

ALASKA LEGISLATURE COMMITTEE FILES 1993-1994 8672

7737 HOUSE • COMMUNITY & REGIONAL AFFAIRS •

The fiscal impact of the proposed compensation would be minimal. Based upon an estimate of 25 one-day meetings per year and compensation of \$150 per day per member, the total cost of compensation would be only \$18,750 per year. Accordingly, the Commission believes it is both reasonable and responsible to again raise the issue of compensation, and requests the legislature to consider this request.

### **Meetings On-Site vs. Teleconference**

A rise in the number and complexity of petitions, coupled with the legitimate need to reduce the overall State operating budget, compels the Commission to make judgments regarding the most appropriate way to conduct its hearings and meetings. Complex and controversial municipal boundary proposals make it highly desirable that members of the Commission be present in the affected community or region whenever they conduct hearings. This allows the Commissioners to familiarize themselves first-hand with the unique circumstance surrounding each municipal boundary proposal and to deal directly with the petitioner and interested parties. In virtually every instance, petitioners and interested parties prefer to speak with the Commission in person.

However, during 1992, limited travel funds in many cases allowed only three of the five members of the commission (60%) to attend hearings. Even then, the Commission has been forced to combine several hearings on a single trip (see sample itinerary listed in the discussion of the issue of compensation for the Commission). Such demanding travel schedules are taxing on the members of the Commission.

Members of the Commission who do not travel to the hearing sites typically participate by teleconference or review the tape recordings of the hearings prior to the decisional session. In some instances, parties have raised strong objections when a member who did not attend a hearing in person (but did review the tape recordings), later voted on a petition.

Meetings of the Commission which involve neither hearings nor decisional sessions to act on petitions are almost invariably carried out by teleconference. Of the 32 meetings held by the Commission during 1992, approximately one-third were conducted entirely by teleconference.

It would require a doubling of the Commission's travel allocation to accommodate all requests for on site meetings and hearings. However, the Commission is all too aware that the financial resources of the State of Alaska are becoming more and more limited. Notwithstanding, the LBC wishes to inform the legislature of these matters and the likelihood that these issues will persist over the coming year.

## Municipal Tax Limitation Issues

Concerns have been expressed over the lack of reasonable limits on the authority of municipalities to levy taxes. In one particular case, a city government with a population of 53 year-round residents levies a 3% sales tax on commercially-caught fish. On the basis of preliminary fisheries data, it appears that the city in question will collect some \$650,000 from its tax in 1992.

The estimated tax revenue in this case amounts to more than \$12,000 for each resident of the community. This compares to a per capita average of all taxes levied by the remaining 164 municipal governments in Alaska amounting to \$1,165.<sup>8</sup> If municipal taxes on oil and gas properties were excluded, the average per capita municipal tax would be only \$704.

Presently, the law imposes no limitation on the rate at which a municipal government may levy a sales tax.<sup>9</sup> Additionally, according to the State Attorney General's Office, the limitations imposed by AS 29.45.090(b) do not apply to the levy of sales taxes.<sup>10</sup> Thus, there appear to be no legal limitations whatsoever on a municipality's authority to levy sales taxes (subject to voter ratification of rate increases). It was recently reported that officials of the city in question were even considering an increase in the tax beyond the current 3% levy.

The Local Boundary Commission is highly sensitive to the needs of municipal governments. Key among these is the ability to generate revenues necessary to provide local services. As State funding for local services continues to decline, this ability will become even more critical.

Nonetheless, the Commission believes that legitimate questions have been raised concerning the current lack of revenue limitations as noted. The Commission wishes to ensure that the legislature is aware of these concerns.

---

<sup>8</sup> Tables published in Alaska Taxable, (DCRA, January 1992) on pages 14 - 17 indicate that during 1991, municipalities in Alaska collected \$79,457,675 in sales taxes; \$20,628,842 in "special taxes" such as alcohol, tobacco, bed and commercially caught fish; \$278,459,105 in non-oil & gas property taxes and \$248,364,653 oil and gas property taxes. These figures total \$626,910,275. According to the State Revenue Sharing and Municipal Assistance - FY 92 Final Report (DCRA March 1992) the populations of all municipal governments in Alaska total 538,079. Thus, the statewide average per capita municipal tax collected from all sources equals \$1,165.

<sup>9</sup> Chapter 159, Session Laws of Alaska 1990, repealed a 6% limitation on sales taxes.

