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high jobs, and a centralization of powers that of that vast region in practice if not in law and

owers of borough governments seemed improbable. At that time, borough functions were uniform structures on very different areas of assistance of established school organizations to the interest of cities in preserving their function opposition from local property owners. The state was a compromise of these conflicting interests. Nor was the borough equipped to unify by virtue of any distinctive services it

of Haines) have the three statutorily required assessment and collection, and education. "services" that especially the newly incorporated hostility and alarm, and as a potential conflict the taxing power was not a tool that the constituency—unless maybe it chose not to use in any case to support the local schools; but and state fiscal bases, continued to operate the most satisfied "customers" of the borough and receive and pay for only those additional rather than accept services packaged and remains true in most of the boroughs today, where localistic interests are strong.

the boroughs now have all the powers available can be exercised on either an areawide or a boroughs, on the other hand, have acquired their powers from the cities, in areawide elections, or and service area votes.

interested in transferring powers to the boroughs and or the gains from spreading the tax base second-class boroughs have gained powers others do not necessarily consider these as real put the issue in this perspective:

and there were fewer responsibilities then. It is lost powers, but this was because the city of them. We were glad the borough took There are areas it is trying to get into protection. But the things happening now are them to happen. People outside the city have—they have enough government. ²

The Fairbanks North Star Borough also has a mix of other areawide powers—hospital, transit, air quality, solid waste, civil defense, day care, fireworks control, and housing finance—in addition to those mentioned by the city manager, as well as the mandatory planning and zoning, taxation, and education powers.

With fifteen total areawide powers of varying importance, Fairbanks has the longest list of areawide powers among second-class boroughs. The others then follow: Bristol Bay (10), Matanuska-Susitna (8), Ketchikan (6), Kodiak (5), and Kenai Peninsula (4). Taken together with the rises in legal status and powers of the four unified and home-rule boroughs (including the de facto unified North Slope Borough), these increases represent substantial gains for borough governments that began as alien institutions of limited powers.

A few of the second-class boroughs have also expanded their non-areawide powers, that is, powers exercised within the boroughs but only in the areas outside city limits. Thus, Kenai Peninsula has non-areawide port and harbor powers; Kodiak Island has parks and recreation; and Mat-Su has libraries, animal control, and solid waste. Since these services are presumably available only to the non-city residents (who also pay at least part of the bill through their mill rates), these are the borough residents who have voted the non-areawide powers to the borough.

Service Areas

The greatest growth in service functions in most boroughs has occurred in service areas. Service areas have tended to proliferate in the unified boroughs of Anchorage and Juneau as well as in most of the second-class boroughs. The services most in demand through the service areas are road maintenance, fire protection, and water and sewer utilities. Other service area functions include building safety, police protection, and recreation (Anchorage); hospitals and emergency medical services (Kenai Peninsula); and flood control (Mat-Su). Between 1970 and 1982, the number of service areas in the Mat-Su Borough increased from 4 to 32; in Anchorage from 6 to 27; and in Fairbanks from 2 to 56. And in each of these places, whole batches of new service areas—with their individual governing boards, mill rates, and service packages—are about to be established.

Service area growth in one sense manifests a distinctive characteristic and promise of borough government from the beginning—the ability to tailor service packages and differential mill rates to individual communities within the larger borough or municipal jurisdictions. At their best, service areas are vehicles of decentralization, local autonomy, and representation in areawide government. On the other hand, they can also "balkanize" the borough, bringing duplication, waste, and conflict of service standards across areas. Thus, a Fairbanks North Star Borough official fears that his borough "will have about 150 [service areas] in the next 10 years if something is not done." Service areas will proliferate as "islands" with borough assemblies "gerrymandering" their boundaries to satisfy localistic whims and pressures.³ Similarly, a Kenai Peninsula Borough official points to separate and overlapping service areas, widely varying mill rates and service standards, and a grossly uneven distribution of the property tax resources on which the service areas depend.⁴

So, if service areas can deliver on the promise of borough responsiveness to local lifestyle and service demand variations, they can also thwart the equally

touted borough government promises of services integration, efficiency, and equity. This tension is bound to increase as borough populations and their service demands continue to grow in what used to be called the borough "hinterlands."

State Funding

Financially supporting all of this growth in borough areawide and service area functions are two main sources: increased local property values, which are subject to borough property taxes, and major expansions in state funding of local governments, which began after Prudhoe Bay petroleum revenues began to swell the state treasury. Excluding most oil property values, assessed property values in Alaska's boroughs rose from \$1.6 billion in 1967 to \$15.8 billion in 1981, an increase of 888 percent.⁵ With oil and gas properties included, and in the 1976-81 five-year period alone, borough property value increases in urban Alaska ranged from a low of 78 percent in Haines to 184 percent on the Kenai Peninsula, with the others falling between 110 percent (Fairbanks) and 163 percent (Juneau).⁶ With increases like these, local governments have been able to reduce property tax rates without decreasing property tax revenues. In fact, some state aids in recent years have been conditioned on local property tax reductions.

Total state funding of all Alaska local governments soared from approximately \$30 million in 1967 to \$200 million in 1976 to a phenomenal \$1 billion in 1982 at what may have been the peak of state oil revenue spending. About half this 1982 state aid was for schools. Between 1976 and 1981, just before the recent high point of state revenues and spending, state funds to boroughs in urban Alaska increased from about \$500 to about \$1,300 per capita.⁷

In the form of operating and capital grants for schools and general government, the increased state aids have done more to fuel growth in Alaska's boroughs and other local governments in recent years than any other single factor. Direct effects of high levels of state funding have included increased local dependence on state government, reductions of local property tax mill rates, and major expansions in local capital construction programs. Indirect effects of state money at the local level have also been important: increasing interest group involvement in decisions about how money will be spent, rising management pressures on local government, officials and staffs, and growing concern about future financial capacities to maintain the new facilities and support the higher service levels that state oil wealth has made possible. We will discuss in detail these and other effects of state funding in chapters 6 and 7.

Conflict and Accommodation

At least temporarily, the distribution of state oil wealth to local governments has helped ease tensions that have existed between boroughs, cities, and school districts since the boroughs were established. In all of the second-class boroughs (and in Anchorage, Juneau, and Sitka before unification) boroughs and the principal cities within them have fought for control of municipal powers, as noted earlier, with cities gradually giving way if not withdrawing from the contest. But, given the relative underdevelopment of Alaska local government, there was room in many urban areas for all three types of public organizations—boroughs, cities, and school districts—to expand activities for which substantial state funds were now available. (In public organizational matters, as in private interest group activities, when an

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economy is expanding, there is less occasion or need for interorganizational conflict.)

Outside of the local intergovernmental structure, in the community itself, state money has also helped assuage some of the remaining anti-borough sentiment that accompanied borough formation in most places. As pointed out by one borough official in Fairbanks, the "wealth factor" has changed attitudes in the borough; it has helped shift one segment of local opinion from an anti-government, anti-tax position to more of a pro-public services point of view.⁸

Boroughs and Cities

Borough-city conflicts and anti-borough sentiment have not been altogether eliminated, however. There are, of course, the inevitable tensions and rivalries—a kind of natural political "background noise"—produced when two political jurisdictions occupy the same territory. Two more specific, persisting areas of conflict in the second-class boroughs have concerned (1) use of borough service areas to block or substitute for city annexation and (2) borough control of planning and zoning decisions on lands within the cities' boundaries.

In constitutional intent, service areas were to be created and altered as needed to fill service gaps between city and borough. They could, in principle, also be eliminated after serving their purpose. In practice, there has been great incentive to maintain service areas as relatively autonomous local units within the borough areas outside city limits. Local groups have been able to establish and use service areas not only to ensure more effective and responsive service delivery, but also to defend against annexation by cities and to forestall areawide or non-areawide service programs and taxation by the borough. The protection of localism within the larger borough structures is one of the positive values of the borough concept, and service areas are an important means to that end. Yet we have also noted that, in serving local interests, unchecked service area growth can contribute to inefficiencies and inequities.

In the Kodiak Island Borough, a service area was established on the border of the City of Kodiak in 1981 after the legislature, under pressure from local interests in the proposed service area, rejected the Local Boundary Commission's recommendation to annex the area to the city. This action enabled the new service area residents to tap into city water and sewer services, forced the borough to assume oversight responsibility for those water and sewer service extensions, and protected service area residents from further regulation or taxation by the city.⁹ In the Ketchikan Borough, on the other hand, the City of Ketchikan has adopted a policy of "no services without annexation," and so far has made it stick. (The two existing service areas in the Ketchikan Borough are located some distance from the city's borders and do not represent blocks to or substitutes for annexation.)¹⁰

As a defensive weapon against city annexation, the service area has served perhaps most effectively in the Kenai Peninsula Borough. There, for example, the City of Soldotna is virtually surrounded by a fire district service area. Also, the City of Kenai was thwarted in its proposed annexation in 1978-79 of an area near its borders called Nikiski, which contains valuable oil and gas facilities. The local residents succeeded in forming separate service areas, and their control of this industrialized area permits them to enjoy low mill rates and high levels of service.

They have thus kept this extremely valuable tax base from the city with its much larger population and public service demands.

Meanwhile, the Kenai Peninsula Borough, with its limited second-class powers and low mill rates, chooses not to tap the oil and gas properties for higher levels of tax revenues that the borough might spend in the City of Kenai and all other areas of the borough. Since higher taxes would fall equally on all private property in the borough, there is built-in local resistance to mill rates that would capture greater revenues from the oil companies.

Similar borough-city differences exist in the case of planning and zoning powers. One of the borough's "exclusive" powers—powers that the cities within boroughs must give up when they are exercised by the borough—is planning and zoning. Cities, however, may retain advisory planning and zoning commissions and their own zoning adjustment boards (which may be the city councils themselves). In addition, where they have chosen to do so, cities have retained building and safety code authority.

The various forms of city-borough conflict over the planning and zoning powers are illustrated in several second-class boroughs. In the Kodiak Island Borough, the borough assembly refused to delegate planning and zoning responsibilities (beyond the adjustment powers permitted in law) to the City of Kodiak, yet did not provide the borough's planning department with staff and funds needed to administer and enforce planning and zoning in the city.¹¹ The result, according to the city manager, is "incompetent" borough zoning in the city, with violations and variances being the norm. "Anyone who wants a [zoning] variance gets it."¹²

In the Kenai Peninsula Borough, where an assembly ordinance establishes urban planning districts for the five cities, a Seward city official sees the borough administration as anti-zoning and accuses it of "gutting" the borough planning department, resulting in non-enforcement and frequent rezonings to lower standards.¹³ A top Kenai city official agrees, stating only that the "borough is not active in planning and zoning."¹⁴

In the strongly development-oriented Mat-Su Borough, an official of the long-established City of Palmer claims that, in the entire borough, only his city is "doing any serious planning." He also points out that Palmer was overruled by the borough assembly when the city attempted to set standards in an area, subject to future annexation, just beyond its borders.

Finally, a Fairbanks North Star Borough assemblyman observes that "planning and zoning is the borough whipping boy," an easy target for budget cuts. Unlike the other cases mentioned, however, this reduction in planning does not seem to bother Fairbanks or North Pole city officials. As viewed by a borough planner, the division of planning and zoning powers between the boroughs and the cities is an "awkward arrangement, but not a problem."¹⁵

We have noted that the Alaska constitution writers' response to the prospect of borough-city differences and conflict was to place city council members on the borough assembly. This structural device, they believed, would help ensure greater cooperation between the two governments. The Borough Act of 1962 implemented

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this provision by calling for assembly apportionment and a weighted voting scheme that would give city representatives, whatever their numbers on the assembly, a majority vote on all "areawide" matters wherever city residents comprised a majority of the borough population.¹⁶

This scheme led to continual struggles between city and non-city assembly members over the precise application of the weighted vote and the definition of "areawide." After an inconclusive series of such city-borough confrontations, the then-city of Juneau won favorable Alaska court rulings in the late 1960s against this apportionment and weighted voting scheme, based on U.S. Supreme Court one person-one vote rulings of that decade.¹⁷ Similar disputes occurred in most of the other boroughs. Then, in 1972, state voters approved an amendment to the constitution that eliminated the requirement for city representation on borough assemblies. It was not until 1979, however, that the last of the second-class borough assemblies—the Kenai Peninsula's and Ketchikan's—were reapportioned to eliminate direct city representation and to conform them to the one person-one vote standard.¹⁸

Boroughs and School Districts

State constitution writers and lawmakers also sought structural and procedural solutions to the long-standing conflict between general government and special district school government. In a tradition certainly not unique to Alaska, school district officials and professionals have sought and, almost everywhere, have largely won autonomous special governmental authority, including their own electoral bases and separate taxing and spending powers. This movement for school independence was partially blocked in Alaska's urban areas, however, when the independent school districts were placed under the fiscal authority of borough assemblies.

Still, we have noted that elected school boards and the school district bureaucracies they oversee retain much authority of their own and, in the period since boroughs presumably "absorbed" the old independent districts, they have even increased their control of school budgets, fiscal management, and school design and construction activities. Perhaps most important, school interests early on persuaded the state legislature to narrow the scope of the borough assemblies' budget approval authority to the local revenue share of the school budget only.¹⁹ Thus, assemblies are formally barred from line-item or even program-level review of school budgets since the local revenue share, which may be as low as ten percent, will be subsumed in much larger amounts of state and federal money.

This formal obstacle does not necessarily prevent borough assemblies, using the leverage of the local dollar contribution, from attempting to influence school board decisions, school programs, and even budget lineitems. Neither are school boards, for their part, above the tactic of demanding local ransom to save popular programs that might otherwise be jeopardized without the requested local financial support. As one borough assemblyman commented, this leaves the assembly with "no authority to say anything but yes."²⁰ It is this circumstance that leads participants on both sides to characterize the assembly-school board relationship as a "chess game" and, in the extreme, as a kind of stabilized "institutional war."²¹

Some exasperated borough officials favor severing the budgetary connection with school districts, and demand that the state assume 100 percent financial

responsibility for public education.²² Conversely, there is widespread sentiment, though not a consensus, among school board members that school districts should have total fiscal independence from boroughs and unified municipalities. In fact, as the state has financed larger shares of public school budgets for both capital and operating expenses, there has been less occasion for assembly-school board conflicts over school budgets. State money, both for general government and for schools, has in recent years kept property taxes down while school support has risen, with school boards generally receiving all they have requested in local funds. As one Fairbanks borough official stated, "When the state provides the amount of [school] support it does, there are no problems."²³

The exceptional case in 1982 was the school board president who complained of a "bitter relationship" with the borough assembly and administration. Despite high levels of state funds for the borough and the district, she commented that borough leaders were engaging in fiscal "doomsday" talk and "painting a black economic picture." Thus, disputes about funding new school facilities and meeting a current deficit in state funding were especially heated ones in her community. Elsewhere, while the typical observation is that state dollars have tended to smooth assembly-school board relationships, there is also growing apprehension about the uncertain future of state funding as Prudhoe Bay oil revenues peak and decline.

Public education represents the largest single budget category in all boroughs and unified municipalities. In second-class boroughs where education is the primary borough function (and other areawide powers tend to be few), there is greater assembly-school board competition in a restricted arena of decisionmaking centering on education. Where borough or municipal powers and expenditures cover a broader range, the competition may be less direct and intense. Thus, Anchorage, a unified municipality with a population several times larger than any other urban area in Alaska (approximately 200,000 in 1982), is in a class by itself. The Anchorage assembly and school board tend to specialize within more highly differentiated institutions of local government. Relationships between them tend as a result to be more distant, formal, and "organizationally correct" than are relationships between their counterparts in the smaller second-class boroughs.

Urban and Regional Boroughs

We have referred several times above to differences between unified municipalities, or combined city-boroughs, and second-class boroughs. Here, in an effort to explain further how, why, and in what directions local government is changing in urban Alaska, we will focus more directly on these two classes of local government as distinct institutional forms, differentiating between their "urban" and "regional" political geographies. Our general propositions are as follows:

1. Boroughs centered on dominant urban cores are likely to contain relatively compact and homogeneous populations with similar preferences for public services and similar orientations toward local government. These places, therefore, are likely to merge the boroughs and cities into unified municipalities or city-boroughs, or otherwise to integrate the activities of these two governments in various practical ways.
2. In contrast, boroughs that cover extensive regions with dispersed settlements

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Urban Boroughs

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are likely to contain more diverse population groups with different service preferences and orientations toward government. These places are more likely to retain "separated" city and borough structures, and there is likely to be a greater degree of conflict or tension among them.

If these propositions are correct, then the identities of unified and second-class boroughs should be generally consistent with the foregoing descriptions of "urban" and "regional" boroughs. Table 4 lists the nine boroughs in urban Alaska (excluding the rural boroughs of North Slope and Bristol Bay) in ascending order of size of their areas. Also listed are the number of cities in each borough and some indicators of population concentration and settlement patterns.

