 707 Clear AK 99704	mile 290 Parks
Residual	Box 00084 NENANA AK 99760	
MARE GRACE	Box 467 NENANA AK 99760	mile 297 1/2 PARKS
Jess R. Nelt	Box 173 Nenana AK	mile 297 1/2 Parks
Howard P. Helbert	Box 6 Clear AK	

January, 1988

Governor Steve Cowper  
Office of the Governor  
P. O. Box A  
Juneau, Alaska 99811-0101

Dear Governor Cowper:

We the undersigned, in the interest of good representation and public information, believe public hearings should be held in all affected areas of SSHB-1 by the bill sponsors and local representatives.

Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
John Elmore	2535 PARKS HIGHWAY	
Diana Russell	PO Box 343 99755	Mile 1.5 Lignite Rd
Jim Russell	" " "	" " "
Louise F. Grys	P.O. Box 21	Healy AK
Sierra L. Yalonia	Box 6 Healy 99743	Lester Rd Healy
Eda P. Jewett	Box 318 Healy 99743	Mile 249 1/2 Parks Hwy
Constance Hall	Box 66 Healy	Calcoyite Fen
Kenny L. Wolf	" " "	" " "
Margaret McPherson	Box 19.5	Lot 11 OTTS Lake
Greg Duke	S.R. 1	M.I. 260 PARKS HEALY, AK 99743
Paul H. Larsen	POB 40052 CHENA AK	276.6 PARKS HIGHWAY
Laura B. Larsen	POB 40052 Chena AK	Mi. 276.6 Parks Highway
Gail E. Shuford	Box 52 Healy AK	Dry Creek
Rita Debra	S.R. 1 Healy	Fen
Jeanne Jensen	S.R. 1, Healy	Fen
Brian D. Brooks	Box 377 Healy	AK
Tom Himmman	S.R. 1 Healy AK 99743	M.P. 260 Parks Hwy
Mick Larsen	Box 377 Healy	

January, 1988

Governor Steve Cowper  
Office of the Governor  
P. O. Box A  
Juneau, Alaska 99811-0101

Dear Governor Cowper:

We the undersigned, in the interest of good representation and public information, believe public hearings should be held in all affected areas of SSHB-1 by the bill sponsors and local representatives.

Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
James S James	Box 311 Healy	Coal Street
Jenny Cloud	Box 340 Healy	mile 248.5 Parks
Barbara Chapell	Box 312 Healy	Stampede Rd
Ed Porely	STATE ROAD 26 Healy MILE 26 O. Pores Hwy	FERRY
Elaine Paalock	Box 117 Healy	99743 Coal Street
Don Paalock	" "	" "
John Tideman	Box 148 Healy	6/10 mile Shellu Spud
Robert Tideman	" " "	" " "
Michael A Pearson	Box 409 Clear AK	248 Tamarack Ander
Bob Washburn	Box 415 Healy 99743	Otto Lake
Richard C. Miller	Box 144 HEALY 99743	DRY CREEK
Heidi Mc Isaac	Box 52 Healy 99743	Dry Creek
Don Ken Ken	Box 40239 CLEAR	MILE 258.6 PARKS
John Ken	Box 40239 CLEAR	MILE 258.6 PARKS
Kenneth R. L. Villison	ST RT. M.P. 266.2	Healy. AK.
Donna K. Lee	P.O. Box 601 McKinley Park	Wangaman Village Healy
Paula Tatum	R P #2 Nenana AK	99740
Steve Cowper	Box 374 Healy	99743 3.4 mi Stamp

January, 1988

Governor Steve Cowper  
Office of the Governor  
P. O. Box A  
Juneau, Alaska 99811-0101

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Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
Borden Gregory A.	Box 300 Healy, AK	229 Parks Highway
David H. Shaw	Box 377 Nenana 99760	300 PARKS
Joan J. Truett	Box 132 Healy, AK 99743	Tri-Valley Subd. Lot 6 BK
Wanda W. Hall	P.O. Box 373 Healy, AK 99743	TRI-Valley Subd.
Terisa Hall	P.O. Box 373 Healy	
William L. Sowell	P.O. Box 191 Healy	Tri Valley Subd.
Janette Leamy	Box 188 Denali, AK	M.P. 238
Chase Elmore	Rt. 1 Healy 99743	M.P. 253 Parks Hwy
David Graham	Box 38 Healy	TV'S Drain
Mark Powell	Box 346 Healy	Pinguicula Subd.
Victoria A. Hooper	Box 125 Healy	McPherson A. J.
Robert Brown	Box 325 Healy	248 mi Parks
Daniel A. Berg	P.O. Box 65 Healy, AK	249.4 PARKS Hwy
<del>David</del>	mile 260 Parks Hwy, Healy	mi. 372
Peter Gilliam	Box 161 Healy, AK 99743	mile 261 PARKS
William Milliam	Box 161 Healy, AK 99743	Mi. 261 PARKS
Tom Pharo	SA mile 261 Healy, AK 99743	mi. 261 PARKS
Linda Franklin	mile 261 Healy 99743	mile 261 Parks Hwy.

January, 1988

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Office of the Governor  
P. O. Box A  
Juneau, Alaska 99811-0101

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Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
<u>Ernst Steimoneit</u>	<u>Box 375 Healy 99743</u>	<u>Park Lane, Healy</u>
<u>Joyce Greenslade</u>	<u>Box 386 Clear 99204</u>	<u>276.8 Parks Hwy</u>
<u>Alan R. Greenslade</u>	<u>Box 386 Clear 99704</u>	<u>Mi. 276.8 Parks Hwy</u>
<u>Ronald J. Clark</u>	<u>Box 326 Healy 99743</u>	<u>Park Lane, Healy</u>
<u>Patrick O'Connor</u>	<u>Box 58 <sup>99855</sup> McIntire</u>	<u>Parks Hwy 230</u>
<u>Mark R Menke</u>	<u>Box 134 Healy 99743</u>	<u>1.5 Hill Top Street</u>
<u>Margaret A Menke</u>	<u>"</u>	<u>"</u>
<u>A. Kaine Law</u>	<u><del>Box 128</del> <sup>99725</sup> Cantwell, Ak.</u>	<u>MP 229 Parks Hwy</u>
<u>Ronald L. Dano</u>	<u>Centwell, Ak 99819</u>	<u>Mile 229 Parks Hwy</u>
<u>Arlota O'Connor</u>	<u>Box 58 McKinley Park</u>	<u>mile 230 Parks Hwy</u>
<u>Jerry Keith</u>	<u>Box 609 Denali AK</u>	<u>ak.</u>
<u>Karen Keith</u>	<u>Box 609 Denali AK</u>	<u>Healy Subdivision</u>
<u>Peter Tubber</u>	<u>Box 366 Denali AK</u>	<u>Denali Park Hotel</u>
<u>Marlene L. King</u>	<u>Box 65 Healy AK</u>	<u>Letta Rd</u>
<u>Elizabeth Schenk</u>	<u>SR #1 Healy</u>	<u>MP 260 Parks Hwy</u>
<u>Steve Ziegler</u>	<u>Box 167 Healy AK</u>	<u>Tri Valley Sub Division</u>
<u>Janet Blones</u>	<u>Box 167 Healy AK</u>	<u>Tri Valley Subdivision</u>



January, 1988

Governor Steve Cowper  
Office of the Governor  
P. O. Box A  
Juneau, Alaska 99811-0101

Dear Governor Cowper:

We the undersigned, in the interest of good representation and public information, believe public hearings should be held in all affected areas of SSHB-1 by the bill sponsors and local representatives.

Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
Lewis Smith	Box 437, Unalakleet	mi 280.5 Forks
Kathleen Bruce	P.O. Box 138 Denali Park	AK 99745 mi P. 238.8 Forks
Judy Stratton	P.O. Box 120 Healy	AK 99743 Tri Valley Sub.
Dick Stratton	P.O. Box 67 Healy	AK 99743 Tri-Valley Sub.
Thomas Stratton	Box 67 Healy	99743 " " "
Inland Hill Mills	Box 351 Healy	99743 Tri Valley Sub.
Norman C. Stroup	STRN	Thermone - 99760
Howard C. Vank	P.O. Box 3084 Anderson	99744
Mary E. Staker	STR 2	Nanana mi 289 P.O. Box He
Carol Klockner	P.O. Box 106 Denali Park	mi Tri Valley Sub. AK
Alroy Young	P.O. Box 5	Healy AK 99743
Rita Crowley	P.O. Box 77 Healy	AK 99743 Tri-Valley Sub-Division
Betty Cottel	P.O. Box 102 Healy	Tri-Valley Sub-Division
Sharon Drunkle	P.O. Box 105	Healy AK 99743
Michael W. Anderson	105	Healy AK 99743
John Carter	P.O. Box 199 Healy	AK TRI-Valley Sub Div.
Lawrence	Box 50	Healy
Lawrence Anderson	Box 103	Healy Alaska 99743
Alice Anderson	Box 103	Healy AK 99743
Charley Williams	Box 43	HEALY AK 99743
Harriet M. Anderson	NA	Healy AK 99743
Lario L. Arnold	Box 353	Healy AK 99743

<u>Name</u>	<u>address</u>	<u>physical address</u>
Julie Boselli	Box 821 Denali	Mile 224 Parks
AL Busby	Po Box 614 Denali	mile 224 Parks
TRICK W. TOWERS	P.O. BOX 142, HEALY, AK 99743	Mile 248 1/2 Parks, Hwy
Walt Wm. S. Towers	Box 148 Healy, AK 99743	mile 245 Parks, Hwy.
James W. Wigg	Box 7 Healy, AK 99743	OTTO LAKE
Carl S. Spurr	Box 146 Healy, AK 99743	
Raymond D. Noble	Box 2 Cantwell	99729 132.5 Degecal Highway
John E. Desmeyer	P.O. Box 126 Cantwell	Behind Deseyu
Mike Desmeyer	" " " "	" " "
Mike Desmeyer	P.O. Box 40 Healy	Heater Rd.
Ken Desmeyer	P.O. Box 376 Healy	LIGNITE RD
Jim CONDRAV	P.O. Box 181 Healy	1.4 Lignite RD.

January, 1985

Governor Steve Cooney  
Office of the Governor  
P. O. Box A  
Juneau, Alaska 99801

Dear Governor Cooney:

We the undersigned, in the interest of good representation and public information, believe public hearings should be held in all affected areas of SSHB-1 by the state, local, and tribal representatives.

Sincerely,

NAME	MAILING ADDRESS	PHYSICAL ADDRESS
Chris Miller	PO BOX 33 Healy 99743	Part 4 Hwy. Mile 245
James Zupke	Box 303 Healy, Alaska 99743	Healy Area, 3rd Circl St
Kathy Speer	Box 303 Healy, Alaska 99743	Lot 50 Block 5
James Ross	Box 316 Healy, Alaska 99743	2485 Parks Highway
Christella Snyder	Box 197 Healy, AK	Lot 37 Block 5
Joseph R. Welch	Box 207 Dewal. Pk.	Mile 230 Parks Hwy.
Patrick J. Wilson	Box 124 HEALY AK	1.2 Lignite Rd
Kenneth J. Brennan II	Box 57 Healy, AK	Brennan's Hill
Bridget Hamel	Box 105, Healy, AK 99743	Mile 248.7 Parks Hwy
Kay W. Durham	Box 313 Healy, AK 99743	Hilltop Lane
Paul Hodgman	Box 174 Healy, AK 99743	Lot 43 Healy Sub.
James J. Brown	Box 169 Healy, AK	Brennan's Hill
John Gray	Box 8 Healy, AK 99743	Hilltop Lane
Joann Sawatzky	Box 311 Healy, AK 99743	Box 2 Anly Dr
Dence Carter	Box 48 Healy, AK	Tri-Valley Subd.
John Kachera	Box 61 Healy, AK	Block 1 Lot 2 TV Sub.
John Richard	Box 65 Healy, AK Lot 29	Box 815 13 Ranch 99743
George Richard	" " " 32	" " " " "
Tim Ketchum	Box 174 Dewal. Pk 99743	
Condey Math	Box 114 Healy, AK	99743
Konnie Duncan	Box 208 Healy, AK	99743

How L. Jelen	Box 178 Healy AK	683-2565
Dave P. Baker	Box 166 Healy	683 12508
James J. Murrigan	Box 91 Healy	683 2587
Jeffrey Craig	Box 201 McKinley Park	M. 24 STAMPADE
Louise P. Matus	Rx 114 Healy	3-2620
Vicki R. Burdick	Rx 127 Healy	3-2792
Mary D. Pearson	Box 199 McKinley Park 99755	M.P. 238 Hwy <sup>Park</sup>
Bill Allen	Box 191 McKinley 99755	M.P. 233 Park <sup>Hwy</sup> 683-270

# School district challenges borough's scope

One Times 8/30/81

By Patti Harper  
Times Writer

A rural school district is trying to stop formation of a proposed borough in the Aleutians.

