

ALASKA LEGISLATURE COMMITTEE FILES, 1989-1990 8672
6125 HOUSE STATE AFFAIRS

529

HOUSE COMMITTEE ON STATE AFFAIRS

RECAP OF
HB 435

Public Officers and Employees

Received January 22, 1990
by The Judiciary Committee

Heard February 7, 1990

Adopted CSHB 435 (SA) February 7, 1990

Passed Out of Committee February 7, 1990
4 Do Pass

HOUSE COMMITTEE REPORT

(7)

Date Referred: January 22, 1990

FURTHER REFERRALS:

JUDICIARY

Date of Committee Action: _____

The STATE AFFAIRS Committee considered:

HB 435

HOUSE BILL NO. 435

PUBLIC OFFICERS AND EMPLOYEES

"An Act relating to the definition of 'public servant' in the criminal code."

RECOMMENDATIONS:

- be replaced with CSHB435(SA) the same title
 a new title
 have attached amendment(s)
 do pass
 do not pass
 no recommendation
 individual recommendations
 additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(s):
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

- fiscal impact _____
 zero fiscal note _____
 zero with analysis Dept law

- fiscal note(s) _____
 zero fiscal note(s) _____
 zero fn/analysis _____

SIGNING DO PASS:

SIGNING:

(Check approp. column)

Do Not
Pass
No Rec
Amend

Dave Duley
Chris Stanley
W.G. L. ...
...

	Do Not Pass	No Rec	Amend

W.G. L. ...
Chairman's Signature

CORRECTION

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

HOUSE COMMITTEE ON STATE AFFAIRS

RECAP OF
HB 435

Public Officers and Employees

Received January 22, 1990
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- Item 4:** Dept. of Law Proposed Amendments to HB 435
- Item 5:** Memorandum re: Bill amending definition of "public servant"
- Item 6:** Court of Appeals Opinion for Case A-2701

HOUSE COMMITTEE REPORT

(7)

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JUDICIARY

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HB 435

HOUSE BILL NO. 435

PUBLIC OFFICERS AND EMPLOYEES

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- have attached amendment(s) a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(s):
(Dept)

APPROVES PREVIOUS:
(Date/Dept)

- fiscal impact _____
- zero fiscal note _____
- zero with analysis Dept law

- fiscal note(s) _____
- zero fiscal note(s) _____
- zero fn/analysis _____

SIGNING DO PASS:

SIGNING:
(Check approp. column)

David Guley

Chris Stanley

W.G. Pugh

Paul J.

	Do Not Pass	No Rec	Amend

W.G. Pugh
Chairman's Signature

BY THE JUDICIARY COMMITTEE

1 IN THE HOUSE

2

HOUSE BILL NO. 435

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

SIXTEENTH LEGISLATURE - SECOND SESSION

5

A BILL

6

For an Act entitled: "An Act relating to the definition of 'public servant' in the criminal code."

7

8

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

9

* Section 1. AS 11.81.900(b)(48) is amended to read:

10

(48) "public servant" means each of the following, whether

11

compensated or not, but does not include jurors or witnesses:

12

(A) an officer or employee of the state, a municipal-

13

ity or other political subdivision of the state, or a govern-

14

mental instrumentality of the state, including legislators,

15

members of the judiciary, and peace officers;

16

(B) a person who participates as an advisor, consul-

17

tant, or assistant at the request or direction of the state, a

18

municipality or other political subdivision of the state, or a

19

governmental instrumentality, or an employee of a person de-

20

scribed in this subparagraph to the extent the employee as part

21

of the employment assists the employer in the participation

22

described in this subparagraph;

23

(C) a person who serves as a member of the board or

24

commission created by statute or by legislative, judicial, or

25

administrative action by the state, a municipality or other

26

political subdivision of the state, or a governmental instrumen-

27

tality;

28

(D) a person who has entered into a contract with the

29

state, a municipality or other political subdivision of the

1 state, or a governmental instrumentality of the state, to carry
2 out services funded in whole or in part by public money, or who
3 is administering a grant from the state under AS 37.05.315 -
4 37.05.317 or a grant from a municipality or other political
5 subdivision of the state, or an employee of a person described in
6 this subparagraph to the extent the employee as part of the
7 employment assists the employer in the activities described in
8 this subparagraph;

9 (E) a person nominated, elected, appointed, employed,
10 or designated to act in a capacity defined in (A) - (D) [(A) -
11 (C)] of this paragraph, but who does not occupy the position;

*YOUTH = INQOR, ENTERTAINMENT
BUDGET = FOOD, CATERING - CONSIDER
PUBLIC SERVICES.*

Item 2

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: "An Act relating to the definition of "public servant" in the criminal code."
Sponsor: House Judiciary
Requestor: House State Affairs

Agency Affected: Department of Law
BRU: Prosecution
Components: All

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

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

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

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

Please see the attached analysis.

Prepared by: Richard I. Pegues, Director Phone: 465-3672
Division: Administrative Services Date: February 5, 1990
Approved by Commissioner: Douglas B. Baily, Attorney General Date: February 5, 1990
Agency: Department of Law

Distribution (by preparer):

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

CONTINUATION of FISCAL NOTE ANALYSIS

For Bill/Resolution No. HB 435

This bill amends AS 11.81.900(b)(48) to include an employee of a person who participates as an advisor, consultant, or assistant at the request or direction of the state, a municipality or other political subdivision of the state, or a governmental instrumentality, within the criminal code's definition of a public servant.

The amendment also includes a person, or an employee of the person, who has entered into a contract with the state, a municipality or other political subdivision of the state, or a governmental instrumentality of the state, to carry out services funded in whole or in part by public money, within this definition.

The bill is in response to a recent Alaska Court of Appeals decision, in State v. Mullin, where the court found that an employee of a firm paid from a publicly-funded contract was not covered under the statutory definition of a public servant. The Department of Law has suggested alternative language to correct this problem and to avoid an overly broad definition that the department believes is contained in the current version of the bill. In any event, the bill seeks to clarify existing law, and it will therefore not have a fiscal impact on the department.

Item 3

State of Alaska

Committees

CO-CHAIR, HOUSE JUDICIARY
VICE-CHAIR, HOUSE LABOR AND COMMERCE
HOUSE HEALTH, EDUCATION
AND SOCIAL SERVICES



P.O. BOX V
JUNEAU, ALASKA 99811
(907) 465-4712
465-4968/4986
(SESSION)
914 CLAY COURT
ANCHORAGE, ALASKA 99503
(907) 276-6844

Representative Max F. Gruenberg, Jr.
District 11
Spennard, Upper Midtown Anchorage

MEMORANDUM

TO: Rep. H.A. "Red" Boucher
Chairman, House State Affairs Committee

FROM: Rep. Max F. Gruenberg, Jr.
Co-chairman, House Judiciary Committee *MF*

DATE: January 30, 1990

SUBJECT: Scheduling of HB 435

The House Judiciary Committee has introduced HB 435. The bill would amend the definition of the term "public servant" in the criminal code, to correct a deficiency noted by the Alaska Court of Appeals in the case of State v. Mullins.

In Mullins, an employee of a firm hired by the State to provide counselling services at a State prison was charged with accepting a bribe of \$25,000 to write a favorable report on an inmate. The court ruled that the charge must be dismissed because the employee was not a "public servant" as defined by the criminal code.

HB 435 would close this loophole in current law. The bill is ready for hearing, and I would appreciate your scheduling it at the first opportunity.

*Re: HB 435 - to amend the
of under criminal code the STA
loophole class of persons
involving from 100,000...*

Item 4

DEPARTMENT OF LAW

Proposed Amendments to HB 435
February 5, 1990

Page 1, line 16, following "person," delete "who participates":
Insert ",or employee of a person, participating"

Page 1, line 17, following "request":
Delete "or"
Insert "of, the"

Page 1, line 17, following "of":
Insert ",or under contract with"

Page 1, lines 19 - 22, following "instrumentality":
Delete all material

Page 1, lines 28 - 29, following "(D)" and page 2, lines 1 - 8:
Delete all material

Page 2, line 9:
Delete "(E)"

Page 2, lines 10 - 11:
Delete "(A) - (D) [(A) - (C)]"
Insert "(A) - (C)"

PROPOSED AMENDMENTS TO AS 11.81.900(b)(48):

(B) a person, or employee of a person, participating
[WHO PARTICIPATES] as an advisor, consultant, or assistant at the
request of, the direction of, or under contract with the state, a
municipality or other political subdivision of the state, or any
other governmental instrumentality;

STATE OF ALASKA
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

4/12/85
POUCH Y STATE CAPITOL
DUNEAU ALASKA 99811
907 465 3800

MEMORANDUM

November 3, 1989

SUBJECT: Bill amending definition of "public servant"
(Work Order No. 6-1706)

TO: Representative Max Gruenberg, Jr.

FROM: John B. Gaguine ^{JBG}
Legislative Counsel

Enclosed you will find a bill that amends the definition of "public servant" in Title 11, the criminal code. This bill is necessary to alter the result of the Alaska Court of Appeals' decision in State v. Mullin, 778 P.2d 233 (1989), a copy of which is attached. There the court held that the state could not prosecute an employee of a counseling firm that under contract with the Department of Corrections was treating incarcerated sex offenders when the employee allegedly solicited and received \$25,000 from an offender to render a favorable progress report on the offender. Because ambiguous criminal statutes must be interpreted in favor of the accused, the court said, the definition of "public servant" in AS 11.81.900(b)(48) could not be applied to the employee, since she did not work for the state and was not directly contracting with the state.

The bill would make two changes in the definition. First it would broaden subsection (B) - defining "public servant" as "a person who participates as an advisor, consultant, or assistant at the request or direction of the state" - to include the employees of a person who advises, consults or assists. (The term "person" is defined in AS 11.81.-900(b)(39) as including, when appropriate, an organization; AS 11.81.900(b)(37) broadly defines "organization".) Mullins' attorney implied, *id.* at 234, that she would have no defense if subsection (B) had incorporated employees of an advisor, consultant, or assistant, and I think this position may be right. However, because the terms in (B) are rather vague, I also added a new subsection (D), which specifically applies to individuals in Mullins' position - persons, entities or employees of entities which are per-

Representative Max Gruenberg
Page 2
November 6, 1989

forming government services under contract or are administering state or local grants.

The change in (B) and the new subsection (D) will largely overlap. However, because (B) is imprecise and because I can conceive of some circumstances where (B) would apply and (D) would not - say where a person not in government was informally advising the governor or some other high official - I believe it is appropriate to make both changes.

This proposed change would affect a number of statutes within Title 11, and likely would affect several statutes outside of that title, since a court would probably look to the Title 11 definition if a question of interpreting "public servant" in those non-Title 11 statutes arose. Several Title 11 statutes criminalize conduct by public servants: AS 11.41.520(a)(4) (extortion); 11.41.530(a)(4) (coercion); 11.56.110 (receiving a bribe); 11.56.120 (receiving unlawful gratuities) (the charge involved in Mullins); 11.56.370 (permitting an escape); 11.56.850 (official misconduct); and 11.56.860 (misuse of confidential information). Other Title 11 statutes criminalize activities taken against public servants: AS 11.46.550 (offering a false instrument for recording); 11.56.100 (bribery); 11.56.210 (unsworn falsification); 11.56.610 (tampering with physical evidence); and 11.56.830 (impersonating a public servant). The non-Title 11 statutes that use the term are AS 05.15.200 (criminalizing making a false statement to a public servant for a game-of-chance permit), AS 12.36.090 (defining "peace officer" as public servant with power to maintain order or make arrests), and AS 36.10.200 - 36.10.210 (civil and criminal penalties for unsworn falsification about local hire meant to mislead public servant). I do not believe that the change in definition creates problems for any of these statutes.

If I may be of further assistance, please advise.

JBG:lmb
L8/012

Enclosure

NOTICE: This opinion is subject to formal correction before publication in the Pacific Reporter. Readers are requested to bring typographical or other formal errors to the attention of the Clerk of the Appellate Courts, 303 K Street, Anchorage, Alaska 99501, in order that corrections may be made prior to permanent publication.

THE COURT OF APPEALS OF THE STATE OF ALASKA

STATE OF ALASKA,)	
)	Court of Appeals No. A-2701
Appellant,)	Trial Court No. 4FA-S88-1924CR
)	
v.)	<u>O P I N I O N</u>
)	
CHRISTINE MULLIN,)	
)	
Appellee.)	[No. 953 - August 11, 1989]

Appeal from the District Court of the State of Alaska, Fourth Judicial District, Fairbanks, Christopher E. Zimmerman, Judge.

Appearances: Robert C. Anderson, Assistant District Attorney, Harry L. Davis, District Attorney, Fairbanks, and Grace Berg Schaible, Attorney General, Juneau, for Appellant. Dick L. Madson, Law Office of Dick L. Madson, Fairbanks, for Appellee.

Before: Bryner, Chief Judge, Coats and Singleton, Judges.

BRYNER, Chief Judge.

Christine Mullin was charged with four counts of receiving unlawful gratuities, in violation of AS 11.56.120(a), which provides:

A public servant commits the crime of receiving unlawful gratuities if, for having engaged in an official act which was required or authorized and for which the public servant was not entitled to any special or additional compensation, the public servant

- (1) solicits a benefit, regardless of value; or
- (2) accepts or agrees to accept a benefit having a value of \$50 or more.

"Public servant" is defined in AS 11.81.900(b)(48):

"[P]ublic servant" means each of the following, whether compensated or not, but does not include jurors or witnesses:

- (A) an officer or employee of the state, a municipality or other political subdivision of the state, or a governmental instrumentality of the state, including legislators, members of the judiciary, and peace officers;
- (B) a person who participates as an advisor, consultant, or assistant at the request or direction of the state, a municipality or other political subdivision of the state, or a governmental instrumentality;
- (C) a person who serves as a member of the board or commission created by statute or by legislative, judicial, or administrative action by the state, a municipality or other political subdivision of the state, or a governmental instrumentality;
- (D) a person nominated, elected, appointed, employed, or designated to act in a capacity defined in (A) through (C) of this paragraph, but who does not occupy the position.

The trial court granted Mullin's motion to dismiss the complaint on the grounds that Mullin was not a public servant within the purview of AS 11.56.120. The state appeals from the order of dismissal. We affirm.

At the time of the alleged offense, Mullin was employed by Fairbanks Treatment Associates (FTA) as a counselor. Fairbanks Treatment Associates was under contract with the State of Alaska to provide counseling services to inmates enrolled in the Sex Offender Treatment Program at the Fairbanks Correctional Center (FCC).

As a counselor, Mullin provided counseling services to inmates in the Sex Offender Treatment Program, maintained case notes recording the content of the counseling sessions and her impressions and recommendations, and contributed to reports made for participants in the

program. The criminal complaint filed against Mullin charged that Mullin solicited and agreed to accept a benefit having a value of more than \$50 from FCC inmate Arthur Smith. Specifically, the state alleged that Mullin offered to render a favorable progress report for Smith, who faced an upcoming hearing before the parole board, in exchange for \$25,000.