The table shows that the unified boroughs of Anchorage, Juneau, and Sitka are generally smaller in area, with somewhat more concentrated populations than most of the second-class boroughs. In the Anchorage area, before unification, the population tended to be concentrated in and around the City of Anchorage, with a small number of people residing in three outlying incorporated areas. In the Juneau area, the City of Juneau was dominant, although there was substantial growth in new suburbs north of town and an intensely independent City of Douglas just across the Gastineau Channel. In the Sitka area, the population was highly concentrated in and around the City of Sitka.

The second-class boroughs of Kodiak Island, Fairbanks, Kenai Peninsula, and Matanuska-Susitna are larger in area, with generally more dispersed populations in and outside of incorporated cities. On Kodiak Island, although the City of Kodiak is clearly the population center, the five other incorporated cities are, in fact, widely dispersed Native villages with socioeconomic and cultural characteristics that clearly contrast with those of the island's dominant city. The Fairbanks borough, despite its size, appears to be something of an anomaly in this context since most of its population is concentrated in and around the City of Fairbanks. The second- and third-class boroughs of Ketchikan and Haines appear most inconsistent with our propositions. Both are relatively small in area with populations heavily concentrated in their urban core cities. Thus, local factors other than demography and settlement patterns, which we have used to establish our urban-regional typology, are probably more important explanatory factors in these places, as we will discuss further below.

Unified City-Boroughs

The state legislature in 1967 authorized boroughs and the cities within them to "unite to form a single unit of home rule local government."²⁴ Since then, the voters have approved unification in Juneau, Sitka, and Anchorage. As required by law, the unification measures won by concurrent majorities in both city and non-city areas of the boroughs. In Juneau, however, it required two tries—in 1969 and 1970—before the unification charter was adopted, and in Anchorage, it took three—in 1970, 1971, and 1975. In Sitka, the unification proposal was adopted its first time around, in 1971.

The strongest opponents of unification in both the Juneau and Anchorage cases were residents outside the dominant cities. Especially opposed were those in smaller established or growing communities who feared absorption into and control by their big-sister cities. In Juneau, the then-City of Douglas was a resolute opponent of

Table 4. Population Characteristics of Boroughs, 1981

Borough or Unified Municipality	Area (sq. miles)	Population	Number of Cities*	Percent Pop. in Major City*	Percent Pop. in Other Cities*	Percent Pop. Outside Cities*
Ketchikan	1,250	11,400	2	63%	.3%	37%
Anchorage	1,880	181,000	4	37	.1	63
Haines	2,600	1,700	1	59	—	41
Juneau	3,100	21,000	2	45	9	46
Sitka	4,480	7,900	2	55	.6	44
Kodiak Island	5,400	9,900	6	62	10	28
Fairbanks	7,500	51,700	2	50	2	48
Kenai Peninsula	14,700	26,500	6	17	28	55
Mat-Su	20,500	19,100	3	12	13	75

*Before unification in Anchorage, Juneau, and Sitka.

Source: Alaska Department of Community and Regional Affairs.

City/Borough	Population	City	Borough	Unincorporated	Total
Kenai Peninsula	7,500	2	50	2	28
Mat-Su	14,700	6	17	28	48
	20,500	3	12	13	55
					75

* Before unification in Anchorage, Juneau, and Sitka.

Source: Alaska Department of Community and Regional Affairs.

unification, and the Douglas community harbors significant anti-Juneau sentiment to this day. In Anchorage, the principal source of anti-unification and anti-Anchorage sentiment was the Eagle River-Chugiak area, a rapidly growing bedroom community several miles northeast of the old City of Anchorage.

Douglas residents voted two to one against unification of the Juneau area in both 1969 and 1970, but because Douglas was an incorporated municipality, votes from that community were combined with Juneau's in a single tally of "city" votes and thus were easily cancelled out. Residents of the unincorporated communities of Eagle River and Chugiak voted nearly three to one against unification in the Anchorage area; however, in 1975, unlike in the elections of 1970 and 1971, the other non-city votes for unification were sufficient to cancel the negative Eagle River-Chugiak votes, carrying the election for unification.

In the Sitka area, only the very small (90 residents) Tlingit Indian village of Port Alexander at the southern end of the borough sought to maintain its separation from the then-City of Sitka.²⁵ Otherwise, both city and non-city votes were decisively for unification when the charter of the City and Borough of Sitka was adopted in 1971. With its compact settlement pattern and relatively stable and homogeneous population, Sitka stands out as one of the most coherent and integrated communities in urban Alaska.

In each of these cases, the dominant cities were the strongest proponents of unification; smaller incorporated or unincorporated settlements were most strongly against, and rural areas of these boroughs were split variously in both directions. Most voters in the core cities apparently believed that, given their electoral advantage, they had little or nothing to lose from unification, could put an end to borough-city conflict and duplication, and perhaps gain some efficiencies. The fears of many small community and rural residents were, typically, that they would lose their identities, fall under city control, and be forced to pay higher taxes—in the worst case, for services that city people, and not they, would get.²⁶ These continue to be the sentiments of many non-city residents of both regional and urban boroughs whenever the question of unification arises.

In Juneau and Anchorage, these fears were at least partially allayed through provision of service areas with their own service levels and mill rates and election of assembly members from separate districts within the borough-city area.²⁷ Sitka is the exception among all boroughs or city-boroughs in these respects. Having little use or desire for service areas in the first place, the residents of that community eliminated the one service area it had when they adopted their unified city-borough charter. Also, Sitka assembly members are elected at large.

In Sitka, then, legal unification of the old city and borough in effect ratified the relative unity previously existing in the community itself. This was not so in Juneau and Anchorage. The citizens of Douglas, in reaction to unification, tried unsuccessfully to nullify the election in the courts; they lost their legal autonomy and came under the electoral control of majorities in Juneau and elsewhere in the new city-borough. Similarly, residents of the Eagle River-Chugiak area in Anchorage were thwarted in their 1975 attempt to separate from the municipality and incorporate as a separate borough; they were legally absorbed into the new metropolitan area municipality. But in neither case did these smaller communities entirely lose

their separate identities within the encompassing jurisdictions. In addition to the service areas and assembly election districts noted above, Douglas has an advisory committee to the city-borough, and Anchorage has a fledgling community council (neighborhood association) system throughout the municipality, including Eagle River-Chugiak.²⁸

Second-Class Boroughs

The values of decentralization and localism are still very much alive in unified city-boroughs, despite their formally unified and centralized government structures. In second-class boroughs, these values not only live but thrive. At the top of the list of "localistic" or decentralized boroughs are Kenai Peninsula and Matanuska-Susitna, each being a large, regional-type borough with many small incorporated and unincorporated communities scattered widely over their extensive areas. Then comes Kodiak Island. Its core city population is separated by long, roadless distances from five Native villages, and city government is sometimes at odds with urban fringe residents just beyond city boundaries. The Fairbanks area, which looks a little more "urban," follows next. The independent-minded city of North Pole resists Fairbanks' domination of the borough, and the unincorporated communities of Salcha, Two Rivers, Fox, Esther, and Badger Road also have developed separate identities within this loosely-knit borough. At the bottom of the list is Ketchikan, a place that clearly qualifies as an "urban" borough (see Table 4), and where one might expect to find, but presently does not, movement toward formal unification.²⁹

The Kenai Peninsula and Mat-Su boroughs have institutionalized the diversity, localism, and conflict prevalent in their areas. Each has a mix of cities (six on the peninsula, three in Mat-Su) and unincorporated settlements (about a dozen apiece). Having limited borough-wide powers, both rely heavily on service areas (eleven on the peninsula; thirty-two in Mat-Su). Mat-Su, in addition, has advisory community councils that represent four unincorporated communities at the borough level. Both boroughs elect their assemblies from districts: on the peninsula, sixteen members (the largest assembly or council in Alaska local government) are elected from four districts; and in Mat-Su, seven members are elected, one each from seven districts. Both places have also experienced serious efforts by dissident local area groups to secede from the borough.

On the western side of the Kenai Peninsula, the residents of the North Kenai-Nikiski area proposed in 1973 to secede from the Kenai Peninsula Borough and to incorporate their own Nikiski Borough. This new borough would have encompassed the oil and gas facilities that have provided the Kenai Peninsula Borough with half or more of its local tax revenues. The Local Boundary Commission rejected the North Kenai petition, as not in accord with borough standards. In 1982, leaders in this same area, now organized as a service area within the borough, were considering incorporation as a city, which would give them their own taxing and spending powers.

On the eastern side of the peninsula, City of Seward leaders in 1982 were proposing secession from the borough and incorporation of a new separate borough. The proposed borough, covering the northeastern quarter of the peninsula, would include Seward and the unincorporated communities of Cooper Landing, Moose Pass, and Hope. These places accounted for about 10 percent of the population of the Kenai Peninsula Borough in 1982. According to Seward city officials active in

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the secession movement, the Kenai Peninsula Borough is too big, and is dominated
by North Kenai interests; they claim that borough officials neglect Seward and the
eastern side of the peninsula ar:d discriminate against the area in allocating public
revenues.³⁰

The thirty residents of Lake Louise, tucked away in the eastern corner of the
Matanuska-Susitna Borough and separated from most of the rest of the borough by
the Talkeetna Mountains, were also pressing toward secession from their borough in
1982. They claim that they receive too little in return for their property taxes and
that they are too remote from the rest of the borough and too few to attract any
attention. What makes this case of more than local interest is that Lake Louise
residents also believe that they could save costs of public education by affiliating
with the Regional Education Attendance Area (REAA) serving the unincorporated
region just east of the borough border, where education is financed wholly by the
state.³¹

Added to Kodiak Island Borough's division between urban white and rural
Native lifestyles is a further division between permanent residents and a seasonal
wave of cannery workers and fishermen. The island's U.S. Coast Guard station,
recently annexed to the city, constitutes another distinct social and geographic
enclave within this borough. Finally, residents just beyond the city's borders success-
fully defended their separate status against a recent proposal to annex to the city.
So, despite the concentration of population in and around the City of Kodiak (more
than half of the island's residents are within the city's boundaries), the borough's
second-class status seems consistent with the present realities of the island's social,
political, and geographic divisions. We have already described how second-class
status helps protect local and separatist interests by limiting the borough's areawide
powers, channeling operations through service areas, and requiring concurrent local
majorities to approve any significant changes in borough status or powers.

The population of the City of Fairbanks makes up barely half that of the entire
Fairbanks North Star Borough, and a city official observes that the city would "lose
clout" with unification. Some Fairbanks borough leaders suggest, however, that the
greatest resistance to unification, or even to borough activism, comes from the
borough's rural residents and that there is a deep split, particularly between them
and a growing suburban population that wants more public services. According to
the mayor of the City of Fairbanks, "The greatest fear is the loss of rural
identity."³² And an official of the City of North Pole (1981 population 928),
perhaps mindful of her community's autonomy within the Fairbanks Borough's
second-class structure, observed simply that "The borough system works."³³

Voters in the Fairbanks North Star Borough defeated a unification charter in
1973 and a proposal to establish a unification charter commission in 1978. More
recently, in 1981, a group of borough residents proposed that the borough declassify
itself to third-class status; they advanced the question to the ballot, but won support
from only about one-third of borough voters. In the late 1970s, residents of the
Salcha area southeast of Fairbanks proposed to secede from the borough. This
borough had more service areas (56) in 1982 than any other, with at least thirty
more "waiting to be established."³⁴ In general, the Fairbanks North Star Borough
exhibits an unusual degree of social and political fragmentation for an area with a
relatively strong central urban core.

Of all the second-class boroughs, it is most difficult to identify underlying correlates of localism and borough-city separatism in Ketchikan. There are, typically, the borough residents "up the road," beyond the city's limits, who want little to do with city taxation and regulation. And there is the small Indian village of Saxman (1981 population 276), southeast of Ketchikan city, whose leaders have a strong sense of that village's independent identity and who seek to reinforce its legal-political autonomy as a Native village government. But nearly two-thirds of the borough's population resides in the City of Ketchikan, and most of the remainder, near the city's borders, have growing tastes for city services. Yet, in the late 1970s, Ketchikan voters rejected a proposition to establish a unification charter commission, and the question of unification has never come to a vote in the borough.

Part of an explanation of Ketchikan's deviance from the "urban" model may be that it has been one of the slowest growing boroughs, experiencing relatively few significant changes in local governmental needs or demands over the past decade. Further, the merger of city and borough staffs in legal, fiscal management, and planning offices may have helped defuse what little movement there was toward formal unification of the two governments. Finally, these steps toward de facto unification at the staff level, which might ultimately have spread to city-borough mergers in other management areas, ended as merger advocates left office in both governments. This turnover of officials included a major shake-up of the borough assembly when a 1979 reapportionment ousted the majority of assembly members who had held city council and assembly seats concurrently. In the next election, all eleven assembly seats were filled by outside-city residents, both reflecting and reinforcing the borough and city tendencies to go their separate ways. Significant change is not likely soon in Ketchikan's two-level structure. According to one borough official, "the people are getting what they want" out of the separate borough and city governments—in part because they are separate governments.³⁵

Haines: The Third-Class Borough

Probably because of its small size and relative isolation, the Haines area, at the top of the southeastern panhandle, for several years avoided constitutional and statutory mandates for creation of borough government in areas containing independent school districts. But, by 1968, the extralegal existence of the Haines independent school district could no longer be ignored, and the legislature amended the borough act to authorize third-class "school boroughs"—a goal long sought by public education interests—specifically to legalize Haines' special district government. Thus, the third-class borough could have an assembly that would also be a school board, and its areawide powers were limited to education and taxation.

Haines is the smallest of the boroughs in urban Alaska, with only 1,700 residents in 1981, 1,000 of whom lived in the City of Haines. Although this small town area is served by two layers of local government, city and borough, there is no apparent local interest in merger or unification. The city meets urban service needs and the borough provides educational programs with heavy financial support from the state. Further, people in the non-city area can and do use service areas (in 1982, there were four fire districts) which provide only the specific services authorized in service area elections. According to the borough mayor, "We are the most flexible form of government, a form that is under complete control by its citizens."³⁶

Further reinforcing local preference for their third-class status, the citizens of

ths, it is most difficult to identify underlying city separatism in Ketchikan. There are, typically, "road," beyond the city's limits, who want little attention. And there is the small Indian village of the east of Ketchikan city, whose leaders have a distinct identity and who seek to reinforce their village government. But nearly two-thirds of the population of Ketchikan, and most of the remainder, are in favor of city services. Yet, in the late 1970s, the effort to establish a unification charter commission has never come to a vote in the borough.

Ketchikan's deviance from the "urban" model of the best growing boroughs, experiencing relatively few special needs or demands over the past decade, has been in legal, fiscal management, and in refusing what little movement there was toward unification. Finally, these steps toward de facto unification might ultimately have spread to city-borough unification as merger advocates left office in both boroughs. This included a major shake-up of the borough government that ousted the majority of assembly members and elected seats concurrently. In the next election, all seats were held by outside-city residents, both reflecting and encouraging tendencies to go their separate ways. Significant changes in the borough's two-level structure. According to one observer, "the borough is doing what they want" out of the separate boroughs because they are separate governments.³⁵

And relative isolation, the Haines area, at the end of several years avoided constitutional and borough government in areas containing independent boroughs, the extralegal existence of the Haines area can be ignored, and the legislature amended the constitution to "school boroughs"—a goal long sought by the legislature to legalize Haines' special district government. The legislature would have an assembly that would also be a borough assembly limited to education and taxation.

Although in urban Alaska, with only 1,700 residents, the City of Haines. Although this small town government, city and borough, there is no distinction. The city meets urban service needs through programs with heavy financial support from the state. The area can and do use service areas (in 1982, the state) for only the specific services authorized in the borough charter. Borough mayor, "We are the most flexible government with complete control by its citizens."³⁶

For their third-class status, the citizens of

the Haines area have leveraged their power of public education to provide "educationally related" community facilities: library, museum, tennis courts, cultural facilities, and a swimming pool. Also, the state covers most of the capital and operating costs for these "educational facilities" under its generous public education grant programs. So, despite the position of the state Department of Community and Regional Affairs that the third-class borough form is "outmoded" because it lacks sufficient areawide powers,³⁷ the people of Haines seem satisfied with their structure, and many might even agree with their mayor's expansive claim that it "is one of the best forms of local government yet devised."³⁸

State Policies: Passive-Reactive

After their struggles with local groups during the borough formation period of the early and mid-1960s, state officials concerned with local affairs largely withdrew from the local government arena in urban Alaska. Some noteworthy legislation was passed in the late 1960s and early 1970s—authorizing unification (1967), establishing a state-local revenue sharing program (1970), and creating the Department of Community and Regional Affairs (1972)—but consequent changes in Alaska's local government structure were either marginal or more the result of local than of state initiatives. State administrative and legislative officials thus tended to respond and react to local developments, as a flexible borough-city system evolved into the various shapes described in the foregoing sections of this chapter.