The Lake Peninsula school district, based in King Salmon, has filed suit in Anchorage Superior Court challenging the Aleutians East borough boundaries approved by the Local Boundary Commission in July.

The district contends that in-

clusion of some unpopulated lands within the district near Port Helden and Ivanoff Bay, and the waters adjacent to those lands, takes away part of its future tax base for education.

"The effect of the creation of the borough is to reduce the size of the school district," said the district's Anchorage attorney, John Hedland.

"It's just the goofy boundaries that give rise to the case. The

boundaries are only being drawn that way to allow them to tax in that area," he said.

The boundary commission's decision stated the lands were included in the new borough "because of the importance of the water area (next to them) to the financial viability of the proposed borough and the importance of linking the water with the uplands."

The commission agreed with

Sand Point City Manager Lamar Cotten and other borough advocates that the commercial fishing waters in question were used primarily or exclusively by fishermen from the communities of the proposed borough.

"The big thing here is that the fishing off that shore of Port Helden is done by our fishermen. Therefore revenue generated should go back to people in these communities," Cotten said.

The school district also is arguing as part of its appeal that the boundary commission had no legal right to order that a proposition to approve a 2 percent sales tax and use tax on raw fish be part of the incorporation ballot to be voted on Oct. 6.

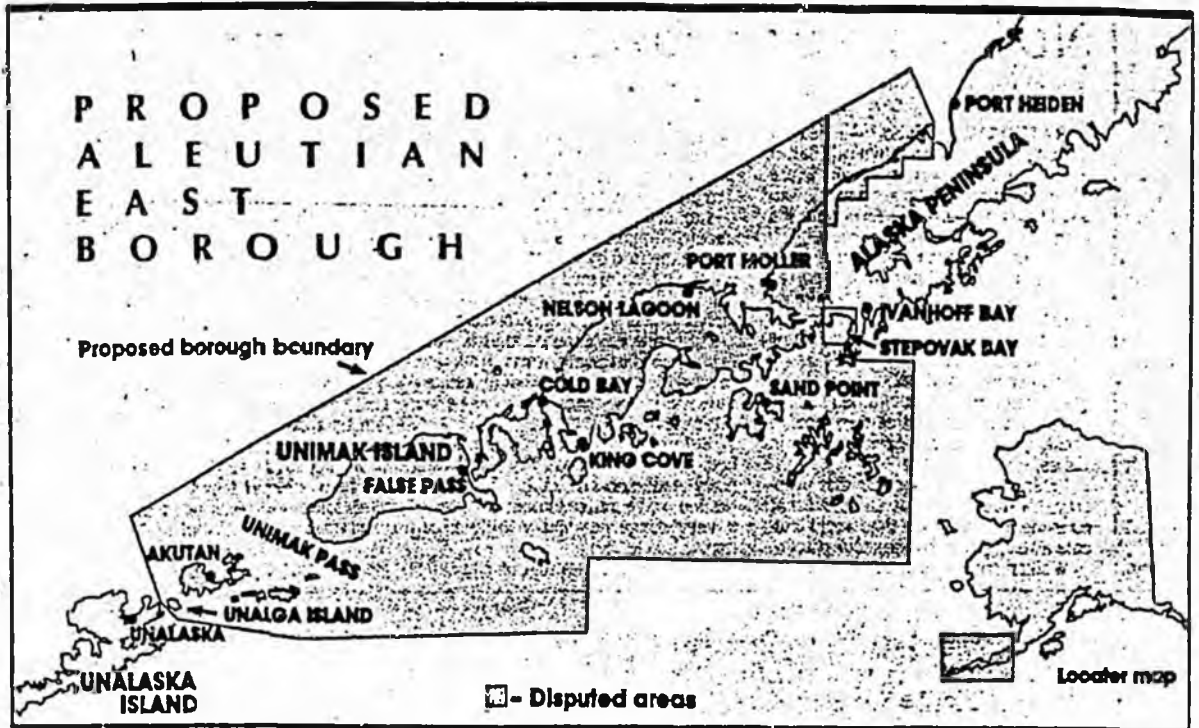
Cotten estimates that the revenues that will roll in from the tax on the red salmon caught off Port Helden alone — part of the

See Boundaries, page A-1

A-16 Sunday, August 30, 1981, The Anchorage Times

SSHBI

(25-A)



## Boundaries: School tax base affected

Continued from page A-1

disputed area — will bring \$180,000 each year into the borough coffers.

The Lake Peninsula appeal also claims that notice of the boundary commission's hearing on the proposed borough was inadequate and "calculated to preclude participation of interested parties by virtue of the conduct of the hearing during fishing season."

"We're really frustrated," Cotten said. "Lake Peninsula is an REAA (Rural Education Administration Area). Here they are taking limited state money for education and taking it to sue us."

The Bristol Bay Native Corporation, which owns most of the lands in question, also has opposed the borough boundaries but has decided not to appeal the boundary commission decision itself.

BBNC officials said they weren't worried about property taxes because most of the lands will be protected against property tax under land bank provisions of federal native claims le-

"We're really frustrated . . . Here they are taking limited state money for education and taking it to sue us."

Lamar Cotten  
Sand Point city manager

gislation.

The Aleutians East borough as approved would run from near Port Helden on the Alaska Peninsula to Unalga Island, stopping just short of Unalaska. It would be the regional government for about 2,000 people living in seven communities spread out over a 27,000-square-mile area.

An additional 1,000 or so people pass through as transient workers during important fishing seasons.

The borough would be the thirteenth regional municipal government in Alaska. It would be bigger in population than at least two others, the Bristol Bay and Haines boroughs.

The major communities within the borough are Sand

Point, King Cove, Akutan, Port Moller, Nelson Lagoon and False Pass. All have populations with Scandinavian and Aleut heritage, and Russian Orthodoxy is the predominant faith. Cold Bay is the area's transportation hub.

The communities sit on mountainous terrain in an area with active volcanoes. Earthquakes are common. The sea that surrounds them provides the population's livelihood.

The cash economy is strong, though subsistence hunting and fishing also are important.

The area has developed rapidly in the last decade, according to a Department of Community and Regional Affairs report. Fisheries development has been the source of the boom, but min-

eral development, particularly oil and gas, is also a possibility.

Cotten said there were three main reasons for formation of the borough: local control over education, additional funding for education and capital projects like marine ports in a time of dwindling state funding, and political power.

"We know we're going to speak stronger with a single voice," he said.

Commercial fishing is the cornerstone of the economy, and the borough has been designed with that in mind, Cotten said.

An estimated \$421,000 could be raised from the raw fish tax to fund the borough, and an additional \$712,000 is expected in sales tax revenues toward the anticipated \$1.5 million borough budget.

Cotten is confident the borough will come into existence. The lawsuit and the argument about corporation boundaries are not valid challenges to the borough, he said. "It's throwing hooks in the water to find anything to stop it, hoping one reason will catch," he said.

# Alcohol abuse costs economy up to \$117 billion

By SPENCER RICH  
The Washington Post

WASHINGTON — Alcoholism and alcohol abuse cost the nation as much as \$117 billion a year in lost productivity and medical bills, an anti-alcoholism conference convened by Health and Human Services Secretary Otis Bowen was told Friday.

Thomas Burke, Bowen's chief of staff noted that the figure is more than five times as high as the \$23 billion savings that the Reagan administration and congressio-

nal leaders are striving for in their current budget summit.

"Much of this comes out of the Treasury in one way or another," Burke said in a speech at the conference here. "I'm talking about Medicaid payments, health-care payments, family-support payments, funds for the homeless and the like."

Burke said \$92.8 billion of the total cost "represents products, goods and services never produced, never delivered" because of alcohol-related problems.

"These hidden costs represent the economic stagnation caused by reduced productivity, premature loss of life, employment lost by victims of alcohol-related motor vehicle crashes and incarceration of criminals," he said.

About \$15 billion of the total is for direct medical costs, according to the HHS. The rest is for various indirect and social welfare costs.

Bowen convened the meeting to launch several projects, including speedier transfer of research findings to treatment

programs, more clinical training, new public assistance and employee assistance programs, advertising programs and possible health warnings on alcoholic beverage containers.

Enoch Gordis, director of HHS' National Institute on Alcohol Abuse and Alcoholism, said in an interview that the \$117 billion figure was computed for 1983 by the Research Triangle Institute of North Carolina.

Lost productivity includes loss due to premature death

or illness of workers as a result of alcohol, financial impact on labor benefit plans and added costs of courts, police work and the like.

"Direct medical costs for the treatment of alcoholism are tiny," Gordis said. "The big medical costs involve complications, the diseases associated with alcoholism, cirrhosis of the liver — mostly alcohol-related, 90 to 95 percent of the time. Brain damage, cardiac problems, stroke, pancreatitis, highway accidents."

Gordis said about 18 million adults have alcohol-related problems. About 10.6 million are alcoholics and another 7 million to 8 million are alcohol abusers, he said.

Bowen, in remarks Thursday, said, "Nearly 5 million adolescents, or three in every 10, have problems with alcohol."

An HHS fact sheet said average per capita consumption of alcohol was 2.65 gallons in 1984, the third consecutive annual decrease.



## 'Superbaby' today; burnout tomorrow

By LINDSEY TANNER  
The Associated Press

CHICAGO — Parents trying to rear "superbabies" may instead create a generation of early burn-outs, a panel of experts said Friday, warning that force-feeding ac-

Academy of Pediatrics' Committee on Early Childhood, Adoption and Dependent Care.

"They're tired, they're irritable, they have bellyaches. ... It's obvious they're on overload," he said.

SS 11/1

25-B

25-C  
SSH81

# Anchorage Daily

VOL. XLII, NO. 297 84 PAGES

ANCHORAGE, ALASKA, SATURDAY, OCTOBER 24, 1987

## Sovereignty issue loses in AFN vote

By E.W. PIPER  
Daily News reporter

A five-year debate that had threatened to shatter Native solidarity and undermine the Alaska Native Claims Settlement Act ended early Friday evening as the Alaska Federation of Natives reached agreement on changes to the landmark 1971 federal law.

The delegates to the 21st annual AFN convention voted overwhelmingly to separate the complex and potentially explosive issue of tribal sovereignty from the so-called "1991 amendments," designed to help Alaska Natives maintain ownership of the 44 million acres of land conveyed to

them by ANCSA. A record number of delegates — more than 2,000 — voted on the amendments shortly before 6 p.m. after a long and emotional day of debate at the Egan Convention Center.

The matter held a special and anxious urgency for the AFN leadership, which has been trying to gain consensus on ANCSA amendments and get them passed by the U.S. Congress before 1991, the expiration date for provisions protecting Native corporations from losing land or stock to non-Natives.

Those amendments are now  
See Back Page, CLAIMS

# NEWS

PRICE 25 CENTS

ANC DAILY NEWS

10/17/87

C-4

## Cowper: Communities must develop their economies

The Associated Press

SCAMMON BAY — Economic development in rural Alaska must come from community initiative rather than government spending or outside sources, Gov. Steve Cowper says.

Cowper told the Association of Village Council Presidents on Thursday that government-based economies are unacceptable.

"We have learned that economic development initiated by outside communities or by a distant government has proven unlikely to be a long-term success or improve the lives of the poor."

Government spending accounts for almost two-thirds of the income in many rural communities, while accounting for only about one-third in urban areas, Cowper said.



# Alaska State Legislature

(24)SSHB1

II-(J)

## House of Representatives

### Committee on Community & Regional Affairs

Pouch V  
State Capitol  
Juneau, Alaska 99811  
(907) 465-4833

November 20, 1987

DEC 3 - 1987

Honorable Stan Peters, Mayor  
Emmonak City - P. O. Box 8  
Emmonak, Alaska 99581

Dear Mayor Peters:

Just a delayed note to say that I enjoyed visiting and meeting with the Mayors of the Coastal Yukon Mayors Association.

In gathering information pro and con on SSHB 1 - Mandatory Borough Bill, Representative Henry Springer would appreciate any comment on this bill that is in his committee. I know Martha Fischbach, his Secretary has asked for this information and I just want to follow-up a bit so we can have your concerns for the record and for the committee members.

If you could poll or call the various mayors, and indicate the number that are for SSHB 1 \_\_\_\_\_; indicate the number that are against SSHB 1 \_\_\_\_\_. Thanks for your time and effort in this matter.

We would appreciate any comments that you wish to add based upon phone calls, etc. Space is provided for your written comments.

Comments on SSHB 1.