<sup>10</sup> AS 29.45.090(b) states that "A municipality, or combination of municipalities occupying the same geographical area, in whole or in part, may not levy taxes (1) that will result in tax revenues from all sources exceeding \$1,500 a year for each person residing within the municipal boundaries; or (2) upon value that, when combined with the value of property otherwise taxable by the municipality, exceeds the product of 225 percent of the average per capita assessed full and true value of property in the state multiplied by the number of residents of the taxing municipality. The Attorney General's Office has verbally advised the Department of Community and Region Affairs that this law applies only to property taxes.

## V. LITIGATION

During 1992, two parties filed court appeals over the incorporation of the City and Borough of Yakutat. Also during 1992, the Superior Court acted on three appeals that had been filed earlier regarding other actions of the Commission. In every case, the Superior Court rulings have been appealed to the State Supreme Court. The matters under litigation are summarized below.

**Petitioners for Incorporation of City and Borough of Yakutat vs. Local Boundary Commission. Chugach Alaska Corporation vs. Local Boundary Commission.** On June 4, 1992, the petitioners for the incorporation of the City and Borough of Yakutat filed an appeal with Superior Court over the amendment of their petition to exclude territory west of the 141st meridian. The appeal centered on allegations that:

- 1) The Commission abused its discretion and acted beyond its statutory authority when it amended the western boundary of the petition to exclude the territory from the 141st meridian to Cape Suckling.
- 2) The Commission lacks authority to adopt regulations concerning standards for borough incorporation, and the Commission erred in relying upon such regulations in the amendment of the western boundary.
- 3) The amendment of the western boundary violated Article X, Section 3 of the Constitution of the State of Alaska which provides that each borough shall embrace an area and population with common interests to the maximum degree possible.
- 4) The amendment of the western boundary operated to deprive the petitioners of their rights to due process of law under Article X and Article XIV of the Amendments to the U.S. Constitution, and under Article I, Section 7 of the Constitution of the State of Alaska.

On August 10, 1992, Chugach Alaska Corporation filed an appeal with Superior Court over the Commission's decision to approve the petition, with or without the boundary amendment. This appeal alleged that:

- 1) The Commission erred in granting the petition because the proposal failed to meet population standards concerning size, stability, interrelationship and integration; and that it also failed to meet standards regarding the human and financial resources needed to operate a borough.
- 2) The Commission erred in applying regulations which were not in effect when the petition was filed.
- 3) The Commission committed procedural errors in the consideration of the petition.
- 4) Approval of the petition violates Article X, Section 1 of the Constitution of the State of Alaska which mandates a minimum number of local governmental units.

The two appeals were consolidated into one case on October 6, 1992. Parties are currently preparing briefs in the matter.

## LOCAL BOUNDARY COMMISSION

**City of Ekwok vs. Local Boundary Commission.** (Nushagak Villages litigation) - As was reported last year, this case was filed on February 22, 1989, by eleven cities, village councils and native corporations from the Nushagak River area. The appeal sought to exclude territory from the northwest portion of the Lake and Peninsula Borough.

On November 18, 1992, the Superior Court ruled that (1) the notice procedures were deficient; (2) such deficiencies had a diminished citizen involvement; (3) there was no de facto incorporation; (4) the Commission's previous reconsideration of its own decision did not constitute a reconsideration on the merits; and (5) laches does not preclude appellants from seeking relief. Consequently, the court ordered the Commission to reconsider the northwest boundary of the Lake and Peninsula Borough.

The State Attorney General's Office and the Lake & Peninsula Borough have appealed the matter to the State Supreme Court. In the interim, parties in the case are working out an agreement with respect to compliance with the Superior Court order.

**David Shaw, Valleys Borough Support Committee vs. Local Boundary Commission.** As was reported last year, on May 11, 1990, the Local Boundary Commission issued its written decision approving the petition to incorporate the Denali Borough. At the same time, the LBC rejected two competing petitions. One was an incorporation petition filed by supporters of a proposed Valley Borough, and the other was an annexation petition filed by the Matanuska-Susitna Borough. All three petitions sought annexation or incorporation of a large overlapping area in and around Denali National Park and the nearby communities. The LBC considered the arguments and evidence presented through the petitions, DCRA's investigation and report, and seven public hearings. It then decided that the Denali Borough petition was the one best meeting the borough standards set out in the Constitution, statutes and regulations.

David Shaw, acting for the Valleys Borough Support Committee, appealed the LBC's decision. In addition to a question under the Voting Rights Act, the issues raised in the appeal include:

- 1) Does the LBC have the authority to reject a petition which meets minimal statutory criteria?
- 2) If presented with competing petitions which may all meet minimal criteria, does the LBC have the authority to choose and approve only one to be placed on the ballot?
- 3) Does the LBC have the authority to make approval of borough incorporation contingent upon passage of a ballot measure regarding a tax proposal?
- 4) Does the LBC have the authority to adopt regulations on the incorporation of cities and boroughs?