In the 1970s, the Department of Community and Regional Affairs (DCRA) increasingly turned its attention to rural Alaska—to its service needs and its fragmented and undeveloped local government institutions, and to the unfinished constitutional task (as many saw it) of "organizing the unorganized borough." In this endeavor, DCRA officials were consistently thwarted by local political forces who opposed state intervention in local government organization matters, much as their predecessors in the Local Affairs Agency had met strong local resistance in the early days of borough formation in urban Alaska. The department, by 1982, operated with a budget of \$100 million and had 200 employees—numbers many times larger than the Local Affairs Agency ever saw or contemplated—but DCRA had not yet solved, by the 1980s, the old problems of building a strong local government constituency or of securing reliable political support from the governor and the legislature.

The Local Boundary Commission, consistent with its own borough formation experience, has adopted a conservative course in carrying out its responsibilities to oversee local government boundary changes—incorporations, annexations, and detachments or "secessions." As one member of the commission observed, "We're a reactive agency . . . We usually decide on a case-by-case basis."³⁹ The commission responds to local problems and initiatives and, in doing so in urban areas, it generally acts as a conservator of the existing system of borough government. In particular, the commission tends to look very critically at proposed detachments or secessions from boroughs (or from Regional Education Attendance Areas in rural Alaska), taking care that local public service requirements and financial capacities are fully accounted for.⁴⁰ The commission has yet to recommend favorably on any proposed detachment of an area from an organized borough. Most of its business concerns relatively minor annexations. More than DCRA, the commission is subject to local political pressures and to direction from the legislature, which can veto any of its

decisions and has done so in several controversial annexation cases.

We earlier described at length the decentralizing, localistic forces within Alaska's boroughs. These forces have, in struggle with certain centralizing forces also within the boroughs and often centered in core cities, largely determined the present statuses of urban local governments and the distribution of local power. Similar decentralizing, localistic forces exist at the state government level, and they operate primarily through the legislature, which is essentially a statewide aggregate of local interests. As such, the legislature undoubtedly helps to keep in check the centralizing tendencies inherent in state agencies like DCRA and, to a lesser extent, the boundary commission, which is itself constituted in part to represent local or regional interests. Thus, after the borough system was established by the legislature with the Mandatory Borough Act of 1963, neither DCRA nor the commission had the mandate or resources to play other than relatively passive and reactive roles in the intergovernmental system.

The strongest force in local government is state money: it expands services, builds facilities, lowers mill rates, raises expectations, and creates competition among local agencies and interest groups. When the level of state aid to local governments rises steeply, as it did in Alaska at the beginning of the 1980s, state money forces local communities to make adjustments in the ways they do business. Just as likely to force change as big increases in state money are big reductions, and that prospect caused apprehension among local officials when state petroleum revenues began to slack off in 1982-83. Thus, the future of Alaska's local (and state) governments was, in some critical respects, as closely tied to the world price of oil as was the future of the OPEC nations.

NOTES

¹Chapter 9 discusses the North Slope Borough in detail.

²Personal interview, city manager, Fairbanks, July 30, 1982.

³Personal interview, borough staff official, Fairbanks, July 9, 1982.

⁴Personal interview, borough staff official, Soldotna, July 21, 1982.

⁵State of Alaska, Department of Community and Regional Affairs, *Alaska Taxable*, 1967, 1981. Including state-assessed oil and gas properties in the North Slope and other boroughs, the total assessed property value in all eleven boroughs in 1981 was \$23.3 billion, for an increase of 1,356 percent over 1967.

⁶Ibid.

⁷See Chapter 6 for a detailed discussion of state financing of local government in Alaska.

⁸Personal interview, borough staff official, Fairbanks, July 7, 1982.

⁹Personal interview, borough official, Kodiak, June 29, 1982.

¹⁰Personal interview, city official, Ketchikan, July 17, 1982.

¹¹Personal interview, borough staff official, Kodiak, June 30, 1982.

¹²Personal interview, Kodiak, June 30, 1982.

¹³Personal interview, Seward, July 26, 1982.

¹⁴Personal interview, Kenai, July 21, 1982.

ersial annexation cases.

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state financing of local government in

Fairbanks, July 7, 1982.

June 29, 1982.

July 17, 1982.

Chugiak, June 30, 1982.

¹⁵Personal interviews, borough and city officials, Fairbanks and North Pole, July and August 1982.

¹⁶*Session Laws of Alaska*, Chapter 110, 1962. Also see Ronald C. Cease and Jerome R. Saroff, "The Borough," in *The Metropolitan Experiment in Alaska*, ed. by Cease and Saroff (New York: Praeger, 1968), pp. 45-46.

¹⁷*City of Juneau vs. Greater Juneau Borough*, Superior Court, Juneau, No. 65-317 (1968). Also see Joseph R. Henri, "The Juneau Experience," in *Metropolitan Experiment*, pp. 286-91.

¹⁸The Alaska Department of Community and Regional Affairs finally stepped in to reapportion the Kenai Peninsula assembly after efforts at the local level had failed. It is still possible for city council members also to run for and hold seats on the borough assemblies, and vice-versa. They do this, however, through separate, legally independent elections. In 1982, two members of the Fairbanks city council also sat as members of the borough assembly. Further, a representative from the city of North Pole also sat as a non-voting participant in Fairbanks-North Star Borough assembly meetings.

¹⁹See Donald M. Dafoe, "Education and the Borough: Autonomy," in *The Metropolitan Experiment in Alaska*, ed. by Ronald C. Cease and Jerome R. Saroff (New York: Praeger, 1968), pp. 230-234.

²⁰Personal interview, borough assemblyman, Fairbanks, August 4, 1982.

²¹The general references to local attitudes and reactions are based on numerous interviews with borough and school district officials between May and August 1982. Specific citations are noted where appropriate.

²²Personal interviews, borough officials, Juneau, May 26 and June 14, 1982. This position is shared by many others in urban Alaska, but a consensus has not yet formed on this issue.

²³Personal interview, borough official, Fairbanks, July 7, 1982.

²⁴*Alaska Statutes*, Section 29.68.240.

²⁵In 1974, the Port Alexander villagers regained their separate status when the Local Boundary Commission approved their separation from the Sitka City-Borough and their incorporation as an independent second-class city.

²⁶See illustrative newspaper articles and editorials in *Southeast Alaska Empire*, February 17, 18, 1970; and *Anchorage Daily News* and *Anchorage Daily Times*, September 8, 10, 1975. Also, for detailed background on the Anchorage case, see Paul H. Wangness, *A History of the Unification of the City of Anchorage and the Greater Anchorage Borough* (Anchorage: Urban Observatory, November 1977).

²⁷In Juneau, assembly members are elected in an areawide vote, but they are nominated from and reside in three districts—downtown Juneau, Douglas, and the Mendenhall Valley area north of town.

²⁸In 1982, voters in Eagle River-Chugiak rejected a proposal to extend municipal building codes to their area, as did the residents of Girdwood, a small recreational community in the southeast portion of the Anchorage municipality.

²⁹Although legally a second-class borough, Bristol Bay is neither "urban" nor "regional" in our terms and is not included in the present analysis.

³⁰Personal interviews, City of Seward officials, July 26, 1982.

³¹*Anchorage Daily News*, May 2, 1982; *Anchorage Times*, September 20, 1982. Also see Chapter 10, for discussion of REAAs in rural Alaska.

- 32 Personal interview, Fairbanks, July 9, 1982.
- 33 Personal interview, North Pole, August 6, 1982.
- 34 Personal interview, borough official, Fairbanks, July 30, 1982.
- 35 Personal interview, Ketchikan, June 13, 1982. This discussion of Ketchikan based primarily on personal interviews with state and local government officials conducted in May and June 1982.
- 36 Letter from R.E. Henderson, mayor, Haines Borough, to Palmer McCarter, Alaska Department of Community and Regional Affairs, March 23, 1981.
- 37 Alaska Department of Community and Regional Affairs, "Position Paper on the Third-Class Borough Form of Government," February 25, 1981.
- 38 Letter from Henderson to McCarter, March 27, 1981.
- 39 Personal interview, Fairbanks, August 20, 1982.
- 40 See *Alaska Administrative Code*, Title 19, Chapter 10.225-240 for standards applied to proposed detachments from organized boroughs.

**STATE OF ALASKA 1987 LEGISLATIVE SESSION
FISCAL NOTE**

⑦
SSHB 1

REQUEST: _____

Bill Version : SSHB 1

Publish Date : _____

Revision Date: _____
Title: An Act relating to school districts

Agency Affected: Attached

BRU: Attached

Sponsor: Representative Larson
Requestor: House C&RA

Components: Attached

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 87	FY 88	FY 89	FY 90	FY 91	FY 92
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						\$3,148.0
MISCELLANEOUS						
TOTAL OPERATING						3,148.0
CAPITAL						
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND						3,148.0
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

MW

Prepared by: Mike Worley, State Assessor
Division: Municipal & Regional Assistance

Phone: 465-4750

Date: 3/27/87

Approved by Commissioner: David G. Hoffman
Agency: Community & Regional Affairs

Date: 3-27-87

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)
- Senate Secretary

ATTACHMENT TO SS HB 1

Explanation of Fiscal Note:

Four of the Regional Education Attendance Areas (REAA's) impacted by the bill have AS 43.56 (oil and gas) property located within their boundaries. The State currently collects approximately \$75,500,000 in revenues from that property. We estimate those four REAA's would levy four mills for education funding and one mill for operating purposes. A five mill municipal levy would result in a shortfall to the State's general fund of about \$18,875,000. With the four REAA's contributing approximately \$15,727,000 toward education (four mill levy against all taxable property), the Department of Education would see a decrease of that amount in its budget. The result would be a net revenue reduction to the State of \$3,148,000.

STATE OF ALASKA

DEPARTMENT OF LAW

OFFICE OF THE ATTORNEY GENERAL

STEVE COWPER, GOVERNOR

REPLY TO:

1031 W 4th AVENUE
SUITE 200
ANCHORAGE, ALASKA 99501
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SUITE 400
FAIRBANKS, ALASKA 99701
PHONE: (907) 452-1568

POUCH K - STATE CAPITOL
JUNEAU, ALASKA 99811
PHONE: (907) 465-3600

March 26, 1987

MAR 26 1987

Honorable Heinrich Springer, Chair
House Community & Regional
Affairs Committee
P.O. Box V
Juneau, AK 99811

Re: Position paper SSHB 1

Dear Representative Springer:

As requested in your memorandum of March 23, 1987, I have reviewed SSBH 1, relating to the conversion of regional educational attendance areas (REAA's) into third class boroughs. In your request you specifically asked this office to address the following: (1) the process proposed for the bill's enactment and the powers of third class boroughs; and (2) potential litigation which may arise if this bill is passed. These issues will be discussed in the sectional analysis of the bill herein.

Section 1. Third Class Boroughs Created. (a) This subsection forms mandatory boroughs by converting existing REAA's into third class boroughs. We believe that a challenge to the constitutionality of the legislature establishing mandatory boroughs as proposed under this bill would be upheld by the court as being a valid legislative Act. A similar Act, known as the Mandatory Borough Act, ch. 52, SLA 1963, was upheld by the Alaska Supreme Court in Walters v. Cease, 388 P.2d 263 (Alaska 1964). However, the existence of a prior holding certainly would not prevent litigation of the constitutionality of this present bill. In fact, we would expect legal challenges to this bill from numerous communities presently attempting to dissolve their incorporated status under AS 29.06.450 -- 29.06.530. Also some of these communities are not even attempting to dissolve according to law, but are merely having the city council members resign enmass and are declaring themselves unincorporated. The apparent intent of many of these communities is a strong desire to be independent from incorporated status and look to their village councils or Indian Reorganizational Act (IRA) councils as the pseudo local government. Furthermore, last year, several communities became one-village districts in order to be able to handle their affairs independent from organized local government controls.

Hon. Heinrich Springer, Chair
House Community & Regional Affairs Committee
Re: Position paper re SSHB 1

March 26, 1987
Page #2

It should also be noted that under AS 29.06.470(a)(1) a third class borough may petition to dissolve. An interesting question arises if, after an REAA becomes a third class borough, the borough is dissolved under AS 29.06.470, will the REAA be resurrected in order to carry on the educational functions in the unorganized borough?

As to the powers of third class boroughs, their only power under present law is the education function.

In regards to subsections (b), (c) and (d), we have no comments to offer at this time.

Section 2. Transition. We have no comments as to potential litigation on this section. It is clearly written as to succession of contracts, obligations, assets, etc. Our main comment is that during the transition period, all contractors of the REAA should be advised of their rights before conversion in the event of breach of contract and the liabilities which will succeed to the borough.

Section 3. We have no comments to offer on this section as it concerns a directive to a division of the legislative branch.

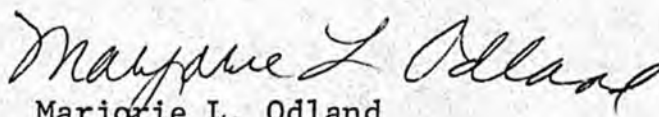
Section 4. This effective date provisions of this section are proper as written.

In summary, it is impossible for this office to determine the number of potential lawsuits which may occur due to the enactment of this bill as presently written. However, we are confident that some will occur. A fiscal note is attached which further explains the fiscal impact of this office.

If further comments are needed, please contact me.

Sincerely yours,

GRACE BERG SCHAIBLE
ATTORNEY GENERAL

By: 
Marjorie L. Odland
Assistant Attorney General

MLO/pjg
Enc.

STATE OF ALASKA 1987 LEGISLATIVE SESSION
FISCAL NOTE

REQUEST: _____

Bill Version: SSHB 1

Publish Date: _____

Revision Date: _____

Agency Affected: Department of Law

Title: "An Act converting regional educational areas into third class boroughs..."

BRU: Legal Services

Sponsor: Representative Larson

Components: Operations

Requestor: House C&RA Committee

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 87	FY 88	FY 89	FY 90	FY 91	FY 92
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		*	*	*	*	*

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

GENERAL FUND		*	*	*	*	*
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS:

FULL-TIME		*	*	*	*	*
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

Please see attached analysis.

Richard I. Pegues

Prepared by: Richard I. Pegues, Director

Phone: 465-3672

Division: Administrative Services

Date: March 26, 1987

Richard I. Pegues/For

Approved by Commissioner: Grace Berg Schaible, Atty. Gen.

Date: March 26, 1987

Agency: Department of Law

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)
- Senate Secretary

CONTINUATION of FISCAL NOTE ANALYSIS

For Bill/Resolution No. SSHB 1

This bill would convert all of the state's regional educational attendance areas into third class boroughs and, in effect, do away with the state's unorganized borough.

Establishment of boroughs through a legislative act was upheld by the Alaska Supreme Court in a 1964 case entitled Walters v. Cease. Nonetheless, we anticipate some legal challenges to this proposed Act on the part of existing school districts, cities, and residents of the unorganized borough who, for a variety of reasons, may be unwilling to give up their current independent status. There are, for instance, cities that are attempting dissolution at this time, that are also separate REAAs, and that would become third class boroughs under the proposed Act. And there are, of course, many individuals who live in the unorganized borough to enjoy this independence, as a matter of choice.

It is not possible to predict the level and complexity of the litigation that may occur as a result of this bill, but there will be some. The Department of Law is facing severe budget reductions in the coming fiscal year. The general fund resources to deal with the sort of legal disputes that may be caused by this bill were reduced by 15 percent in FY 87, and these resources face a further reduction of about 15 percent in FY 88. To the extent that the bill results in a substantial body of new legal work it will be necessary to seek a supplemental appropriation beginning in FY 88.

STATE OF ALASKA

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

OFFICE OF THE COMMISSIONER

4
STEVE COWPER, GOVERNOR

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POSITION PAPER

RE: SSB 1 - - "An Act converting regional education attendance areas into third class boroughs; and providing for an effective date."

SPONSORS: Representatives Larson and Menard

Effects of the bill

Section 1 of the bill would require the formation of boroughs (regional municipal governments) on July 1, 1989 in those areas of the state which presently lack such structure. Currently, organized boroughs exist in only one-third of the state, the remaining two-thirds of the state would be directly affected by this bill.

Such boroughs would be formed along the boundaries of regional education attendance area (REAA) boundaries as they existed on July 1, 1982. However, two or more such REAAs could combine to form a borough under the bill.

The bill requires the lieutenant governor to conduct elections for initial assembly members, comprised of seven individuals elected at large.

Boroughs would still be permitted to form by initiative under the current provisions of law prior to the effective date of the bill.

Section 2 of the bill provides that the Department of Education shall oversee and assist in the transition from REAAs to boroughs. The bill specifies that the assets, liabilities and staff of the REAAs succeed to the newly formed boroughs.