It is the concensus of the majority of the mayors that they are opposed to  
SSHB 1. However, we are not going to be like ostriches and stick our heads  
in the sand, we are proceeding with studies on boroughs and the financial  
burdens it would curtail.

Please us the backside if you need more space to write.

Sincerely yours

*David C. Harrison*  
Dr. David C. Harrison, P.A. HCRA  
cc: Martha Fischbach, Secretary HCRA

(24)

(K)

UNIT 17 AND PORTION OF UNIT 6 UP TO THE CHITINA RIVER OF THE ELECTION DIST.  
AND THE COPPER RIVER SCHOOL DISTRICT.

DEC 21 1987

CHITINA, AK 99566-0026  
P.O. BOX 26  
DEC. 2, 1987

GOVERNOR STEVE COWPER  
P.O. BOX A  
JUNEAU, AK 99811-0101

DEAR GOVERNOR STEVE COWPER \* *Rep Virginia Pitt Collins*

THE LEGISLATORS ARE FORCING US INTO A BOROUGH. IN FACT IT'S MANDATORY. IF THE NATIVES CAN MAKE CHANGES AT A NATIONAL LEVEL, WHY CAN'T THE STATE MAKE CHANGES ON A STATE LEVEL?

THE PEOPLE IN THIS AREA, ON A WHOLE, DON'T FAVOR A BOROUGH AND THIS INCLUDES THE AHTNA CORPORATION. THE ONLY REASON WE WOULD FORM A BOROUGH IS TO PROTECT THIS AREA FROM POSSIBLE TAKE OVER FROM OTHER BOROUGHs.

WE ALL KNOW WHAT REVENUE IS COLLECTED FROM THE OIL PIPELINE AND THE STATE IS COLLECTING IT IN RETURN FOR MINIMAL SERVICES THAT THIS COMMUNITY DESIRES.

WE WOULD LIKE TO CONTINUE OPERATING AS IN THE PAST WITH THE STATES INVOLVEMENT IF THE STATE WOULD GURANTEE THE BOUNDARY, THAT NO OTHER BOROUGH COULD ENCROACH THIS UNORGANIZED BOROUGH.

INDEED WE ARE ALREADY OPERATING AS A BOROUGH TO SOME EXTENT, BUT AN UNORGANIZED ONE THROUGH THE COMMUNITY AND REGIONAL AFFAIRS.

THE STATE COULD USE THE SURPLUS FUNDS FOR OTHER AREAS THAT HAVE PROBLEMS WITH THE FUNDING FOR OPERATIONS.

I WOULD APPRECIATE A REPLY AT YOUR EARLIEST CONVIENIENCE AS THE MATSU BOROUGH WANTS TO INFRINGE AND WE DON'T HAVE MUCH TIME.

IF THIS REQUIRES A PETITION, I WOULD APPRECIATE YOU LETTING ME KNOW SO THAT I CAN GET STARTED ON IT AND THAT THE LEGISLATORS CAN ACT ON THIS NOW.

SINCERELY

*Adina B. Knutson*

ADINA B. KNUTSON

*It would be nice to leave one area completely state controlled. We enjoy going to larger cities to take in events that we don't have because of preference.*

JAN 14 1988

f.w. KCRA

(2)

P. O. Box 944  
Delta Junction, AK 99737  
Dec. 30, 1987

Hon. Steve Cowper, Governor  
State of Alaska  
Third Floor, State Capitol  
P. O. Box A  
Juneau, AK 99811

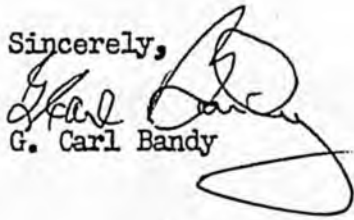
Dear Gov. Cowper:

During the past several months certain members of the Alaska Legislature have been promoting legislation that would force formation of organized boroughs in those areas of Alaska where such boroughs do not now exist. Apparently those proposing this legislation have not explored either the costs involved or the effect such legislation would have not only on the areas involved but the entire State of Alaska.

Using the Delta Junction area as an example, it is unlikely the costs of starting up a borough government could be recovered for many years even considering the availability of taxes from the oil pipeline that passes through the area. To tax the pipeline you must also tax private property; costs of appraisals alone would be enormous, and since only five mills would be available from the pipeline the balance would have to come from borough residents. At this time there is simply not enough taxable private property to make up the difference since total population within a 50-mile radius is less than 5,000 including men, women and children along with the military and dependents at Ft. Greeley. The entire area from Delta to the Canadian border is very sparsely populated. There is no way a borough government can be self-supporting in all that area or in other areas of Alaska with so few people. I urge you, as leader of our State, along with all members of the Legislature, to carefully consider the total impact on the future of our State of adding another layer of government before population and need warrants such action. The current funding for unorganized boroughs is provided from oil revenues on a per capita basis. Deleting some of the "nice to have but not really needed" capital projects should be considered prior to adding more government.

In regard to the proposed annexation of the pipeline corridor to the Delta Junction city limits by the MatSu Borough, I cannot believe you or the Legislature will permit this. Not only would the State be deprived of needed revenue, it would preclude any future development and population growth in the entire 150-mile long corridor in addition to the Delta Junction and Glenallen areas. Along with the proposed borough, it would be a devastating blow to the economy of both areas. If the State of Alaska is to develop its potential we must encourage, not discourage, growth and development. We rely on you, as Governor, for leadership and we trust our Legislature will exercise good judgement in these matters.

Sincerely,

  
G. Carl Bandy

cc: Members, House and Senate  
David Hoffman

(m-1)

December 27, 1987

The Honorable Henry Springer  
Pouch V  
Juneau, Alaska 99811

JAN -4 1987

Dear Representative Springer,

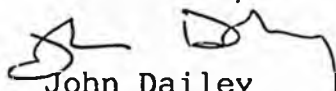
Enclosed please find a copy of my recent letter to Commissioner David G. Hoffman, of the Department of Community and Regional Affairs concerning their Regional Government Study, to be released in January. That letter details my objections to the Report, and to the passage of SSHB 1.

Although I have not had the opportunity to meet you personally, my neighbor and friend, Mike Coombs has, and has passed along his great respect for your fair-mindedness and understanding of our concerns as rural non-borough residents. I believe that as your Committee delves further into the actual economic feasibility of implementing this legislation, they will see that, far from securing a net revenue increase, it will only add superfluous and expensive government, due to the sparsity of population, in the end causing a further drain on the beleaguered state treasury. We in rural areas are not unmindful of the thorny economic issues you are dealing with, but would prefer some form of benign neglect to the mandatory formation of a borough along with every service to be found in large urban areas.

We are counting on your careful and critical appraisal of this legislation, and a fair and respectful treatment of our lifestyle.

Thank you for your consideration.

Sincerely,



John Dailey  
Mile 260 Parks Highway  
Healy, AK 99743

Encl: Letter to Commissioner Hoffman re:Regional Government Study

December 26, 1987

Commissioner David G. Hoffman  
Department of Community and Regional Affairs  
949 East 36th Avenue, Suite 400  
Anchorage, AK 99508-4382

Dear Sir:

I am writing to respond to the Draft of the Regional Government Study scheduled to be released in January by the Department of Community and Regional Affairs. You and your staff have marshalled a useful array of statistics, which certainly help any discussion concerning the fate of the vast, largely unpopulated regions of the state which are not presently incorporated as boroughs. But while the Commission disclaims the advocacy of "any particular course of action with regard to issues relating to regional government in the Unorganized Borough," their conclusions and final comments do just this, in what seems to be a most illogical and biased manner.

For example, the Commission states that "Ideally, residents of unincorporated regions would seek to form boroughs on their own initiative", but that "without some compulsory action, it is unlikely that many unincorporated regions of the state will form boroughs in the foreseeable future." Since four boroughs have voluntarily organized since the mandating of the original boroughs in 1964, it is illogical to assume that this voluntary process will not continue as the need arises. With an "additional 80% of the Unorganized Borough residents living within first or second class cities, within a structure similar to or identical to a borough", it seems that the Report's stated goal of government which "serves useful functions as defined by its residents", ... "of a form which is considered acceptable to its residents" has been met within the present governmental framework. Why then must the remaining small and exceedingly dispersed population be "compulsorily" required to accept a form of government that they neither desire nor feel to be appropriate at this time?

The question of whether to force unwelcome forms of government on the sparsely populated areas is really the crux of the matter. The Commission summarizes and seems to support the insincere wording of SSHB 1. As the potential recipients of this unwelcome largess, we are unctuously assured that by creating a vast borough (or being annexed to a large neighboring borough) we will "unite the residents of Alaska in an effort to make the state the best that it can be - to eliminate the divisiveness which results from 'rural versus urban' thinking." Here, I must state unequivocally that my rural neighbors and I do not wish to force any form of government (or non-government) on the urban residents. We recognize the urban areas' right to chose a more organized way of life, and we certainly expect that they in turn would respect

the choices we have made. We know that, borough or not, there is no way that any government body can give us the complex of cultural and educational opportunities that more populated areas enjoy, nor the infrastructure of roads, water systems, and power facilities that serve these areas.

While I am unable on such short notice to provide adequate statistics to support my position, I believe that a description of my and my neighbors' lifestyle is germane. Our small, unincorporated community consists of about 10 families in and around the old railroad town of Ferry, about 13 miles north of Healy, in the Railbelt REAA. Most of us live on the east side of the Nenana River, and to get to our cabins must park our vehicles on the west side of the River and cross on a narrow footbridge. To gain access to my family's homestead, we paid one of the local miners to improve an old access road with his cat. We then purchased a small farm tractor with a backhoe attachment to install culverts, and maintain the road. Our small cabin was built with lumber that we milled from timber on our land. Our house is heated by wood, and lighted by batteries and a generator. We have a 1½ mile telephone line, which we installed ourselves, in order to receive telephone service. This is not a smug description of the superior nature of rustic living but merely a description of a different way of living, a different series of choices. In the place of service districts and other government facilities we have elected a more direct and individualistic way of providing for our basic needs. Once again, I must insist that the reader not dismiss us as macho folks describing our 'last of the rugged individualists' routine. Although we are proud of our abilities, we recognize the value of urban amenities, and sometimes even envy them... Realistically, we do not expect any publicly financed government body to build multi-million dollar bridges, roads, powerlines, etc. to our isolated cabins.

Since we do not request or expect the many government services provided by boroughs, we are baffled as to why legislators from these areas feel that they need to be provided for us. The issue of 100% state funding of our schools (as opposed to the 35% local support formula in organized boroughs) has sometimes been raised. While it is true that our local school system is almost totally supported by the state, certainly the per capita disbursement of state funds here in the Railbelt REAA, to all residents (not just students) does not exceed the per capita disbursement to the residents of the typical organized borough. If we choose to use our state oil money for our school system, and largely provide other services ourselves, should we not be permitted to make that choice?

I am also alarmed that instead of fashioning an impartial report by seeking genuine comment from all sectors, including the areas in question, the Commission seems to credit what they identify

as concerns of "excessive regulation", "unwarranted growth of government" and governments grown "out of control", not as the legitimate fears of a wary citizenry, but as the intemperate ravings of an anti-government fringe; as weary and obstructionist arguments to be overcome by such bland assurances that charters of newly formed boroughs can incorporate "ironclad guarantees"... "to severely control the manner in which the borough may assume regulatory duties and discretionary powers." The desperate and successful efforts of the Fairbanks North Star Borough voters to regain at least partial fiscal control of their borough government by placing a tax cap on their assembly shows that it is not such an easy task to "control" a borough government.

Rather than truly investigate the sentiments of these areas, the Commission seems to have embarked on a sell-job, complete with strategies to "enhance the acceptability of a borough." The Commission helpfully suggests sops that might be thrown to the Native community, for example, to gain their support, such as "appointing the community IRA or Native Traditional Council to serve as the borough service area board for that community." It seems unlikely that these bodies would willingly exchange the real powers they now have in the Native Corporation structure for a largely advisory role.

Further, the Report recommends that "Before any across-the-board change is implemented [emphasis mine] such as that envisioned by SSHB 1, it is essential that appropriate boundaries for prospective boroughs be identified." It seems that this should be done, in fact, before any across-the-board changes are adopted. Additionally, hearings should be scheduled to solicit local opinion and identify the concerns of the areas involved. The whole process should be slowed down to the point where adequate time is available for complete discussion.

In closing, I would state my belief that the best interests of all Alaskans are not well served by the presumptuous, disingenuous and falsely altruistic attitudes expressed by the authors of SSHB 1, and echoed by the Commission. Would not recognition and respect for the varied lifestyles that characterize our state better serve the drafters' goals of "uniting the residents of Alaska...to make the state the best that it can be" rather than "compulsory action" to force unpopular and unnecessary forms of government on some of its citizens? I would sincerely hope that the Draft Regional Government Study is expanded and rewritten to address these concerns.