The state argues that Mullin was a public servant within paragraph (B) of the definition: "a person who participates as an advisor, consultant, or assistant at the request or direction of the state" Mullin contends that the omission from this definition of employees of persons participating as advisors or consultants indicates the legislature's intent not to include someone in her position within the statute.

This is a case of first impression in Alaska. We have not previously been called upon to interpret the term "public servant" as it is used in AS 11.56.120.

The state urges us to follow the federal cases interpreting 18 U.S.C. § 201, the federal bribery statute. That statute prohibits "public officials" from accepting anything of value in return for being influenced in the performance of their official duties. The statute defines "public official" as follows:

Member of Congress, Delegate, or Resident Commissioner . . . or an officer or employee or person acting for or on behalf of the United States, or any department, agency or branch of Government thereof, including the District of Columbia, in any official function, under or by authority of any such department, agency, or branch of Government, or a juror.

18 U.S.C. § 201(a)(1).

In Dixon v. United States, 465 U.S. 482 (1984), the Supreme Court held that the executive director and rehabilitation coordinator of a

nonprofit organization designated by the City of Peoria to administer and distribute federal block grant funds were public officials for the purposes of 18 U.S.C. § 201. The Court found that the defendants had been acting "for or on behalf of" the United States in an official function, Dixson, 465 U.S. at 497, notwithstanding the fact that they had no direct contractual relationship with the United States Government. The Court reasoned that:

[T]he proper inquiry is not simply whether the person had signed a contract with the United States or agreed to serve as the Government's agent, but rather whether the person occupies a position of public trust with official federal responsibilities.

Dixson, 465 U.S. at 496. The Court found that by accepting the responsibility for distributing federal funds, the defendants had "assumed the quintessentially official role of administering a social service program established by the United States Congress." Dixson, 465 U.S. at 497. Four justices dissented from the Court's opinion on the grounds that "[t]he rule of lenity demands that 'ambiguity concerning the ambit of criminal statutes should be resolved in favor of lenity.'" Dixson, 465 U.S. at 501 (O'Connor, J., dissenting) (quoting Rewis v. United States, 401 U.S. 808, 812 (1971)).

A case more closely analogous to the present case is United States v. Ricketts, 651 F.Supp. 283 (S.D.N.Y. 1987), aff'd, 838 F.2d 1204 (2d Cir. 1987). Ricketts was the house manager of Chrysalis, a halfway house that contracted with the Federal Bureau of Prisons, pursuant to a federal statute, to house federal inmates. Ricketts, 651 F.Supp. at 284. After finding that "[d]efendant's position is closely analogous to that of a prison guard, who is unquestionably a public official," the court held that Ricketts was a "public official" under the definition in 18 U.S.C. § 201.

The helpfulness of these cases is limited because of the differences between 18 U.S.C. § 201(a)(1) and the applicable Alaska statutes. In the federal statute, "public official" is defined to include "person[s] acting for or on behalf of the United States." The definition of "public servant" in AS 11.81.900(b)(48) does not contain similarly broad language. The legislative commentary to AS 11.81.900(b)(48) does indicate the legislature's intent to adopt a broad definition of "public servant."

The commentary states:

The term "public servant" is defined broadly to include not only every category of government or public officer, but every employee of every such office or agency, every person retained to perform some government service and every person who, though not having yet assumed his official duties, has been selected to become a public servant.

The definition has been drafted to make it clear that those serving "political subdivisions" and "governmental instrumentalities" within the state are public servants. Coverage is also intended to reach persons who serve governmental instrumentalities and political subdivisions of the state in advisory or consultative capacities.

The words "whether compensated or not" have been added to insure that the bribery statutes cover individuals who are serving in a compensatory position as well as those serving without pay. The gist of the offense is the intent to influence the course of public administration. The public servant functioning gratuitously can be as effective in corrupting governmental process as the paid functionary.

Witnesses and jurors are excluded from the definition. Bribery and bribe receiving of and by such persons is covered in Article 4 of the Chapter.

Commentary on the Alaska Revised Criminal Code, Senate Journal Supplement No. 47 at 69-70 (June 12, 1978).

Like the statute itself, the commentary is ambiguous. Mullin may or may not be included in the phrase "every person retained to perform some government service." It is not clear whether this refers only to

those actually retained by the government, or whether it refers as well to those retained by private employers to do work for the government. Thus, we cannot determine from the commentary whether a person retained in a non-supervisory position by a private organization contracting with the government is a public servant.

Mullin cites cases from other jurisdictions in which bribery statutes similar to our own have been interpreted narrowly. One of these cases, State v. Pinckney, 276 N.W.2d 433 (Iowa 1979), is not directly on point. The statute involved prohibited the acceptance of gratuities only by "public officers," rather than by all public employees. The court held that Pinckney, a liquor properties manager from the Iowa Beer and Liquor Control Department, could not be prosecuted under the statute because he was only a public employee, not a public officer. The holding and reasoning in Pinckney are not applicable to the Alaska statute, which does not distinguish between "officers" and other public servants.

Mullin also cites Bailey v. People, 617 P.2d 549 (Colo. 1980), which interprets the Colorado statute prohibiting bribery of a public servant. The Colorado statute defines "public servant" as

any officer or employee of government, whether elected or appointed, and any person participating as an advisor, or consultant, engaged in the service of process, or otherwise performing a governmental function

Colo. Rev. Stat. § 18-8-101(3) (1973). "Government" is defined in the same statute:

"Government" includes any branch, subdivision, institution, or agency of the government of this state or any political subdivision within it.

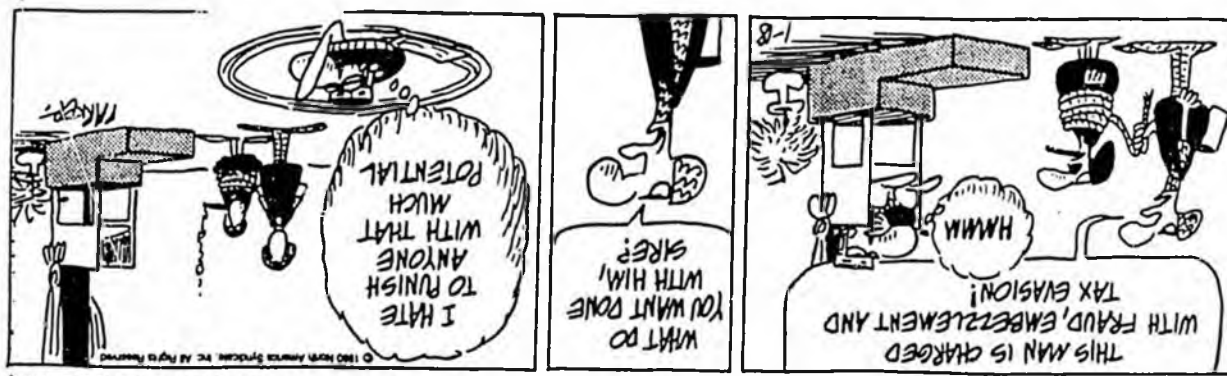
Colo. Rev. Stat. § 18-8-101 (1973).

The issue in Bailey was whether an employee of the Colorado Springs Urban Renewal Effort (CURE), a corporate body created under the

authority of the Colorado Urban Renewal Law, was a public servant. The court held that the CURE employee was not a public servant, because CURE did not come within the definition of government in section 18-8-101(1). The court followed the rule cited by the dissenting justices in Dixon, that criminal statutes are to be strictly construed in favor of the accused. Since the language "any corporation" was not included in the statutory definition of government, the court held that CURE employees were not "public servants" performing a "governmental function" on behalf of a "government." Bailey, 617 P.2d at 551.

We are persuaded by the reasoning of the Colorado Supreme Court in Bailey. The rule that ambiguities in criminal statutes are to be narrowly read and strictly construed against the state is well established in Alaska. See, e.g., Newsom v. State, 726 P.2d 561, 563 (Alaska App. 1986); State v. R.H., 683 P.2d 269, 280 (Alaska App. 1984); Dailey v. State, 675 P.2d 657, 661 (Alaska App. 1984). Judge Zimmerman correctly applied that rule in this case. The language of AS 11.81.900(b)(48) does not make it clear whether someone like Mullin, an employee of a private organization contracting with the state to provide services to prison inmates, is a "public servant." Although the legislative commentary to the statute indicates that the definition is intended to be a broad one, it does not specifically address positions such as Mullin's. This ambiguity in the statutory definition of "public servant" must be strictly construed in favor of the defendant. The district court did not err in ruling that Mullin was not a public servant within the definition in AS 11.81.900(b)(48).

The order dismissing the complaint against Mullin is AFFIRMED.



THE WIZARD OF ID by B. Parker & J. Hart

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HB

440

HOUSE COMMITTEE ON STATE AFFAIRS

RECAP OF
HB 440

Alaska-Soviet Far East Commission

Received March 30, 1990
by the Rules Committee by Request of the
Governor

Heard April 5, 1990

Adopted CSHB 440 (FT) April 5, 1990

Passed Out of Committee April 5, 1990
2 Do Pass
2 No Recommendation

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- Item 5: Memorandum from Rep. Jacko, February 1, 1990
- Item 6: Memorandum from Rep. M. Davis, Mar. 30, 1990
- Item 7: Two Briefing Papers on Alaska-Soviet Far East Relations
- Item 8: Soviet Far East Working Group
- Item 9: Memorandum from Legislative Research: International Commissions in Other States
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- Item 11: Soviet-Alaska Relations
- Item 12: Executive Order from State of Ohio, Mar. 1, 1990
- Item 13: Memorandum from Robert Poe, March 12, 1990

HOUSE COMMITTEE REPORT

(7)

Date Referred: March 30, 1990

FURTHER REFERRALS:

FINANCE

Date of Committee Action: _____

The STATE AFFAIRS Committee considered:

HB 440

HOUSE BILL NO. 440

ALASKA-SOVIET FAR EAST COMMISSION

"An Act establishing the Alaska-Soviet Far East Commission; and providing for an effective date."

RECOMMENDATIONS:

- be replaced with CSHB 440 (FT) the same title
- have attached amendment(s) a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(s):
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

- fiscal impact _____
- zero fiscal note _____
- zero with analysis _____

- fiscal note(s) 1/24/90 & 3/30/90 - 605
- zero fiscal note(s) _____
- zero fn/analysis _____

SIGNING DO-PASS:

SIGNING:

(Check approp. column)

[Handwritten signatures]

	Do Not Pass	No Rec	Amend
<i>[Signature]</i>	<input checked="" type="checkbox"/>		
<i>[Signature]</i>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
(EXCESSIVE COST). Amend the fiscal note.			

[Handwritten Signature]
Chairman's Signature

Item 2

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: "An Act establishing the Alaska-Soviet Commission..."
Sponsor: Rules/Governor
Requestor: Foreign Trade Committee

Agency Affected: Office of the Governor
BRU: Commissions and Special Offices
Components: Alaska-Soviet Commission

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	149.4	154.1	158.7	163.8	168.9	174.3
TRAVEL	92.3	92.3	92.3	92.3	92.3	92.3
CONTRACTUAL	107.8	92.0	92.0	92.0	92.0	92.0
SUPPLIES	2.6	2.6	2.6	2.6	2.6	2.6
EQUIPMENT	27.9	.5	.5	.5	.5	.5
LAND & STRUCTURES						
GRANTS, CLAIMS						
** MISCELLANEOUS	55.0	65.0	75.0	85.0	90.0	105.0
TOTAL OPERATING	435.0	406.5	421.1	436.2	451.3	466.7

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

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

FUNDING: (Thousands of Dollars)

GENERAL FUND	380.0	352.5	346.1	351.2	356.3	361.7
FEDERAL FUNDS						
** OTHER	55.0	65.0	75.0	85.0	95.0	105.0
TOTAL	435.0	406.5	421.1	436.2	451.3	466.7

POSITIONS:

FULL-TIME	3	3	3	3	3	3
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

See attached analysis

** Estimate for program receipts, private sector donations, and contributions. There would be a need to include expenditure/receipt authority within the powers of the Commission.

Prepared by: Michael A. Nizich, Director Phone: 465-3616
Division: Administrative Services Date: 3/27/90

Approved by Commissioner: Garrey Peska, Chief of Staff Date: 3/29/90
Agency: Office of the Governor

- Distribution (by preparer):
- Legislative Finance
 - Legislative Sponsor
 - Requestor
 - Office of Management and Budget
 - Impacted Agency(ies)

PERSONAL SERVICES 149.4

Fiscal note assumes Anchorage location of three commission staff, Executive Director Range 23, Administrative Assistant Range 16, and a Secretary I Range 10.

Request for New Position forms are attached. Salaries shown are step A for FY 91. Personal Services requests for subsequent years include one-step merit increases.

TRAVEL 92.3

Travel has been averaged to incorporate the travel costs from statewide locations of the commission members, assumes four commission meetings and appointment of five ex-officio members.