After briefing the issues, the appellants and the Attorney General's office presented their oral arguments in Fairbanks on November 26, 1991. At the hearing, the court ruled in the

Boundary Commission's favor on the question of connecting the incorporation election with a tax proposal, as well as on the Voting Rights question. On May 21, 1992, the Court ruled in favor of the Commission with respect to all of the remaining points.

The Valleys Borough Support Committee subsequently filed an appeal with the State Supreme Court. The appellant's appeal brief was filed on December 16, 1992.

**Jack Keane and Concerned Citizens of Bristol Bay vs. Local Boundary Commission.**

As reported last year, a group describing themselves as an unincorporated association of Pilot Point area residents, property owners and fishermen filed an appeal of the LBC's decision to accept the petition to incorporate Pilot Point as a second class city. Appellants claimed lack of proper notice and abuse of discretion by the LBC.

On September 3, 1992, the Superior Court ruled in favor of the Local Boundary Commission in the matter. The decision of the Superior Court was subsequently appealed to the Supreme Court. Parties are currently preparing briefs in the matter.

## VI. FUTURE ISSUES

Over the past year, the LBC and its DCRA staff have received questions and requests for information on a number of municipal boundary proposals. These are discussed below.

### Potential City Incorporations

Potential exists for several incorporation petitions in the near-term. Interest has been evident in several communities, as described in the following narrative.

A group of resident voters in the Kenai Peninsula Borough developed a petition to incorporate a second class **City of Nikiski**, encompassing territory on both the east and west shores of Cook Inlet. Backers of the proposal intended to file the petition in 1992. However, an informal vote taken by Tyonek residents at a village meeting on May 21 reflected overwhelming opposition to inclusion in the proposed City. The Nikiski organizing committee has been considering whether to continue to pursue incorporation efforts with modified boundaries.

Residents of **Nelson Lagoon**, a community in the Aleutians East Borough have recently worked on preparing a petition to incorporate as a second class city. However, no petition has been filed yet.

**Anchor Point** residents contemplating city status requested and received information regarding municipal incorporation procedures and standards.

A group of **Talkeetna** residents requested and received technical assistance in exploring second class city incorporation.

Residents of the Kenai Peninsula Borough's **Bear Creek** Fire Service Area located 6 miles from Seward advised that they were exploring incorporation of a city. Local interest in annexation was reportedly prompted by the City of Seward's study of the merits of annexing approximately one-half of the service area.

Residents of **Gustavus** have recently discussed the option of incorporation as a second class city.

Residents of **Hyder** are also reportedly exploring the merits of forming a city government.

**Takotna** residents met to explore city incorporation.

Residents of **Glacier View** within the Matanuska-Susitna Borough have expressed interest in incorporation.

## Potential Borough Incorporations

A number of other cities and communities have expressed interest in borough incorporation, and particularly in the formation of single-community boroughs. Borough formation remained an issue of widespread interest in 1992. Several factors may promote continued impetus toward borough incorporation. These include declining state budgets, local concerns over allocation and development of resources and legal challenges to the state's method of funding schools.

For nearly two years, **Wrangell** residents have been considering studying the question of forming a single-city borough. Local officials are reportedly in the initial stages of drafting a petition for incorporation.

Growing interest has been evident in incorporation of an organized borough which would include the **Dillingham** Census Area.

The City of **Pelican** has expressed interest in borough formation in recent years.

## Potential City Annexations

Several cities have expressed interest in annexing territory during the near future. These include the following:

The **Fairbanks** City Council has adopted an ordinance authorizing annexation of 454.74 acres, inhabited by approximately 20 residents. The estimated value of the property is approximately \$16,850,000. The petition for annexation was filed with the Department on January 12, 1993.

As reported earlier in this report, the City of **Seldovia** has committed to seeking the annexation of 35 lots using the legislative review method. All of the lots exist as enclaves within the boundaries of the City.

The Council of the City of **Seward** has authorized the filing of a petition for annexation of approximately 8.125 square miles. Staff provided officials of the City of Seward with information and materials needed to develop the petition.

The City of **Soldotna** is considering an ordinance (#559) for voluntary annexation of certain commercial properties.

Staff met with officials of the City of **Akutan** concerning their interest in annexing upwards of 70 square miles (Akutan Island and the remainder of Akutan Bay). City officials have indicated that they plan to submit a petition for the annexation of this territory in the near future.