Yours truly,



John Dailey  
Mile 260 Parks Hwy  
Healy, Alaska 99743

cc: Senator Coghill, Representatives Schultz, and Springer

(N)

JAN - 4 1987

Dec 27, 1987

DEAR SIR,

AS I ALSO WROTE TO REPRESENTATIVE RONALD LARSON:

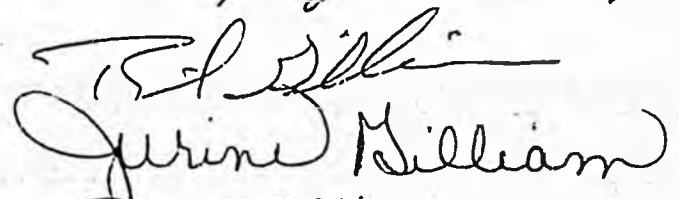
I AM NOT MUCH WITH WORDS, SO AS BEST AS I CAN! PLEASE HOUSE BILL # 1! AS I UNDERSTAND WANTS US TO BECOME A BOROUGH. (WE LIVE AT MILE 261 PARKS HWY) I DO NOT NOW, DID NOT WHEN I MOVED HERE, OR DO I WANT TO EVER LIVE IN A BOROUGH, COUNTY, OR CITY! I LIKE RURAL LIVING. I LIKE MY outhouse, I LIKE HAVING NO ELECTRICITY. I LIKE TO PUMP MY WATER BY HAND. I LIKE HAVING TO PLOW MY OWN ROAD OR WALK!

I DO NOT, DON'T, REFUSE, WANT LOCAL SERVICES PROVIDED BY REPRESENTATION OR TAXES! I'LL PROVIDE FOR MYSELF!

IF I CHOSE TO LIVE URBAN I'LL MOVE TO TOWN!

REMEMBER WE CHOOSE TO LIVE RURAL, NO ONE MADE US DO IT! LEAVE US BE! IT'S CALLED FREEDOM!

Thank you for listening,



Rylee Gilliam  
Box 161  
Healy, AR, 99743



# RAILBELT SCHOOL DISTRICT

Drawer 280 Healy Alaska 99743 • (907) 683-2278  
James W. Paul, Superintendent

December 22, 1987

JAN - 4 1987

Local Boundry Commission Component  
Municipal and Regional Assistance Division  
949 East 36th Avenue, Suite 404  
Anchorage, AK 99508

In response to the Regional Government Study, our initial reaction was quite negative and is probably a result of an extension of the thought in Section IV under Conclusions, item 4, "Ideally residents of unincorporated regions would seek to form boroughs on their own initiative."

The argument the study makes is that people tend to not want regional government. Therefore the state may need to make it compulsory. What doesn't seem to be addressed adequately is the point that the population centers of the state already have regional governments and that most Alaskans, in addition to the natural distrust they have for any kind of government, may well intuitively understand that the levels of service a government can provide per unit of taxation:

- a) is a function of the wealth of the area and the density of population, and
- b) that below a certain point, services actually decline, inequities loom larger, and the regional government itself needs a disproportionate share of the revenues - just to remain in existence.

The point here is that there are very valid reasons for not wanting a regional government in some areas!

After rereading the document however, there needs to be some credit granted the authors for the insight shown in the first part of item 3, and all of item 6 and 7 in their Section IV Conclusions, with the final point being "...a regional government must serve useful functions as defined by its residents and the state." An extension of this thought may well be - that in order to be viable - a regional government must be able to better serve its constituents as perceived by them than the status quo.



# RAILBELT SCHOOL DISTRICT

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Local Boundry Commission Component  
December 22, 1987  
Page 2

The foregoing represents a general response to the study. The following is a more specific response to a couple of themes that are repeated regularly in the study. We feel these themes go to the heart of the regional government issue.

1. Item 1 under Conclusions - i.e. that there is a large political push for the creation of regional governments.

We would concur that there is this push - however - we don't see it statewide. We, instead, tend to see this as an offshoot of the rural/urban conflict wherein there is a tendency for urban people to latch onto the concept - "we pay 35% of the cost of education through taxes - and they don't - and that is not fair." A more in-depth discussion of this will follow under 2 below.

The point here is, however, that a political push based on unsound perspectives is not a good reason to change the status quo. Instead - sound reasoning and, as stated earlier, the probability of a regional government serving a useful function must be the basis of any change if it is to be lasting and positive.

2. The repeated theme of inequity in support of schools between urban and rural - both through state funding and local support.

There is a factor that is missing in this argument - and that factor is program equity. If education is a function of the state (and it is) then is the state bound to provide an equality of programs throughout the state? The rural areas of this state will never have the elementary reading specialists, counselors, certificated librarians, library collections, teachers teaching in their areas of expertise, science labs, foreign language offerings, special education resources, expanded extra curricular offerings (football, swimming, etc.) that the urban areas have (and please be assured - the above list is just a fraction of the whole picture).

So - the rural perspective tends to be more one of - "yes, the urban people must contribute up to 35% of the cost of education - but they have at least a 35% better program offering for their children."



# RAILBELT SCHOOL DISTRICT

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Local Boundry Commission Component  
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Page 3

Realistically, we ruralites understand that program equity in education is probably impossible - that the economy of scale makes providing educational and most other services much more efficient in the more densely populated urban areas than in the rural areas. From our perspective, an increased level of services is both more required and more efficiently provided as the population density increases and that while in our area the levels of service are very significantly lower than in most urban areas in the state, we are also not being asked to pay for an inefficient attempt to provide those services. Things balance out!

There is a corollary here also. While we don't expect a government to provide the various services provided in urban settings, there is an unwritten code in the rural areas that one must do his/her part through volunteering, donations, etc., to provide basic services that are determined to be needed - i.e. - emergency medical aid, firefighting, education, day care, road clearing, and the list goes on. The formation of regional governments usually has the distinctly negative effect of causing the aforementioned volunteerism to drop off sharply.

While we have never done a study on this, we strongly suspect that in sparsely populated areas, the informal providing of services through volunteers is really a more efficient mechanism than is a regional government. Further, we would then anticipate that below some point in population density the formation of a regional government would cause a drop in the levels of service actually reaching the majority of the residents of the area.

To give credit where credit is due, the authors of the study do quietly acknowledge that regional governments won't work in some areas, and if there is a single point to this lengthy missive - it is - regional governments should be formed only when it is demonstrably shown that they will help the residents. Regional governments should not be formed to satisfy urban residents' and/or politicians' narrow and incomplete perspective of "equity."

Sincerely,

RAILBELT SCHOOL DISTRICT BOARD

Gerald R. Moberg  
Chairman

8861  
HBI  
FCC  
NBT  
SP CRT  
Mike Coombs  
P. O. Box 325  
Menana, AK 99760

(P-1)

Representative Henry Springer  
P. O. Box V  
Juneau, AK 99811

December 24, 1987

Dear Henry,

Representative Larson says this HB#1 is in your committee. As you can see by the enclosed copy of our letter to Mr. Larson, we do not think very much of the idea. Given the opportunity, we would expand our ideas on it much more.

We would very much like to have you delay action on the bill for this session. No one that we have talked to has been in favor of it. Any hearings on it in this area will, I believe, bring a negative response.

If you are ever in the area, make sure to stop and say hello.

Sincerely,

*Mike Coombs*

JAN 4 1988

P-2

Mike and Barbara Coombs  
P.O. Box 325  
Nenana, AK 99760

Representative Ronald Larson  
P.O. Box 77  
Palmer, AK 99645

November 20, 1987

Dear Representative Larson:

Having read your article in the November 1st edition of the Fairbanks Daily News-Miner, regarding the formation of borough governments, I thought to convey my ideas on the subject. As I live in the Healy-Nenana area, passage of your bill would have a direct effect on me and my family's lifestyle.

I am in disagreement with you on almost every point you made in your argument.

Your first point was that each newly organized borough would receive \$600,000 from the state. I suggest that this money will do no more than put in place a taxing authority - a new level of bureaucracy that will have to be supported by the residents within its boundaries. That amount of money would go nowhere in setting up a workable government. (I find it very telling that your first word on the subject was the money the state would hand out to gain its end; though, after all, this ploy has proven to work so well.) It only sounds to me as if you are asking the local governments to "sell out" what control they now have for \$600,000; after three years the money is spent and they have in place a borough government, a monster, they will not be able to get rid of - a monster that will take how many more thousands of dollars to continue to support?

Your next point is the 10% land selection: this sounds good on the surface, but in reality many of the areas do not have much state land within their boundaries to select from - the most valuable land is already taken. Besides that, take a look at the track record of the existing organized boroughs - those lands have not eased many of their problems.

Regarding your point on revenue sharing: I believe that if you attended your borough meetings you would discover that the reality of the situation is that federal and state revenue sharing is diminishing fast. The services these funds could finance, such as

the public services that you quoted, are being met sufficiently in the unorganized areas with the means already available to them.

As for bonding powers: That is one of the biggest problems right now facing all governments in the state. With almost 50% of the state budget going for debit services, there is only danger in that path: what is good in a flood of oil dollars is not necessarily best now. One poignant example is the heavy load the Kona Peninsula Borough taxpayers find themselves under at this time.

You bring out a point that the people would be taking for themselves the powers and functions that now lie in the hands of the state legislature. This also sounds promising, but in reality it does not work that way. Ask the people in your area if they feel they have much control over the bureaucracy that dictates their daily lives. Government doesn't help an individual to do a thing, it puts obstacles in his path - fees licenses, restrictions,..red tape. At a time when we must diversify the economy and break away from government dependancy, we should not make the process more difficult by adding more layers of government.

We who live in the outlying areas do so by choice; we do not feel a deprivation of those services, those "benefits", of which you promise a borough could provide.

Let me point out what I see as the benefits of the status quo:

Foremost is the lack of interference in my daily life. The physically further away the seat of government is, the less impact it has on one's daily existence. We here, of all the people in the U.S., have the privilege of owning our own homes - and not "renting" them from any government or agency (i.e. property taxes.) This may sound extremely radical to those who have, and who have always had, the burden of such taxes - but fail to pay that "rent" and see who really owns your house. Take a close look at the unorganized boroughs, and take into account all the lands that will remain non-taxable, and it becomes clear that the burden that will rest on those who will be taxed will be heavier than they will be able to carry.

One thing that you failed to mention in your article is that HB#1 is directed to force the rural areas to pay 30% of the cost of their schools. Most of these areas do not have the tax base to support that amount of funding. Those that do, have most generally already taken over school funding - those areas where the population

is big enough to warrant such a move. Your bill as written would take away their control and give it to a borough - a very unpopular idea.

Borough form of government to cover large under-populated areas does not work: only the centers of population of the borough are able to reap any of whatever benefits might be gained - leaving to their outlying areas a few garbage dumpsters, more restrictions, and property taxes. Ask the people living in such situations!

When such time arrives that the bush areas develop a population and a tax base to warrant a need for the (dubious) benefits a borough form of government could provide, perhaps such a move should be considered. We are far from that point now. May I suggest that misery loves company? - and those who find themselves weighed down under property taxes and huge bonded-indebtedness due to the benefits of their borough governments may feel such sentiments toward their fellow Alaskans who live outside those boundaries. Please, don't drag us into the morass with you.

Sincerely,

cc: The Fairbanks Daily News-Miner  
Representative Richard Shultz



TELEPHONE  
(907) 586-1325

105 MUNICIPAL WAY, SUITE 301  
JUNEAU, ALASKA 99801

Q  
CRA  
patt

January 4, 1988

JAN 11 1988

The Honorable Henry Springer  
House of Representatives  
P. O. Box 352  
Nome Alaska 99762

Dear Representative Springer:

On behalf of the Board and staff, thank you for your time and participation as a panelist at the 1987 Conference held in Anchorage. The 37th Annual Local Government Conference is history but it lives on in the 1988 Policy Statement and resolutions adopted at the Business Meeting held on Friday, November 13, 1987, and in the minds of municipal officials who attended and who have new skills and knowledge to better serve the people of Alaska.

It is important that knowledgeable individuals such as yourself and others from all levels of the public sector, as well as the private sector, are available to exchange viewpoints with municipal officials on issues affecting local governments in Alaska. The discussion and development of AML policy was improved, and learning enhanced, by your contribution of expertise and experience.

I never know whether the annual conference marks the end or the beginning of the year for the AML. I do know it is a lot of work. And, I do know that your participation was well received and helped make it another successful conference.

Once again, we appreciate your time, energy, and participation in helping make the 1987 annual conference a success.