Anchorage: 2 meetings

Commission members

travel @ 450/person x 8 people	=	3,600	
per diem @ 80 x 3 days x 11 people	=	2,640	
two meetings @		6,240	12,480

Juneau:

Commission members

travel @ 450/person x 10 people	=	4,500	
per diem @ 80 x 3 days x 11 people	=	2,640	

Administrative staff

travel @ 366/person x 2 people	=	732	
per diem @ 80 x 3 days x 2 people	=	480	8,352

Fairbanks:

Commission members

travel @ 450/person x 10 people	=	4,500	
per diem @ 90 x 3 days x 11 people	=	2,970	

Administrative staff

travel @ 436/person x 2 people	=	872	
per diem @ 90 x 3 days x 2 people	=	540	8,882

TRAVEL (continued)

Soviet Far East:

Commission members

12 members travel	=	27,200	
12 members per diem	=	12,760	

Administrative staff

travel @ 2100/person x 1 person	=	2,100	
per diem @ 1050/person x 1 person	=	1,050	43,110

Additional travel:

Accompany delegations - assumes 2 people
for three delegations

travel @ 2100/person x 2 people x 3	=	12,600	
per diem @ 1050/person x 2 people x 3	=	6,300	18,900

Additional administrative staff travel

Juneau:

travel @ 366/trip x 2 trips	=	732	
per diem @ 80/day for total 6 days	=	480	1,212

Total Travel: 92,936

CONTRACTUAL 107.8

Professional Services:

Interpreter services, delegations hosting expenses, professional services contracts			60,000
--	--	--	--------

Communication:

Telephone (toll costs, base/local fixed costs, centrex network costs) 350/mo x 12 months		4,200	
Telecopier charges -- 25/mo x 12 months		300	
Teleconference charges -- 4 @ 450		1,800	
Postage -- 300/mo x 12		3,600	9,900

CONTRACTUAL (Continued)

Transportation:

Freight and express charges -- 75/mo x 12 900

Advertising, Printing & Binding:

Subscriptions	75	
Advertising -- 4 meetings x 350	1,400	
Commission vacancies approx. 3 annually	1,050	
Printing -- 4 newsletters x 800 each	3,200	
Annual report	13,500	
Forms, misc.	750	19,975

Minor Repair, Maintenance 1,200

Rental for Office Space:

660.5 SF per DOA standards x \$2.00/SF 15,852

Total Contractual: 107,827

SUPPLIES AND MATERIALS 2.6

Office and library supplies, 200/mo x 12 =	2,400	
Data processing supplies =	150	2,550

EQUIPMENT 27.9

Communication/Data Processing Equipment:

3 PC workstations, 1 laser printer =	16,000	
Phones =	1,500	17,500

Furniture/Office Equipment:

Furniture/misc. equipment (3 stations) =	7,500	
2 5-drawer lateral file cabinets =	900	
Tabletop Photocopier =	2,000	10,400

Total Equipment: 27,900

MISCELLANEOUS 55.0

Estimate for program receipts, private sector donations and contributions for identified Commission projects. 55,000

1.	POSITION TITLE Executive Director, Alaska-Soviet Commission				RANGE/STEP 23/A	BARG. UNIT	PAGE/LINE	GOV.	APPROV.	DISAPP	
2.	TYPE OF POSITION PFT	STAFF MONTHS 12	RP NUMBER	PCN NUMBER	BRU PRIORITY	LOCATION Anchorage	ELECTION DISTRICT	LEG.			
3.	CONTINUATION LEVEL		ADDITION	X	JUSTIFICATION:						
4.	TYPE OF EXPENDITURE			AMOUNT		<p>Executive Director, Alaska-Soviet Commission. Must be fluent in Russian. Responsible for overall supervision of Commission staff, working with Commissioners, legislators, other agencies, private sector, local governments, non-profit organizations, educational agencies and Soviet contacts. Directs, manages and promotes policies and procedures necessary for Commission to meet its legislative mandate. Primary liaison for agency with the Governor, legislature, federal agencies and Soviet agencies/contacts.</p> <p>Develops annual report to the Legislature; ensures staff implementation of Commission's actions; employs, discharges and supervises Administrative Assistant and Secretary I.</p>					
	1	2	3								
	PERSONAL SERVICES										
5.	Salary		54,288.00								
6.	Benefits		16,659.12								
7.	Supplemental Benefits										
8.	Fixed Benefits										
9.	TOTAL PERSONAL SERVICES	01		71.0							
10.	Travel	02		8.8							
11.	Contractual	03		3.4							
12.	Commodities	04		.9							
13.	Equipment	05		7.5							
14.	Other										
15.	TOTAL COST			91.6							
	RECEIPT CODE	FUNDING SOURCE									
16.		Federal Receipts 1002									
17.		G.F. Match 1003									
18.		General Funds 1004		91.6							
19.		I-A Receipts 1005									
20.		Program Receipts 1028									
21.		Other									
FOR B&M USE ONLY											
KEY NUMBER - - - - -											

REQUEST FOR
NEW POSITION

AGENCY Office of the Governor
BRU Commissions and Special Offices
COMPONENT Alaska-Soviet Commission

FY 91

Page 1 of 3
Revised Date

D R A F T

Under the authority of art. III, sec. 18, of the Alaska Constitution, I am transmitting a bill establishing the Alaska-Soviet Far East Commission.

Since the Alaska Performing Artists For Peace (now known as Camai) broke the ice curtain with their triumphal tour of the Soviet Union in 1986, glasnost and perestroika have literally opened the door to a wide variety of economic, cultural, scientific, technical, and educational contacts between the Soviet Far East and Alaska. As our second-closest neighbor, and one with which we have substantial historic ties, I believe that the state should actively support and encourage the growing relationship between Alaska and the Soviet Far East by establishing a commission to serve as a point of contact and an official coordinator of these exchanges. The seven members of the Alaska-Soviet Far East Commission would include representatives from the private sector, from higher education, and from the Native community; this broad representation would enable the commission to cover the full spectrum of contacts between Alaska and the Soviet Far East.

Through establishment of this commission, the state would both recognize the tremendous strides which have been taken to date in Alaska-Soviet Far East relations and lay the groundwork for continued growth of the relationship between Alaska and our second-closest neighbor. I urge your prompt and favorable action

on this measure.

Sincerely,

Steve Cowper
Governor



UNIVERSITY OF ALASKA
3211 Providence Drive
Anchorage, Alaska 99508 USA

Tel 907-786-7710
Fax 907-736-7739

Victor Fischer, Director of Soviet Relations

Item 4

Representative George G. Jacko, Jr.
Alaska House of Representatives
P.O. Box V
Juneau, AK 99811

January 22, 1990

Re: Alaska-Soviet Foundation

JAN 26 1990

Dear Representative Jacko:

It's been marvelous to observe the enthusiasm of most Alaskans for closer ties with people in the Soviet Union. And I certainly hope we can continue in that direction.

However, after working on and observing efforts to establish exchanges and constructive working relationships with the Soviets, I have become convinced that availability of adequate long-term funding is critical to success. Too often, cooperation is foundering on our inability to reciprocate Soviet support for educational, scientific, cultural, and other exchanges. Sometimes, the lack of money for this purpose is plainly embarrassing. In other instances, exchanges have had to be deferred or canceled due to unavailability of funds on the Alaska side.

I am enclosing the outline of a proposal to create and endow the Alaska-Soviet Foundation to help deal with the situation. To provide stability, continuity, and accountability, the Foundation would be lodged within the University of Alaska. It would, however, function independently under its own board.

This should be viewed as a state and not a University proposal. Though housed within the University, the Foundation is to be a separate public corporation. It should not be considered part of the UA budget.

The Foundation proposal is not in conflict with the proposed legislation for an Alaska-Soviet Far East Commission. In fact, both proposals were reviewed and endorsed by the Governor's Alaska-Soviet Far East Working Group, of which I am a member.

I hope you look upon this proposal with favor and will help bring the Alaska-Soviet Foundation into reality. I'll be happy to work with you and others toward that end.

I expect to be in the Soviet Far East and Siberia over the next several weeks. However, I would be ready to discuss the proposal after returning, around February 10, and could come to Juneau toward the end of next month and beginning of March, especially if hearings were scheduled on this and other Soviet-related proposals.

Thanks for your consideration, and best personal regards.


Vic Fischer

ALASKA-SOVIET FOUNDATION (ASF)

Proposal

Establish and fund the Alaska-Soviet Foundation as a free-standing, non-profit public corporation, housed within the University of Alaska, to facilitate relations and interaction between Alaska and the Soviet Union.

Purpose

- * Promote contacts and exchanges between Alaska and the Soviet Union to create better understanding and better relations between our respective peoples and institutions through financial, logistical, educational, informational, and other support.
- * Provide for continuity of support and for objective, non-political management.
- * Obtain matching, non-state financial support.

Approach

- * Alaska-Soviet Foundation (ASF) is established by state law within the University of Alaska.
- * University administers ASF on a statewide basis, guided by a foundation board appointed by the Governor and the University President. The board sets policies and procedures, allocates funds, and authorizes grants.
- * State appropriates \$4.5 million for ASF; matching funds are raised from private foundations, corporations, federal, and other non-state sources. The state appropriation and matching funds constitute an endowment. Only endowment income generated by matched endowment principal may be used for current ASF expenditures. Income not expended is part of the endowment .
- * Activities funded through ASF could include:
 - * helping underwrite Alaska/US costs of Soviet visits and visitors
 - * assisting student and faculty exchanges at both pre- and post-secondary levels
 - * facilitating and coordinating educational, cultural, scientific, communication, information exchange, and other interaction
 - * stimulating Russian language instruction
 - * monitoring social-economic-political situation
 - * providing matching/challenge grants to stimulate use of non-state funds

Item 5

STATE OF ALASKA
THE LEGISLATURE
LEGISLATIVE AFFAIRS AGENCY

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

MEMORANDUM

February 1, 1990

SUBJECT: Sectional summary of HB 440
TO: Representative George Jacko
FROM: Theresa L. Bannister *TLB*
Legislative Counsel

You have requested a sectional summary of the above described bill.

As a preliminary matter, note that a sectional summary of a bill should not be considered an authoritative interpretation of the bill and the bill itself is the best statement of its contents. If you would like an interpretation of the bill as it may apply to a particular set of circumstances, please advise.

Section 1 adds a new article on the Alaska-Soviet Far East Commission.

Sec. 44.19.605 creates the Alaska-Soviet Far East Commission in the Office of the Governor.

Sec. 44.19.615 establishes the purpose of the commission. The purpose is to represent the state in Alaska-Soviet issues and to serve as the contact point and official coordinator in the development of certain contacts with the Soviet Far East.

Sec. 44.19.625 establishes that the commission is composed of seven members appointed by the governor. Specifies that certain members are to be from certain sectors of the population. Directs the governor to designate the chairperson and establishes the term of the chairperson. Allows the governor to reappoint the chairperson for successive terms.

Sec. 44.19.635 establishes the term of office for the commission members, including the staggering of terms. Establishes how vacancies are to be filled.

FEB 01 1990

Representative George Jacko

Page 2

February 1, 1990

Sec. 44.19.645 lists the powers and duties of the commission.

Sec. 44.19.655 directs the governor to call the first meeting of the commission within 60 days after the members have been appointed. Establishes what constitutes a quorum. States when the commission is to meet.

Sec. 44.19.665 states that the members serve without compensation but are entitled to certain per diem and travel allowances.

Sec. 44.19.675 requires the commission to submit each year a report of its activities and any recommendations to the legislature and the governor. Establishes the reporting date.

Section 2 gives the Act an immediate effective date.

If I may be of further assistance, please advise.

TLB:pl
WKP1/075

Item 8

SOVIET FAR EAST WORKING GROUP

MEMBERS:

1. Garrey Peska, Chair PH: 465-3500
P.O. Box A FAX: 474-3454
Juneau, AK 99811
Sect.: Sue
2. Lee Gorsuch, ISER PH: 786-7710
3211 Providence Dr. 786-7711
Anchorage, AK 99503 FAX: 786-7738
3. John Choon Kim, ACIB PH: 561-2322
4201 Tudor Centre FAX: 561-1541
Anchorage, AK 99508
4. Bob Poe, OIT PH: 561-5585
3601 C Street, Ste. #798 FAX: 561-4577
Anchorage, AK 99503
5. Willie Hensley, NANA PH: 442-3301
Box 49 FAX: 442-2866
Kotzebue, AK 99752
6. George Krusz, ASCC PH: 586-2323
217 2nd Street, Ste. #201 FAX: 463-5515
Juneau, AK 99801
Sect.: Lori Yorba
7. Victor Fischer, UAA PH: 786-7710
Office of Soviet Affairs FAX: 786-7738
3211 Providence Dr.
Anchorage, AK 99503
8. Ginna Brelsford, OIT PH: 561-2260
3601 C St., Ste. #798 FAX: 561-4577
Anchorage, AK 99503
Staff

SOVIET FAR EAST TRADE MISSION GROUP

<u>NAME</u>	<u>PHONE</u>	<u>FAX</u>
Bruce Kennedy Alaska Airlines Box 88900 Seattle, WA 98168 Sect: Vicki Johnson	208 433-3133 208 431-7193	208 433-3379
Jim Johnson Alaska Airlines Box 88900 Seattle, WA 98168 Sect: Donna O'Linga 19300 Pacific Hwy So. 98188 (street address)	208 433-3168	
Lee Wareham 210 East Bluff Road Box 198607 Anchorage, AK 99519-8607 Sect: Laurie Exec. Asst: Barb Gruenstein	264-7881 Same 264-7782	264-7285 264-7704
Sam Salkin 7023 Tanaina Drive Anchorage, AK 99502 Sect: Nicole	278-2228	278-8584
Bill Phillips Hopkins, Sutter, Hamel & Park 888 16th Street NW, Suite 800 Washington, SC 20008 Sect: Beverly	202 836-8163 202 836-8196	202 836-8138
Ron Sheardown Greatland Exploration, Ltd. 3512 Campbell Airstrip Rd Anchorage, AK 99504	333-1602 home ph. 244-1994 cell. ph. 333-1400 AOC	662-0413
Garrey Peska P.O. Box A Juneau, AK 99811	465-3500	463-3454
Howard Weaver P.O. Box 14-9001 Anchorage, AK 99514-9001 Sect: Mary Ellen	257-4310	
Caleb Pungowyl Kawerak, Inc. P.O. Box 848 Nome, AK 99762 Sect: Della	443-5231	443-2985

Item 10

(5) an increased possibility that lighted aids to navigation will become extinguished before they can be serviced; and

(6) numerous other reductions in services provided to mariners and the public; and

WHEREAS there is evidence of extensive illegal fishing in the 200-mile fishing zone in the Bering Sea by foreign fishing vessels; and

WHEREAS 129 different foreign vessels were sighted in the international waters of the Bering Sea during 1987; and

WHEREAS inadequate enforcement of foreign fishing results in over exploitation of the fish stocks and deprives American fishermen and processing workers of their jobs and the United States of a market for its fishery products, thus eliminating an opportunity to correct the imbalance of trade with Japan and other countries; and

WHEREAS fishermen, sailors, and boaters on the waters of and off Alaska rely on the vital service the Coast Guard provides by being on call 24 hours of each day to assist in the protection of property and the lives of those who are in peril at sea; and

WHEREAS the reductions in the budget of the Coast Guard for meeting its operational responsibilities puts the lives of our friends and neighbors at risk;

BE IT RESOLVED that the Alaska State Legislature respectfully expresses its strongest possible objection to the reductions that have been made to the United States Coast Guard budget for fiscal year 1988; and be it

FURTHER RESOLVED that the Alaska State Legislature respectfully requests that the budget for the Coast Guard be restored to that level necessary to allow the Coast Guard to fully perform its mission, maintain its physical plant and equipment, and pay its active and retired personnel.

COPIES of this resolution shall be sent to the Honorable Ronald Reagan, President of the United States; to the Honorable George Bush, Vice-President of the United States and President of the U.S. Senate; to the Honorable James H. Burnley IV, Secretary of Transportation; to Admiral Paul A. Yost, Jr., Coast Guard Commandant; to Rear Admiral Edward Nelson, Jr., Commander 17th Coast Guard District; to the Honorable Jim Wright, Speaker of the U.S. House of Representatives; to the Honorable John C. Stennis, Chairman of the U.S. Senate Committee on Appropriations; to the Honorable Jamie L. Whitten, Chairman of the U.S. House of Representatives Committee on Appropriations; and to the Honorable Ted Stevens and the Honorable Frank Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative, members of the Alaska delegation in Congress.