Section 3 of the bill requires the division of legal services of the Alaska Legislative Affairs Agency to prepare a subsequent bill conforming current laws to the changes made by the bill.

Sections 1 and 2 of the bill would not take effect until the subsequent bill provided by Section 3 takes effect. Other provisions of the bill take effect immediately under the provisions of AS 01.10.070(c).

Comments

DCRA favors the creation of a formal process to address local government needs, structure and responsibilities (including education) in the Unorganized Borough. The Department supports the concept and intent of reviewing borough status as a possible solution to local government problems in rural Alaska. The Department believes SSHB 1 could be strengthened if the following occurs:

(1) That the bill referenced in SSHB 1 Section 3, concerning broader local government needs and requirements of the Unorganized Borough is developed in a manner which DCRA believes carefully and comprehensively addresses all aspects of the proposed boroughs, not simply education; and

(2) DCRA is formally included in the process to develop a future bill on local government structure in the Unorganized Borough.

While the need to address local responsibility for education may be one reason to mandate some form of borough government in the Unorganized Borough, DCRA believes it is equally important to consider how those boroughs will affect other local government services and responsibilities. For example, how will the quasi-local governmental services, which are currently provided by state service areas (such as Coastal Resource Service Areas) or through state contracts with regional non-profit groups (such as public health assistance), be affected?

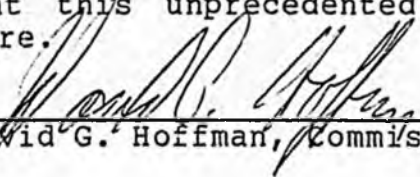
DCRA wants to ensure that, even though the boroughs would be mandated in large part for educational purposes, they will have the flexibility, resources and authority to address other services and issues which are important to a region. The new boroughs must be structured to enable them to address existing problems and concerns while taking into account the economic realities which presently exist in the Unorganized Borough. The prospect of organizing the two-thirds of the state which lacks regional municipal government offers some exciting prospects for improving the delivery of services to and the quality of life in these regions. DCRA is capable and prepared to develop, or assist in the development of, legislation affecting local government and is prepared to lead the effort to draft the legislation required by Section 3, of this bill.

The Governor will soon introduce a bill to establish a Rural Governance Council. This council would be ideally suited to assist DCRA in addressing the broader local government aspects of a bill to be drafted as directed by Section 3 of SSHB 1.

SSHB 1
March 26, 1987
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Therefore, DCRA recommends that Section 2 of SSHB 1 be amended to add DCRA as an agency to assist and oversee the transition to a borough. It is further recommended that Section 3 of the bill be amended to designate DCRA to participate in developing legislation. If a Rural Governance Council is formed, then it along with DCRA should be given the responsibility of implementing Section 3.

Deadlines provided in Section 3., are tight but can be met if full cooperation and high priority are given to this effort. However deadlines in Sections 1(c) and 2 should be changed from July 1, 1989, to at least July 1, 1990, or two years after adoption of the bill mandated by Section 3. It will take at least two years to allow dissemination of information, provide for public input and implement this unprecedented change in Alaska local government structure.



David G. Hoffman, Commissioner

(3) SS4B1

Opinion page

Tundra
Drums
3/19/87
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Viewpoint

REAA's should not be converted into boroughs

A bill has been introduced in the legislature that would turn all Rural Educational Attendance Areas (REAA's) into third class boroughs by July 1, 1989.

The bill is scheduled to be presented to the house and senate rules 20 committees for introduction on the first day of the next legislative session

This is the move we all knew would come sooner or later. The final elimination of unorganized areas of the state into boroughs. The unorganized areas are by far the largest geographically, the smallest in population, and with the poorest economic potential.

Early on in this state's history it was recognized that basic education, public safety and health needs would have to be met, and that the ability of the vast, sparsely populated areas to pay for those services was slim, and that much of the state's wealth in oil, fisheries, timber and mining were being drawn from the rural areas. Now it seems the Mat-Valley legislators intend to "put the screws" to the rural areas of the state, once more.

It's hard to fathom why that area of the state harbors such resentment for the other, more rural portions of the state and why they resent the subsistence life-style, rural education and public safety.

The other legislators will have to guard against that influence and continue to recognize that the largest portions of the state may continue to need more than they can contribute right now. Economic security will only come to the rural areas of the state with proper development and education of our young. The formation of boroughs will not hasten that happening.

The bill is years premature and light years out in left field as far as intent goes.

Before such a bill gains speed, the state needs to seriously look at how well the REAA's are working, and then determine if boroughs along the same or combined boundaries have any chance of working. And above all, the public in the rural areas needs to be consulted about the concept and its alternatives.

OH... YOU CAN TELL

C'MON,
WHAT DID YOU
KNOW
AND
WHEN DID
YOU
KNOW
IT?



Rerouting U.S. Mail

An open letter to the residents of: Chevak, Hooper Bay & Scammon Bay.

Regarding opposition of rerouting of U.S. Mail.

write to our Senate
ley, Rep. Springer
vernor Cowper for
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the future.

Remember it is th
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and their residents.

A concerned resi
Edgar Hoelscher

Manda
voter direc

Dear Editor:
Voters in gene
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describe this voter c

ESTIMATED VALUE OF REGIONAL EDUCATION ATTENDANCE AREAS

Methodology

The object of this task was to estimate the value of privately owned taxable property in each of the Regional Education Attendance Areas (REAA) in the State. Given the existing time constraints, we believed the best approach to estimating those values was through formula-calculation. The basic procedure we adopted is as follows:

1. Arrange communities by REAA.
2. Develop regional parcel/population ratios (PPR).
3. Apply PPR ratios to populations to estimate total privately owned parcels in REAA's.
4. Develop ratios of tax exempt restricted deeds to Native-owned parcels.
5. Apply ratios to privately owned parcels to estimate taxable parcels.
6. Develop statewide average per parcel full value (APPFV).
7. Apply APPFV to estimated taxable parcels.
8. Add nontypical taxable improvement values (such as cold storage facilities, canneries, mills, etc.) in appropriate communities.
9. Sum by REAA to estimate full taxable value of unorganized borough by REAA.
10. Add pipeline values to appropriate REAA's.

If interested parties have questions or comments in regard to this project, they are invited to contact our office.

Office of the State Assessor
P.O. Box BH
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Phone: (907) 465-4730

REVISED
5-26-87

REGIONAL EDUCATION ATTENDANCE AREAS	POP	TOTAL PARCELS	% NATIVE	NATIVE PARCELS	EXEMPT RESTRICTED	TAXABLE PARCELS	APPFV	FULL VALUE	MILL RATE	TAXES EXCLUDING STATE TAXABLE	AS 43.56 STATE TAXABLE FULL VALUE	TOTAL FULL VALUE	TAXES INCLUDING STATE ASSESSED	
							\$70,000							4.00
10	ADAK REGION													
ADAK	NA	0		0	0	0		\$0		\$0	\$0	\$0	\$0	
SHEKVA	NA	0		0	0	0	0	\$0		\$0	\$0	\$0	\$0	
TOTAL....	0	0	67.6%	0	0	0		\$0		\$0	\$0	\$0	\$0	
16	ALASKA GATEWAY													
CHICKEN	37	11		3	1	11		\$739,935		\$2,960	\$0	\$739,935	\$2,960	
DOT LAKE	67	20		6	1	19		\$1,339,882		\$5,360	\$0	\$1,339,882	\$5,360	
EAGLE	194	58		17	3	55		\$8,491,000		\$33,964	\$0	\$8,491,000	\$33,964	
MENTASTA	95	29		8	1	27		\$1,899,833		\$7,599	\$0	\$1,899,833	\$7,599	
NORTHWAY	245	74		22	4	70		\$4,899,569		\$19,598	\$0	\$4,899,569	\$19,598	
TANACKROSS	117	35		10	2	33		\$2,339,794		\$9,359	\$0	\$2,339,794	\$9,359	
TETLIN	107	32		10	2	31		\$2,139,812		\$8,559	\$0	\$2,139,812	\$8,559	
TOKI	1,184	355		106	17	338		\$23,677,917		\$94,712	\$0	\$23,677,917	\$94,712	
TOTAL....	2,046	614	29.8%	183	29	585		\$45,527,741		\$182,111	\$0	\$45,527,741	\$182,111	
8	ALEUTIAN REGION													
AKUTAN	189	57		38	6	51		\$5,539,569		\$22,158	\$0	\$5,539,569	\$22,158	
ATKA	99	30		20	3	26		\$1,854,060		\$7,416	\$0	\$1,854,060	\$7,416	
ATTU	NA	0		0	0	0		\$0		\$0	\$0	\$0	\$0	
BELKOPSKI	60	24		16	3	21		\$1,498,230		\$5,993	\$0	\$1,498,230	\$5,993	
FALSE PASSY	68	20		14	2	18		\$1,273,496		\$5,094	\$0	\$1,273,496	\$5,094	
NELSON LAEDON	58	17		12	2	16		\$1,086,217		\$4,345	\$0	\$1,086,217	\$4,345	
NIKOLSKI	34	10		7	1	9		\$636,748		\$2,547	\$0	\$636,748	\$2,547	
TOTAL....	528	158	67.6%	107	17	141		\$11,888,320		\$47,553	\$0	\$11,888,320	\$47,553	
20	ANNETTE ISLAND													
ANNETTE	NA													
NETLAKATLA	1,439	1439		1439	1439	0		\$0		\$0	\$0	\$0	\$0	
TOTAL....	1,439	1439	100.0%	1439	1439	0		\$0		\$0	\$0	\$0	\$0	
2	BERING STRAIT													
BREVIG MISSION	159	48		45	7	41		\$2,840,020		\$11,360	\$0	\$2,840,020	\$11,360	
COUNCIL	NA	0		0	0	0		\$0		\$0	\$0	\$0	\$0	
DIGHEDET	157	47		44	7	40		\$2,804,296		\$11,217	\$0	\$2,804,296	\$11,217	
ELIK	249	74		69	11	63		\$4,429,716		\$17,719	\$0	\$4,429,716	\$17,719	
GAMBELL	500	150		140	22	128		\$8,930,880		\$35,724	\$0	\$8,930,880	\$35,724	
GOLOVIN	131	39		37	6	33		\$4,339,691		\$17,360	\$0	\$4,339,691	\$17,360	

KOYUKI	202	61		57	9	52	\$3,608,076	\$14,432	\$0	\$3,608,076	\$14,432
PERKINSVILLE	33	10		9	1	8	\$589,438	\$2,358	\$0	\$589,438	\$2,358
SAINI MICHAELI	299	90		84	13	76	\$5,340,666	\$21,363	\$0	\$5,340,666	\$21,363
SAVOCNSA	477	143		134	21	122	\$8,520,060	\$34,080	\$0	\$8,520,060	\$34,080
SHAKTOOLIKI	171	51		48	8	44	\$3,054,361	\$12,217	\$0	\$3,054,361	\$12,217
SHOSHMAFEPI	410	123		115	18	105	\$7,323,322	\$29,293	\$0	\$7,323,322	\$29,293
STEBBINSI	368	110		103	16	94	\$6,573,128	\$26,293	\$0	\$6,573,128	\$26,293
TELLER*	247	74		69	11	63	\$4,411,855	\$17,647	\$0	\$4,411,855	\$17,647
UNALAKLEET							\$20,700,200	\$82,801	\$0	\$20,700,200	\$82,801
NALES*	143	43		40	6	36	\$2,554,232	\$10,217	\$0	\$2,554,232	\$10,217
WHITE MOUNTAIN	158	47		44	7	40	\$2,822,158	\$11,289	\$0	\$2,822,158	\$11,289
TOTAL....	3,703	1,111	93.4%	1,038	166	945	\$88,842,297	\$355,369	\$0	\$88,842,297	\$355,369
18 CHATHAM											
ELFIN COVEY	58	24		13	0	24	\$1,646,457	\$6,586	\$0	\$1,646,457	\$6,586
GUSTAVUS	150	62		34	1	61	\$4,258,079	\$17,032	\$0	\$4,258,079	\$17,032
TENAKEE SPRINGS	142	58		32	1	58	\$4,030,982	\$16,124	\$0	\$4,030,982	\$16,124
TOTAL....	350	144	54.5%	78	2	142	\$9,935,518	\$39,742	\$0	\$9,935,518	\$39,742
21 CRUSACH											
CHENESA	90	33		10	0	33	\$2,281,722	\$9,127	\$0	\$2,281,722	\$9,127
TATITLEK	103	42		17	17	0	\$0	\$0	\$0	\$0	\$0
WHITTIER							\$21,933,400	\$87,734	\$0	\$21,933,400	\$87,734
TOTAL....	183	75	31.1%	27	17	33	\$2,281,722	\$96,860	\$0	\$2,281,722	\$96,860
17 COPPER RIVER									\$1,150,000,000		\$4,600,000
CHRISTODHINA	60	24		4	1	23	\$1,638,533	\$6,554	\$0	\$1,639,533	\$6,554
CHITINA	63	19		3	0	19	\$1,290,345	\$5,161	\$0	\$1,290,345	\$5,161
COPPER CENTER	174	52		8	1	51	\$3,563,810	\$14,255	\$0	\$3,563,810	\$14,255
GAKONA	87	26		4	1	25	\$1,781,905	\$7,128	\$0	\$1,781,905	\$7,128
BLEKALLET	929	279		43	7	272	\$19,027,466	\$76,110	\$0	\$19,027,466	\$76,110
GULKANA	104	31		5	1	30	\$2,130,093	\$8,520	\$0	\$2,130,093	\$8,520
KENNY LAKE	560	168		26	4	164	\$11,469,732	\$45,879	\$0	\$11,469,732	\$45,879
LOWER TONSINA	40	12		2	0	12	\$819,267	\$3,277	\$0	\$819,267	\$3,277
MC CARTHY	29	9		1	0	8	\$593,968	\$2,376	\$0	\$593,968	\$2,376
FAIGN*	25	8		1	0	7	\$512,042	\$2,048	\$0	\$512,042	\$2,048
SLANA	49	15		2	0	14	\$1,003,602	\$4,014	\$0	\$1,003,602	\$4,014
TAZLINA	104	31		5	1	30	\$2,130,093	\$8,520	\$0	\$2,130,093	\$8,520
TONSINA	135	41		6	1	40	\$2,765,025	\$11,060	\$0	\$2,765,025	\$11,060
TOTAL....	2,379	714	15.4%	110	18	696	\$48,725,880	\$194,904	\$1,150,000,000	\$1,198,725,880	\$4,794,904
15 DELTA/GREELY									\$775,000,000		\$3,100,000
BIS DELTA*	285	86	29.8%	25	4	81	\$5,597,635	\$22,799	\$0	\$5,699,635	\$22,799
DELTA JUNCTION							\$32,614,000	\$129,656	\$0	\$32,614,000	\$129,656