Sincerely,

Scott A. Burgess  
Executive Director

# CITY OF NUNAPITCHUK

P. O. BOX 190 NUNAPITCHUK, ALASKA 99641  
(907) 527-5327

(R)

for CRA  
Not  
JAN 11 1988


December 29, 1987

Alaska State Legislature  
Pouch V  
Juneau, Alaska 99811

Attn: Henry Springer, Chairman  
House Comm. & Reg. Affairs Committee

We are in receipt of your staff report on the SSHB1, conversion of REAA's into third class boroughs, and providing for an effective date. In a public meeting yesterday, Nunapitchuk City Council discussed this issue and our concensus is in total opposition of this provocation for reasons of property taxes that will eventually clean out land owners. Land owners at the AVCP region before reconveyance are the Village Corporations and the revenues earned are not stable enough for this kind of change. Eventually, property tax imposed on the low income will enable them to lose what small property they may have. As soon as reconveyance occurs under the 14(c) provisions of the famous ANCSA act they will be up for tax which will lead to losing their lands. And these lands are their home and from time immemorial. Their culture will be gone. For these reasons, Mr. Chairman, we respectfully request the legislature not to adopt this legislation that will provoke communities all across the proud State of Alaska. Thank-you for this opportunity to address our sincere concern.

Truthfully,

  
Ivan N. Wassillie/Mayor

INW: ejw: ga

cc: Senator John Binkley  
Representative Lyman Hoffman  
Representative Ron Larson  
Representative Curt Menard  
files

⑤

for  
CRA  
PWH

JAN 11 1988

Box 117  
Healy, Alaska 99743

January 8, 1988

Henry Springer  
Pouch V  
Juneau, Alaska 99811

Dear Mr. Springer,

Last night we attended a very large public meeting at the Tri-Valley Community Center regarding the implementation of House Bill No. 1 or its substitute. It seemed as if everyone in the REA attendance area was present and they seemed to be unanimously opposed to any form of self-government. We, Jerry and I, are well aware that this bill or any other form of imposed self-government would not be passed without at least one public hearing but the leader of the kangaroo court, Mike Coombs, was of a different view. We seem to be in need of some direct information on what to do or not to do to repel an imposed borough or borough type government in this area.

Just for the record, Jerry and I are both opposed to House Bill No. 1 and its substitute.

On an entirely different matter, we hope that you are supporting Senator Coghill on Senate Bill 206 and on his efforts to obtain funding for electrification of the stretch of highway between Denali Park and Cantwell. We feel that it is a real shame that the gateway to the number one tourist attraction in the state is still without power and must be handicapped in an effort to develop commercial facilities that will enhance and support the economic development of our state.

Sincerely,

*Elaine & Gerald Pollock*

Elaine and Gerald Pollock

C.C. Jack Coghill

STEVE COWPER  
GOVERNOR



Copy from Gov. Off.



for CRA

JAN 13 1988

STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

January 6, 1988

Ms. Adina B. Knutson  
P.O. Box 26  
Chitina, AK 99566-0026

Dear Ms. Knutson:

Thank you for your recent letter concerning borough government in the Copper River Basin.

As you are aware, a bill (SSHB 1) is currently pending before the Legislature which would create boroughs throughout the unincorporated regions of Alaska. The effects of that Legislation are complex and have far reaching consequences.

Because of the nature of the bill, the Legislature directed the Department of Community and Regional Affairs (DCRA) to prepare a report examining the issues involved. Enclosed for your consideration is a copy of two draft publications prepared by DCRA in this regard. Your comments on these draft publications would be appreciated. Comments should be sent directly to the address noted in the letter which accompanies the drafts.

You have expressed the desire for the state to "guarantee" the boundaries of the region in which you live. There is no means to provide such a guarantee. However, any proposed change to the boundaries would undergo careful review.

While the Matanuska-Susitna Borough has expressed its intention to propose the annexation of a portion of the Copper River region, a petition for the annexation has not yet been filed. When the annexation petition is filed, it will go before the Alaska Local Boundary Commission. The Commission will act on the petition using standards and procedures set out in state law. I have included a copy of the standards and procedures which would be used by the Commission in dealing with the annexation proposal.

If you have any further questions concerning the aforementioned material, it would be best to contact either Dan Bockhorst or Gene Kane directly at the following address or telephone number:

TELEPHONE RECORD

②

DATE:

8 Jan 88

FROM:

Mr. Latten, Clear Ak

JAN 13 1987

PLACE:

SUBJECT:

HB1

for CRA

against it.

meeting @ Healy, several

100 (200) people there

majority strongly against HB1

which Combs organized meeting

should have some one explain

to people what the subject is

well about, please - reviews.

PHONE CALL

FOR: <u>Kenney</u>	DATE: <u>1/8</u>	TIME: <u>10:20</u>	A.M. P.M.
M: <u>Tom Brunel</u>			
OF: <u>Healy</u>	TELEPHONED		
PHONE: _____	RETURNED YOUR CALL		
MESSAGE: <u>definitely against</u>	PLEASE CALL		
<u>HB #1 just wanted</u>	WILL CALL AGAIN		
<u>you to know</u>	CAME TO SEE YOU		
SIGNED _____	WANTS TO SEE YOU		

TOPS FORM 4003

CRA for HB1

of

U

1/14/88

Nels Anderson, Bristol Bay, called.

HB 1

Transition to third class boroughs was about \$600,000.

Now it would be about 1.2 million.

W

JAN 14 1988  
JN

Jan 10, 1988  
Box 437  
Nenana, AK. 99760

Chairman  
Representative Henry Springer  
Box V  
Juneau, AK. 99811

Sir,

I am opposed to HB# I sponsored by Larson and Menard. I don't want or need borough government. Also, the power that the Dept of Community and Regional Affairs has, needs to be curtailed in this area.

Please read the Dept's draft report on the formation of boroughs. I don't want a bureaucrat deciding this for me. I am asking you to look into this and vote against this bill.

We wouldn't have a third class borough anyway since the legislature outlawed the formation of more third class boroughs in 1987. So who is Larson and Menard trying to kid anyway?

Thank you,  
Louis Waitt

DISTRICT OFFICE

# BERING STRAIT SCHOOL DISTRICT

P.O. BOX 225

UNALAKLEET, ALASKA 99584

(907) 624-3611

December 18, 1987

JAN 15 1987

Local Boundary Commission Component  
Municipal and Regional Assistance Division  
949 East 36th Avenue, Suite 404  
Anchorage, Alaska 99508

BREVIG MISSION

RE; Regional Government Study

COUNCIL

DIOMEDE

Dear Sir or Madam:

ELIM

Pat Poland, Deputy Director of the Department of Community and Regional Affairs, has provided me with a copy of the Regional Government Study. Since that is a draft report, I appreciate the opportunity to submit written comments.

GAMBELL

GOLOVIN

KOYUK

SAINT MICHAEL

It appears almost certain that during the upcoming legislative session, I and others from the Bering Strait region will have an opportunity to present our views in depth on whether or not municipal governments should be formed in the Unorganized Borough and specifically in the Bering Strait region. For now, my comments will be concise and to the point.

SAVOONGA

SHAKTOOLIK

SHISHMAREF

STEBBINS

TELLER

Had the Department of Community and Regional Affairs limited the draft report to a factual analysis of the legal ramifications of the various forms of municipal governments available in the Unorganized Borough, my comments, if any, would have been so directed. However, the draft report is actually a forum for the Department to express its view as to what is "the best choice" as to the form of municipal government in the Unorganized Borough.

UNALAKLEET

WALES

WHITE MOUNTAIN

Unfortunately, the Department has decided what is "the best choice" and made "certain important conclusions" without having considered and analyzed the views, hopes, aspirations, concerns, and desires of the people who live in the Unorganized Borough. Incredibly, the Department states in numbered paragraph 4 on page 16 of the draft report that "Ideally, residents of unincorporated regions would seek to form boroughs on their own initiative. However, reality indicates that this is not likely to happen. Without some compulsory action, it is unlikely that many unincorporated regions of the state will form boroughs in the foreseeable future".

[DCRA DRAFT Report attached to original]

December 18, 1987

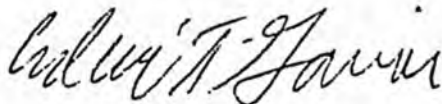
Page Two

The Department's report would be of greater value had it determined why the Department's view of the "ideal" has not become reality, why those of us who reside in the Unorganized Borough have not sought to form municipal governments, and what our views are on the proposed "compulsory action".

Rather, the Department, in analyzing the "status quo", i.e., the current state of affairs, reaches its conclusions on the basis of a number of stated concerns that the Department "has been exposed" to. The individuals, groups, or other entities that have apparently expressed those concerns are not identified. The concerns are not analyzed in any sense as to their validity. Rather, the fact that such concerns are expressed seems to be the driving force behind the Department's rejection of the status quo. An example is the concern that the status quo "may be a violation of the Constitution". While the report quotes from Article X, Section 2, it fails to discuss Article X, Sections 3, 4, 5, or 6. The draft report uses the alleged existence of the concern as impetus for its recommendations as opposed to considering and dealing with the merits of the concerns.

In closing, I thought that we were a government "of the people, by the people". It now seems that in the Unorganized Borough, we are to become a government by the government, for the government, demanded by the government. -

Sincerely,



Edwin T. Gonion  
Superintendent

cc: Bering Strait School District Board of Education  
Senator Willie Hensley  
Representative Henry Springer  
Representative Al Adams



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

28 SSB 1

P.O. Box Y, State Capitol  
Juneau, Alaska 99811-3100  
Mail Stop 3100  
(907) 465-3991

December 21, 1987

MEMORANDUM

TO: Representative Henry Springer

ATTN: David Harrison

FROM: Karen Oakley *ko*  
Legislative Analyst

RE: Conversion of REAAs into Third-Class Boroughs: Comments  
Research Request 88.073

You asked us to review the staff report on House Bill 1 entitled "SSHB 1: Conversion of REAAs into Third-Class Boroughs," dated December 10, 1987 and recently distributed to parties interested in, or affected by, HB 1. You also asked whether any major changes in the means by which services are provided to the unorganized borough had occurred since 1984.

We reported on the structure of the service delivery system that serves unorganized borough communities in House Research Agency Memorandum 83-223. This basic structure has not changed since 1984. Services are still provided by a variety of governmental and quasi-governmental organizations in a nonintegrated fashion.

\* The major change that has occurred since 1984 is in the amount of funds available to the organizations that provide services in the unorganized borough: Funding has been significantly reduced, necessitating cutbacks in services. The Department of Community and Regional Affairs (DCRA) recently conducted a telephone survey of rural community governments to assess how service delivery by these entities has been affected by declining revenues. In their preliminary report, DCRA reported that many communities have reduced basic public health and safety services, such as fire, police, health, water and sanitation. While all regions have been affected, the regions that have been most affected by the economic downturn were primarily those in the unorganized borough--the Yukon-Kuskokwim Delta, Bering Straits, and Doyon regions. The DCRA will publish their final report on this survey in early January.

Note that entities other than local governments--especially nonprofit organizations--provide services to unorganized borough communities and it may be useful to conduct a companion survey of these organizations to determine the full impact of the recent economic downturn.

Representative Springer  
December 21, 1987  
Page 2

\*

I found only two minor errors in the staff report on House Bill 1. In Table 3, presenting the value of recent land sales in unorganized borough communities, Ninilchik, a Kenai Peninsula Borough community, was mistakenly included. In Table 8, presenting statistics on child abuse and runaways by region, two columns were titled "Physical Abuse."

*(Should have been 2nd column "Sexual Abuse")*

Attached are several House Research Memorandums that provide additional information on social and public safety service delivery and issues in the unorganized borough.

I hope this information is useful. If we can provide any additional information, please contact us.

#### Attachments

#### House Research Memoranda

85.157

85.254

85.268

87.232

\* I TAKE responsibility for errors: DAA 1/15/88



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

April 16, 1985

MEMORANDUM

TO: Representative Jack Fuller

FROM: Katherine Hazard *KH*  
Legislative Analyst

RE: Village Public Safety Officers Program  
Research Request 85-268

You requested information about the cost effectiveness of making the Village Public Safety Officer (VPSO) program a division under the Department of Public Safety. In addition to your letter requesting this information, Brenda Bruce gave us a copy of the letter from the VPSO in Golovin which, she indicated, prompted your enquiry.

SUMMARY

I spoke to the VPSO in Golovin; he was interested in finding a more efficient means of administering the VPSO program than the current method of contracting through the nonprofit regional Native corporations. He thought creation of a separate division might address this concern. The VPSO program coordinator with the Alaska State Troopers (AST) thought that awarding the program division status would complicate administration. However, the Alaska State Troopers now are seeking to contract directly with several villages to see if this will reduce the administrative costs of the VPSO program.