STATE OF ALASKA

THE LEGISLATURE

1988

Source

HCS SCR 34(SA) am II

Legislative
Resolve No.

66



Relating to the establishment of a commission on Alaskan-Soviet relations.

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

WHEREAS the United States and the Soviet Union, recognizing the desires of the citizens of their countries, signed an agreement in 1986 encouraging people-to-people exchanges between the two countries; and

WHEREAS the United States and the Soviet Union have signed a medical research agreement giving the University of Alaska the responsibility and authority to teach, develop, research, and coordinate circumpolar interests between the United States and the Siberian branch of the Academy of Medical Sciences in the Soviet Union; and

WHEREAS the United States and Soviet Union agreed in December 1987 to establish bilateral groups to work on Arctic issues; and

WHEREAS Alaskans and the Soviet Union are each seeking closer ties with the other as evidenced by the travel of Alaska's Performers for Peace to the Soviet Union, by the efforts of citizens of Alaska and of the Soviet Union to bring Siberians to the St. Lawrence Island Whaling Festival and the Eskimo-Indian Olympics, and by the agreement of the Soviet Union to consider proposals for airline traffic between Alaska and Siberia; and

WHEREAS it would be consistent with and supportive of the efforts of the United States and the Soviet Union to improve understanding between the two countries to stimulate travel, trade, and cultural and scientific exchange between Alaska and Siberia; and

WHEREAS achievement of these goals will be dependent in part

upon a continuing effort by Alaskans to identify fully these specific objectives so that they may be pursued through appropriate channels;

BE IT RESOLVED that the Alaska State Legislature respectfully requests the Governor to appoint a nine person commission on Alaska-Soviet relations to explore and identify areas of mutually beneficial interactions and to prepare findings and recommendations for the Governor and the legislature; and be it

FURTHER RESOLVED that the Governor is requested to make appointments to the commission from government, civic, academic, cultural, labor, and business leaders of the state; and be it

FURTHER RESOLVED that the Governor is requested to instruct the commission to examine the cultural and historical relationship of Alaska to the Soviet Union and to investigate areas of mutually beneficial relationships between the people of the state and our Siberian neighbors; and be it

FURTHER RESOLVED that the Governor is requested to direct the commission to report its findings and recommendations to the Governor and legislature by July 1, 1989.

STATE OF ALASKA

THE LEGISLATURE

1988

Source

Legislative
Resolve No.

SJR 27

67



Urging the United States Army Corps of Engineers to dredge the shoal developing in St. Paul Harbor, Kodiak.

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

WHEREAS a shoal is developing in St. Paul Harbor, Kodiak, and this shoal may damage the economy of the region if the harbor is not dredged soon; and

WHEREAS Kodiak depends heavily on sea transportation for the receipt of its supplies; and

WHEREAS large ships have difficulty maneuvering in St. Paul Harbor because of the strong tides and crosswinds that occur in the harbor, and this problem has been compounded by the emerging shoal; and

WHEREAS the economic health of the seafood industry in the state is based on the fast and economical transportation of seafood products; and

WHEREAS harbor navigability is vital to the state's policy of developing international export trade; and

WHEREAS port development represents a significant capital investment by the state and by the federal government;

BE IT RESOLVED that the Alaska State Legislature respectfully requests Governor Cowper and the Congressional delegation of the state to urge the United States Army Corps of Engineers to undertake a dredging project in St. Paul Harbor, Kodiak, as soon as possible.

COPIES of this resolution shall be sent to Lieutenant General Elvin R. Heiberg, III, Commander of the U.S. Army Corps of Engineers; and to the Honorable Ted Stevens and the Honorable

Item 12



RICHARD F. CELESTE
GOVERNOR

STATE OF OHIO
OFFICE OF THE GOVERNOR
COLUMBUS 43266-0601

March 1, 1990

Glen Gray
Legislative Research Agency
P.O.B. Y
Juneau, Alaska 99811-3100

Dear Mr. Gray:

As we discussed, enclosed is a copy of the Executive Order creating the Ohio Trade Council.

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

Sincerely,

A handwritten signature in cursive script that reads "J. Pari Sabety".

J. Pari Sabety
Executive Assistance for
Economic Development Policy

enclosure

EXECUTIVE ORDER

CREATING THE OHIO TRADE COUNCIL

WHEREAS, the Division of International Trade in the Ohio Department of Development and exporting firms within the state seek to expand their activities in International Trade; and

WHEREAS, the Ohio Trade Council would serve as a liaison between exporting firms and the state through which economic benefits of international trade and exporting may be fully realized;

NOW, THEREFORE, I, Richard F. Celeste, Governor of the State of Ohio, pursuant to Article III of the Constitution of the State of Ohio, in order to establish the Ohio Trade Council to more effectively coordinate resources within the state to expand international trade and exports, do hereby:

1. Establish the Ohio Trade Council whose members will be appointed as herein-after set forth and who will serve at the pleasure of the Governor.
 - A. The Ohio Trade Council will be comprised of twenty-four (24) persons, twenty (20) of whom are appointed by the Governor and who are broadly representative of the various Ohio firms that export.
 - B. The President of the Senate shall designate two (2) members of the Senate to serve on the Ohio Trade Council, and the Speaker of the House of Representatives shall designate two (2) members of the House to serve on the Ohio Trade Council.
 - C. The Chairperson of the Ohio Trade Council shall be so designated by the Governor.
2. The Ohio Trade Council shall meet quarterly and at such other times as the Chairperson may deem necessary to carry out the duties and responsibilities of the Ohio Trade Council.
3. Members of the Ohio Trade Council shall serve in a voluntary capacity without compensation or reimbursement for expenses incurred in the performance of their duties.
4. The Ohio Trade Council shall possess the following powers and duties:
 - A. Strengthen this administration's commitment to assist Ohio firms engaged in or are new-to export and international trade.
 - B. Advise Ohio businesses engaged in or exploring opportunities in exports.
 - C. Prepare reports, research issues, and gather data on Ohio exports.
 - D. Coordinate with the Director of the International Trade Division means, strategies, and approaches to expand Ohio's trade with foreign nations.
 - E. Advise Ohio businesses, through various Ohio Chambers of Commerce, on export strategies and marketing approaches.

without compensation or reimbursement for expenses incurred in the performance of their duties.

4. The Ohio Trade Council shall possess the following powers and duties:
 - A. Strengthen this administration's commitment to assist Ohio firms engaged in or are new-to export and international trade.
 - B. Advise Ohio businesses engaged in or exploring opportunities in exports.
 - C. Prepare reports, research issues, and gather data on Ohio exports.
 - D. Coordinate with the Director of the International Trade Division means, strategies, and approaches to expand Ohio's trade with foreign nations.
 - E. Advise Ohio businesses, through various Ohio Chambers of Commerce, on export strategies and marketing approaches.
5. The Division of International Trade shall provide such staff support to the Ohio Trade Council as is necessary to assist the Council in the performance of its duties.

MEMORANDUM

TO: George Jacko
Representative

DATE: March 12, 1990

THRU:

PHONE: 561-5585

SUBJECT: Comments on
HB 440

FROM: Robert G. Poe, Jr. *RGP*
Director, OIT

This bill has been introduced by the Administration as a measure to better facilitate Alaska's wide-ranging involvement with the Soviet Union. The Alaska-Soviet Commission (ASC) has been proposed to represent the State in Alaska/Soviet relations and to serve as a central coordination point for contacts with the Soviet Union. The ASC is not intended to prevent any project from happening nor to exert control over citizen-diplomacy efforts. However, given the high level of activity between Alaska and the Soviet Union, a central point of contact and official representative in addition to the Governor is quite necessary. Since this commission is located within the Governor's Office and the commission members serve at the pleasure of the Governor, the ASC can represent Alaska to the Soviets when the Governor is unavailable.

Last week the International Trade Committee in the House reviewed a committee substitute for HB440. The Administration has some serious concerns about some of the changes included in the committee substitute which are described below.

1.0 Composition - The Administration generally supports the changes made here and we concur with the inclusion of the chairs of the House and Senate foreign trade committees as ex-officio members to the ASC. However, since the Office of International Trade and the Governor's Office will be expected to carry out much of the action taken by the ASC, we believe that at least 2 of the 3 suggested Administration members should have full voting rights on the ASC.

Page 2
Jacko

March 12, 1990

1.1 The purpose and duties of ex-officio members is not described in the committee substitute.

2.0 Powers and Duties - The powers and duties as described in the committee substitute go significantly beyond those outlined in the original HB440. Our comments to these changes are listed below.

2.1 - 2.3 No comment.

2.4 Interaction between Alaska and the Soviet Union has been expanding rapidly. There exists no model or previous history to follow. Therefore, procedures for interaction have been developing as needed. This section implies that the ASC will develop the "correct" procedures for interacting with the Soviets and that all other ways will be incorrect. This is the type of control many citizen diplomacy groups are concerned about. We feel this power is not necessary and should be removed from the committee substitute.

2.5 It is presumptuous to believe that the ASC could be the sole group to determine and evaluate the potential for economic partnership between the Soviet Union and Alaska. This is exactly the type of power that concerns private businesses who are already identifying areas for potential economic partnership. We feel this power is not necessary and should be removed from the committee substitute.

2.6 It is quite appropriate for the ASC to identify trading problems which are unique to the Soviet Union. It is important though, not to otherwise duplicate services already provided by the Office of International Trade (OIT). We believe this power should either be eliminated or should be modified to read "(6) identify trade problems unique to the Soviet Union."

2.7 - 2.10 No comment.

Page 3
Jacko

March 12, 1990

2.11 We agree that the ASC should have the legal ability to charge for its services. It is important that these services not compete with or displace private providers of translation or consulting services. Also, we feel that charging for letters of introduction will likely lead to complaints about favoritism etc. This duty should be changed to read "(11) charge for commission's services and products."

3.0 Meetings - Requiring three meetings each year to be held not by teleconference is adding unnecessary costs to the operation of the ASC. Alaskans are comfortable meeting by teleconference.

4.0 Staff - The requirement of 3 staff and the expanded composition of the commission will likely expand the costs of the ASC which was not the original intent.

cc: G. Peska
R. Evans

b. Example / Checklist Contact Sheet

LEGISLATIVE SPONSOR: House State Affairs

TC DATE/DAY: Thurs Apr 5

Pub. Hear Work Ses. Inv. Hear

TIME: 8:30-10AM

LEGISLATIVE REFERENCE: HB440

JUNEAU ROOM: Cap 102

SUBJECT: AK-Soviet Far East Commission

BRIDGE: _____

OF PORTS: _____

CONTACT: Ann PH: 49603

DATE TAKEN/BY: Becky 3/29

TELECONFERENCE SITES:

LIO'S

LTC'S

VTS'S

- Anchorage
- Barrow *
- Bethel
- Delta Junction *
- Dillingham *
- Fairbanks
- Glennallen *
- Juneau
- Ketchikan
- Kodiak
- Kotzebue
- Mat-Su
- Nome
- Petersburg *
- Sitka
- Soldotna
- Valdez *

- Homer
- Wrangell

See List on Reverse Side

ALL LIO'S

OTHER SITES WELCOME WITH PRIOR NOTIFICATION

OFFNETS: Bob Poe
561-5585

CHAIRING SITE: Juneau

CHAIRPERSON: Boucher

[] CONFORMS TO LEGISLATIVE COUNCIL POLICY 4/85

SIGNATURE OF SPONSOR/CONTACT PERSON

DATE

SPECIAL INSTRUCTIONS

HB

449

HOUSE COMMITTEE ON STATE AFFAIRS

RECAP OF
HB 449

Single member Election Districts

Received January 26, 1990
by Reps. Hanley, Leman, Martin, C. Davis,
Zawacki

Heard February 15, 1990

Passed Out of Committee February 15, 1990
3 Do Pass
2 No Recommendation

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HB 449: Single Member Election Districts

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- Item 4:** Alaska's Elections, 1958-1984
- Item 5:** Backup Information from Legislative Research Agency
- Item 6:** Legislative Representation in the United States
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- Item 8:** Previous Committee Action, 1986

HOUSE COMMITTEE REPORT

(7)

Date Referred: January 26, 1990

FURTHER REFERRALS:

JUDICIARY

Date of Committee Action: _____

The STATE AFFAIRS Committee considered:

HB 449

HOUSE BILL NO. 449

SINGLE MEMBER ELECTION DISTRICTS

"An Act relating to election districts; and providing for an effective date."

RECOMMENDATIONS:

- [] be replaced with _____ [] the same title
[] a new title
[] have attached amendment(s)
[X] do pass
[] do not pass
[] no recommendation
[] individual recommendations
[] additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(s):
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

[X] fiscal impact Div of Elections

[] fiscal note(s) _____

[] zero fiscal note _____

[] zero fiscal note(s) _____

[] zero with analysis _____

[] zero fn/analysis _____

SIGNING DO PASS:

SIGNING:

(Check approp. column)

Do Not
Pass
No Rec
Amend

Chris Kealey
Jim [unclear]
[unclear]

	Do Not Pass	No Rec	Amend
<i>David Duley</i>		X	
<i>W. G. [unclear]</i>		✓	

W. G. [unclear]
Chairman's Signature

New House House
Dist.

BY REP. HANLEY, Leman, Martin, C.Davis, Zawacki

- give edge

1 IN THE HOUSE

2

HOUSE BILL NO. 449

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

SIXTEENTH LEGISLATURE - SECOND SESSION

5

A BILL

6 For an Act entitled: "An Act relating to election districts; and providing
7 for an effective date."

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

9 * Section 1. AS 15.35 is amended by adding new sections to article 2 to
10 read:

11 Sec. 15.35.022. HOUSE ELECTION DISTRICTS. A member of the house
12 of representatives shall be elected by the qualified voters of a house
13 election district that was established in the most recent reapportion-
14 ment. Each member of the house of representatives shall be elected
15 under art. VI, sec. 6, Constitution of the State of Alaska, from a
16 single member district.

17 Sec. 15.35.024. SENATE ELECTION DISTRICTS. A member of the
18 senate shall be elected by the qualified voters of a single member
19 senate election district that was established in the most recent
20 reapportionment. Each senate election district is composed of two
21 single member house election districts established under art. VI,
22 sec. 6, Constitution of the State of Alaska, and AS 15.35.022.

23 * Sec. 2. This Act takes effect immediately under AS 01.10.070(c).

Reducing size of dist -
At elect.

"could look into on single member dist"

CONF OR CAMPAIGNING ->

FISCAL NOTE

REQUEST:

Revision Date: 2/14/90
Title: Relating to election districts; and providing for an effective date.
Sponsor: Rep. Hanley
Requestor: Rep. Hanley

Agency Affected: Office of the Governor
BRU: Elections
Components: I Elections
II - Primary & General Elections

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	F/ 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	**	**	**	**	**
CAPITAL						
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	**	**	**	**	**

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

The fiscal impact for FY 90 is -0- (For further explanation, see attached sheet).