TOTAL....						\$38,113,635	\$152,455	\$775,000,000	\$813,113,635	\$3,252,455		
11	IDITAROD AREA											
	ANVIK	114	34	25	4	30	\$2,114,435	\$8,458	\$0	\$2,114,435	\$8,458	
	HOLY CROSS	238	71	52	8	63	\$4,414,347	\$17,657	\$0	\$4,414,347	\$17,657	
	LIME VILLAGE	37	11	8	1	10	\$686,264	\$2,745	\$0	\$686,264	\$2,745	
	M. EFATH	510	153	112	18	135	\$9,459,316	\$37,837	\$0	\$9,459,316	\$37,837	
	NINCLAI	121	36	26	4	32	\$2,244,269	\$8,977	\$0	\$2,244,269	\$8,977	
	SHASELUK	144	43	32	5	38	\$2,670,866	\$10,683	\$0	\$2,670,866	\$10,683	
	TALOTNA	76	23	17	3	20	\$1,409,624	\$5,638	\$0	\$1,409,624	\$5,638	
	TELIDA	26	8	6	1	7	\$482,240	\$1,929	\$0	\$482,240	\$1,929	
	TOTAL....	1,266	380	73.0%	277	44	335	\$23,481,360	\$93,925	\$0	\$23,481,360	\$93,925
22	KASHOONAUT											
	CHEVAK	531	159	95.6%	152	24	135	\$9,445,343	\$37,781	\$0	\$9,445,343	\$37,781
5	KUSFOK											
	ANOMAK	475	143		93	15	128	\$8,932,683	\$35,731	\$0	\$8,932,683	\$35,731
	CHOUTAGALUK	123	37		24	4	33	\$2,313,095	\$9,252	\$0	\$2,313,095	\$9,252
	TROOD CREEK	119	36		23	4	32	\$2,237,872	\$8,951	\$0	\$2,237,872	\$8,951
	RED DEVIL	36	11		7	1	10	\$677,093	\$2,708	\$0	\$677,093	\$2,708
	SLEETHUTE	107	32		21	3	29	\$2,012,204	\$8,049	\$0	\$2,012,204	\$8,049
	STONEY RIVER	62	19		12	2	17	\$1,165,950	\$4,664	\$0	\$1,165,950	\$4,664
	UPPER KALSUKS	133	40		26	4	36	\$2,501,151	\$10,005	\$0	\$2,501,151	\$10,005
	TOTAL....	1,055	317	65.3%	207	33	283	\$19,839,960	\$79,360	\$0	\$19,839,960	\$79,360
7	LAKE & PENINSULA											
	CHISNIK	132	40		31	5	35	\$4,428,372	\$17,713	\$0	\$4,428,372	\$17,713
	CHITENIA LAGOON	55	17		13	2	14	\$1,011,822	\$4,047	\$0	\$1,011,822	\$4,047
	CHITENIA LAKE	161	48		37	6	42	\$2,961,878	\$11,848	\$0	\$2,961,878	\$11,848
	EGESINAT	96	29		22	4	25	\$3,766,089	\$15,064	\$0	\$3,766,089	\$15,064
	IGIUSIGI	33	10		8	1	9	\$607,093	\$2,428	\$0	\$607,093	\$2,428
	ILIAMAI	118	35		27	4	31	\$2,170,917	\$8,683	\$0	\$2,170,917	\$8,683
	IVANGF BAY	50	15		12	2	13	\$919,836	\$3,679	\$0	\$919,836	\$3,679
	KACHANOKI	132	40		31	5	35	\$2,428,372	\$9,713	\$0	\$2,428,372	\$9,713
	NEWHALENT	163	49		38	6	43	\$2,998,671	\$11,995	\$0	\$2,998,671	\$11,995
	NEADALTONI	231	69		54	9	61	\$4,249,651	\$16,999	\$0	\$4,249,651	\$16,999
	PEDRO BAY	67	20		16	2	18	\$1,232,583	\$4,930	\$0	\$1,232,583	\$4,930
	FERRYVILLE	111	33		26	4	29	\$2,042,040	\$8,168	\$0	\$2,042,040	\$8,168
	PILE BAY	NA	0		0	0	0	\$0	\$0	\$0	\$0	
	PILOT POINT	NA	0		0	0	0	\$0	\$0	\$0	\$0	
	FORT HEIDEN	94	28		22	3	25	\$1,729,295	\$6,917	\$0	\$1,729,295	\$6,917
	USASHIKI	NA	0		0	0	0	\$0	\$0	\$0	\$0	
	TOTAL....	1,443	433	77.5%	335	54	379	\$30,546,520	\$122,186	\$0	\$30,546,520	\$122,186

4 LOWER KUSKOKWIM

AKIAK	250	75	64	10	65	\$4,530,590	\$18,122	\$0	\$4,530,590	\$18,122	
ATHAUTLUAK	234	70	60	10	61	\$4,240,632	\$16,963	\$0	\$4,240,632	\$16,963	
BETHEL	3681	1104	946	151	953	\$66,708,407	\$266,834	\$0	\$66,708,407	\$266,834	
CHEFOSNAK	275	83	71	11	71	\$4,983,649	\$19,935	\$0	\$4,983,649	\$19,935	
EEL	259	78	67	11	67	\$4,693,691	\$18,775	\$0	\$4,693,691	\$18,775	
GOODNEWS BAY	238	71	61	10	62	\$4,313,122	\$17,252	\$0	\$4,313,122	\$17,252	
KASIGLUK	397	119	102	16	103	\$7,194,577	\$28,778	\$0	\$7,194,577	\$28,778	
KIPRUK	455	137	117	19	118	\$8,245,674	\$32,983	\$0	\$8,245,674	\$32,983	
KONGIGIAR	233	70	60	10	60	\$4,222,510	\$16,890	\$0	\$4,222,510	\$16,890	
KWETHLUK	507	152	130	21	131	\$11,188,036	\$44,752	\$0	\$11,188,036	\$44,752	
KWIGILLINGOK	323	97	83	13	84	\$5,853,522	\$23,414	\$0	\$5,853,522	\$23,414	
KENDRUK	152	46	39	6	39	\$2,754,599	\$11,018	\$0	\$2,754,599	\$11,018	
KAPRIAK	323	97	83	13	84	\$5,853,522	\$23,414	\$0	\$5,853,522	\$23,414	
KAFARIK	291	87	75	12	75	\$5,273,607	\$21,094	\$0	\$5,273,607	\$21,094	
KENTOK	205	62	53	8	53	\$3,715,084	\$14,860	\$0	\$3,715,084	\$14,860	
NIGHTHUTE	145	44	37	6	38	\$2,627,742	\$10,511	\$0	\$2,627,742	\$10,511	
NUNAPITCHUK (AKLNHUT)	356	107	91	15	92	\$6,451,560	\$25,806	\$0	\$6,451,560	\$25,806	
OSCARVILLE	56	17	14	2	14	\$1,014,852	\$4,059	\$0	\$1,014,852	\$4,059	
PLATIKUR	59	18	15	2	15	\$1,069,219	\$4,277	\$0	\$1,069,219	\$4,277	
QUINHAAN	451	135	116	19	117	\$10,173,184	\$40,693	\$0	\$10,173,184	\$40,693	
YORSOK BAY	366	110	95	15	95	\$6,669,028	\$26,676	\$0	\$6,669,028	\$26,676	
TULUKSAK	321	96	82	13	83	\$5,817,278	\$23,269	\$0	\$5,817,278	\$23,269	
TUNTUTULIAK	274	82	70	11	71	\$4,965,527	\$19,862	\$0	\$4,965,527	\$19,862	
TUNLAK	317	95	81	13	82	\$5,744,788	\$22,979	\$0	\$5,744,788	\$22,979	
TOTAL....	10,170	3,051	85.6%	2,613	418	2,633	\$188,304,400	\$753,218	\$0	\$188,304,400	\$753,218

3 LOWER YUKON

SMONAKI	641	192	184	29	163	\$13,404,759	\$53,619	\$0	\$13,404,759	\$53,619	
FORTUNA LEDGE (MARSHALL)	260	84	80	13	71	\$4,981,798	\$19,927	\$0	\$4,981,798	\$19,927	
HOPPER BAY	680	204	195	31	173	\$12,098,652	\$49,395	\$0	\$12,098,652	\$49,395	
KOTLIK	414	124	119	19	105	\$7,365,944	\$29,464	\$0	\$7,365,944	\$29,464	
LOWER KALSAG	281	84	80	13	71	\$4,999,590	\$19,998	\$0	\$4,999,590	\$19,998	
MOUNTAIN VILLAGE	666	200	191	31	169	\$11,849,562	\$47,398	\$0	\$11,849,562	\$47,398	
PILOT STATION	419	126	120	19	106	\$7,454,905	\$29,820	\$0	\$7,454,905	\$29,820	
PITKAS PT.	92	28	26	4	23	\$1,636,876	\$6,548	\$0	\$1,636,876	\$6,548	
RUSSIAN MISSION	231	69	66	11	59	\$4,109,983	\$16,440	\$0	\$4,109,983	\$16,440	
SCHANNON BAY	363	91	87	14	77	\$5,391,017	\$21,564	\$0	\$5,391,017	\$21,564	
SHELTON POINT	123	37	35	6	31	\$2,168,433	\$8,754	\$0	\$2,168,433	\$8,754	
TOTAL....	4,130	1,239	95.5%	1,183	189	1,050	\$75,481,520	\$301,926	\$0	\$75,481,520	\$301,926

9 FRIGIDLOF

SAINT PAUL	595	179	156	25	153	\$10,727,554	\$42,910	\$0	\$10,727,554	\$42,910	
SAINT GEORGE	190	57	50	8	49	\$3,425,606	\$13,702	\$0	\$3,425,606	\$13,702	
TOTAL....	765	236	88.4%	208	33	202	\$14,153,160	\$56,613	\$0	\$14,153,160	\$56,613

14 RAILBELT

ANDERSON	521	156	15	2	154	\$10,768,342	\$43,073	\$0	\$10,768,342	\$43,073	
CANTWELL	241	72	7	1	71	\$4,981,133	\$19,925	\$0	\$4,981,133	\$19,925	
HEALY LAKE	NA	0	0	0	0	\$0	\$0	\$0	\$0	\$0	
HEALY	522	157	15	2	154	\$10,789,011	\$43,156	\$0	\$10,789,011	\$43,156	
McKINLEY PARK	120	36	4	1	35	\$2,480,232	\$9,921	\$0	\$2,480,232	\$9,921	
SOUTHRANAI	56	17	2	0	17	\$1,157,442	\$4,630	\$0	\$1,157,442	\$4,630	
USTRELLIT	NA	0	0	0	0	\$0	\$0	\$0	\$0	\$0	
TOTAL....	1,460	438	9.9%	43	7	431	\$30,176,160	\$120,705	\$0	\$30,176,160	\$120,705

19 SOUTHEAST ISLAND

CAFE FOLE	29	12	5	0	12	\$825,237	\$3,301	\$0	\$825,237	\$3,301	
CLOVER PASS	451	185	78	2	183	\$12,833,857	\$51,335	\$0	\$12,833,857	\$51,335	
COFFMAN COVE	174	71	30	1	71	\$4,951,421	\$19,806	\$0	\$4,951,421	\$19,806	
EDNA BAY	68	28	12	0	28	\$1,935,038	\$7,740	\$0	\$1,935,038	\$7,740	
HYDER	93	38	16	0	38	\$2,646,449	\$10,586	\$0	\$2,646,449	\$10,586	
KASHAN	62	34	14	0	33	\$2,333,428	\$9,334	\$0	\$2,333,428	\$9,334	
KUPREANOF	41	17	7	0	17	\$1,166,714	\$4,667	\$0	\$1,166,714	\$4,667	
MEYERS CHUCK	50	21	9	0	20	\$1,422,822	\$5,691	\$0	\$1,422,822	\$5,691	
NORTH WHALE PASS	90	37	16	0	37	\$2,561,080	\$10,244	\$0	\$2,561,080	\$10,244	
PORT ALEXANDER	96	39	17	0	39	\$2,731,819	\$10,927	\$0	\$2,731,819	\$10,927	
FT. BAKER	49	20	9	0	20	\$1,394,366	\$5,577	\$0	\$1,394,366	\$5,577	
THORNE BAY	393	161	68	1	160	\$11,183,383	\$44,734	\$0	\$11,183,383	\$44,734	
TOTAL....	1,223	501	42.4%	213	4	497	\$34,802,232	\$183,942	\$0	\$34,802,232	\$183,942

6 SOUTHWEST REGIONAL

ALAKANAK	555	167	154	25	142	\$9,933,272	\$39,733	\$0	\$9,933,272	\$39,733	
ALEXANDER	232	70	64	10	59	\$4,152,287	\$16,609	\$0	\$4,152,287	\$16,609	
ALLANAKET	199	56	52	8	48	\$3,364,784	\$13,459	\$0	\$3,364,784	\$13,459	
CLARK'S POINT	90	24	22	4	20	\$1,431,823	\$5,727	\$0	\$1,431,823	\$5,727	
EKHOX	107	32	30	5	27	\$1,915,063	\$7,660	\$0	\$1,915,063	\$7,660	
KALAKANAK	NA	0	0	0	0	\$0	\$0	\$0	\$0	\$0	
KOLIGANEK	99	30	27	4	25	\$1,771,881	\$7,088	\$0	\$1,771,881	\$7,088	
LEVELOCKY	123	37	34	5	31	\$2,201,428	\$8,806	\$0	\$2,201,428	\$8,806	
MANOBTAK	299	90	33	13	76	\$5,351,439	\$21,406	\$0	\$5,351,439	\$21,406	
NEW STUYANOK	337	101	93	15	86	\$6,031,554	\$24,126	\$0	\$6,031,554	\$24,126	
PORTAGE CREEK	48	14	13	2	12	\$859,094	\$3,436	\$0	\$859,094	\$3,436	
TOSIAK	986	167	154	25	142	\$11,951,170	\$47,805	\$0	\$11,951,170	\$47,805	
TWIN HILLS	61	18	17	3	16	\$1,091,765	\$4,367	\$0	\$1,091,765	\$4,367	
TOTAL....	2,685	866	92.3%	744	119	667	\$50,055,560	\$200,222	\$0	\$50,055,560	\$200,222

15 TOWN FLATS

\$1,000,000,000 \$4,000,000

ARCTIC VILLAGES	144	43	33	5	38	\$2,656,020	\$10,624	\$0	\$2,656,020	\$10,624
BEAVER	102	31	23	4	27	\$1,881,347	\$7,525	\$0	\$1,881,347	\$7,525

BIRCH CREEK	50	15		11	2	13	\$922,229	\$3,689	\$0	\$922,229	\$3,689
CENTRAL	36	11		8	1	9	\$664,005	\$2,656	\$0	\$664,005	\$2,656
CHARLYITSIK	100	30		23	4	26	\$1,844,458	\$7,378	\$0	\$1,844,458	\$7,378
CIRCLE	119	36		27	4	31	\$2,194,905	\$8,780	\$0	\$2,194,905	\$8,780
DUNBAR	50	15		11	2	13	\$922,229	\$3,689	\$0	\$922,229	\$3,689
EVANSVILLE	28	8		6	1	7	\$516,448	\$2,066	\$0	\$516,448	\$2,066
FORT YUKON	641	192		146	23	169	\$11,822,976	\$47,292	\$0	\$11,822,976	\$47,292
GRAYLING	217	65		50	8	57	\$4,002,474	\$16,010	\$0	\$4,002,474	\$16,010
RAMFAS	48	14		11	2	13	\$885,340	\$3,541	\$0	\$885,340	\$3,541
STEVEN'S VILLAGE	110	33		25	4	29	\$2,028,904	\$8,116	\$0	\$2,028,904	\$8,116
TATALINA	46	14		10	2	12	\$848,451	\$3,354	\$0	\$848,451	\$3,354
VENETIE	230	69		52	8	61	\$4,242,254	\$16,969	\$0	\$4,242,254	\$16,969
TOTAL....	1,921	576	76.1%	438	70	506	\$35,432,040	\$141,728	\$1,000,000,000	\$1,035,432,040	\$4,141,728

12 KODJAK \$850,000,000 \$3,400,000

BETTLES	60	18		15	2	16	\$1,095,820	\$4,383	\$0	\$1,095,820	\$4,383
CAMPION STA.	62	19		15	2	16	\$1,132,348	\$4,529	\$0	\$1,132,348	\$4,529
HOOPER	91	27		22	4	24	\$1,661,994	\$6,648	\$0	\$1,661,994	\$6,648
MUSLIA	283	85		59	11	74	\$5,168,619	\$20,674	\$0	\$5,168,619	\$20,674
INDIAN MT.	27	8		7	1	7	\$493,119	\$1,972	\$0	\$493,119	\$1,972
ALTAZ	278	83		68	11	73	\$5,077,300	\$20,309	\$0	\$5,077,300	\$20,309
KODJAK	140	42		34	5	37	\$2,556,914	\$10,228	\$0	\$2,556,914	\$10,228
MANLEY MOUNT SPRINGS	104	31		25	4	27	\$1,899,422	\$7,598	\$0	\$1,899,422	\$7,598
NINTO	231	69		56	9	60	\$4,218,908	\$16,876	\$0	\$4,218,908	\$16,876
NULATO	382	115		93	15	100	\$6,976,722	\$27,907	\$0	\$6,976,722	\$27,907
RUBY	233	70		57	9	61	\$4,255,435	\$17,022	\$0	\$4,255,435	\$17,022
TOTAL....	1,891	597	81.4%	462	74	493	\$34,536,600	\$138,146	\$850,000,000	\$884,536,600	\$3,538,146

23 YUPIK

AKTACAK	451	135	90.4%	122	20	116	\$8,101,115	\$32,404	\$0	\$8,101,115	\$32,404
BETHEL							\$191,411,600	\$765,646	\$0	\$191,411,600	\$765,646
TOTAL....							\$199,512,715	\$798,051	\$0	\$199,512,715	\$798,051

FULL VALUE	TAXES EXCLUDING STATE TAXABLE	AS 43.56 STATE TAXABLE FULL VALUE	TOTAL FULL VALUE	TOTAL TAXES INCLUDING STATE ASSESSED
\$991,082,684	\$4,096,798	\$3,775,000,000	\$4,766,082,684	\$19,196,798

HPB

1 (FILE 2) -

SSHB1

CONTRACTS

STATE OF ALASKA THE LEGISLATURE

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

LEGISLATIVE AFFAIRS AGENCY LEGISLATIVE REFERENCE LIBRARY

May, 1988

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS database CMPR. In order to save space copies of minutes have not been left in the files.

Mary Van Nimwegen

HOUSE C+RA	3-27-87	3:00 p.m.
	4-3-87	3:30 p.m.
	4-10-87	3:00 p.m.
	10-13-87	9:00 a.m.