CURRENT VPSO ADMINISTRATION

In FY 85 there were 116 VPSOs in the state. The VPSO program is now under the Division of Alaska State Troopers in the Department of Public Safety (DPS). The program is administered in part through the regional nonprofit Native corporations, and in part through the Alaska State Troopers. Money for this program is channeled to three budgets: 1) contracts to nonprofit regional Native corporations; 2) VPSO support, which goes to the AST; and 3) administration, which supports three positions in the AST.

1. VPSOs are appointed by the community council, but must be approved by the corporation and the AST. ✓?
2. Firing of a VPSO is a joint effort of the community council, corporation and the AST.
3. The council and corporation must both approve "subsistence leave" for a VPSO.

VPSO Support. The Alaska State Troopers have 19 staff positions allocated to the VPSO program, including four clerk typists and a civilian pilot. Fourteen VPSO oversight officers provide training to the VPSOs, visit each village for VPSO training at least once every two months, make weekly phone contact with the VPSOs, furnish all equipment, inventory, review the VPSO reports, evaluate the VPSOs, and participate in hiring and firing of VPSOs and guards. There are 15 modular training units that the oversight officers take to the villages for VPSO training. Funds for training VPSOs at the Public Safety Academy in Sitka come out of the AST budget for VPSO support.

Administration. There are three positions in the Division of Alaska State Troopers VPSO administration. One is the Program Coordinator, Lt. Glen Godfrey, one is a training coordinator who designs and schedules the VPSO training programs statewide, and one is an administrative assistant who administers the contracts with the corporations.

Budgets. Money was appropriated to the VPSO program in FY 85 as follows:

Nonprofit Regional Corporation Contracts	\$3,675,000
VPSO Support	\$2,200,000
Administration	\$ 260,000

The attached table shows the distribution of contract funds.<sup>1</sup> The attached graph shows the percent of the total contract funds which are used for administration as opposed to VPSO costs. The amount retained by the corporation is used for administration, corporation overhead, and coordinators' salary, benefits and travel. The overhead ranges from 23 to 41 percent of the contract total.

---

<sup>1</sup>Contracts to the corporations from the Department of Public Safety were let for nearly one million dollars more than was appropriated for FY 85. Gary Kostenko at the DPS said contract receipts will probably exceed the amount appropriated by \$400,000 to \$450,000 rather than \$1 million. The DPS plans to absorb the excess expenditure.

Mr. Farrell mentioned that the State has been investigating the possibility of contracting directly with the villages, rather than channeling money through the nonprofit corporations. Mr. Farrell thought there might be a problem with contracting directly with the councils because it would make it difficult for a VPSO to investigate the community's council members without fear of losing his/her job. ✓

#### MAKING THE VPSO PROGRAM A SEPARATE DIVISION

The VPSO program coordinator, Lt. Glen Godfrey, said that if the VPSO program was made into a separate division, he could foresee several added costs and problems. There is currently a lot of interchange between VPSO oversight troopers and other troopers. Often when oversight officers are in a village, residents report problems to them. The oversight officers record and investigate complaints as needed. Similarly, a trooper who goes to a village will often do some training of the VPSO. Lt. Godfrey explained that the amount of time devoted to the VPSO program in a detachment approximates the personnel positions budgeted for that detachment, but the time may be contributed by other AST employees not specifically assigned to the VPSO program.<sup>2</sup>

Lt. Godfrey said that separating the trooper force such that some troopers could take reports while others could not would not facilitate the best protection in communities, would be incomprehensible to many community members and would be inefficient. While it might still be possible to interchange services between divisions, this might be more difficult than it is under the present system where all troopers (oversight and nonoversight) are under the same command.

Lt. Godfrey added that if the VPSO oversight officers did not have assistance from other troopers, travel expenses could increase because training is now done by nonoversight troopers who are in the VPSO villages on other business. He said that unless there was some provision for exchanging personnel services between the AST and the VPSO division, the VPSO division would need to hire more oversight troopers and other staff.

---

<sup>2</sup>Lt. Godfrey provided an example of how the present system functions. In the Interior, there are two oversight trooper positions and no clerical or other staff funded under the VPSO program. The clerical work is done by staff not designated to the VPSO program. The two oversight troopers do some trooper work other than that related to the VPSO program and three other troopers helped with VPSO training. The VPSO-related work of the five troopers (two designated oversight troopers and three others) came to a total of 1.62 oversight trooper positions worth of work. The remaining units of work time, as it were, helped cover work done by non-VPSO staff, such as the clerical work.

✓ would this be a change in state policy  
towards - STATE constitutional CITIES - boroughs only  
LEGAL entities?

# **CORRECTION**

**THIS DOCUMENT  
HAS BEEN REPHOTOGRAPHED  
TO ASSURE LEGIBILITY**



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y, State Capitol  
Juneau, Alaska 99811  
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April 16, 1985

MEMORANDUM

TO: Representative Jack Fuller

FROM: Katherine Hazard *KH*  
Legislative Analyst

RE: Village Public Safety Officers Program  
Research Request 85-268

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SUMMARY

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CURRENT VPSO ADMINISTRATION

In FY 85 there were 116 VPSOs in the state. The VPSO program is now under the Division of Alaska State Troopers in the Department of Public Safety (DPS). The program is administered in part through the regional nonprofit Native corporations, and in part through the Alaska State Troopers. Money for this program is channeled to three budgets: 1) contracts to nonprofit regional Native corporations; 2) VPSO support, which goes to the AST; and 3) administration, which supports three positions in the AST.

Representative Fuller  
April 16, 1985  
Page 2

Contracts. The VPSO program is administered through ten nonprofit regional Native corporations:

- Aleutian/Pribilof Islands Association (APIA);
- Association of Village Council Presidents (AVCP);
- Bristol Bay Native Association (BBNA);
- Cook Inlet Native Association (CINA);
- Kodiak Area Native Association (KANA);
- Kawerak, Inc. (KAW);
- Manileq Manpower, Inc. (MAN);
- The North Pacific Rim (NPR);
- Tanana Chiefs Conference (TCC); and
- Central Council of Tlingit-Haida Indian Tribes of Alaska (THCC).

The VPSOs are employees of the corporations and are paid through the corporations. Each corporation has a VPSO coordinator. The contract responsibilities of the nonprofit corporations are as follows:

1. maintain records including: VPSO personnel files, job applications, hiring papers, program transfer records, salary increase notices, information about benefit coverage, annual leave slips, life insurance, travel authorizations or requests, airline ticket agent billings, per diem requests and trip reports, monthly payments for office and fuel allowances, guard hire time sheets ...or any other documentation required by the Division of Public Safety;
- \* 2. pay employees and bill the State for all expenses incurred during the month including: salaries, benefits, travel, guard hires and per diem;
3. set the minimum daily and weekly hours required of the VPSO;
4. determine the communities within its region in which the VPSO program will be developed, with prior approval of the DPS;
5. with approval from DPS, change the communities which have VPSOs;
6. maintain a close relationship with the Alaska State Troopers and forward recommendations to the DPS as may appear appropriate to assure program success;

There are several administrative functions which are shared by the community's council, the nonprofit regional corporation and the State Troopers:

1. VPSOs are appointed by the community council, but must be approved by the corporation and the AST. ✓?
2. Firing of a VPSO is a joint effort of the community council, corporation and the AST.
3. The council and corporation must both approve "subsistence leave" for a VPSO.

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Representative Fuller  
April 16, 1985  
Page 4

The community health aide program, a comparable program in many ways, is also administered through the regional corporations. Dwayne Peoples, of the Division of Public Health, said the administration costs charged by the corporations range from 12 to 44 percent of the total direct funds.

#### CONSTITUENT'S CONCERNS

✓ Golovin's VPSO, Pat Farrell, expressed two major concerns with the VPSO program, both related to administration through the nonprofit regional corporations. Kawerak, Inc. receives about \$160,000 for administration and for the salary of one coordinator. There are 15 VPSOs in the region. Mr. Farrell said that between FY 84 and FY 85, the Kawerak contract was reduced by approximately \$11,000. He said that most of the cut was taken out of the VPSOs budget and that the corporation absorbed only about \$1,000 of the budget reduction between the two years. He said that he and several other VPSOs suspect that if there are high administrative costs in this regional corporation, such may be the case with the nine other corporations administering the VPSO program. He wanted to know whether the State could reduce costs by administering the program directly.

Mr. Farrell's other main concern was that he is currently under several different supervisors, and sometimes gets conflicting directives. He said he has four supervisors: the Corporal in Nome with the Alaska State Troopers, the Oversight Trooper, the Coordinator for the corporation and the City Council. If the VPSOs were made a separate division, he anticipates that the VPSOs would have only one direct supervisor.

He mentioned several other problems. He said that the coordinator at the nonprofit knows little about the VPSOs' jobs but that she is responsible for negotiating their contract. He said the coordinator has given the VPSOs no say in what they would like for COLA or wages. When I asked what the coordinator does, he said he sends his pay slips and insurance records to her and she gives them to the people at Kawerak that handle salaries and insurance. She gives the VPSOs their per diem when they come in for training, but the training is done by the Troopers. She notifies the VPSOs when there is going to be training.

Mr. Farrell thought that creating a separate division of VPSOs within the Department of Public Safety would simplify the hierarchy, benefit the State economically and allow more of the money allocated for the VPSO program to go to training, or other things that would directly improve the services for which the program is designed.

Mr. Farrell mentioned that the State has been investigating the possibility of contracting directly with the villages, rather than channeling money through the nonprofit corporations. Mr. Farrell thought there might be a problem with contracting directly with the councils because it would make it difficult for a VPSO to investigate the community's council members without fear of losing his/her job. ✓

#### MAKING THE VPSO PROGRAM A SEPARATE DIVISION

The VPSO program coordinator, Lt. Glen Godfrey, said that if the VPSO program was made into a separate division, he could foresee several added costs and problems. There is currently a lot of interchange between VPSO oversight troopers and other troopers. Often when oversight officers are in a village, residents report problems to them. The oversight officers record and investigate complaints as needed. Similarly, a trooper who goes to a village will often do some training of the VPSO. Lt. Godfrey explained that the amount of time devoted to the VPSO program in a detachment approximates the personnel positions budgeted for that detachment, but the time may be contributed by other AST employees not specifically assigned to the VPSO program.<sup>2</sup>

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Lt. Godfrey added that if the VPSO oversight officers did not have assistance from other troopers, travel expenses could increase because training is now done by nonoversight troopers who are in the VPSO villages on other business. He said that unless there was some provision for exchanging personnel services between the AST and the VPSO division, the VPSO division would need to hire more oversight troopers and other staff.

---

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✓ would this be a change in state policy  
towards - STATE CONSTITUTIONAL CITIES - boroughs only  
LEGAL ENTITIES?

Representative Fuller  
April 16, 1985  
Page 6

I did not pursue examination of the officer ranks, number of visits made to villages and actual hours devoted to VPSO work by the troopers and other staff. It is not clear that such an examination was the intent of your request. However, the troopers do keep records of their hours, and such a study might be possible.

At the least, creation of a division would require upgrading a program coordinator position to the director level. A director's salary and benefits would be \$10,000 to \$15,000 more than the program coordinator's. There would probably also be more administrative costs with the creation of a new division and additional travel costs, as mentioned earlier.

On the other hand, there are several oversight troopers who are serving other major functions in the troopers and may be of higher rank than would be required if their sole responsibility were as oversight officers. For example, in Nome there is one oversight trooper at a salary of \$80,400 and a corporal at \$86,200. The corporal has duties outside the VPSO program.

While Lt. Godfrey believes that exchange of services and equipment might be possible if the VPSO program became a new division, he thinks that coordination and administration would be more complicated. He does not believe that creating a separate division for the VPSO program would be a costeffective or efficient manner of administering the program. Nor would it necessarily address the concerns expressed by your constituent. Mr. Farrell's main concern was with the efficiency of contracting with the corporations. Creation of a separate division would not necessarily mean that the DPS would cease contracting with the corporations.

#### CONTRACTS FOR SERVICES

The Department of Public Safety has been exploring ways to reduce the administrative costs of the VPSO program. In January 1985, Commissioner Sundberg circulated a letter to mayors of the villages involved in the VPSO program. In his letter, he stated that while administrative support by the regional corporations has been working well, "there may be a more efficient way to handle the administrative details and at the same time allow more of the program's money for direct services" to the village. The Department of Public Safety circulated a questionnaire to find out how many villages would be interested in contracting directly with the DPS instead of channeling funds through the corporations.

Representative Fuller  
April 16, 1985  
Page 7

In a memorandum dated January 28, 1985, Commissioner Rudd, of the Department of Administration, granted approval to the DPS to contract directly with the villages for administration of the VPSO program. The Department of Administration is currently reviewing the specific contract design. The DPS would like to contract directly with ten villages beginning July 1, 1985.