The City of **King Cove** expressed plans to submit a proposal for legislative review annexation of some 13 square miles inhabited by about 20 individuals. The territory includes the airport, a potential hydroelectric project, and territory suitable for use by floating fish processors (Leonard Harbor). Staff provided information and materials necessary for the development of the petition.

## LOCAL BOUNDARY COMMISSION

The City of **Newhalen** has requested information regarding standards and procedures for annexation. We have been advised that the Newhalen City Council is preparing a proposal to annex adjacent unincorporated **Iliamna**.

**Akhiok** city officials are reportedly considering annexation of territory during 1993.

Officials of the City of **Bettles** have been exploring the prospect of annexing the immediately adjacent settlement of **Evansville**.

Staff provided information to the City of **Chignik** concerning standards and procedures for annexation.

### **Potential Consolidations**

Consolidation is the creation of a new municipality from two or more existing municipalities. The original municipalities are automatically dissolved when the consolidation takes effect. Unlike unification, consolidation does not require the joining of a borough with all the cities within its boundaries, nor does it prevent the incorporation of new cities within the borough boundaries. In order for consolidation to be approved, the new municipality must meet the appropriate standards for incorporation.

During 1992, three groups were seriously studying the merits of consolidating a city and a borough. Local government officials in Ketchikan are studying the merits of consolidating the City of **Ketchikan** with the Ketchikan Gateway Borough. Individuals in the Fairbanks area are reportedly circulating a petition to consolidate the **Fairbanks North Star Borough** with the **City of Fairbanks**. **Kodiak** officials are also considering the merits of consolidating the **City of Kodiak** and the **Kodiak Island Borough**. The LBC's staff has provided information to all three groups.

### **Potential Dissolutions**

Due to staffing reductions, DCRA lacked resources to investigate the status of potentially inactive municipalities in the **Yukon-Kuskokwim** area pursuant to AS 29.06.450(b). At present, these include the inactive second class cities of **Atmautluak**, **Kasigluk**, **Newtok**, **Tununak** and **Tuluksak**. Staff will proceed with these investigations as resources permit. If the Commission concludes any of the municipalities meet the standards for dissolution, it would present its recommendations to the Legislature. The **Tuluksak** Tribal Council has reportedly decided to initiate dissolution proceedings for the non-functioning City of Tuluksak. DCRA regional office staff have committed to assist the Tuluksak Tribal Council in the preparation of the petition for dissolution.

## Potential Detachments

A petition to detach **North Pole** and **Salcha**, from the **Fairbanks North Star Borough** has been filed and is under review.

**Akutan** residents and officials have expressed interest in detachment from the **Aieutians East Borough**.

**Alexander Creek** residents have been considering petitioning for detachment from the **Matanuska-Susitna Borough** and incorporation of a new borough.

**Chiniak** residents are contemplating detachment from the **Kodiak Island Borough** of Chiniak and several villages within the Borough. Chiniak is a community of 200 people, linked to Kodiak by some 40 miles of road.

## VII. RECOMMENDATIONS FOR ANNEXATION UNDER ARTICLE X, § 12, ALASKA CONSTITUTION

The Local Government Article of the Alaska Constitution provides that the Local Boundary Commission may present proposed boundary changes to the legislature during the first ten days of any regular legislative session. The change becomes effective 45 days after being presented to the legislature or at the end of the session, whichever comes first, unless a majority of the members of each house concurs in a resolution disapproving the change (Art. X, Sec. 12). The LBC presents the following five proposed changes for consideration by the legislature in 1993.

### HOONAH

The City of Hoonah submitted a petition to annex about 18.5 square miles under the legislative review method.