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

A N N O U N C E M E N T

To: District J Constituents

From: Representative Henry Springer, Chairman
House Community and Regional Affairs Committee

Date: April 22, 1988

Subject: HB 1 Boroughs & Local Governance

A handwritten signature in cursive script, appearing to read "Henry Springer".

The problem with the creation of boroughs and the general subject of local governance has received state wide attention, as evidenced during the hearings on HB 1. Due to public demand, the House Community and Regional Affairs (HCRA) Committee has made an unusual effort to involve the concerned parties and citizens.

Six meetings including four state wide teleconferences were held, position papers and research reports were mailed out to over 1000 participants and the Dept. of Community and Regional Affairs (DCRA) has made their report available on a broad basis. In addition, Representative Ron Larson, the prime sponsor of HB 1, has mailed similar numbers of letters.

The question of local governance and creation of boroughs in unorganized areas of the State will be the subject of discussion in the years to come and consequently will generate a lot of controversy and debate. I believe that the time is not right to face such an issue through legislative mandate.

As a result of the public hearing process and at the strong urging of SENATOR JACK COGHILL and REPRESENTATIVE DICK SHULTZ, this bill will remain in the House CRA Committee.

Your participation and interest is much appreciated.

Senator John B. (Jack) Coghill
Alaska State Legislature

Box V
Juneau, Alaska 99811
(907) 465-4797

Box 55028
North Pole, Alaska 99705
(907) 488-0862



January 14, 1988

Dear Concerned Citizens:

We would like to thank those of you who have taken the time to voice your opinion on the topic of organization (HB 1).

As you may be aware HB 1 was discussed at nearly every teleconference we held last session in District 17. Your help in addition to our newsletters, articles, and letters to editors will help us in this ongoing struggle to keep ourselves free from tax hungry governments.

At the present time HB 1 is still in the House where it has been stagnant since it's introduction last session. We are confident that we have a better than good chance of making sure this legislation does not become law and your signatures can only help.

As the hearing process continues through the House and Senate (if it gets that far) there will be additional opportunities for your help and we would appreciate additional input. As you are aware, the legislation is in the House Community and Regional Affairs. The next committee of referral is Health and Social Services, and then the bill goes to Finance.

It is important to note that while we may be able to eliminate HB 1, the topic of organization will remain an active one as long as government activists think they can find more fertile ground to organize and control.

On January 23, from 1-5 pm, we will holding a District wide teleconference on the entire Borough issue. We felt it was important to meet with other legislators and agency personnel before we held the District wide teleconference so that the update would include all the possible facts for you to consider.

Now is the time for unity. Together we stand the best chance of defeating government sprawl and preserving true Alaskan values. We assure you that we will do everything possible to prevent HB 1 from becoming law and look forward to your continued input and support in this challenge.

Sincerely,

Senator Jack Coghill

Representative Dick Shultz

Senator John B. (Jack) Coghill
Alaska State Legislature

Box V
Juneau, Alaska 99811
(907) 465-4797

Box 55028
North Pole, Alaska 99705
(907) 488-0862



APR 19 1988

MEMORANDUM

TO: Representative Springer
FROM: Senator Jack Coghill
RE: Constituent letter
Date: April 18, 1988

A large, stylized handwritten signature in black ink, appearing to read "Jack Coghill", written over the "FROM:" line of the memorandum.

Per your request here is a list of the name and addresses of the people within our district who are concerned with the HBI issue.



Member
House Resources Committee

Representative Dick Shultz

Alaska State House of Representatives
P.O. Box V • Juneau, Alaska 99811 • (907) 465-4940
Home: P.O. Box 487 • Tok, Alaska 99780
M E M O R A N D U M

TO: Representative Henry Springer

MAR 31 1988

FROM: Representative Dick Shultz *DS APP*

DATE: March 30, 1988

RE: HB 1

As per your request, the following is a list of individual names and newspapers in my district that were very interested in House Bill 1:

The Delta Paper
P.O. Box 988
Delta Junction 99737

Carl Bandy
P.O. Box 944
Delta Junction 99737

Copper Valley Views
HC60 Box 229
Copper Center 99573

✓ Duste Bonin
P.O. Box 126
Copper Center 99573

Mukluk News
Box 96
Tok, Alaska 99780

Armeda Bulard
P.O. Box 87
Cantwell 99729

Anderson Advocate
P.O. Box 3134
Anderson 99744

Mike Coombs
P.O. Box 325
Nenana 99760

Valley Courier
P.O. Box 28
Healy 99743

✓ John Dailey
Mile 260 Parks Highway
Healy 99743

Copper River Country Journal
P.O. Box 336
Glennallen 99588

Gerald Moberg
Drawer 280
Healy 99743

✓ Bob Niebrugge
Box 365
Glennallen 99588

✓ Peggy Sutton
SR Box 298
Copper Center 99573

✓ Jim Frey, Sr.
General Delivery
Slana 99586

✓ Bob Packard
4852 Becky Lane
Delta Junction 99737

Bill Miller
PO Box 262
Dot Lake 99737

✓ Bill Elmore
PO Box 145
Eagle 99783

Jeanne Spitler
PO Box 556
Northway 99764

✓ Louis Waitt
Box 437
Nenana 99760

Becky McTaggart
PO Box 930
Delta Junction 99737

✓ Duncan MacLean
General Delivery
Mentasta 99780

✓ Frederic Ready
PO Box 131
Delta Junction 99737

✓ Roger Dunbar
PO Box 143
Eagle 99783

✓ Glen Marunde
PO Box 192
Tok 99780

C.D. McCurry
HC 60 Box 333
Copper Center 99573

Lolita Valcq
Mile 261 Parks Hwy
Healy 99743

Rosemary Maher
General Delivery
Northway 99764



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 26, 1988

Ms. Sue Gullufsen, Manager
Division of Public Services
Legislative Affairs Agency
P.O. Box Y
Juneau, Alaska 99811

Re: LIOs and "800" Number

Dear Ms. ^{Sue}Gullufsen:

The House Community and Regional Affairs Committee recently had occasion to use the toll free "800" number in conjunction with several teleconferences. The process worked so well, I would offer encouragement to anyone else to try it, especially when dealing with remote areas without access to LIOs or VTSS. We had numerous positive responses to this added capability (although the man calling from the telephone booth in Nenana was hard pressed to call it a "teleconference"). The only drawback stemmed from people having to hang up after testifying to free up the limited number of lines. They wanted to be able to listen to the whole thing. In their favor was the fact that they could "listen" the entire time they were holding, waiting to testify. As always, the assistance and cooperation of the LIO moderators was excellent.

Let me take this opportunity to thank you and your entire staff (state wide) for their dedication, hard work, high quality performance and most of all, for their caring. It is always a pleasure working with them. Their work is very much appreciated.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach
Committee Secretary



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

A N N O U N C E M E N T

To: All Interested Parties

From: Representative Henry Springer, Chairman
Community and Regional Affairs Committee *HS*

Subject: 2d SSHB 1 - Organization of the Unorganized Borough

Date: February 2, 1988

The House Community and Regional Affairs Committee (HCRA) will be taking statewide testimony on 2d SSHB 1 via teleconference on Wednesday, February 17, 1988 and Wednesday, February 24, 1988, from 3:00 - 4:30 p.m. Participation will be possible through selected Legislative Information Offices (LIOs) or from anywhere in the state with telephone capability.

Testimony from the eastern half of the state (Parks Highway and eastward) will be heard on February 17th. Testimony from the western half of the state (west of the Parks Highway) will be heard on February 24th.

Witnesses may give testimony either from the LIOs listed below or by calling toll free 800-478-8353. The entire meeting can be heard from the LIO sites. Individual call-ins are asked to hang up after giving their testimony to make the phone line available for other people. This will allow for maximum participation from anywhere in the state. Copies of the typed minutes or tapes are available upon request. For tape duplicates, please send two (2) good quality, blank 90 minute cassette tapes for each meeting of which you would like a copy.

The following LIO sites will be on-line as specified:

February 17, 1988 - Parks Hwy and east - 3:00 to 4:30 p.m.

Anchorage	Delta	Fairbanks	Glennallen
Juneau	Kenai	Ketchikan	Mat-Su
Petersburg	Sitka	Valdez	

Or call toll free 800-478-8353

February 24, 1988 - West of Parks Hwy - 3:00 to 4:30 p.m.

Anchorage	Barrow	Bethel	Dillingham
Fairbanks	Juneau	Kodiak	Kotzebue
Nome			

Or call toll free 800-478-8353

Written testimony may be sent to HCRA at the above address. For more information, please call HCRA at 465-4833.



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

A N N O U N C E M E N T

To: Mayors of Municipalities and Villages
Regional Native Corporations
REAA Presidents and Superintendents

From: Representative Henry Springer, Chairman *H. Springer*
House Community and Regional Affairs Committee

Date: March 31, 1988

Subject: TV Program on HB 1 Boroughs & Local Governance

The problem with the creation of boroughs and the general subject of local governance has received state wide attention, as evidenced during the hearings on HB 1. Due to public demand, the House Community and Regional Affairs (HCRA) Committee has made an unusual effort to involve the concerned parties and citizens.

Six meetings including four state wide teleconferences were held, position papers and research reports were mailed out to over 1000 participants and the Dept. of Community and Regional Affairs (DCRA) has made their report available on a broad basis. In addition, Representative Ron Larson has mailed similar numbers of letters.

It became obvious from the testimony gathered by the HCRA Committee that an educational process on the issues generated by HB 1 and its Sponsor Substitutes was in order. Therefore, as Chairman of the HCRA Committee, I have arranged to provide a TV PROGRAM with discussion on this subject.

Representative Ron Larson, prime sponsor of "HB 1," presents a supporting view, Representative Al Adams presents an opposing view, Deputy Commissioner of DCRA, Marty Rutherford, explains the functions of the DCRA and Boundary Commission and I am the Moderator for this TV program.

RATNET will air this production on April 20th, 1988, at 8:00 p.m. throughout rural areas. I would appreciate it if you would make an effort to inform the local people so they can be informed on this important subject.

As a result of the public hearing process and at the strong urging of SENATOR JACK COGHILL and REPRESENTATIVE DICK SHULTZ, this bill will remain in the House CRA Committee.

Your participation and interest is much appreciated.

Vok
for / CRA file
FEB 1 - 1988

January 31, 1988

TO: Rep. Henry Springer, Chairman, HCRA

FROM: David C. Harrison, P. A., HCRA *DCH*

Re: Addresses that will be sent a copy of 2dSSHB 1 and related material.

1. All REAA School Board Presidents
2. All REAA School Superintendents
3. 13 Regional Native Corporations and Presidents
4. All municipalities that receive revenue sharing funds from the State of Alaska.

5. *all legislators*

Sjm / CRA

STATE OF ALASKA

STEVE COWPER, GOVERNOR

DEPARTMENT OF ADMINISTRATION DIVISION OF TELECOMMUNICATIONS OPERATIONS

5900 EAST TUDOR ROAD
ANCHORAGE, ALASKA 99507-1296
907-269-5744

February 22, 1988

FEB 24 1988

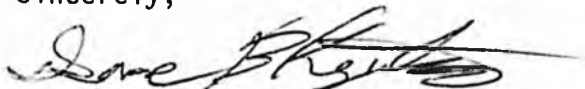
Henry Springer, Representative
Alaska State Legislature
Pouch V, State Capitol
Juneau, Alaska 99811

Dear Mr. Springer:

The RATNET Council has accepted your proposal for a one-hour program on HBI, Organization of the Unorganized Borough.

The Council looks forward to seeing this program in mid to late March.

Sincerely,



Isaac Kayutak, President
RATNET
Division of Telecommunications
5900 East Tudor Road
Anchorage, Alaska 99507



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 16, 1988

Mr. Isaac Kayutak, President
Rural Alaska Television Network (RATNET)
Division of Telecommunications
5900 E. Tudor Rd.
Anchorage, Alaska 99507

Re: Request for Broadcast time - Organization of the
Unorganized Borough, 2d SSHB 1

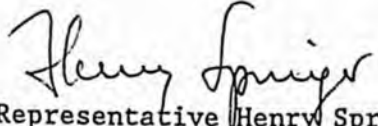
Dear Mr. Kayutak:

The House Community and Regional Affairs Committee has been holding hearings for a year now on the subject of borough formation ("HB 1") in the state. It is a matter of great interest, significance and consequence to all Alaskans. Responses and questions throughout the state clearly show a need for information dissemination, discussion and education on the subject. In my opinion, the RATNET network would be the most effective and appropriate method of reaching the public on this issue.

Because of the importance of this issue, I am currently planning on producing a 45-60 minute tape for television, using a panel discussion format with a moderator and two panelists, representing opposing viewpoints, focusing on the educational aspect. The target audience would be the statewide viewing audience. Public television stations in communities without RATNET are also being contacted for airing time. The tape would be done by a Juneau television station, for viewing during an evening in March.

Please consider this my request for broadcast time for the above described production. I will be available via teleconference to answer any questions you may have (February 18, 3:00-3:30 p.m.). Because this is still in the planning stages, there is a fair degree of flexibility on many aspects. I look forward to talking with you on the 18th. Enclosed are some materials sent out statewide on the subject of borough formation and an analysis on the current version, 2d SSHB 1.

Sincerely,


Representative Henry Springer, Chairman

Enclosures

STATE OF ALASKA
THE LEGISLATURE

P.O. BOX Y, STATE CAPITOL
JUNEAU, ALASKA 99811
907 485-3800

LEGISLATIVE AFFAIRS AGENCY
CONTRACT BETWEEN

LEADERSHIP OF THE ALASKA
HOUSE OF REPRESENTATIVES

AND

THE ALASKA 13 CORPORATION
2700 EAST TUDOR ROAD
ANCHORAGE, ALASKA 99507

CONTRACT AMOUNT: \$845.00

The parties to this agreement, made and entered into this 17th day of March, 1988, are the Leadership of the House of Representatives, hereinafter referred to as the "Agency," and The Alaska 13 Corporation, 2700 East Tudor Road, Anchorage, Alaska 99507, an Alaska Corporation, hereinafter referred to as the "Contractor."

THE PURPOSE OF THIS AGREEMENT is to provide to the House of Representatives the production of a one-hour video tape on borough formation in the State of Alaska during the second regular session of the 15th Alaska State Legislature.

IT IS THEREFORE MUTUALLY AGREED THAT:

CLAUSE I - STATEMENT OF WORK:

- (A) Alaska Television Network, the operating division of the Contractor, shall perform the work required by this contract primarily using KJUD, which is owned by the Contractor. The Contractor shall produce a one-hour video for a scheduled program, five VHS video tape copies, and 1 VHS video tape master for security, relating to House Bill 1, a bill dealing with borough formation in the State of Alaska. Production date and time will be scheduled in advance between the Agency and the Contractor for a date no later than March 31, 1988.
- (B) The Agency will meet with the Contractor at the Contractor's studio prior to production for purposes of preparing character generated information, graphics, and other necessary materials. The Agency will supply the persons who will be in the video and the props that will be used in the video.

(C) The master tape shall meet the technical standards suitable for use by RATNET and other commercial and/or public stations, and will be delivered to the Agency no later than two days after production.

CLAUSE II - PROJECT DIRECTOR

The Project Director will be Representative Heinrich Springer.

CLAUSE III - COPYRIGHTS

The Agency retains all rights and copyrights to the tape produced, the VHS video tape copies, and the video tape master. The Contractor may not reproduce, excerpt, sell, or otherwise use all or any part of the tapes produced under this contract unless approved in writing by the Procurement Officer.

CLAUSE IV - PERIOD AND DATES OF PERFORMANCE

- (A) The work under this contract shall be performed from March 1, 1988 through March 31, 1988.
- (B) This contract may be terminated by the Agency for any reason upon a five (5) day written notice to the Contractor delivered to the address specified on page 1.

CLAUSE V - COMPENSATION AND METHOD OF PAYMENT

- (A) For the work specified in this contract the Contractor shall be compensated Eight Hundred Forty-Five and No/100 Dollars (\$845.00) on completion of the video production.
 - (1) Payment shall be made by the Agency within 90 days after completion of the work and receipt of a proper billing. If a payment is not made within this period, the Agency shall pay interest on the unpaid balance of the billing at the rate of 1.5 percent per month from the date the payment is due to the date the payment is made. A payment is considered made on the date it is personally delivered or mailed to the Contractor.
 - (2) The billing must be approved by the Procurement Officer before it may be paid.
- (B) Total payments under this contract shall not exceed Eight Hundred Forty-Five and No/100 Dollars (\$845.00).

CLAUSE VI - COSTS

Except as otherwise indicated in Clause I (B), office space, equipment, supplies, clerical support, and other expenses that are necessary for the Contractor to carry out the Contractor's obligations under this contract shall be supplied by the Contractor at no cost to the Agency.

CLAUSE VII - RECORDS AND AUDITS

The Contractor shall accurately maintain those records that may be required by the Procurement Officer. The records are subject to inspection by the Procurement Officer at all reasonable times.