Program Coordinator Lt. Godfrey said each village in the pilot project will be expected to do approximately 20 to 40 percent of the administration now being done by the corporations. The oversight troopers will absorb the remainder of the administrative duties. The Alaska State Troopers Division will be assuming the responsibilities of checking the payrolls, auditing, making sure that the VPSOs get their checks, granting annual leave, arranging for travel to training etc. These administrative responsibilities will be handled at the detachment level. At this time, Lt. Godfrey does not anticipate adding additional staff in order to do the pilot study. However, if the whole program were reorganized, there would need to be some increases in staff.

The oversight troopers will be keeping records of how much time it takes to do the additional administrative work. Lt. Godfrey anticipated that if the pilot study begins in July, by this time next year the DPS could evaluate quite accurately how the VPSO program could best be administered statewide.

Through the pilot study, the DPS should be able to evaluate how many additional positions of which type would be needed to administer the whole program. Lt. Godfrey said that, at that juncture, the DPS will be able to carefully compare costs to see which administrative system would be most cost effective. He said they cannot evaluate this at the present time.

At this point, it looks as if program administration by the DPS could offer several savings: 1) the ten nonprofit corporations fall into four trooper detachments, so if coordinators were hired, there would probably be three or four instead of ten; 2) the overhead might not be as high; and 3) there would be less redundancy in administrative responsibilities.

Representative Fuller  
April 16, 1985  
Page 8

Michael Clemens, Assistant Director of the Division of Administrative Services at DPS mentioned one reservation in contracting directly with councils statewide. He said that some villages may not want to contract directly with the State because the contract requires a waiver of some sovereignty rights.

I hope this memorandum addresses the aim, if not the letter, of your request. Please let us know if you have questions or would like a more detailed analysis of any aspect of the VPSO program.

KH

Attachments

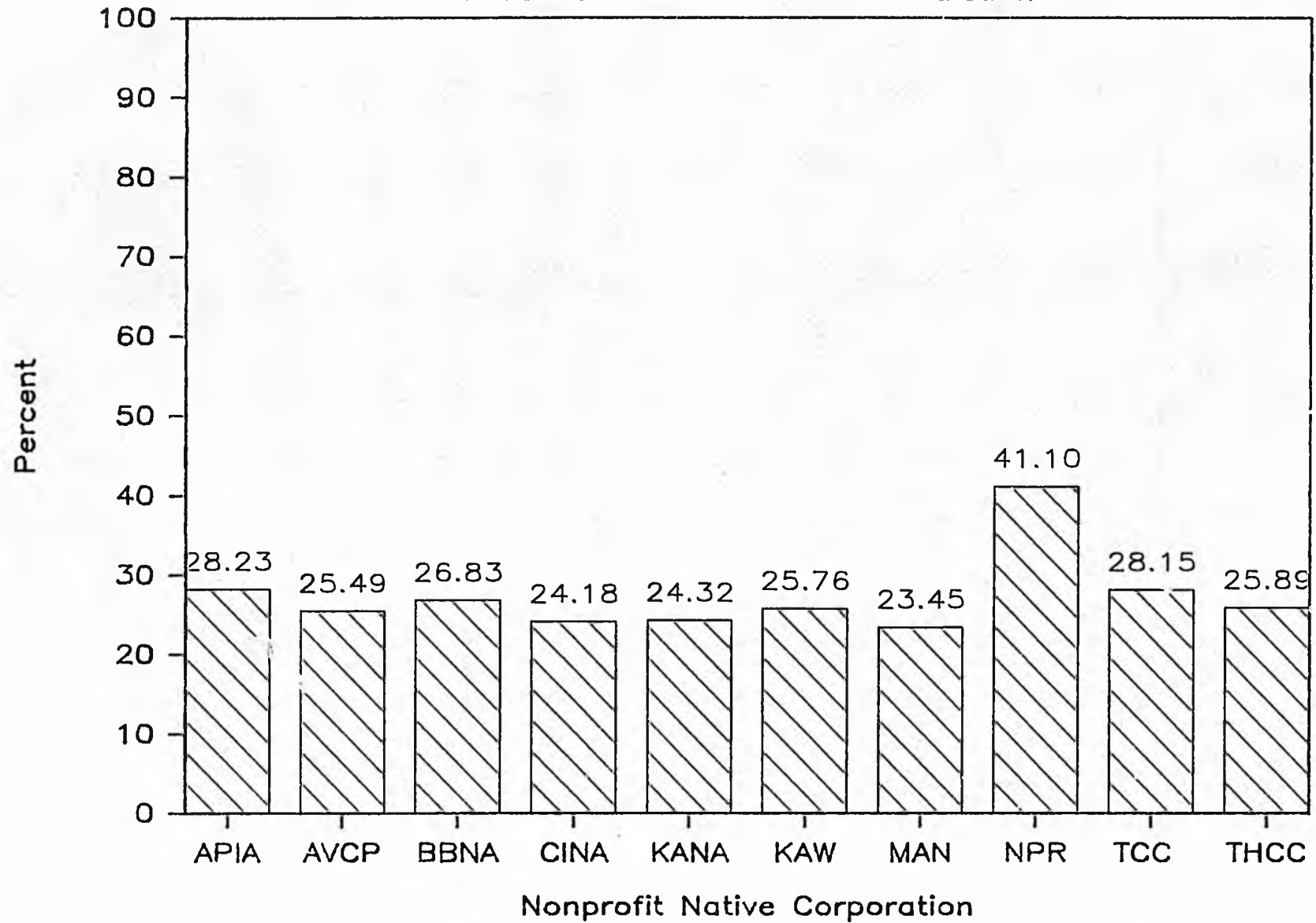
VILLAGE PUBLIC SAFETY OFFICERS PROGRAM BUDGET FY 85

Native Corporation	VPSO EXPENSES							OTHER CORPORATION EXPENSES							Total
	VPSOs	Salaries	Benefits	Travel	Guard hire	Fuel + Office	VPSO Expenses Subtotal	Corp. VPSO Salaries	Benefits	Expenses Travel	Corp. Adm. Costs	Corp. Overhead	Corporation Expenses Subtotal	Corp. % of Total	
APIA	8	\$172,124	\$43,031	\$19,000	\$214	\$11,400	\$248,769	\$31,000	\$7,750	\$4,000	\$4,200	\$50,919	\$97,869	28.23	\$346,638
AVCP	30	583,481	175,044	21,250	2,550		782,325	40,788	12,236	6,000		208,655	267,679	25.49	1,050,004
BBNA	16	304,016	89,685	22,800	237	21,800	445,538	33,000	8,382	9,701	3,050	109,242	163,375	26.83	608,913
CINA	1	18,103	4,933	2,090	238	1,800	27,164			1,300	1,000	6,363	8,663	24.18	35,827
KANA	6	115,692	47,087	5,760	475	14,800	179,814	19,200	8,218	2,210	9,045	19,107	57,780	24.32	237,594
KWH	15	319,120	67,015	38,000	3,050	36,000	463,185	30,000	6,300	7,000	7,500	109,937	160,737	25.76	623,922
MAN	10	198,862	49,317	14,250	5,700	18,000	286,129	14,000	2,429	4,000		67,234	87,663	23.45	373,792
NPR	3	50,200	10,542	5,700	475	5,400	72,317	12,960	2,722	4,000	3,000	27,776	50,458	41.10	122,775
TCC	16	358,341	143,172	41,188	3,705	28,800	575,206	34,383	13,793	6,000	11,912	159,248	225,336	28.15	800,542
THCC	11	207,767	66,486	23,714	2,280	14,800	320,047	14,702	4,705	10,000		82,414	111,821	25.89	431,868
<b>Total</b>	<b>116</b>	<b>\$2,327,706</b>	<b>\$696,312</b>	<b>\$193,752</b>	<b>\$18,924</b>	<b>\$161,800</b>	<b>\$3,400,494</b>	<b>\$230,033</b>	<b>\$66,535</b>	<b>\$54,211</b>	<b>\$39,707</b>	<b>\$840,895</b>	<b>\$1,231,381</b>	<b>26.58%</b>	<b>\$4,631,875</b>

Prepared by the House Research Agency 16-Apr-85

# VPSO Program Contracts

Percent Retained for Administration





ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

P.O. Box Y, State Capitol  
Juneau, Alaska 99811-3100  
Mail Stop 3100  
(907) 465-3991

April 13, 1987

MEMORANDUM

TO: Representative Niilo Koponen  
ATTN: Lisa McLaren  
FROM: Mary Jennings *mq*  
Legislative Analyst  
RE: Alaska Native Youth Suicide  
Research Request 87.232

You requested that we determine characteristics that are common to Alaska Native youth suicide victims--particularly the age at which the victims started school.

Background

According to the National Center for Health Statistics (NCHS), Alaska Natives have one of the highest rates of suicide in the nation. Information on Alaskan suicides has come primarily from studies based upon death certificate data obtained from the Alaska Bureau of Vital Statistics. Suicide research has focused on regional occurrences, with particular attention to the problem among Alaska Natives. The following sections of this memorandum provide brief summaries of studies which have analyzed trends and correlations among Native suicides, with many of the studies emphasizing youth suicide.

Inupiat Eskimos. Historically, a traditional pattern of suicide has been recognized among some Alaska Native cultures, specifically the Inupiat Eskimo. Kraus (1971) described the typical case as a middle-aged or older male who could not perform his usual activities due to illness, old age, or

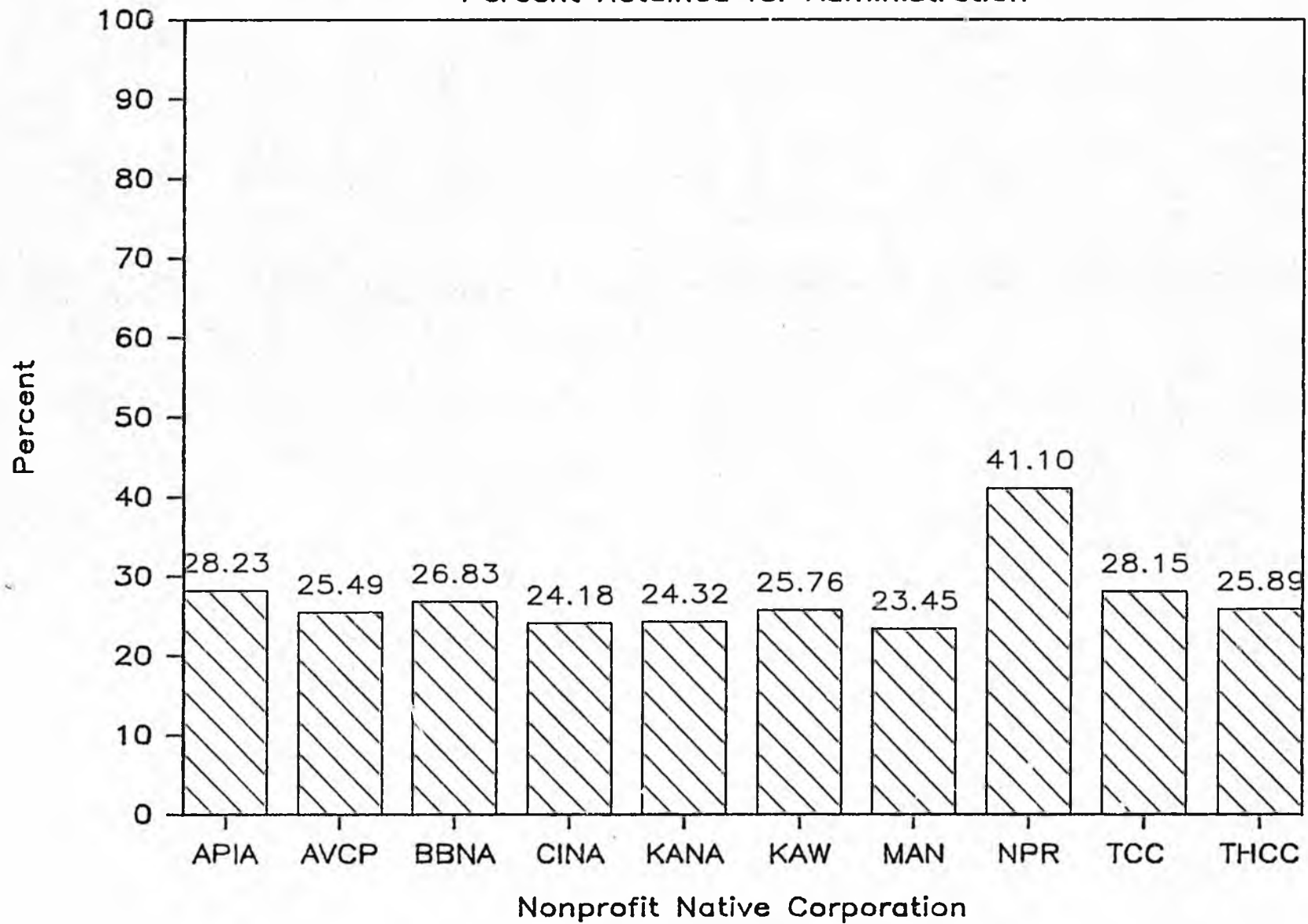
-----  
1 The three major studies noted in this memorandum were summarized in "The Recording and Epidemiology of Suicides in Alaska 1983-1984," by W. Gary Hlady, M.D., Division of Field Services, Epidemiology Program Office Centers for Disease Control and John P. Middaugh, M.D., State Epidemiologist, published by the Epidemiology Office, Division of Public Health, Department of Health and Social Services, December 17, 1986.