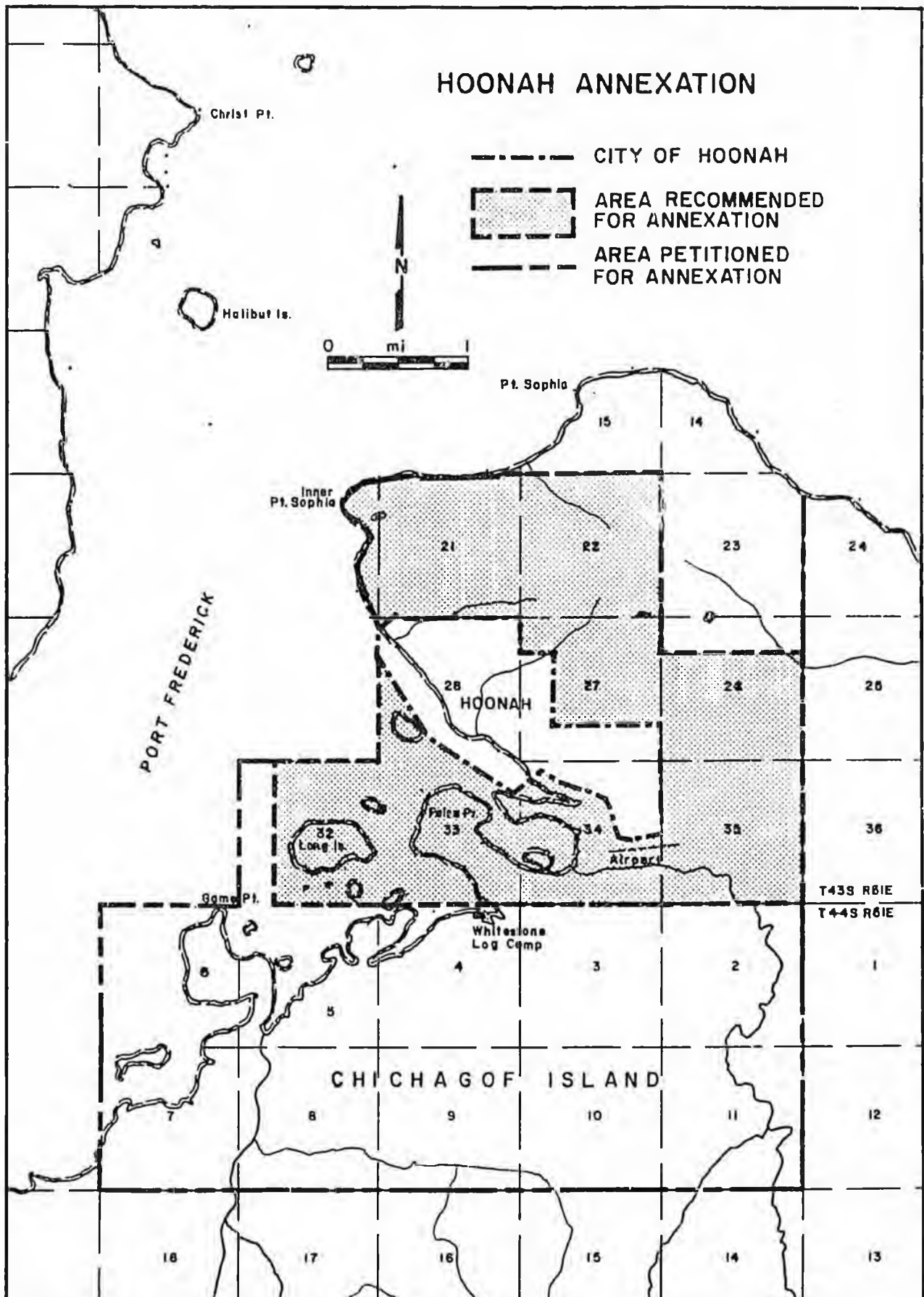
The Commission conducted a public hearing in Hoonah on October 10, 1992. On November 21, the Local Boundary Commission amended and approved the annexation petition of the City of Hoonah. The amendment reduced the territory to be annexed to approximately 7.25 square miles.

Details concerning the annexation proceedings and the conclusions of the Local Boundary Commission concerning the City of Hoonah's annexation petition are discussed in detail in the Commission's December 18, 1992, Statement of Decision. That document, comprising 18 legal-size pages, is available upon request from the Commission's staff in Anchorage. Staff may be reached at: Local Boundary Commission Staff, Department of Community and Regional Affairs, 333 W. Fourth Avenue, Suite 220, Anchorage, AK 99501-2341, telephone: 269-4500, fax: 269-4520.

Pursuant to Article X, Section 12 of the Alaska Constitution, the Commission hereby recommends annexation of the following area to the City of Hoonah:

Beginning at the protracted northeast corner of Section 22, T43S, R61E, Copper River Meridian (CRM);  
thence, south to the protracted southeast corner of the northeast one-quarter of the northeast one-quarter of Section 27, T43S, R61E, CRM;  
thence, east to the protracted northeast corner of the southeast one-quarter of the northeast one-quarter of Section 26, T43S, R61E, CRM;  
thence, south to the protracted southeast corner of Section 35, T43S, R61E, CRM;  
thence, west to a point within Port Frederick where the protracted southwest corner of the southeast one-quarter of the southwest one-quarter of Section 32, T43S, R61E, CRM; would be;  
thence, north to a point within Port Frederick where the protracted northwest corner of the northeast one-quarter of the northwest one-quarter of Section 32, T43S, R61E, CRM; would be;  
thence, east to a point within Port Frederick where the protracted northeast corner of Section 32, T43S, R61E, CRM would be;  
thence, north to the intersection with the boundary of Alaska Tidelands Survey No. 29, approved by the Director of the Alaska Division of Lands on June 25, 1964 (hereinafter ATS No. 29);  
thence, N 34° W to Corner No. 4 of ATS No. 29;  
thence, N 51° E to the line of mean-low water;  
thence, meandering along the line of mean-low water generally in a northerly and easterly direction to the intersection with extension of the protracted northern boundary of Section 21, T43S, R61E, CRM;  
thence, east to the protracted northeast corner of Section 22, T43S, R61E, CRM; the point of beginning;  
excluding therefrom, the territory currently within the boundaries of the City of Hoonah; containing 7.25 square miles, more or less, all in the Sitka Recording District, First Judicial District, State of Alaska.