CLAUSE VIII - ASSIGNMENT

This assignment of this contract is subject to sec. 160 of the Legislature's Procurement Procedures.

CLAUSE IX - WORKERS' COMPENSATION

During the life of this contract, the Contractor shall provide and maintain for all employees of the Contractor engaged in work under this contract, workers' compensation insurance as required by AS 23.30. The Contractor shall require any subcontractor to provide and maintain workers' compensation insurance for its employees.

CLAUSE X - CERTIFICATION

Execution of this contract by the Legislative Affairs Agency Executive Director or his designee hereby constitutes a certification that funds have been appropriated and encumbered for the amount of this contract.

CLAUSE XI - INDEMNIFICATION

The Contractor shall indemnify, save harmless, and defend the Agency, its officers, agents and employees from liability of any nature or kind, including costs and expenses, for or on account of any and all legal actions or claims of any character whatsoever resulting from injuries or damages sustained by any person or persons or property as a result of the negligence of the Consultant relating to the Contractor's performance of this contract.

CLAUSE XII - DEFAULT

In case of default of the Contractor, for any reason whatever, the Agency may procure the services from other sources and hold the Contractor responsible for any excess cost occasioned thereby, and the defaulting contractor may be held liable for incidental and/or consequential damages.

STATE OF ALASKA
LEGISLATIVE AFFAIRS AGENCY
PROCUREMENT PROCEDURES FORM

AUTHORIZATION OF CONTRACT/PURCHASE

ON March, 1988, a contract
(DATE)

between The Alaska 13 Corporation
(CONTRACTOR/VENDOR)

and House Leadership in the amount
(LEGISLATIVE COMMITTEE, LEADERSHIP, DIVISION)

of 845.00 for the purpose of
(AMOUNT)

producing video tape was authorized
(DESCRIPTION OF WORK)

- by: (1) A majority of the _____ Committee whose
signatures appear below, or
- (2) The Senate President or House Speaker whose signature appears
below, or
- (3) The Chair of the Finance or Rules Committee whose signature
appears below.

*

SIGNED Benson 3/17/88
TITLE Speaker
DATED _____

SIGNED _____
TITLE _____
DATED _____

SIGNED _____
TITLE _____
DATED _____

SIGNED _____
TITLE _____
DATED _____

SIGNED _____
TITLE _____
DATED _____

SIGNED _____
TITLE _____
DATED _____

SERVICES, SUPPLIES, EQUIPMENT AND CONSTRUCTION

Contracts, other than professional services contracts, in the amount of \$5,000 or more, and purchases in the amount of \$5,000 or more, must be authorized by the required persons and this authorization must be attached to the contract or purchase document.

The persons required to authorize a contract/purchase for a specific committee or funding source are listed below.

- (1) FINANCE OR RULES COMMITTEE
Requires majority of the committee members approval.
- (2) HOUSE LEADERSHIP FUNDS
Authorized by the Speaker of the House.
- (3) SENATE LEADERSHIP FUNDS
Authorized by the President of the Senate.
- (4) OTHER THAN FINANCE OR RULES COMMITTEE
Authorized by the majority of the committee.
- (5) LEGISLATIVE AFFAIRS AGENCY
Authorized by the majority of the Legislative Council.
- (6) LEGISLATIVE FINANCE OR BUDGET AND AUDIT
Authorized by majority of the members of the Budget and Audit Committee.

PROFESSIONAL SERVICES CONTRACT

Professional services contract, or amendments to contracts must be authorized by the required persons and this authorization must be attached to the contract.

The persons required to authorize a professional services contract for a specific committee or funding source are listed below.

- (1) FINANCE OR RULES COMMITTEE
Under \$25,000 requires the chair of the committee. Over \$25,000 requires majority of the committee members approval.
- (2) HOUSE LEADERSHIP FUNDS
Authorized by the Speaker of the House.
- (3) SENATE LEADERSHIP FUNDS
Authorized by the President of the Senate.
- (4) OTHER THAN FINANCE OR RULES COMMITTEE
Authorized by the majority of the committee.
- (5) LEGISLATIVE AFFAIRS AGENCY
Authorized by the majority of the Legislative Council.
- (6) LEGISLATIVE FINANCE OR BUDGET AND AUDIT
Authorized by majority of the members of LB&A Committee.

January 1, 1988



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 9, 1988

Mr. Thomas Mays
HC 60 Box 303
Copper Center, Alaska 99573

Re: Borough Formation

Dear Mr. Mays:

Thank you for your letter regarding your concerns about borough formation.

Much of the discussion about local governance has come about through the introduction of "HB 1" providing for the incorporation or annexation of all areas in the unorganized borough. Subsequent sponsor substitute "2d SSHB 1" has been before the House Community and Regional Affairs Committee (HCRA) with hearings on local governance in process since March of 1987. Currently there are two teleconferences scheduled, with comments from your area planned for February 17, 1988 (see enclosed announcement).

In 1987, the Alaska Legislature directed the Department of Community and Regional Affairs (DCRA) to "examine the issues of forming regional municipal governments in the Unorganized Borough and report back to the legislature by January 1, 1988." The DCRA provided the legislature with a report, "Regional Government Study," as required.

It is the position of the Chairman of HCRA to provide fair and impartial hearing on bills assigned to the committee. This will continue to be done. We welcome any and all testimony on this issue. Thank you again for sharing your concerns.

Sincerely,

A handwritten signature in cursive script that reads "Henry Springer".

Representative Henry Springer
Chairman

Enclosure

David

Sp / CRA

FEB - 4 1988

January 30, 1988
HC 60 Box 303
Copper Center, AK 99573

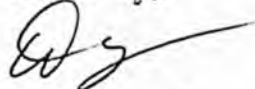
Representative Heinnich Springer
Alaska State Legislature
P.O. Box V (MS 3100)
Juneau, Alaska 99811

Dear Representative Springer:

I am enclosing a copy of my letter to Senator Stungulewski for your information. Since you serve on the Community and Regional Affairs Committee, I would appreciate hearing from you on this subject. In particular I would like to know where you stand on this issue and what you can do to stop the DCRA from spending public money to support borough formation and taxation. It is not right for DCRA to take sides in this issue as the state government should represent all the people of Alaska.

As a final comment I must advise you that I have a letter from Altna Inc. voicing their strong opposition to any borough formation. If you would like a copy of this letter please let me know.

Sincerely,



Thomas A. Mayz

Sp David -
prepare
reply draft
done 2-2-88

Jan 30, 1988
HC 60 Box 303
Copper Center, Alaska
99573

Senator Anliss Stungulewski
Alaska State Legislature
P.O. Box V (MS 3100)
Juneau, Alaska 99811

Dear Senator Stungulewski,

I am writing to express my emphatic opposition to the forced formation of a borough government in the Copper River Basin, and to comment on the misleading, deceptive and slanted report produced by the Department of Community and Regional Affairs for the State Legislature. The report is entitled "Regional Government Study".

This report which DCRA calls a study is nothing more than a support document for a political agenda which seeks to encumber the unorganized areas of Alaska with a form of government the local people do not desire, and in many cases find repugnant.

One of my main criticisms of this report is its misleading and deceptive use of data to support the goal of increased government and taxation in rural Alaska.

In section I page 3, the report indicates that 80% of the population of the unorganized borough already live within a municipal government structure, inferring wide range acceptance and support for local government. While the numbers may be correct, they are absolutely not representative

of the Copper River Basin on the Copper River Rural Education Attendance Area (CREAA). To my knowledge there is not one incorporated Home Rule, First class, or Second class city in the Copper River Basin. The more logical conclusion here is that the people do not desire any local government, taxation or associated services.

In section II the report references 9 tables in support of its agenda. In these tables the information base and on area is adjusted to suit the author's (DCRA) purpose by including areas that are not geographically, socially, or economically connected to the Copper River Basin. For example in tables 4, 5, 6, and 8, the Copper River Basin is included in the Valdez-Condova Census area. This inclusion dramatically distorts the figures such as per capita income, average monthly wage, unemployment rates, and racial composition. Naturally these figures are meant to project an affluent area well able to financially support local government. Nothing could be farther from the truth. I also take exception with table 1, which shows the Copper River REAA with fully taxable property in the amount of 1.2 billion dollars. This figure must either include the Valdez Pipeline terminal or a gold mine which has yet to be discovered. I would suspect that 95% of this figure is Trans. Alaska Pipeline property which is already taxed by the State of Alaska.

Section III of this report which supposedly deals with "Options for Decision Makers" is a broad based attack on the current school funding system. While completely ignoring the cost differential of providing education facilities, transportation, and utilities in a school district like the CREAA which covers such a large geographical area, this report focuses on a so called inequity based solely on the amount of state money received per student.

Finally, this document goes on to state that we may be in violation of the State Constitution because we don't have

a local government. This is absolutely preposterous. The Constitution of the State of Alaska in Article X, Section 3 specifically states, "The entire State shall be divided into boroughs, organized or unorganized". It gives equal emphasis to both.

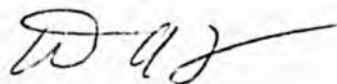
Further, in Section 6 the Constitution reads, "The legislature shall provide for the performance of services it deems necessary or advisable in unorganized boroughs, allowing for maximum local participation and responsibility."

Based on the State Constitution then, we have as much right to remain an unorganized borough as other areas have to remain organized. In fact some concern has been expressed that the DCR's orchestrated plan to force borough government on unorganized areas is unconstitutional.

The final kicker in this report is a statement on page 17 and I quote "While the Department does not advocate any particular course of action in this regard, this report would not be considered complete without the following final comments.". This statement is an outright falsehood. Any person of reasonable intelligence who reads and studies this document can see that the DCR is advocating the elimination of unorganized boroughs to accomplish its political agenda which is the TAXATION of all privately held property in the state of Alaska.

This report by the DCR is biased, misleading, and insulting to the intelligence of the people of Alaska. As a State Senator I hope that you will support our constitutional right to remain an unorganized borough and hold DCR accountable for its obvious misuse of public funds in support of a particular political agenda.

Sincerely,



Thomas H. Heys



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 19, 1988

Ms. Jan Eagle, Clerk
City of Tenakee Springs
P.O. Box 542
Tenakee Springs, Alaska 99841

Re: Requested Information

Dear Ms. Eagle:

Enclosed you will find the information which you requested from the House Community and Regional Affairs Committee through Rep. Ben Grussendorf's office on February 19, 1988. This consists of a copy of the audio tape and the typed minutes of the February 17th teleconference on "HB 1."

Thank you for your interest. If you have questions or need further information, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach
Committee Secretary

Enclosures

REPRESENTATIVE
BEN GRUSSENDORF

P. O. Box 928
SITKA, ALASKA 99835
(907) 747-8458

RULES COMMITTEE
LEGISLATIVE COUNCIL

DISTRICT 3
ELFIN COVE
PELICAN
PORT ALEXANDER
SITKA
TENAKEE

Alaska State Legislature



House of Representatives
SPEAKER OF THE HOUSE

MEMORANDUM

WHILE IN JUNEAU
P.O. Box V
JUNEAU, ALASKA 99811
(907) 465-3824
(907) 465-3720

FEB 22 1988

TO: Rep. Henri Springer
Chairman
House Community and Regional Affairs Committee

FROM: Rep. Ben Grussendorf *KB/BG*

DATE: February 19, 1988

RE: Minutes of your committee's hearing of HB 1 on
February 17, 1988

The Clerk of the City of Tenakee Springs has requested a copy of the taped recording of the hearing and a copy of the transcript. Tenakee does not have a teleconference set and was very interested in hearing what other people were thinking about forming a borough. I am enclosing a blank 90 minute tape. Jan's address is:

Jan Eagle
Clerk
P.O. Box 542
Tenakee Springs, Alaska 99841

Thank you very much.

David

Sp / CRA

FEB - 4 1988

January 30, 1988
HC 60 Box 303
Copper Center, AK 99573

Representative Heinrich Springer
Alaska State Legislature
P.O. Box V (MS 3100)
Juneau, Alaska 99811

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As a final comment I must advise you that I have a letter from Hktnc Inc. voicing their strong opposition to any borough formation. If you would like a copy of this letter please let me know.

Sincerely,



Thomas A. Hays

Sp David ✓
prepare
reply draft
done 2-2-88

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99573

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Alaska State Legislature
P.O. Box V (MS 3100)
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into boroughs, organized or unorganized". It gives equal
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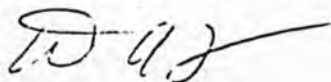
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political agenda.

Sincerely,



Thomas H. Inge



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

March 1, 1988

Mr. Raymond R. Menaker
P. O. Box 118
Haines, Alaska 99827

Dear Mr. Menaker:

Your letter of 25 February 1988, relating to 2nd SSHB 1, was received and has been distributed to the Community and Regional Affairs Committee members. Your comments and reflections on the history and development of the Haines Borough was very interesting and instructive.

We appreciate your letter and the time you spent to provide us with additional perspectives on local government. Your letter will be kept as part of the record of 2nd SSHB 1.

Sincerely yours,

A handwritten signature in cursive script that reads "Henry Springer".

Henry Springer, Chairman
HCRA Committee

RAYMOND R. MENAKER

POST OFFICE BOX 118

HAINES, ALASKA 99827 *2 Haines*

25 February 1988

Rep. Henry Springer, Chairman
House Committee on Community & Regional Affairs
P.O. Box V
Juneau, AK 99811

Re: 2nd SSHB 1:

Dear Rep. Springer:

I am serving my ninth year as a member of the Haines Borough Assembly/School Board, and have lived in Alaska since territorial days. I have watched municipal government in the state change in that time, and am prompted to comment on the proposed changes in the Unorganized Borough in HB 1 and its substitutes. I have read the minutes of the teleconferences of 29 January and 17 February, as well as House CRA staff report of 12 December and the DCRA Regional Government Study of January 1988.

It seems anomalous to me that no further consideration is being given to using the third class borough as the vehicle for change in the unorganized borough. The third class borough has been in existence since 1968, has operated successfully since then, and is financially solvent. The Haines Borough is the only third class borough; its origin is unique; its existence has disturbed the folks in DCRA (and its predecessor Local Affairs Agency) since its inception; it has provided what the local people have wanted since its inception; and it has been relegated to remaining unique by being grandfathered when the Legislature in its wisdom declared no further third class boroughs would be formed.

Because the Haines Independent School District was the only such district that was eliminated from the original mandatory borough act of the 1960s (by some legislative horse-trading), the Haines area was the only one with an independent school district that was not forced to become a borough. A local committee (of which I was a member) advocated creating a first class borough by local option, which was overwhelmingly defeated at the polls. Two further attempts to create a second class borough were also defeated. The local people, particularly those who lived outside the first class City of Haines, did not want mandatory planning and zoning, but were more than willing to pay taxes to maintain the schools of the area. The Haines Independent School District disappeared 1 July 1964 to be replaced by the Haines-Port Chilkoot Special School District authorized under a 1930s law that was still on the books from territorial days. When the education laws were recodified, Haines lost its statutory power to tax as a special school district, the schools closed for a week, and confusion reigned. A short period of city school operation followed, and the Legislature came to the rescue by passing a third class borough law which the local folks requested. Haines became a third class borough with the support and

WRA

for /CRA

acknowledge receipt

3rd class Not dead necessarily

FEB 26 1988

active participation of those who had been most vehemently opposed to borough status because of the mandatory requirement for areawide planning, platting and zoning.

Many people in this borough have long advocated borough power to plan, plat and zone, and the law governing third class boroughs was eventually changed to permit using that power only after approval by vote of the entire borough electorate, and only in service areas created for that purpose. One such service area is in the process of formation now.

The third class borough is the simplest form of municipal government. It ought to be the ideal form with which to begin organizing an unorganized community. People with no experience in municipal government will have had experience operating schools through REAAs. Areas with widely separated communities will well understand an areawide school district. In a third class borough, residents will easily understand taxation that applies to the school district. Assessment for taxation will be new, but should not be difficult to understand. These are the only areawide powers that the newly organized third class borough has, and probably needs. If there is need for planning, platting and zoning, the provision exists for its exercise (though not areawide), and if the area includes a first class city, that city already has the planning, platting and zoning power which need not necessarily be applied to more rural areas until the need is expressed.

There is much to be said for home rule boroughs, but for areas where there has been no community organization, it seems to me that a relatively simple, cut-and-dried general law borough organization--the third class borough--would be more desirable than a home rule arrangement which requires mandatory planning, platting and zoning. Any borough can upgrade when the need is felt. Starting off with a third class borough should be inexpensive: the school board and borough assembly are combined, office staff can consist of a clerk and perhaps an assessor, although for starters an outside assessor can be contracted to do the initial and even yearly follow-up work.