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# VPSO Program Contracts

Percent Retained for Administration



VILLAGE PUBLIC SAFETY OFFICERS PROGRAM BUDGET FY 85

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	VPSOs	Salaries	Benefits	Travel	Guard hire	Fuel + Office	VPSO Expenses Subtotal	Corp. VPSO Salaries	Benefits	Expenses Travel	Corp. Adm. Costs	Corp. Overhead	Corporation Expenses Subtotal	Corp. % of Total	
APIA	8	\$172,124	\$43,131	\$19,000	\$214	\$14,400	\$248,769	\$31,000	\$7,750	\$4,000	\$4,200	\$50,919	\$97,869	28.23	\$346,638
AVCP	30	583,481	173,044	21,250	2,550		782,325	40,788	12,236	6,000		208,655	267,679	25.49	1,050,004
BBNA	16	304,016	89,685	22,800	237	28,800	445,538	33,000	8,382	9,701	3,050	109,242	163,375	26.83	608,913
CINA	1	18,103	4,933	2,090	238	1,800	27,164			1,300	1,000	6,363	8,663	24.18	35,827
KANA	6	115,692	47,087	5,760	475	10,800	179,814	19,200	8,218	2,210	9,045	19,107	57,780	24.32	237,594
KJH	15	319,120	67,015	38,000	3,050	36,000	463,185	30,000	6,300	7,000	7,500	109,937	160,737	25.76	623,922
MAN	10	198,862	49,317	14,250	5,700	18,000	286,129	14,000	2,429	4,000		67,234	87,663	23.45	373,792
NPR	3	50,200	10,542	5,700	475	5,400	72,317	12,960	2,722	4,000	3,000	27,776	50,458	41.10	122,775
TCC	16	358,341	143,172	41,108	3,705	28,800	575,206	34,383	13,793	6,000	11,912	159,248	225,336	28.15	800,542
THCC	11	207,767	66,486	23,714	2,280	19,800	320,047	14,702	4,705	10,000		82,414	111,821	25.89	431,868
Total	116	\$2,327,706	\$696,312	\$193,752	\$10,924	\$163,000	\$3,400,494	\$230,033	\$66,535	\$54,211	\$39,707	\$840,895	\$1,231,381	26.58%	\$4,631,875

Prepared by the House Research Agency 16-Apr-85



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

P.O. Box 1, State Capitol  
Juneau, Alaska 99811-3100  
Mail Stop 3100  
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April 13, 1987

MEMORANDUM

TO: Representative Niilo Koponen  
ATTN: Lisa McLaren  
FROM: Mary Jennings *mq*  
Legislative Analyst  
RE: Alaska Native Youth Suicide  
Research Request 87.232

You requested that we determine characteristics that are common to Alaska Native youth suicide victims--particularly the age at which the victims started school.

Background

According to the National Center for Health Statistics (NCHS), Alaska Natives have one of the highest rates of suicide in the nation. Information on Alaskan suicides has come primarily from studies based upon death certificate data obtained from the Alaska Bureau of Vital Statistics. Suicide research has focused on regional occurrences, with particular attention to the problem among Alaska Natives. The following sections of this memorandum provide brief summaries of studies which have analyzed trends and correlations among Native suicides, with many of the studies emphasizing youth suicide.<sup>1</sup>

Inupiat Eskimos. Historically, a traditional pattern of suicide has been recognized among some Alaska Native cultures, specifically the Inupiat Eskimo. Kraus (1971) described the typical case as a middle-aged or older male who could not perform his usual activities due to illness, old age, or

<sup>1</sup>The three major studies noted in this memorandum were summarized in "The Recording and Epidemiology of Suicides in Alaska 1983-1984," by W. Gary Hlady, M.D., Division of Field Services, Epidemiology Program Office Centers for Disease Control and John P. Middaugh, M.D., State Epidemiologist, published by the Epidemiology Office, Division of Public Health, Department of Health and Social Services, December 17, 1986.

bereavement. Kraus stated that a period of reflection and sometimes consultation with family members preceded the final act. This form of suicide was regarded positively by the community.

The incidence of suicide among the Inupiat was stable between 1950 and 1964, but in 1965 the rate doubled and remained at that level until 1970--the end of the study period. The increase was accounted for almost entirely by suicide in the 10 to 30-year age group, with the highest risk among 15 to 25-year-olds. Kraus found that the emerging pattern of suicides differed from the traditional. The individuals involved were young, their motivation was obscure, and suicides occurred abruptly, without warning, and often in association with alcohol intoxication. This new pattern was regarded negatively by the community.

Kraus, who relied upon records review and interviews with informants, speculated that the young Native suicides shared a common development history that was characterized by disruption of the nuclear family by a variety of factors. These factors included a breakdown in traditional child-rearing practices due to increase in family size, hospitalization for tuberculosis, alcoholism, education away from home, and the disruption of family bonds by the stresses of living in a cash economy.

**Kotzebue and Inupiat Regions.** Travis (1983) focused on the problem of suicide in Kotzebue from data collected during 1977-1980. He found the Native suicide rate to be 90.9 per 100,000--seven times the national average--but this was based upon only eight suicides in the four-year period. He identified alienation, loss of family, low income, alcohol abuse, and high unemployment as factors related to suicidal behavior. He also identified education as a risk factor, suggesting that it may raise expectations and increase frustration in a land of few opportunities for Natives.

This hypothesis was tested in another work by Travis (1984), in which he examined the suicide rate in two culturally similar Inupiat Eskimo regions during the 1970s. The rates differed by a factor of 5 to 1. The region with the low rate of suicide had undergone tremendous economic development due to oil and gas revenues, while the other region experienced an economic depression. Travis stated that a possible reason for the disparity in the suicide rates was that one region experienced a decline in unemployment and the other experienced a sharp increase in unemployment. Travis stated that unemployment was statistically the biggest contributor to more self-destructive deaths in the NANA region than any other factor. He concluded that where economic development allowed Natives to achieve the goals and aspirations created by a modern education, the suicide rate approximated the national average.

**Southwest Region.** A study commissioned by the Yukon-Kuskokwim Health Corporation examined suicide deaths in Southwest Alaska, a predominately Native region, during 1979 - 1984. The report identified several villages at high risk for suicides and found that the population at greatest risk

was Native males aged 19 - 29. The typical suicide was a self-inflicted gunshot wound by a 23 to 24-year-old Native male who was intoxicated with alcohol at the time of his death. Since only 36 suicides were identified, the power of epidemiologic analyses was low, but the findings were consistent with other studies.

**Indian Health Service Statewide Evaluation.** A report prepared by Blackwood (1978) for the Indian Health Service examined suicide statewide among Alaska Natives. The report found that in the 1950s, suicide was well below the ten leading causes of death among Alaska Natives. By the mid-1970s, the suicide rate had risen dramatically to become the second leading cause of death. The highest rates occurred among Native Alaskans in the 15 - 24 and 25 to 34-year-old age groups. About 70 percent of suicides were male. Both male and female Native suicide victims were most likely to die as the result of gunshot wound, but females had a greater tendency than males to resort to poisoning.

#### **Descriptive Epidemiology Statewide 1983-1984.**

The report **The Recordings and Epidemiology of Suicides in Alaska 1983 - 1984**, by Hlady and Middaugh (1986), provides a review of the 195 suicides which occurred during 1983 - 1984. The study represents the first attempt to describe the epidemiology of suicides in Alaska on a statewide basis, using data obtained from a manual review of the death certificates, supplemented and validated by information in coroners' files, police reports, and autopsy records.

**Age and Rate.** The proportion of suicides that were Natives (33 percent) was significantly larger than the proportion of Natives in the population (14 percent). The median age for all suicides in Alaska during 1983 - 1984 was 28 years. The median age of 23 years for Native suicides was significantly younger than the median age of 32 for white suicides. Among Natives, the average annual rate for suicides was 42.9 per 100,000 population, 2.2 times the white age-adjusted rate of 19.1 per 100,000 population per year. The Native rate was calculated with a very small number of 20 and must be interpreted with caution.

**Residence.** A larger proportion of the Native population (73 percent) than non-Natives (33 percent) lived in communities of less than 5,000 people. When the data were stratified to adjust for the effect of the racial distribution, no statistically significant differences in suicide rates were observed between residents of small rural and larger urban communities, though a strong trend was noted for Native suicide rates to be higher in rural areas.

**Temporal Distribution.** For all races combined, the greatest number of suicides occurred in May and October. A roughly bimodal pattern was observed for both white and Native suicides, with strong peaks in the spring and fall. The day of suicide was known for 95 percent of the victims. A small peak among Natives on Sunday was not statistically significant.

**Method.** No significant race or age difference was observed in the methods used in suicide--79 percent were the result of gunshot wounds. Blood alcohol levels at autopsy were available for 169 (87 percent) of the total suicides. Of the 57 Native suicides tested, 45 (79 percent) had detectable levels of blood alcohol, compared to 53 (48 percent) of 110 suicides in whites tested. Also, the proportion of blood alcohol levels exceeding 100 milligrams/deciliter was significantly higher among Native (54 percent) than among white (20 percent) suicides tested.

**Employment and Marriage.** Of the 125 suicides in whites, 44 (35 percent) were married compared to 7 (11 percent) married among 62 suicides in Natives. The "usual occupation...even if retired" was designated "unemployed" on the death certificates of 18 of 184 suicides for which information was available. No significant race differences were observed.

**Potential Life Lost.** The number of Years of Potential Life Lost (YPLL) to suicide before age 65 in Alaska during 1983 - 1984 was 6,407. Because suicides in Natives occurred at younger ages, they accounted for a disproportionately larger share of the total YPLL. Natives accounted for 65 (35 percent) of the 188 suicides before age 65 and 2,467 (39 percent) of the YPLL. The average annual rate of YPLL to suicide for Natives was 1,684 YPLL per 100,000 population, 3.4 times the annual rate for whites.

**Early School Entrance.** Dr. John Middaugh, Alaska State Epidemiologist, was not aware of any research examining a correlation between early school entrance of Alaska Natives (or any other race) and incidence of suicide. Dr. Middaugh felt that the data concerning school entrance would be difficult to obtain as it is not recorded on the death certificate. Dr. Norma Forbes, Research Analyst for the Division of Planning, Department of Health and Social Services, agreed with Dr. Middaugh. She stated that Native children enter school at various ages and the only way to determine when a suicide victim had entered school would be to review the cases on an individual basis. She added that even then, it may not be possible to obtain the data. Both doctors agreed that due to the relatively small amount of data concerning Native suicide, it would be difficult to draw statistically significant conclusions concerning early school entrance and suicide.

\* \* \*

I hope you find this information useful. I have requested Dr. Middaugh to provide data concerning the month of birth of Native suicide victims during 1983-84. He stated that these data are not in the computer system at this time but he felt he could provide the data by mid-month. Dr. Middaugh again warned that statistical significance of these data may be minimal due to the small number of cases. I will forward this to you upon receipt. Please contact me if you have any questions.

(22) SS4B1



ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES  
RESEARCH AGENCY

Pouch Y. State Capitol  
Juneau, Alaska 99811  
(907) 465-3991

January 24, 1984

MEMORANDUM

FROM: Jay Livey  
Legislative Analyst

RE: Service Delivery in the Organized and Unorganized Borough  
Research Request 83-223

You asked that we compare the delivery of services to residents of the organized and unorganized borough. To do this, we have compared the basic community services of education, sewer, water and public safety in two organized boroughs--Matanuska-Susitna and Kodiak Island, and two areas of the unorganized borough--the Lower Yukon REAA and the Yukon Flats REAA.

In the course of our research, we realized that the listing of available services offered no explanation for the differences in service delivery. Therefore, in an attempt to establish the context in which services are provided to rural Alaska we have included an examination of two additional topics: (1) the current service delivery system in the unorganized borough and (2) borough incorporation issues.