A map of the area recommended for annexation is presented on the following page.



## LOCAL BOUNDARY COMMISSION

### HAINES #1

On March 4, 1992, the City of Haines submitted a petition to annex about 4.75 square miles of land under the legislative review method. Following its October 9, 1992, public hearing on the matter, the LBC approved the petition.

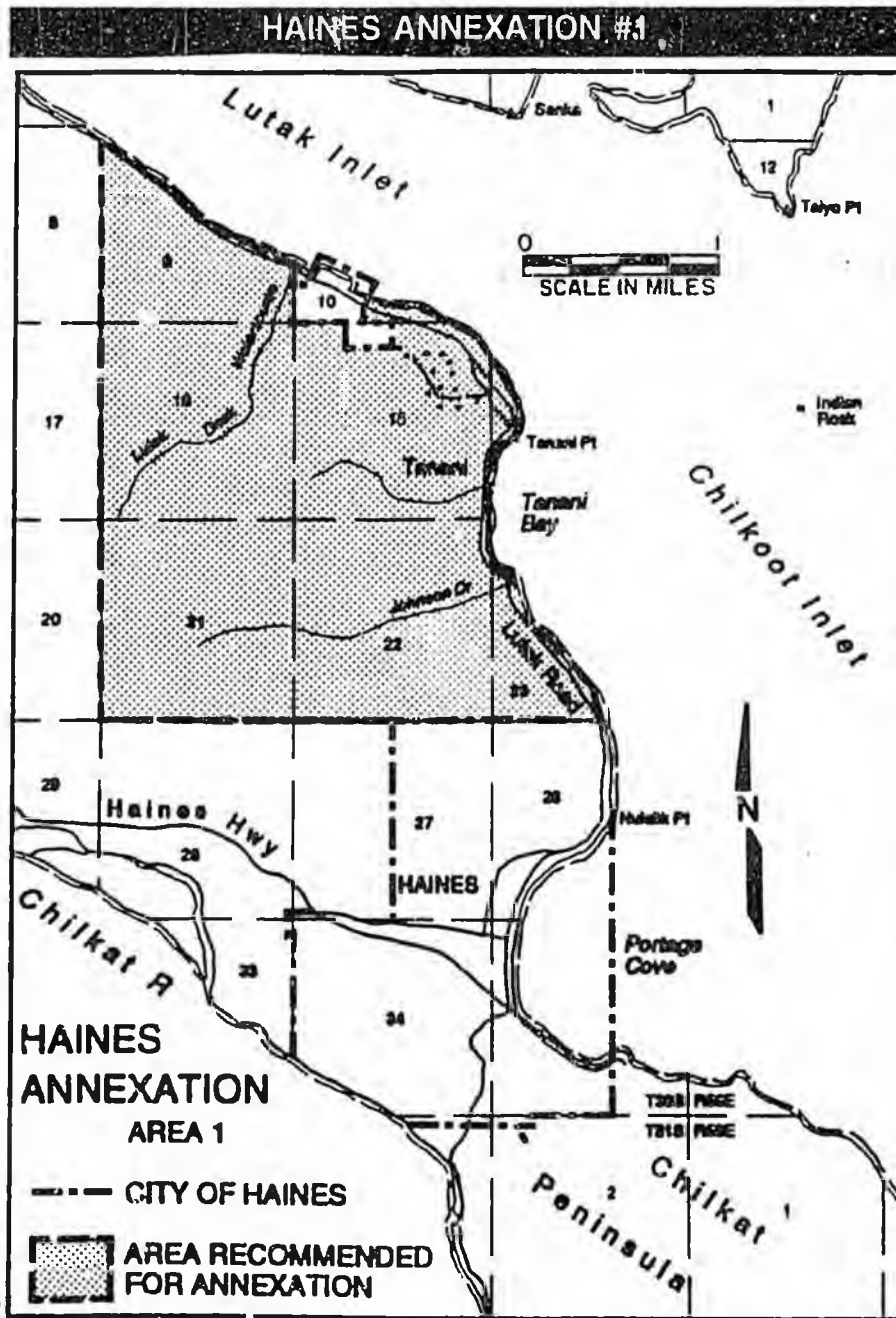
Details concerning the annexation proceedings and the conclusions of the Local Boundary Commission concerning the City of Haines' 4.75 square mile annexation petition are included in the Commission's November 5, 1992, Statement of Decision. That document, comprising 17-legal size pages, is available upon request from the Commission's staff in Anchorage. Staff may be reached at:

Local Boundary Commission Staff  
Department of Community and Regional Affairs  
333 W. Fourth Avenue, Suite 220  
Anchorage, AK 99501-2341  
Telephone: 269-4500, Fax: 269-4520

Pursuant to Article X, Section 12 of the Alaska Constitution, the Commission hereby recommends annexation of the following area to the City of Haines:

All of Sections 16, 21 and 22, and the on-shore portions of Sections 9, 23, 14, 10 and 15, Township 30 South, Range 59 East, Copper River Meridian, Alaska, which are not already within the existing boundaries of the City of Haines.

A map of the area recommended for annexation is presented on the following page.



## LOCAL BOUNDARY COMMISSION

### HAINES #2

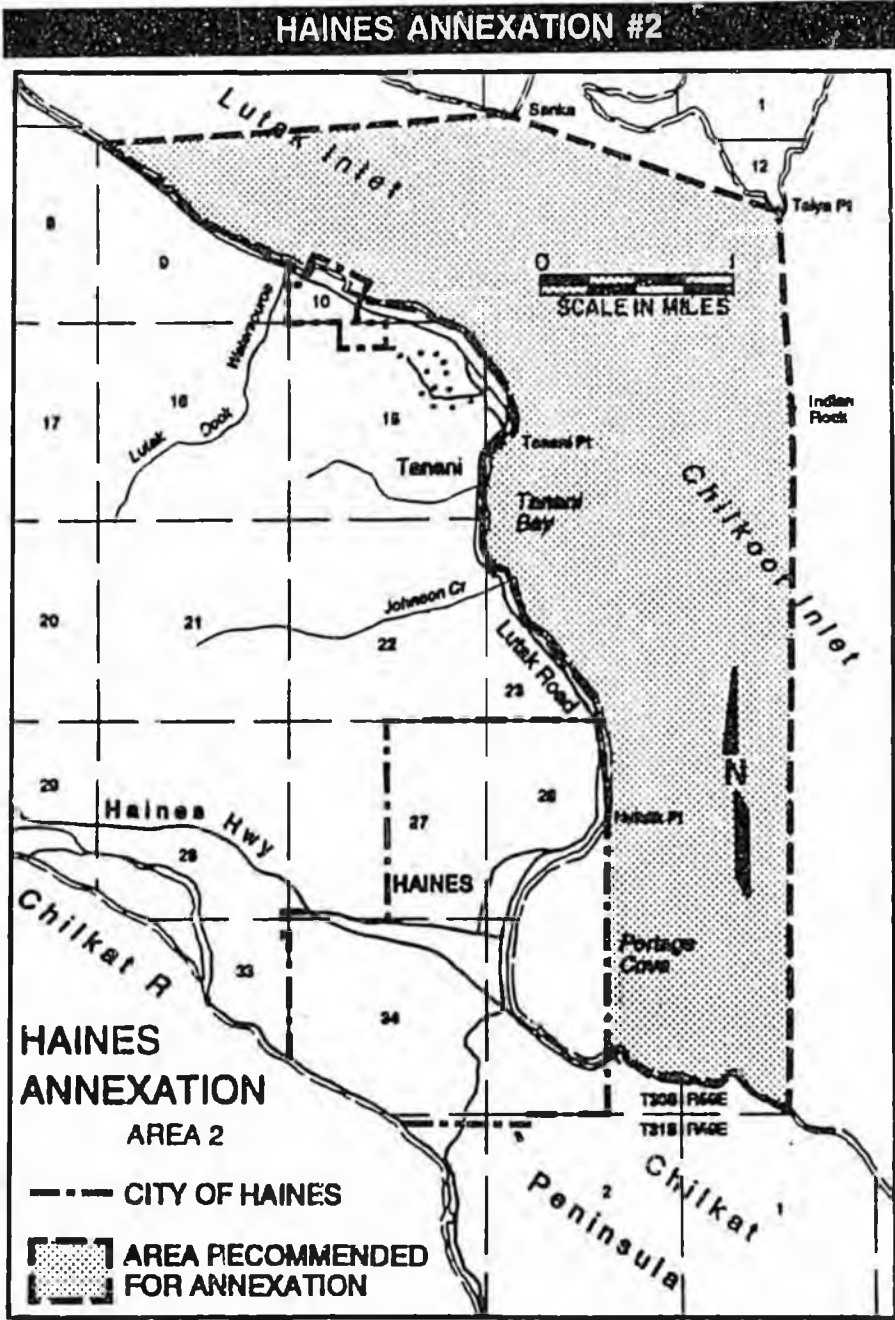
In addition to supporting the City's petition for the annexation of 4.75 square miles addressed on pages 42 and 43 of this report, DCRA recommended the annexation of an additional 7 square miles of adjacent tidelands. The Commission held a hearing on the matter on October 9. Following the hearing, the Commission provided an additional comment period, setting a November 27, 1992 deadline. On December 18, the Commission approved the annexation of the additional 7 square miles.