Prepared by: Linda Zugeworth
Division: Division of Elections

Phone: 465-4611

Date: _____

Approved by Commissioner: [Signature]
Agency: Division of Elections

Date: 2-14-90

Distribution (by preparer):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impact Agency(ies)

CONTINUATION OF FISCAL NOTE - HOUSE BILL 449

Division of Elections

Passage of this bill would have the most immediate and direct impact on the Reapportionment Commission charged with responsibility to develop the state's reapportionment plan following the completion of the 1990 Census. Only upon formal adoption of the Reapportionment Plan by the Governor would the Division of Elections be impacted.

General Reapportionment Costs:

It should be noted that the Division would incur extensive, one-time costs in responding to the Reapportionment Plan. In FY82 costs incurred for the realignment of election districts and reassignment of voters came to \$128.1 with additional costs expended in FY83. (These costs were in addition to the FY81 funding of \$314.2 to the Office of the Governor.) The Division will require similar funding in FY92 and FY93 to cover the following:

1. Temporary staffing for programming and data entry to realign precincts, inputting new geographic identification codes, cross-REAA/CRSA district alignments and reassignment of voters in the Voter Registration and Election Management System (VREMS).
2. Printing and postage for new voter ID cards to affected voters (approximately \$290/M).
3. Statewide advertising.
4. Mapping Services (cartography and reproduction).
5. Rewrite of district and precinct legal boundary descriptions and adoption of precinct regulations and public notice under AS 44.62.

Additional Continuing Costs Based on Single Member House Districts:

With an increase from 27 House Districts to 40 House Districts and from 14 Senate Districts to 20 Senate Districts, the cost of conducting primary and general elections would increase in each major election year (odd-numbered fiscal years). The overall costs of Primary and General Elections would increase to accommodate extra printing charges and computer count programming charges for the 13 additional House Districts which would result from this legislation.

CONTINUATION OF FISCAL NOTE - HOUSE BILL 449

Division of Elections

Ballot Counting Program

\$ 2.5 per district X 13 House Districts X 2 Elections (Primary & General) (Includes Senate District Rotations)	\$ 65.0
---	---------

Ballot Printing and Rotation Plates

Primary: 13 Additional House Districts With Average of 2 Candidates (39 Rotation Plates)	6.2
---	-----

Primary: 6 Additional Senate Districts With Average of 3 Candidates (18 Rotation Plates)	2.8
---	-----

General: 13 Additional House Districts With Average of 2 Candidates (26 Rotation Plates)	4.2
---	-----

General: 6 Additional Senate Districts With Average of 2 Candidates (12 Rotation Plates)	1.9
---	-----

Official Election Pamphlet

\$ 2.2 Per Sample Ballot Page X 13 House Districts (Includes Senate District)	28.6
--	------

\$ 2.2 Per Map Page X 6 Additional Senate Districts (Will Include 2 House Districts Each)	13.2
--	------

TOTAL COSTS COMPONENT II PRIMARY AND GENERAL ELECTIONS (Odd Numbered Fiscal Years)	\$ 121.9
--	----------

Item 3

Alaska State Legislature House of Representatives



3111 "C" STREET, SUITE 410
ANCHORAGE, ALASKA 99503
(907) 561-2033

REPRESENTATIVE
ALYCE HANLEY
DISTRICT 9, SEAT B

DURING SESSION
P.O. BOX V
JUNEAU, ALASKA 99811
(907) 465-4939

MEMBER
STATE AFFAIRS COMMITTEE
REGULATION REVIEW COMMITTEE

RECEIVED

JAN 31 1990

January 30, 1990

MEMORANDUM

TO: Representative Red Boucher, Chairman
House State Affairs Committee

FROM: Representative Alyce Hanley *A. Hanley*

SUBJECT: HB 449 - An act relating to election districts; and providing for an effective date.

HB 449 was introduced to accomplish meaningful campaign reform. There is a lot of public dissatisfaction with the high cost of political campaigns. By mandating in statute single member house and senate districts, the cost of campaigns will be significantly reduced. The current system of double member house and senate districts in urban areas drives the cost of campaigns higher and higher. By contrast the rural single member districts have lower costs even though greater distances must be covered.

It is with this in mind that I respectfully request a State Affairs Committee hearing be scheduled for HB 449 on behalf of myself as well as the cosponsors. I have enclosed a copy of HB 449 and related backup for your review.

The reapportionment process in Alaska allows the Governor to reapportion the legislature. This bill would not compromise the current procedure but would establish in statute the nature of each election district by adding language that provides for single member House Districts. The Senate Districts would be composed of two single member House Districts.

I believe that there are many good reasons to have single member House and Senate Districts. Listed below are some of the more compelling reasons:

1. The cost of campaigns would be reduced because candidates in both urban rural areas would be able to utilize less expensive forms of communication media such as door knocking, town meetings or community events.

2. Voters would identify their local area with the candidates /public officials and vice versa.
3. The election process would be open to a wider range of candidates for public office because of a smaller district size.
4. Greater legislative responsibility and accountability by public officials to the voters of the district and less to political parties or special interest groups.
5. Greater input by the public on issues facing their state and district.
6. The courts are less likely to set aside reapportionment plans because they favor single member districts. It is easier to identify if the one man vote rule is being violated. Most of the districts would be compact, contiguous and socially and economically similar.

A similar bill, HB 593, was introduced during the 14th Legislature. One committee hearing was held on that bill with three members voting do pass. The committee report as well as the minutes are included in the enclosed information.

Enclosures

ISER OCCASIONAL PAPERS

No. 17, September 1985

**Alaska's Elections,
1958-1984**

Thomas A. Morehouse



INSTITUTE OF SOCIAL AND ECONOMIC RESEARCH

UNIVERSITY OF ALASKA
Anchorage, Alaska

Item 4

ACKNOWLEDGMENTS

I wish to thank a number of people who helped me produce this study. ISER Research Associates Phil Rowe and Teresa Hull assembled the electoral data base and provided related assistance at several turns. Rowe also contributed many valuable suggestions for improving the presentation of findings. Gerald McBeath, Victor Fischer, Gordon Harrison, and Lee Gorsuch provided helpful comments as well. I further benefited from the careful readings and comments of students in the state and local government course given at the University of Alaska, Fairbanks, during the 1985 spring semester. Similarly, many good suggestions were made by participants in the Taft Institute for Teachers held at UAF in June 1985; Patrick O'Connell deserves special mention. Darla Siver typed several drafts of the study, and Kandy Crowe drew the figures. Ron Crowe and Kandy Crowe saw the manuscript through to its final, published form.

Thomas A. Morehouse

ISBN 0-88353-036-8

Series ISER Occasional Paper No. 17

Published by
Institute of Social and Economic Research
University of Alaska
707 A St., Suite 206
Anchorage, Alaska 99501
1985

ALASKA'S ELECTIONS, 1958-1984

Elections are the means by which citizens take part in choosing the officials who set governmental policy for nations, states, and communities. In the American states, elections are the most common way that people participate in government.

Elections would serve these purposes most effectively if large numbers of informed citizens were to go to the polls to choose between competing candidates offering clear choices for future policy. Ideally, the winning candidates would form a unified governing coalition: officials identified with one of the major political parties would lead both executive and legislative branches of government. In this way, officials could be held accountable in the next election for the record of government as a whole and for their individual performances.¹

These conditions are rarely if ever fulfilled in American elections (or in elections generally). In most state elections, only about half or less of the voting age population actually goes to the polls on election day. Party competition in state executive or legislative elections is often weak and sometimes absent altogether. Candidates tend to avoid committing themselves to party or other programmatic positions. And the elections result increasingly in state governments being divided along party lines, with one party controlling the governor's office and the other controlling either or both houses of the state legislature.

This paper examines the extent to which these different electoral patterns apply in Alaska. First, we broadly discuss the social and institutional setting of Alaska elections. Then, we examine in detail changing patterns of "turnout" or public participation in elections, party competition for office, and party control of state government. Overall, the paper shows how Alaska's elections have changed since statehood and how they compare to elections in the American states generally.

The Setting and Context of Alaska Elections

The character and outcomes of Alaska's elections are shaped by the state's changing electoral demography, campaign methods and

¹The characteristics and especially the limitations of the "party government" model in American politics are discussed fully by Frank J. Sorauf, *Party Politics in America*, 5th ed. (Boston: Little, Brown and Company, 1984), pp. 388-414.

technology, and state elections rules.

Electoral Demography

By "electoral demography" we mean analysis of the social characteristics of a voting-age population that may influence the political orientations and voting patterns of that population. Ultimately, we are interested in knowing such things as how likely people are to turn out to vote, which party the people are most likely to identify with and support, and what general policy preferences people are likely to have. Without survey data, what can be learned from demographic analysis is limited. Nonetheless, we can trace changes in Alaska's population over time, make comparisons with other states, and show some significant differences among the populations of Alaska's major regions. The resulting demographic profile will provide useful background for subsequent analysis of election returns.

Table 1 shows changes in Alaska's overall population between 1960 and 1980 and compares the state's population with the 1980 populations of the United States as a whole and of the Mountain States. We emphasize the Mountain States because they comprise the region of the United States most similar to Alaska in its population and economic characteristics.

We see that Alaska's population is becoming more like that of the United States as a whole and even more like that of the Mountain States: During the twenty-year period, the ratio of men to women evened out somewhat; the age structure of the population became more balanced; and Alaskans became a less transient, more settled people. Also, like Americans elsewhere in the states, fewer Alaskans were married (or they were marrying at a later age) and more were divorced or separated.

On the other hand, Alaska's population in 1980 was still younger, better educated, more mobile, and had proportionately more males than the populations of other states. It also had a significantly higher proportion of Native Americans. And Alaska's rapid growth rate of the 1960-80 period—among the very highest of the states—even accelerated during the early 1980s as the state spent billions of dollars of petroleum revenues.

In the mid-1980s, as at the beginning of statehood, the "typical" Alaska voter was a relatively young, well-educated person who tended to be on the move in pursuit of economic opportunity. Compared to his or her counterpart of twenty years earlier, this 1980s Alaskan was likely to be a few years older, better educated, and wealthier.

These demographic changes were concentrated in Alaska's two

Table 1

Alaska's Population, 1960-1980 Comparisons with Mountain States and United States, 1980

Characteristics	Alaska		Mountain States ^a	United States
	1960 (%)	1980 (%)	1980 (%)	1980 (%)
Sex (over age 20)				
Male	59.3	53.6	48.9	47.4
Female	40.7	46.4	51.1	52.6
Age				
Under 20	43.1	36.2	34.3	32.0
20-34	28.1	33.9	27.5	25.8
35-54	22.3	21.8	20.4	21.3
55 and over	6.5	8.1	17.7	20.9
Race (all persons)				
White	77.2	77.6	88.1	83.4
Native/Other	22.8	22.4	11.9	16.6
Residence (5 years earlier)				
Same State	53.4	68.6	77.0	88.4
Elsewhere	46.6	31.4	23.0	11.6
Marital Status (over age 15)				
Single	25.4	28.2	26.5 ^b	26.1
Married	66.5	58.8	57.1	57.8
Divorced/Separated	5.0	10.5	10.2	8.4
Widowed	3.1	2.7	6.2	7.6
Education (over age 25)				
0-8	26.4	9.0	12.4	18.3
9-11	18.9	8.5	12.4	15.3
High School Graduation	32.3	38.9	35.7	34.6
Some College	12.9	22.6	20.7	15.7
College Graduation & Above	9.5	21.0	18.8	16.2

^aIdaho, Montana, Wyoming, Nevada, Utah, Colorado, Arizona, New Mexico.

^bMountain States plus Alaska, Hawaii, Washington, Oregon, California.

Source: U.S. Bureau of the Census.

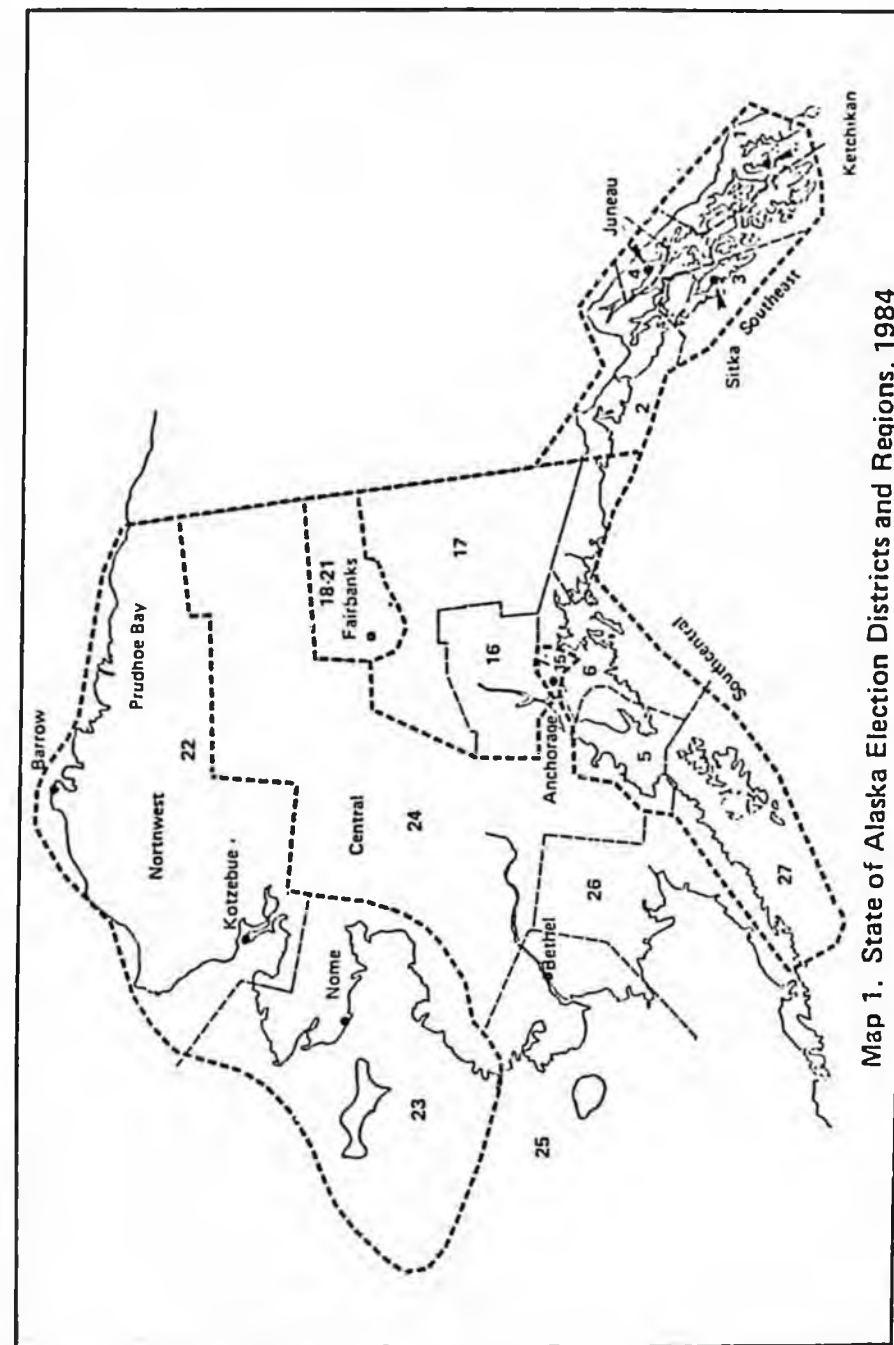
major cities—Anchorage, with over 40 percent of the state's population in 1980, and Fairbanks, with about 13 percent. Map 1 shows the state's election regions (and election districts within them) that are used in the electoral analysis below.² We have split the Anchorage and Fairbanks districts out of the southcentral and central regions in order to show how much they differ from the rest of the state both in their population and voting patterns. Table 2 shows that Alaska's younger, more mobile, and better-educated voters are concentrated in Anchorage and Fairbanks.