In some respects, having the state write the home rule charter for the local people to accept is not the same as having the local people write the charter, which is the main value of the home rule charter. What you are really doing is re-inventing the wheel. The requirements of the state mandated charter are the requirements set down in Title 29 for third class boroughs except that the state is mandating planning, platting and zoning in the home rule charter while the third class borough makes that power available in service areas when people want it.

It is true that with a home rule charter one can set up special requirements regarding taxation and other matters, but I suspect that deciding on such special aspects will be better handled after an area has had some experience in municipal government.

I think your committee would be wise to look more carefully again at the third class borough, even though many planners look aghast at it. It works.

I appreciate your having taken enough time to read these remarks and hope they will help in your committee's deliberations. I should be happy to respond at greater length if there are questions about the operation of the Haines Borough.

Sincerely yours,


Raymond R. Menaker

copies to: Rep. Peter Goll
 Sen. Dick Eliason
 Rep. Ron Larson
 Rep. Curt Menard
 Rep. Dave Donley
 Rep. Bette Cato
 Rep. Virginia Collins
 Rep. Adelheid Herrmann
 Rep. Jim Zawacki

VIII 2d SSHB1 fju / CRA

JAN 20 1988

January 14, 1988

Representative Henry Springer
Pouch V
Juneau, Alaska 99811

Dear Representative Springer:

I have been looking at SSHB 1 and would like you to consider several suggestions that you may find worthwhile. I am not sure that the transition amount of \$600,000.00 for funding newly formed boroughs for the purpose of defraying the cost of transition to borough government is realistic today.

I am not sure when that figure was adopted but it seems fair to request that a more appropriate amount would be \$1,200,000.00 after looking at the time that has passed and the erosion of the value of the dollar. I believe that the amount of \$600,000.00 in the sixties was a huge amount but is not much today. You also have to remember that most of the unorganized borough is in rural Alaska which has a higher cost of doing business than urban areas.

I believe that an increase to \$1,200,000.00 would create more of an incentive to form new boroughs and it would help if the three period of assistance be increased as well. The larger amount of transition funds would be in line with the reals costs of setting up a borough. A longer transition time frame would make it clear that the State was not abandoning the newly formed boroughs.

Finally, it would make me feel more comfortable if you could expand the scope of the powers of the boroughs formed under this bill to include all the powers that are available to boroughs under State law. It would be more acceptable if you gave the Unorganized Borough an expanded set of options to choose from rather than the most expensive burden of providing funds for education.

Sincerely,

Nels A. Anderson, Jr.

Nels A. Anderson, Jr.

cc: Rep. Herrmann. Sen. Zharoff, Rep. Larson



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 11, 1988

Mr. Jim Filip, City Manager
City of Yakutat
P.O. Box 6
Yakutat, Alaska 99689

Re: 2d SSHB 1, Organization of the Unorganized Borough

Dear Mr. Filip:

Thank you for contacting my office (Feb. 5 telecon, Feb. 9 letter) regarding your concerns on "HB 1." I assure you it has never been my intent nor the sponsor's intent to withhold information from anyone wanting it. As I am sure you are aware, the logistics of our state make communications difficult, more so than we all would like; however, every attempt has been made to keep the public appraised of the discussions, within the physical and budgetary constraints we presently operate under.

Your suggestions for statewide coverage of a Committee meeting by television or teleconference have been investigated. The cost of most statewide coverage is prohibitive (\$20,000 to \$36,000+). While additional teleconferences are planned, volunteer Legislative Information Office (LIO) sites are not always possible (moderators not available). The Rural Alaska Television Network does not reach all affected areas, but I am pursuing the possibility of a telecast over public television stations.

As of this date, the Committee, many legislators, and the Department of Community and Regional Affairs have presented the subject of "HB 1" through public meetings, reports and correspondence at Committee hearings, local community meetings, Mayors conventions, Alaska Municipal League convention, Alaska Federation of Natives convention, municipalities, REAA superintendents and school board presidents, native corporations and others.

With two other committees of referral and several more hearings in the Community and Regional Affairs Committee, I assure you that the State is neither finished with its deliberations and hearings nor jamming the bill down anyone's throat. Both organized and unorganized areas will be "on line" through LIOs at the upcoming teleconferences (Feb. 17 &

Mr. Jim Filip

-2-

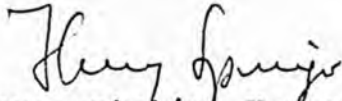
February 8, 1988

24) as they have in the past. As you know, exact copies of the testimony (tapes) are available, as well as the detailed minutes, upon request.

Borough formation is a concept that needs wide discussion and whatever you could do to widen and encourage that discussion in your own community would be of great value. All communications directed to my office are a matter of public record/testimony. At this time, virtually all of the volume of responses received by the Committee has been opposed to the concept of borough formation.

Thank you again for expressing your views and concerns and making suggestions for improved communication on this important issue. The tapes you sent will be duplicated and returned to you per your request, as will the minutes. Please feel free to contact me or my staff (465-4833) for any other information or assistance.

Sincerely,



Representative Henry Springer
Chairman

cc: Rep. Ron Larson
Marty Rutherford, Director, MRAD, DCRA
Jim Plasman, Deputy Director, MRAD, DCRA
Dan Bockhorst, LBC Supv., MRAD, DCRA

filip.mmf

2/5/88

Henry,

Jim Filip, City Mgr for City of Yakutat, called on 2/5/88.
(Box 6, City of Yakutat, Yakutat, AK 99689, 784-3323)

He is opposed to HB 1. He is also opposed to the obvious lockout of communities in the unorganized borough to at least listening access to Committee hearings on HB 1 (mentioned Yakutat, Fort Yukon and Galena). He found it interesting that all the teleconference (T/C) sites chosen for our hearings just happened to be in organized boroughs. (Another plot against the unorganized areas.) He requested that we open hearings up to at least "listen only" capabilities in all areas (unorganized borough) that would be affected. He also suggested televised coverage of the hearing. He wanted to know exactly what was being said by the Committee. He has requested copies of the transcripts of T/C and tape copies.

Attached is a response to his concerns. He agreed that copies of the tapes of the testimony were adequate in terms of hearing exactly what was said. I asked him to put his concerns and ideas in writing and send them to you, as well as encourage others to do the same.

Just for future reference, I looked into costs of "statewide" coverage...

Maximum number of teleconference lines available at one time statewide would be 80. With approximately 150 communities in the unorganized borough, it would take two teleconferences to cover them all. One one-and-a-half hour teleconference with 80 lines would cost approx. \$18,000. Two would be \$36,000, with the disadvantage that they would not all hear the same meeting.

Television coverage would be at least \$20,000 plus production costs. That would pipe it into the 174 Earth Stations in the state. Public television would cover 265 communities (some overlap with earth station communities) but would have to be okayed by the RATNET board of 13 people.

Martha





CITY of YAKUTAT

P.O. Box 6

YAKUTAT, ALASKA 99689

(907) 784-3323

*Jw David prepare
reply for my signature*

FEB 10 1988

*acknowledge receipt
state our limitations
state we are not
finished
use synopsis because
all records are too
much*

February 9, 1988

Representative Henry Springer, Chairman
Community and Regional Affairs Committee
P.O. Box V
Juneau, Alaska 99811

Dear Representative Springer:

I would like to take this opportunity to object to the proposed procedure for taking public oral testimony on 2d SSHB 1.

The basis for my objection is that as it is arranged, individuals such as myself cannot listen to the entire hearing on a real-time basis without travelling to a Legislative Information Office.

Since the work you are doing is important, and since I feel you have an obligation to provide the broadest possible access to these hearings, I hope you will provide access on a listen-only basis to all volunteer teleconference sites as well.

Alternatively, I think someone on your staff should investigate using the Rural Alaska Television Network to broadcast the audio portion of the hearings which would reach areas which are directly affected by this legislation.

For our record I am requesting copies of typed minutes as they are available, and I am enclosing six 90-minute cassette tapes, for your use in making copies of the verbal record, and to be returned to me as promptly as possible.

Thank you for making this service available.

Sincerely,
The City of Yakutat

James R. Filip
James R. Filip
City Manager

cc: Senator Dick Eliason w/o Encl.
Representative Peter Goll w/o Encl.
Representative Larson w/o Encl.



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

May 2, 1988

Mr. James R. Filip
City Manager
City of Yakutat
P.O. Box 6
Yakutat, Alaska 99689

Re: Returned tapes

Dear Mr. Filip:

Enclosed please find the remaining four blank cassette tapes which you originally sent for duplication of "HB 1" Community and Regional Affairs meetings. There were no further meetings on this bill by our Committee this session.

As you know, Chairman Springer feels that the issue(s) involved in this legislation need more discussion and input and consequently, he has decided to keep 2d SSHB 1 in the Committee for the rest of the session.

I hope you had a chance to view the video production on "HB 1" on April 20, 1988, over RATNET (Rural Alaska Television Network). For your information, a VHS copy of that production is available on a loan basis, upon request, from the Committee. Please contact me if you would like further information on it.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach
Committee Secretary

Enclosure (4 blank 90 minute audio cassettes)

FEB 10 1988



CITY of YAKUTAT

P.O. Box 6

YAKUTAT, ALASKA 99689

(907) 784-3323

February 9, 1988

Representative Henry Springer, Chairman
Community and Regional Affairs Committee
P.O. Box V
Juneau, Alaska 99811

Dear Representative Springer:

I would like to take this opportunity to object to the proposed procedure for taking public oral testimony on 2d SSHB 1.

The basis for my objection is that as it is arranged, individuals such as myself cannot listen to the entire hearing on a real-time basis without travelling to a Legislative Information Office.

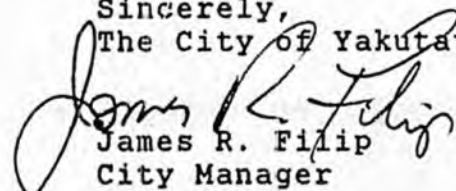
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Alternatively, I think someone on your staff should investigate using the Rural Alaska Television Network to broadcast the audio portion of the hearings which would reach areas which are directly affected by this legislation.

For our record I am requesting copies of typed minutes as they are available, and I am enclosing six 90-minute cassette tapes, for your use in making copies of the verbal record, and to be returned to me as promptly as possible.

Thank you for making this service available.

Sincerely,
The City of Yakutat


James R. Filip
City Manager



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

March 25, 1988

Mr. Anthony T. Nakazawa
Community Development Program Coordinator
Cooperative Extension Service
University of Alaska
2221 E. Northern Lights Blvd., Suite 123
Anchorage, Alaska 99508-4143

Re: Local Government Program Video

Dear Mr. *Jimmy* Nakazawa:

Thank you for providing a copy of the "Local Government Program" video tape from your library, for our review. Your interest and willingness in participating in the subject of local governance is very much appreciated.

Because of the format we used, we were not able to incorporate any of your footage in our production. However, much of the material in your video is pertinent to the subject we are dealing with, and now knowing of its existence, I will be able to advise people of its availability and encourage them to view it.

We anticipate airing the production we have done between March 31 and April 15, 1988, on RATNET. If you are interested in viewing it or would like other information, please give me a call at 465-4833. Thanks again for your assistance.

Sincerely,

Martha Fischbach

Martha Fischbach
Committee Secretary

Tape enclosed - Tks

Alaska State Legislature



Ct 603
~~Room 1004~~
State Capitol
Juneau, Alaska 99811
Pouch V
Juneau, Alaska 99811

House of Representatives Committee on Community & Regional Affairs

February 5, 1988

Mr. Jim Filip, City Manager
City of Yakutat
P.O. Box 6
Yakutat, Alaska 99689

Dear Mr. Filip:

Thank you for your interest in "HB 1" and expressing your concerns. I have advised Rep. Springer of them.

In view of your interest, I thought you would also be interested in the minutes of the first public hearing on the current version of "HB 1", now the second Sponsor Substitute for House Bill 1, (2d SSHB 1). A copy of them is enclosed.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach

Enclosure



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 29, 1988

Ms. Ruth Mercurieff, City Clerk
City of St. Paul
Pouch 1
St. Paul Island, Alaska 99660

Re: Request for Minutes

Dear Ms. Mercurieff:

Per your request to the House Community and Regional Affairs Committee, you will find enclosed a copy of the minutes from the February 24, 1988 teleconference on "HB 1."

If I can be of further assistance to you, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach

Committee Secretary

Enclosure



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 29, 1988

Ms. Cheryl Jerabk
P.O. Box 108
Aniak, Alaska 99557

Re: Request for Minutes

Dear Ms. Jerabk:

Per your request to the House Community and Regional Affairs Committee, you will find enclosed a copy of the minutes from the February 24, 1988 teleconference on "HB 1."

If I can be of further assistance to you, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach

Committee Secretary

Enclosure



Alaska State Legislature

House of Representatives

Committee on
Community & Region 1 Affairs

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

February 29, 1988

City of Kake
P.O. Box 128
Kake, Alaska 99830

Attn: Bill Cheney

Re: Request for Minutes

Dear Mr. Cheney:

Per your request to the House Community and Regional Affairs Committee, you will find enclosed a copy of the minutes from the February 24, 1988 teleconference on "HB 1."

If I can be of further assistance to you, please do not hesitate to contact me.

Sincerely,

Martha Fischbach

Martha Fischbach

Committee Secretary

Enclosure



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 29, 1988

Mr. Jim Filip, City Manager
City of Yakutat
P.O. Box 6
Yakutat, Alaska 99689

Re: Request for Minutes

Dear Mr. Filip:

Per your request to the House Community and Regional Affairs Committee, you will find enclosed a copy of the minutes from the February 24, 1988 teleconference on "HB 1."

If I can be of further assistance to you, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach

Committee Secretary

Enclosure



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 29, 1988

City of Togiak
P.O. Box 99
Togiak, Alaska 99678

Attn: Marie Pavian, City Clerk

Re: Request for Minutes

Dear Ms. Pavian:

Per your request to the House Community and Regional Affairs Committee, you will find enclosed a copy of the minutes from the February 24, 1988 teleconference on "HB 1."

If I can be of further assistance to you, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach

Committee Secretary

Enclosure



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

A N N O U N C E M E N T

To: District J Constituents

From: Representative Henry Springer, Chairman
House Community and Regional Affairs Committee

Date: March 31, 1988

Subject: HB 1. Boroughs Local Governance

The problem with the creation of boroughs and the general subject of local governance has received state wide attention, as evidenced during the hearings on HB 1. Due to public demand, the House Community and Regional Affairs (HCRA) Committee has made an unusual effort to involve the concerned parties and citizens.

Six meetings including four state wide teleconferences were held, position papers and research reports were mailed out to over 1000 participants and the Dept. of Community and Regional Affairs (DCRA) has made their report available on a broad basis. In addition, Representative Ron Larson, the prime sponsor of HB 1, has mailed similar numbers of letters.

The question of local governance and creation of boroughs in unorganized areas of the State will be the subject of discussion in the years to come and consequently will generate a lot of controversy and debate. I believe that the time is not right to face such an issue through legislative mandate.

As a result of the public hearing process and at the strong urging of SENATOR JACK COGHILL and REPRESENTATIVE DICK SHULTZ, this bill will remain in the House CRA Committee.

Your participation and interest is much appreciated.



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 29, 1988

Mr. Larry Strunk, City Administrator
General Delivery
City of Quinhagak
Quinhagak, Alaska 99655

Re: Request for Minutes

Dear Mr. Strunk:

Per your request to the House Community and Regional Affairs Committee, you will find enclosed a copy of the minutes from the February 24, 1988 teleconference on "HB 1."

If I can be of further assistance to you, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach

Committee Secretary

Enclosure



Alaska State Legislature

House of Representatives

Committee on Community & Regional Affairs

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

February 29, 1988

Mr. David Shaw
P.O. Box 377
Nenana, Alaska 99760

Re: Request for Minutes

Dear Mr. Shaw:

Per your request to the House Community and Regional Affairs Committee, you will find enclosed a copy of the minutes from the February 24, 1988 teleconference on "HB 1."

If I can be of further assistance to you, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Martha Fischbach".

Martha Fischbach

Committee Secretary

Enclosure

*
* DELIVER TO: LHSCMMF *
* *
* *
* ORIGINAL *
* CREATED: 11/24/87 TIME: 11:56 *
* SUBJECT: AFN RESPONSE *
* PRINT DATE: 11/24/87 TIME: 11:58 *
* *

DAVID

GEORGE ERVIN, FROM THE AFN CALLED. HE IS REAL RESPONSIVE TO YOUR REQUEST FOR INFORMATION AND WOULD LIKE YOU TO ATTEND THEIR BOARD OF DIRECTORS MEETING (FOR REGIONAL NON-PROFIT ORGANIZATIONS) ON DEC. 7. THE FULL BOARD IS MEETING ON DECEMBER 8. HE IS TRYING TO REACH YOU. IF HE DOESN'T, PLEASE CALL HIM AT 274-3611 .

MARTHA