Populations in the central and northwest "bush" Native regions, on the other hand, tend to have much lower levels of education and heavily disproportionate numbers of unmarried young men. In the predominantly non-Native southeast and southcentral regions, we find a somewhat older, more settled population than in Anchorage and Fairbanks. In the southeast, there is a concentration of highly educated people in Juneau, the state capital.

These regional descriptions indicate that our "typical" Alaska voter is most likely to be an Anchorage or Fairbanks resident who is not representative of other parts of the state. In fact, the voters of Alaska's two major urban centers differ from citizens in small towns and rural areas in several ways that may be politically significant. In the United States generally, youth, increased incomes, education, and mobility are associated with independent and conservative political identifications.³ In Alaska, these distinguishing characteristics of the rapidly growing urban populations may be reinforcing the state's traditional regional divisions, in which Anchorage interests are increasingly opposed to those of the rest of the state. We might, therefore, expect some substantial regional variations in turnout, party preferences, and voting on statewide candidates and ballot issues in Alaska. We might also expect to find growing complexity and conflict in Alaska's electoral experience during the first quarter century of statehood.

Election Campaigns

Growth and change in Alaska's population since statehood have been accompanied by changes in the ways that candidates attempt to influence and attract voters. Two parallel developments have affected campaign methods in Alaska since statehood. First had been the



Map 1. State of Alaska Election Districts and Regions, 1984

²Although the map shows election districts and regions as of 1981, our electoral data for all previous election years conform approximately to these same regions.

³Shley R. Lyons, *Who Votes and Why: a Review of American Electoral Behavior* (New York: Robert A. Taft Institute of Government, 1981), pp. 15-32.

Table 2
Population of Alaska's Regions, 1980

Characteristics	Alaska	South- east	South- central	Anchorage	Fair- banks	North- west
Sex (over age 20)						
Male	53.6	52.8	54.3	52.0	58.6	54.7
Female	46.4	47.2	45.7	48.0	41.4	45.3
Age						
Under 20	36.2	35.1	36.8	35.0	40.5	35.0
20-34	33.9	30.7	31.1	35.1	33.6	37.4
35-54	21.8	22.9	22.8	23.0	18.2	20.8
55 and over	8.1	11.3	9.3	6.8	7.7	7.0
Race (all persons)						
White	77.6	78.0	87.8	85.2	38.0	85.4
Native/Other	22.4	22.0	12.2	14.8	62.0	14.6
Residence (5 years earlier)						
Same State	68.6	74.5	73.2	63.9	74.0	62.2
Elsewhere	31.4	25.5	26.8	36.1	26.0	37.8
Marital Status (over age 15)						
Single	28.2	27.7	25.6	27.5	38.1	28.5
Married	58.8	58.5	62.6	58.5	52.1	59.6
Divorced/Separated	10.5	10.4	9.2	11.9	6.4	9.7
Widowed	2.7	3.4	2.6	2.1	3.4	2.2
Education (over age 25)						
0-8	9.0	7.2	8.5	4.2	30.5	5.0
9-11	8.5	9.7	10.5	7.5	7.7	8.4
High School Grad.	38.9	37.7	41.6	39.6	32.9	41.6
Some College	22.6	21.6	22.7	25.1	14.9	23.1
College Grad. & Above	21.0	23.7	16.8	23.6	14.0	22.0

Source: U.S. Bureau of the Census.

growth of the population and its continued and increasing concentration in and around Anchorage and Fairbanks. Second has been the use of new communications technology and methods, including satellite television, that allows communication with even the most remote parts of the state.

These changes have meant that impersonal, professionally produced television appeals have increasingly replaced personal contact by candidates for political office, especially in the larger Anchorage and Fairbanks electoral "markets." In statewide elections, when candidates for governor, U.S. Senator, and U.S. Representative

attempt to reach all parts of the state, the "TV spots" are likely to be their only contact with the great majority of Alaska voters. Just as Alaska's population is becoming more like that of the nation as a whole, so are Alaska's election campaigns becoming more like those of more populous states.

Yet, with only about 500,000 population in the mid-1980s, Alaska is still small enough that candidates might personally meet a larger proportion of the electorate than is possible in most other states. This kind of "friends and neighbors" politics, however, which was common throughout the territorial period and in the early years of statehood, is increasingly rare in Anchorage and Fairbanks, which together account for 60 percent of the state's total population. In rural and small town communities, the old-style politics survive mainly in legislative and municipal elections, as opposed to statewide elections.

A further development in Alaska since statehood that has changed the way candidates communicate with voters has been the continued erosion of the major political party organizations. In Alaska, as elsewhere, weak political parties have resulted in "party-less" campaigning—elections in which individual candidates have formed personal campaign organizations and made individual appeals, identifying themselves with neither major party in their campaign advertising. This fading of party organizations and appeals has been part of a broader erosion of party loyalty on the part of voters. As we shall see below, it has been reflected in an increase in ticket-splitting and divided state government.

Another indicator of change in Alaska election campaigns is campaign financing. In Anchorage, from 1974 to 1984, the average amount spent by primary winners in both primary and general elections for the state house increased in 1984 dollars from about \$10,000 per candidate to over \$46,000. In state senate races, the corresponding increase was from under \$22,000 to over \$68,000. These are real increases—adjusted to account for inflation—of 367 percent and 216 percent, respectively.

As the costs of campaigns soared, the funding sources on which candidates for state office depended changed radically. Organized contributors and special interests began to displace individual contributors as significant sources of campaign funds. In 1978, contributions of unions, initiative committees, lobbyists, corporations, and other groups accounted for about one-third of all campaign expenditures for state offices. By 1980, they accounted for over half; in 1982, a big year for statewide initiative campaigns, these special

interest contributors covered over 90 percent of all reported campaign costs.⁴

Thus, candidates are increasingly ignoring their fading party organizations; turning to more expensive communications technology; and depending on organized, special-interest sources of campaign financing. During this century, these forces have transformed relationships between candidates and voters in all states. They have now caught up with Alaska, changing the nature of this state's election campaigns in little more than a generation.

Election Rules

Election rules comprise a third part of the setting of Alaska's elections. By election rules, we mean requirements for legislative districting and apportionment, voter registration, getting on the ballot, and voting in primary and general elections. These rules can have important effects on voter turnout and choice and on who is elected to office.

1. Legislative Districting and Apportionment. Because of uneven, rapid population growth, the Alaska Legislature was reapportioned to revised districts six times during the first twenty-five years of statehood. Under the state constitution, the governor—not the legislature, as is usually the case in other states—has the power to reapportion the legislature on the advice of a reapportionment board appointed by him.⁵ Typically, the governor's reapportionments have been followed by partisan political disputes in which the governor has been challenged by legislators or party officials. The perceived stakes at issue have been seats in the legislature that might, depending on the reapportionment plan, more likely be captured by one party or the other. The outcomes could therefore affect the balance of competition between the parties and, ultimately, party control of the legislature or the government as a whole. Another political effect of reapportionment that often cannot be avoided is the change and disruption in precinct and district boundaries. Such change can undermine voters' familiarity with candidates and officials and increase turnover in office.

2. Voter Registration. Registering to vote was first required of Alaskans for the 1970 elections. Before then, a person desiring to

vote merely had to appear at the polls and sign the voting list. Alaska's registration laws are now like those of most other states. In order to be a registered voter, a person must have lived in the state and the election district for at least thirty days and must register at least thirty days before the election. The most important electoral effect of registration (aside from minimizing fraud, which is the principal justification for the requirement) is to reduce voter turnout. The extent of the reduction depends on how difficult it is for a person to register and on the characteristics of voters. Generally, people with lower levels of education and income are less likely to register. Registration is probably not a significant deterrent to voting in Alaska, given the relative ease of registration and above-average education and income levels.

3. Getting on the Ballot. Once a person registers and goes to the polls, there is the question of the range of choices he or she will have among party-sponsored and independent candidates. All states place restrictions on whose names can be placed on the ballot, and this often handicaps prospective third-party and independent candidates. In Alaska, the law has required that if third-party or independent candidates wish to be on the ballot, they must first obtain signatures equal to 3 percent of the number of voters in the previous general election. Also, to be recognized as a "political party," a third party must have won at least 10 percent of the popular vote in the last gubernatorial election. (The Libertarian Party in Alaska met this requirement in the 1982 gubernatorial election, which is discussed in detail below.) These are onerous requirements, and they have been challenged in the Alaska Supreme Court. In 1983, the court ruled against both requirements, and the legislature then moved to reduce them to more acceptable levels.⁶

4. Primary and General Election Requirements. If a primary election is *closed*, voters must be registered in a party, and they can choose candidates only in that party's primary. If the primary is *open*, voters can choose which party primary they wish to vote in without having registered in either party. In the open primaries of some states, voters must publicly choose one party's ballot; in other states, they receive both ballots and, using one and discarding the other, preserve the secrecy of their choice.

Alaska (and only one other state, Washington) has the most open form of the open primary, the *blanket* primary. Here, voters receive ballots including candidates of both parties and can vote for Democratic candidates for some offices and Republicans for others.

⁶*Vogler v. Miller* (Alaska, 651 P. 2d 1).

⁴Alaska Public Offices Commission figures reported in "AKPIRG Legislative Alert," Anchorage, December 14, 1984. These figures exclude candidates' contributions to their own campaigns.

⁵See Gordon S. Harrison, *A Citizen's Guide to the Alaska Constitution* (Anchorage: Institute of Social and Economic Research, 1982), pp. 57-62.

as they wish. Alaska's blanket primary makes it especially easy for voters to "cross over," and vote for a candidate whom they consider especially attractive or whom they perceive to be weak and thus easier to beat in the general election.⁷

In addition to residency and registration, there is a minimum age requirement in Alaska as in all other states. Under Alaska's constitution, 19-year-olds were permitted to vote in state and local elections; in 1970, an amendment lowered the voting age to 18 years. (In 1971, the U.S. Constitution was amended to permit 18-year-olds to vote in all states.)

Lowered standards of residency and voting age probably have reduced voter participation rates in Alaska elections. Lowering the residency requirement from one year (which it was until 1972) to thirty days made it possible for many more Alaskans to go to the polls. We have already seen that Alaska has an unusually large proportion of recently arrived residents. But the very people who make up the expanded electoral base—new residents, in the state for less than one year—are also less likely than longer-term residents to be familiar with or involved in state and local politics and therefore less apt to vote. A similar observation could be made about the 18-year-olds, those who were first enfranchised in Alaska in 1970 and every group of them since. National surveys show that voting turnout generally increases with age (until the mid-60s age group), and that the youngest eligible voters are least likely of all age groups to go to the polls and vote.⁸ Thus, the voting population base has expanded, but the newly enfranchised groups are disproportionately likely to be nonvoters.

Levels of Participation: Turnout

Turnout refers only to the *amount* of voting, and it is usually measured as the percentage of the *voting-age* population that votes in a given election. Another measure of turnout is the percentage of

⁷ Although little is known about crossovers in primary elections, "it does appear that few voters shift primaries in a deliberate effort to choose the weaker candidate. They are much more likely to shift because they are particularly attracted to a candidate in the other party or because the other party has closer, more interesting primary contests." Malcolm E. Jewell and David M. Olson, *American State Political Parties and Elections* (Homewood, IL: The Dorsey Press, 1982), p. 109.

⁸ See Jerry Hagstrom, "Baby Boom Generation May Have to Wait a While to Show its Political Clout," *National Journal*, 16 (April 28, 1984), p. 809. In national and state elections from 1932 to 1982, turnout of voters aged 18-29 lagged behind national averages by 11 to 17 percent.

registered voters who actually vote. Both measures have their weaknesses. The voting-age criterion may not adequately account for institutionalized people, noncitizens, residency requirements, and other factors that reduce the effective population of eligible voters. And the registered voter criterion depends even more precariously on widely varying registration laws among the states and on voter registration lists that are not consistently kept current and accurate. With these limitations in mind, we will use both measures in examining turnout in Alaska.

Factors Affecting Turnout

Turnout can rise or fall, depending on voting and election rules, level of party competition, particular issues and candidates, and the characteristics of voters. Registration may be the most substantial deterrent to voting, causing as much as a 10-percent decline in turnout where registration rules are most restrictive.⁹ Other studies have found that party competition historically has been the chief factor explaining varying levels of turnout. The positive link between competition and turnout has been especially strong "where parties reach out to specific groups, especially those who are otherwise less likely to vote."¹⁰ Still other studies have found that differences in race, age, income, and educational level account for half or more of the variation in the voter turnout rates of the states.¹¹ There remains a great deal of uncertainty and controversy about the causes of turnout. On each of these measures, however, turnout in Alaska should be affected either positively or not at all, relative to all other states. Alaska's registration requirements are not unusually difficult, competition is relatively intense, and the state's majority urban population ranks well above average on socioeconomic measures.

Turnout in Alaska

While the rest of the United States experienced a continuing decline in turnout for presidential election years since 1960, Alaska held relatively steady and then had a significant upturn in the early

⁹ John F. Bibby et al., "Parties in State Politics," in Virginia Gray, Herbert Jacob, Kenneth Vines, *Politics in the American States*, 4th ed. (Boston: Little, Brown and Co., 1983), p. 64; also Richard G. Niemi and Herbert F. Weisberg, *Controversies in Voting Behavior*, 2nd ed. (Washington, D.C.: Congressional Quarterly Press, 1984), p. 26.

¹⁰ Niemi and Weisberg, *Controversies in Voting Behavior*, pp. 29-30.

¹¹ Thomas R. Dye, *Politics in States and Communities*, 4th ed. (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1981), p. 69.

1980s. Table 3 shows that even while the turnout of the voting-age population in the United States and Mountain States dropped between 1960 and 1976, Alaska's turnout still lagged by several percentage points. In 1980 and 1984, however, Alaska's turnout was 10 percentage points higher than in 1976, while turnout in the Mountain States and United States as a whole either flattened out or continued to drop closer to the 50 percent level.

Table 3

Turnout of Voting-Age Population in Presidential Election Years, 1960-1984: Alaska, Mountain States, and United States

Year	Alaska*	Mountain States	United States
1960	53.0%	68.7%	62.8%
1964	51.6	68.5	61.9
1968	55.8	65.5	60.9
1972	52.2	59.2	55.2
1976	50.7	56.8	53.5
1980	59.8	54.1	52.6
1984	60.0	NA	53.0

*The Alaska turnout percentages in Tables 3 and 4 are based on population totals that are adjusted to account for estimates of the nonresident military population.

Sources: Derived from Alaska Division of Elections, U.S. Bureau of the Census.

The substantial decline from 1968 to 1972 in all three cases may in part be explained by the lowering of the voting age to 18 years and the lack of intensity and strong competition (as reflected in pre-election polls) in the 1972 Nixon-McGovern presidential race compared to the Nixon-Humphrey race four years earlier. Another

factor was the much-commented-upon alienation of the American voter. In Alaska, there was the possible additional effect of the new registration requirements, first imposed two years earlier.

Table 4 compares turnout of the Alaska voting-age population in presidential and gubernatorial election years.¹² Until 1982, Alaskans, like voters elsewhere, had voted more in presidential years than gubernatorial years. From 1960 to 1978, gubernatorial election turnout ranged from one to seven percentage points lower than turnout in the previous presidential election. During those years, the average difference was about five percentage points. Then, in the 1982 gubernatorial election, two-thirds of Alaska's voting-age population turned out. This reversed the pattern of over two decades, surpassing even the 60 percent turnout for the 1980 presidential election.

The increased turnout in the 1980 presidential election year might be attributed in some part to the stabilizing of Alaska's population growth during the few years after the trans-Alaska oil pipeline

¹²In both sets of election years, there are also state legislative, U.S. House, and, sometimes, U.S. Senate races.

Table 4

Turnout of Alaska Voting-Age Population in Presidential and Gubernatorial Years, 1960-1984

Year	Presidential Election	Gov. Election	Percentage Difference
1960	53.0%		
1962		47.3%	-5.7%
1964	51.6		
1966		46.8	-4.8
1968	55.8		
1970		48.6	-7.2
1972	52.2		
1974		47.7	-4.5
1976	50.7		
1978		49.9	-0.8
1980	59.8		
1982		66.5	+6.7
1984	60.0		

Source: Derived from Alaska Division of Elections.

was built and before heavy spending by state government again led to high levels of in-migration. But even with the population surge of the early 1980s—bringing many newcomers who were presumably less likely to vote—the turnout rate soared in the 1982 gubernatorial year and held at the 60-percent level in the 1984 presidential election.

Rates of turnout of *registered* voters from 1974 to 1984, shown in Table 5, parallel the corresponding figures for the turnout of the *voting age* population presented in the preceding tables.¹³ The state's registered voters have turned out at increasing rates over the decade, with gains shown in virtually all regions. Two of these election years, 1978 and 1982, are unusual, and we have already commented on the surge in turnout in 1982. The 1978 decline in turnout in all regions may be attributed largely to population movements in and out of the state during the pipeline construction years. Many new voters came into the state in the early- to mid-1970s and left when construction ended in 1977. It is likely that many of them remained on voter registration lists for the 1978 elections, which would have artificially depressed the turnout rate.¹⁴ The smallest decrease was in the southeast, historically a high turnout region, where a 1978 ballot initiative, placing special financial restrictions on any capital move, undoubtedly had special attraction for voters of that region. The southeast, moreover, was the region most remote from and least affected by pipeline construction activity during the previous four years.

The cause of Alaska's high turnout rates in the early 1980s obviously lies in Alaska, rather than in national trends, since presidential election-year turnout in the United States continued at relatively low levels. In Alaska, there were some unusually competitive races for the U.S. Senate, for governor, and for the state legislature. But a more basic explanation may be that increasing numbers of Alaskans perceived greater stakes and benefits in voting. Their state government was now spending billions of dollars in oil revenues, and intense, competitive electoral politics tended to expose and aggravate Alaska's regional divisions. In addition, the 1982 election included some unusually controversial ballot propositions that further aggravated these divisions. We will explore this further in discussion of "Election Outcomes" below.

¹³Registered voter turnout rates are consistently higher because they are calculated on a smaller population base than that including all Alaskans over age 18.

¹⁴Alaska voter registration lists were purged (inactive voters' names were deleted) only every four years until after the 1978 election, when the purge period was shortened to two years.

Table 5
Turnout of Registered Voters by Region, 1974-1984

	1974	1976	1978	1980	1982	1984
State	58.2%	61.5%	54.5%	62.7%	74.9%	69.1%
Region						
Southeast	61.2	65.0	62.0	68.0	80.0	67.8
Southcentral	65.3	68.7	61.9	70.8	76.9	70.0
Anchorage	56.7	60.7	51.9	60.6	72.2	69.4
Central	64.0	65.7	57.4	66.6	76.8	71.0
Fairbanks	54.5	57.6	50.2	58.7	72.7	69.7
Northwest	60.0	61.9	56.8	64.2	78.7	62.0

Source: Alaska Division of Elections.

Interparty Competition

Interparty competition involves the competitive character of electoral contests and the choices of parties and candidates available to a state's voters. There are many ways to define and measure interparty competition in state politics: by voter identification with parties, frequency of both parties fielding candidates, turnover in offices, closeness of elections, and division of control of legislative and governor's offices, among others.¹⁵ Here, we will examine some causes and correlates of interparty competition and look at some electoral indicators of interparty competition in Alaska.

Patterns in the States

Generally, the competitive states are more urban and industrial than the less competitive states, and their populations tend to divide more definitely into separate socioeconomic groups. These differences in state socioeconomic characteristics have been diminishing, however, as population has shifted from Frost Belt to Sun Belt states. Overall, party competitiveness has been increasing in state elections, and, on balance, Democratic candidates for state legislatures and governors' offices have been the beneficiaries. This is mainly because older Republican states of the north became more competitive with the New Deal electoral "realignment" of the 1930s,

¹⁵Jewell and Olson, *American State Political Parties and Elections*, p. 4.

while the Southern Democratic states have been much slower to change. More recently, interstate migration and electoral "de-alignment"—the weakening of party loyalties and the crumbling of the old New Deal electoral coalition—are increasing the electoral opportunities of candidates from both parties in virtually all states.¹⁶

Interparty Competition in Alaska

Alaska reflects much of the political and socioeconomic coloration of the western states, and it can be classified as a competitive two-party state. As we look more closely at Alaska, we will see some important variations within the overall pattern of competition, including increasing differences between urban and rural regions and between levels of competition for statewide and legislative offices.

In presidential elections from 1960 to 1972, Alaskans divided their votes between the two major parties much as did voters in the nation as a whole. Table 6 shows that during those years a majority of Alaskans voted for a Democrat only once (Johnson in 1964), although the 1960 Kennedy-Nixon and 1968 Humphrey-Nixon elections were close in Alaska, as they were in the rest of the country. In 1976 and subsequent elections, Alaska became more strongly Repub-

¹⁶*Ibid.*, p. 44.

Table 6

Democratic Percentage of Vote* in Presidential Elections:
Alaska, Mountain States, and United States, 1960-1984

Year	Alaska	Mountain States	United States
1960	49.1	46.4	50.1
1964	65.9	56.6	61.3
1968	48.8	41.8	49.6
1972	37.3	33.9	38.2
1976	38.1	42.5	51.1
1980	32.7	32.2	44.7
1984	30.7	33.1	41.0

*Percentage of total vote for Democratic and Republican candidates, excludes votes for minor-party and independent candidates.

Source: U.S. Bureau of the Census.

Table 7

Democratic Percentage of Vote* in Presidential Elections:
State and Regions, 1960-1984

Year	State	South-east	South-central	Anchorage	Central	Fairbanks	North-west
1960	49.1	49.6	52.2	46.5	49.6	51.2	46.2
1964	65.9	71.1	66.5	59.9	77.8	59.6	80.8
1968	48.8	50.1	47.7	48.5	51.6	44.4	56.4
1972	37.3	41.3	34.4	31.3	43.9	41.2	51.9
1976	38.1	39.3	36.1	35.0	46.1	39.4	55.2
1980	32.7	40.0	25.7	28.1	53.0	31.3	51.4
1984	30.7	39.6	25.0	29.0	38.1	30.2	40.4

*Percentage of total vote for Democratic and Republican candidates; excludes votes for minor-party and independent candidates.

Source: Alaska Division of Elections.

lican in its presidential voting than the United States, much like the Mountain States region.

The two-party division of the presidential vote by regions within Alaska is shown in Table 7. As in the state as a whole, there have been steep Democratic declines, or Republican gains, in all regions. The predominantly Native northwest region, including Nome, Kotzebue, and Barrow, was the only Alaska region to give majorities of its votes to Democratic presidential candidates in the 1972, 1976, and 1980 elections. The central region (excluding Fairbanks), also mostly Native, followed next in Democratic presidential preference. In contrast, urban Alaska, centering on Anchorage and the southcentral region, saw the greatest Republican gains and corresponding Democratic declines.

The pattern of Democratic losses and Republican gains also shows up in elections to the statewide offices of governor, U.S. Senator, and U.S. Representative, although not as dramatically as in presidential elections (Table 8). The most competitive elections throughout the statehood period have been those for governor. Since 1958, when the first elections for state offices were held on the eve of statehood, Democrats have won four elections and Republicans three. In five of these elections, the winning majority was 55 percent or less.

Table 8
Winning Candidates for Statewide Offices, 1958-1984

Year	Governor		U.S. Senator		U.S. Representative	
	Name	% of Vote ^a	Name	% of Vote ^a	Name	% of Vote ^a
1958	Egan (D)	60.2	Bartlett (D) Gruening (D)	84.9 52.6	Rivers (D)	57.5
1960			Bartlett (D)	63.4	Rivers (D)	56.7
1962	Egan (D)	52.3	Gruening (D)	58.1	Rivers (D)	54.5
1964					Rivers (D)	51.5
1966	Hickel (R)	50.9	Bartlett (D)	75.5	Pollock (R)	51.7
1968			Gravel (D)	54.7	Pollock (R)	54.2
1970	Egan (D)	53.2	Stevens (R)	59.6	Begich (D)	55.1
1972			Stevens (R)	77.3	Begich (D)	56.2
1974	Hammond (R)	50.1	Gravel (D)	58.3	Young (R)	53.8
1976					Young (R)	71.0
1978	Hammond (R)	65.9 ^b	Stevens (R)	75.8	Young (R)	55.5
1980			Murkowski (R)	53.9	Young (R)	74.1
1982	Sheffield (D)	55.4 ^b			Young (R)	71.1
1984			Stevens (R)	71.3	Young (R)	56.5

^aPercentage of total vote for Democratic and Republican candidates; excludes votes for minor-party, independent, and write-in candidates.

^bThese were elections in which substantial portions of the vote went to third-party, independent, or write-in candidates. Hammond's plurality in 1978 was 39 percent, and Sheffield's in 1982 was 46 percent.

Source: Alaska Division of Elections.

In elections to the U.S. Senate, there has been a swing from strong Democratic to strong Republican voting. Both U.S. Senate seats were held by Democrats until the late 1960s,¹⁷ and their electoral margins were substantial. In the 1970s, each party held one U.S. Senate seat. After 1980, both were held by Republicans. Since the winning candidate has usually won heavy majorities, the balance of electoral strength has moved decisively toward the Republicans in these elections.

Elections to Alaska's one seat in the U.S. House of Representatives have swung back and forth between Democrats and Republicans, paralleling the U.S. Senate elections. First dominated by the Democrat Ralph Rivers, the seat was held next by Republican Howard Pollock and then by Democrat Nick Begich in the late 1960s and early 1970s. After the death of Representative Begich in 1972, Republican Don Young carried most of his six elections through 1984 by substantial margins.

If strong electoral competition contributes to higher turnout, the effect has been weak or obscured in Alaska's statewide elections. Except for several races for governor, most of the U.S. Senate and House races have reflected weak party or candidate competition. Yet, turnout rates held steady in the 1960s and 1970s and rose significantly in the 1980s. To the extent that competition is a factor in turnout, it may be found in state legislative races, which occur in every election year, as well as in races for governor.

In their overall results, elections to the state legislature have been very competitive throughout most of Alaska's statehood period. These results, presented in Table 9, show a close partisan division of the vote statewide, but much less competition within individual regions.¹⁸ The Native northwest region has been most consistently and strongly Democratic in legislative elections since statehood. In two legislative election years, 1974 and 1980, no Republican ran in any state legislative race in the northwest, and, often, specific races there were uncontested by Republicans. This absence of Republican opposition has also occurred with some frequency in recent years in legislative races in the Democratic southeast. The most competitive regions have been Fairbanks and central. The southcentral region

¹⁷In 1968, Republican appointee Ted Stevens replaced Democrat Bob Bartlett, who died in office that year.

¹⁸We have not analyzed individual races at the election district level. Therefore, these observations about "competition" in legislative elections refer to the aggregate pattern of party voting for both house and senate seats by statewide and regional electorates; they do not refer directly to the level of competition in individual legislative races.

(including Anchorage) is the only region where Republicans have gained and held a decisive electoral edge since the mid-1970s.

The figures in Table 9 for the 1984 election (all of the others are three-election averages) show the weight of the southcentral/Anchorage and Fairbanks votes in the state totals. They also suggest that, given their concentration in the state's largest urban centers, relatively more Republican votes for legislators may be "redundant" or "wasted" compared to Democratic votes. The latter are either more widely spread throughout the state's election districts, or, where they are concentrated, as in certain southeastern and bush districts, there are fewer of them to be wasted. Thus, while winning 56 percent of the vote statewide, Republican candidates captured less than half of the total number of available legislative seats in 1984. Another possibility is that legislative districting by the governor has helped create surpluses of voters who are likely to vote for legislative candidates of the other party. We will take a closer look at the gerrymander hypothesis below in discussion of party control of state government.

Table 10 shows changes in the average Democratic vote for all statewide (governor, U.S. Senator, and U.S. Representative) and all legislative offices for the 1960-72 and 1974-84 periods. These per-

Table 9

Democratic Percentage (Average) of Vote* in Alaska Legislative Elections: State and Regions, 1960-1984

Years	State	South-east	Southcentral (including Anchorage)	Central	Fair-banks	North-west
1960-66	49.6	57.1	47.8	61.4	51.1	68.3
1968-74	52.0	59.3	51.1	57.6	50.0	83.5
1976-82	50.1	71.0	43.1	50.2	52.7	83.7
1984	44.5	69.3	44.1	56.6	36.3	88.5

*Percentage of total vote for Democratic and Republican candidates; excludes votes for minor-party and independent candidates.

Source: Alaska Division of Elections.

Table 10

Democratic Percentage (Average) of Vote* in Statewide and Legislative Elections: State and Regions, 1958-1972 and 1974-1984

Regions	1958-1972		1974-1984	
	Statewide Elections	Legislative Elections	Statewide Elections	Legislative Elections
State	53.2%	50.1%	38.7%	50.0%
Southeast	58.3	56.7	45.9	70.3
Southcentral (incl. Anchorage)	49.0	49.1	35.2	44.1
Central	62.0	59.3	44.5	53.8
Fairbanks	51.5	49.7	38.2	51.3
Northwest	63.9	71.5	50.4	87.7

*Percentage of total vote for Democratic and Republican candidates; excludes votes for minor-party and independent candidates.

Source: Alaska Division of Elections.

iods roughly correspond to the state's two major eras of growth and change—the relatively slow-moving period of the 1960s and the continuing boom period of the 1970s and 80s, after the discovery of Prudhoe Bay, pipeline construction, and billion-dollar state capital budgets. The most significant feature of the table is the divergence in statewide and legislative election patterns from the earlier to the later period. In 1960-72, there was close correspondence in voting for statewide and legislative offices in all regions of the state. In the state as a whole, the parties were very competitive in both kinds of elections, though not in all individual races for specific offices. In each of the regions, statewide and legislative elections exhibited parallel divisions of party voting. Those parallels sharply diverged in the latter, 1974-84, period. Alaska voters in all regions became much more likely to vote split tickets—to vote in much larger proportions for Republicans for statewide office while continuing to vote for

Democrats, by large competitive margins, for the legislature. This Alaska pattern appears to reflect similar developments in the western states generally.

In statewide elections, Democratic voting eroded substantially while Republican voting correspondingly increased in all regions. In legislative elections, Democrats held their own or increased their margins in the southeast, Fairbanks, and the northwest, while losing ground in the southcentral/Anchorage region and the central region outside Fairbanks.

Anchorage and the southcentral region accounted for almost two-thirds of the total state vote in 1984 (Table 11), and population growth in these areas continued to lead the state in the mid-1980s. Republican voting is therefore likely to remain strong in statewide elections and, with legislative reapportionment, more legislative seats may be won by Republican candidates from that region as well.

Republican dominance in presidential and statewide elections in the 1970s and 1980s does not represent an electoral monopoly, as the competition in gubernatorial and state legislative elections demonstrates. Even the strong Republican showings in U.S. Senate and House races do not necessarily mean continuing weak competition from Democrats. Republicans gained control of two of those offices only after popular Democratic incumbents died in office. There has been a succession of weak Democratic candidates for the U.S. House and Senate in the 1970s and 1980s, but the Democrats may once again field strong candidates who can appeal to voters whose party loyalties are weak or nonexistent.

Table 11

Voters in State General Elections by Region,
Selected Years, 1960-1984

Year	Number of Voters State	Percentage of Votes					
		South- east	South- central	Anchorage	Central	Fair- banks	North- west
1960	50,343	23.0	16.7	32.1	8.1	14.1	6.1
1968	82,886	19.6	15.1	37.6	6.8	15.2	5.8
1978	129,705	16.5	17.0	41.0	7.7	14.3	3.4
1984	211,009	14.5	19.1	43.1	6.2	13.7	3.5

Source: Alaska Division of Elections.

Party Identification and Third-Party Voting

Voter registration by party is another indicator of the level of party competition in the states. Ideally, it would measure the extent to which each of the parties can claim a consistent following of voters. In reality, this is not the case. A growing number of voters have weak or no party identifications—increasingly identifying themselves as independents—and many states, like Alaska, do not require registration by party.

A majority of voters statewide, and in every region but one (northwest), register as "nonpartisans" (Table 12). From the 1970s to the 1980s, Democratic registration declined and Republican registration rose, each by about 5 percent. The Democrats suffered especially sharp declines in the urban southcentral region and the rural or "bush" northwest and central regions. These bush regions also experienced unusual increases in nonpartisan registration. Anchorage showed a significant gain in Republican registration, while its Democratic and nonpartisan lists showed losses.

About ten thousand Alaskans registered under "third party" labels and a variety of other group and individual designations in 1984. The single largest group of these voters, about three thousand, identified themselves as Libertarians. The Libertarian party appeal has been strong among Alaska voters compared to those in other states.

Table 12

Party Registration, Statewide and Regions, 1974, 1984

	1974 Percentages				1984 Percentages			
	Dem.	Rep.	N-P	Other	Dem.	Rep.	N-P	Other
Statewide	29.0	15.6	53.7	1.7	23.6	20.0	53.2	3.3
Regions								
Southeast	29.6	13.2	56.0	1.2	25.0	14.6	57.6	2.8
Southcentral	30.0	15.5	52.6	1.8	20.9	19.9	55.4	3.8
Anchorage	26.5	17.6	54.2	1.7	22.7	23.4	50.9	3.0
Central	38.4	13.3	46.4	1.9	31.9	12.7	52.5	2.9
Fairbanks	24.4	14.9	58.6	2.1	21.5	19.7	54.6	4.2
Northwest	46.5	13.5	38.7	1.4	37.8	12.3	46.4	3.5

* N-P = Nonpartisan.

Source: Alaska Division of Elections.

In recent years, Alaska voters have been attracted to third-party and independent candidates in presidential elections more than voters in the United States generally (Table 13). In the 1968 election, George Wallace's 13.5 percent of the national vote signaled his powerful appeal, and he ran nearly as well in Alaska, winning just over 12 percent of the vote. (In the Mountain States, Wallace won an average of 8.6 percent of the vote.) In the 1970s and 1980s, American Independent and Libertarian candidates, and Independent John

Anderson, have done better in Alaska than nationally. The best Alaska showing by any third-party or independent candidate for governor was made by Libertarian Dick Randolph in 1982, when he won 15 percent of the statewide vote.

In Alaska, as is generally true elsewhere, third-party, independent, and write-in campaigns are improbable ventures, given election laws, realities of campaign financing, and voter habits, among other factors. But such campaigns have not been altogether quixotic in Alaska, given the state's relatively fluid, independent electorate.

Table 13

Third-Party and Independent Voting in Alaska
Presidential and Gubernatorial Elections

Year	Candidate/Party*	Presidential Elections		Gubernatorial Elections	
		% AK Vote	% U.S. Vote	Candidate/Party*	% AK Vote
1968	Wallace, AI	12.1	13.5		
1970				Anderson, API	1.5
1972	Shmitz, AI	7.3	1.4		
1974				Vogler, AIP	5.0
1976	MacBride, L	5.3	0.0		
1978				Kelly, AKP	12.3
1980	Clark, L	11.7	1.2		
	Anderson, IA	7.0	6.6		
1982				Vogler, AIP	1.7
				Randolph, L	14.9
1984	Bergland, L	3.1	NA		

*AI = American Independent; L = Libertarian; IA = Independents for Anderson; AIP = Alaskan Independence Party; AKP = Alaskans for Kelly and Poland.

Source: Alaska Division of Elections, U.S. Bureau of the Census.

Election Outcomes

This final part focuses on election outcomes. We look first at party control of state government, including effects on state legislative elections of "coattails," incumbency, and reapportionment. We then turn to interactions of parties, candidates, and issues in the case of the 1982 race for governor.

Party Control in the States

Increasingly common in the states has been the situation of one of the major parties occupying the governor's office while the other controls one or both houses of the state legislature.¹⁹ Such divided control has, in fact, become the most common pattern.

Ticket-splitting, a key manifestation of party disintegration, may be a major cause of divided party government in the states.²⁰ Voters do not look for "responsible parties" or "party governments"; they look instead to individual candidates and issues that have themselves become detached from organized party bases.

An important force behind ticket-splitting is the electoral power of incumbency. In all of the states, it is increasingly difficult to dislodge incumbents from state legislative offices. Since the mid-1960s, about 90 percent of incumbent state legislators seeking re-election have been re-elected.²¹ Voters are increasingly inclined to vote for the more familiar candidate, usually the incumbent, regardless of party.²²

Institutional obstacles, weak parties, independent or nonpartisan voters, power of incumbency, and ticket-splitting have had strong disintegrative effects on electoral politics; they have produced

¹⁹Jewell and Olson, *American Political Parties and Elections*, p. 232.

²⁰*Ibid.*, p. 237.

²¹Bibby, "Parties in State Politics," pp. 150-152.

²²Jewell and Olson, *American State Political Parties and Elections*, p. 214.

divided governments not only in the states but also at all levels in the American political system.

Party Control in Alaska

These disintegrative forces emerged in Alaska's electoral politics roughly during the same period that they appeared most clearly on the national scene—the late 1960s and the 1970s. In Alaska, their appearance was probably accelerated by the petroleum boom of the 1970s and 1980s, which brought increased growth, diversity, and conflict to Alaska political life.

During the post-World War II period, states outside the South experienced divided party control of the governor's office and the lower house of the legislature about half the time.²³ Since 1959, Alaska has experienced such a division nearly 60 percent of the time. If state senates are included in the calculation, divided party control has occurred about 70 percent of the time both in Alaska and nationally (Table 14).

The most striking thing about Alaska's record of party control since statehood has been its complete change from the 1960s to the 1970s and 1980s. During the first decade of statehood, Alaska's Democratic leaders had been the most prominent leaders of the statehood movement during the 1950s. Democrats controlled the governor's office and both houses of the legislature most of the time.²⁴ Then, from 1969 through 1986, there were no instances of "unified"

²³*Ibid.*, pp. 232-233.

²⁴Except for two U.S. House terms at the end of the 1960s, Democrats controlled Alaska's three seats in the U.S. Congress as well.

Table 14

Divided Control of Alaska State Government, 1959-1986

	Total Years	Unified	Divided
1959-1968	10	8	2
1969-1986	18	0	18
Total Years	28	8	20
Percentages	100%	29%	71%

Table 15

Average Net Gains and Losses of Alaska Legislative Seats by Winning Party in Presidential and Gubernatorial Elections, 1960-1984

	Average Net Change in Senate	Average Net Change in House
1960-1984		
Presidential Elections	0.7	-1.7
Gubernatorial Elections	2.0	2.0
1960-1972		
Presidential Elections	1.3	7.0
Gubernatorial Elections	4.7	8.3
1974-1984		
Presidential Elections	0	1.7
Gubernatorial Elections	-0.7	-4.3

party control of state government at all. Governors elected under one party's banner invariably confronted a legislative leadership from the other party.

This dramatic reversal in the pattern of control went further than the change from unified to divided party control of state government. In the early 1980s, the legislative parties split further into cross-party *coalitions* that formed in both the house and the senate. This occurred largely as a result of regional and interfactional conflict over the division of the petroleum-revenue spoils.²⁵

Neither presidential nor gubernatorial coattails have been long enough to produce legislative majorities that might organize unified party governments. Table 15 shows the average number of state legislative seats picked up by the winning parties in presidential and gubernatorial elections since statehood. Over the whole period, the winning presidential party has averaged less than one additional seat in Alaska's senate (out of an average of twelve up for election) and slightly less than five additional seats (out of forty) in Alaska's house. The winning gubernatorial party has done little better, picking up an average of two seats each in the senate and house.

²⁵See Thomas A. Morehouse, ed., *Alaska Resources Development: Issues of the 1980s* (Boulder: Westview Press, 1981), pp. 176 ff.

The direction of change in this already-slight coattail effect is negative. During the most recent ten-year period, winning presidential parties have gained no seats in the state senate and less than two seats in the state house. And winning gubernatorial parties have actually lost ground in both senate and house. National, statewide, and local elections in Alaska—as elsewhere—are increasingly separate and insulated from one another as voters shed party loyalties and routinely split their tickets.

Incumbency is an additional factor that reinforces ticket-splitting in Alaska as it does elsewhere. Table 16 shows the differences in party turnover of state legislative seats with and without incumbents running for re-election. When incumbents run in either house or senate races, they lose their seats to the opposition party candidate only about one-fifth of the time. But when senate and house incumbents do not run, their parties' new candidates lose to the opposition party candidates nearly one-third of the time.²⁶

Legislative incumbents who are vulnerable tend to be from the largest and fastest-growing urban areas, where voters tend to be less familiar with public officials. This is clearly the case in Alaska, where incumbent losses are disproportionately concentrated in Anchorage and Fairbanks. These two cities account for about two-thirds of incumbent losses, but only about half of the contested legislative seats over the statehood period.

²⁶These figures do not include the first two legislative elections, when "incumbency" was still very fluid, or five elections immediately after redistricting and reapportionments, when incumbents and specific seats were recombined.

	House			Senate		
	Total Seats	Turn-overs	Percent	Total Seats	Turn-overs	Percent
Incumbents Running	192	41	21%	50	11	22%
Incumbents Not Running	87	27	31%	22	7	32%

	House, %		Senate, %	
Total Period	49		32	
1962-70		52		36
1972-84		46		27
Reapportioned	51		38	
Non-Reapportioned	46		23	

First-term office holders have been somewhat more numerous in Alaska's legislature than in legislatures elsewhere. In the states generally, about one-third of the members of each new legislature in recent decades have been first-termers—just over one-third in state houses and just under one-third in state senates.²⁷ In Alaska, as shown in Table 17, there has been more turnover in the house—an average of about one-half of each Alaska house has consisted of newly elected members, while the Alaska senate has experienced about the same amount of turnover as has occurred nationally. Table 17 also shows that turnover rates have slowed in the Alaska legislature from the 1960s to the '70s and '80s.

Reapportionment can be a threat to incumbency rule in Alaska's legislature, especially in the senate. Table 17 shows that in Alaska's six reapportioned legislatures through 1984, an average of 38 percent, or eight of the state senators, were first-termers as opposed to 23 percent, or five, in nonreapportioned legislatures. It does not appear, however, that the reapportionment power of the governor has had much partisan effect on this pattern. If governors have tried to improve the electoral opportunities of their party's legislative candidates through any form of gerrymandering, this is not apparent in election results. The five legislatures reapportioned by Democratic governors lost eleven Democratic house seats and six Democratic senate seats. The one legislature reapportioned by a Republican governor made small Republican gains—five house seats and one senate seat.

The higher turnover in reapportioned legislatures may be attributable simply to the fact that reapportionment creates new districts

²⁷Jewell and Olson, *American State Political Parties and Elections*, p. 229; Bibby, "Parties in State Politics," p. 156.