Details concerning the annexation proceedings and the conclusions of the Local Boundary Commission concerning this annexation proposal are included in the Commission's December 18, 1992, Statement of Decision. That document, comprising 10 legal-size pages, is available upon request from the Commission's staff in Anchorage. Staff may be reached at: Local Boundary Commission Staff, Department of Community and Regional Affairs, 333 W. Fourth Avenue, Suite 220, Anchorage, AK 99501-2341, telephone: 269-4500, fax: 269-4520.

Pursuant to Article X, Section 12 of the Alaska Constitution, the Commission hereby recommends annexation of the following territory to the City of Haines:

Beginning at the point where the western boundary of Section 9, T30S, R59E, Copper River Meridian (CRM) intersects with the line of mean high tide of Lutak Inlet;  
thence, N 86° E (approximately), 11,000 feet more or less, across Lutak Inlet to U.S.G.S. triangulation station "Sanka";  
thence, S 71° E (approximately), 8,000 feet more or less, to U.S.G.S. triangulation station "Taiya Pt";  
thence, S 4° E (approximately) 5,250 feet more or less to the "Indian Rock Light";  
thence, South (approximately) 18,750 feet, more or less, to the line of mean high tide of Chilkoot Inlet at the point of intersection of the southern boundary of Section 36, T30S, R59E, CRM, and the line of mean high tide;  
thence, meandering northwesterly along the line of mean high tide of Chilkoot Inlet and Portage Cove to the intersection with the eastern boundary of the City of Haines (said point also being Haines Townsite Boundary Corner No. 6);  
thence, north along the eastern boundary of the City of Haines to the northern boundary of the City of Haines, a point where the northern boundary of Section 26, T30S, R59E, CRM intersects with the line of mean high tide of Chilkoot Inlet (said point also being Haines Townsite Boundary Corner No. 4);  
thence, meandering northwesterly along the line of mean high tide of Chilkoot Inlet and Lutak Inlet to the point of intersection with the eastern edge of the non-contiguous boundary of the City of Haines (encompassing the Lutak port facilities);  
thence, northeasterly, northwesterly, and southwesterly along the non-contiguous boundaries of the City of Haines to the point where the western edge of the non-contiguous boundaries of the City of Haines intersects with the line of mean high tide of Lutak Inlet;  
thence, meandering northwesterly along the line of mean high tide of Lutak Inlet to the point of intersection with the western boundary of Section 9, T30S, R59E, CRM, the point of beginning; containing 7 square miles, more or less, all in the Haines Recording District, First Judicial District, State of Alaska.

A map of the area recommended for annexation is presented on the following page.



## LOCAL BOUNDARY COMMISSION

---

### CORDOVA

The City of Cordova filed a petition for annexation of about 180 square miles inhabited by an estimated 469 residents. On November 21, 1992, the Commission conducted a public hearing in Cordova. On January 4, 1993, the Commission amended the petition to reduce the size of the area proposed for annexation to 68.23 square miles and approved the amended petition.<sup>11</sup>

Details concerning the annexation proceedings and the conclusions of the Local Boundary Commission concerning the City of Cordova's annexation petition are discussed in more detail in the Commission's January 8, 1993, Statement of Decision. That document, comprising 22 legal-size pages, is available upon request from the Commission's staff in Anchorage. Staff may be reached at: Local Boundary Commission's Staff, Department of Community and Regional Affairs, 333 W. Fourth Avenue, Suite 220, Anchorage, AK 99501-2341, telephone: 269-4500, fax: 269-4520.

Pursuant to Article X, Section 12 of the Alaska Constitution, the Commission hereby recommends annexation of the following area to the City of Cordova:

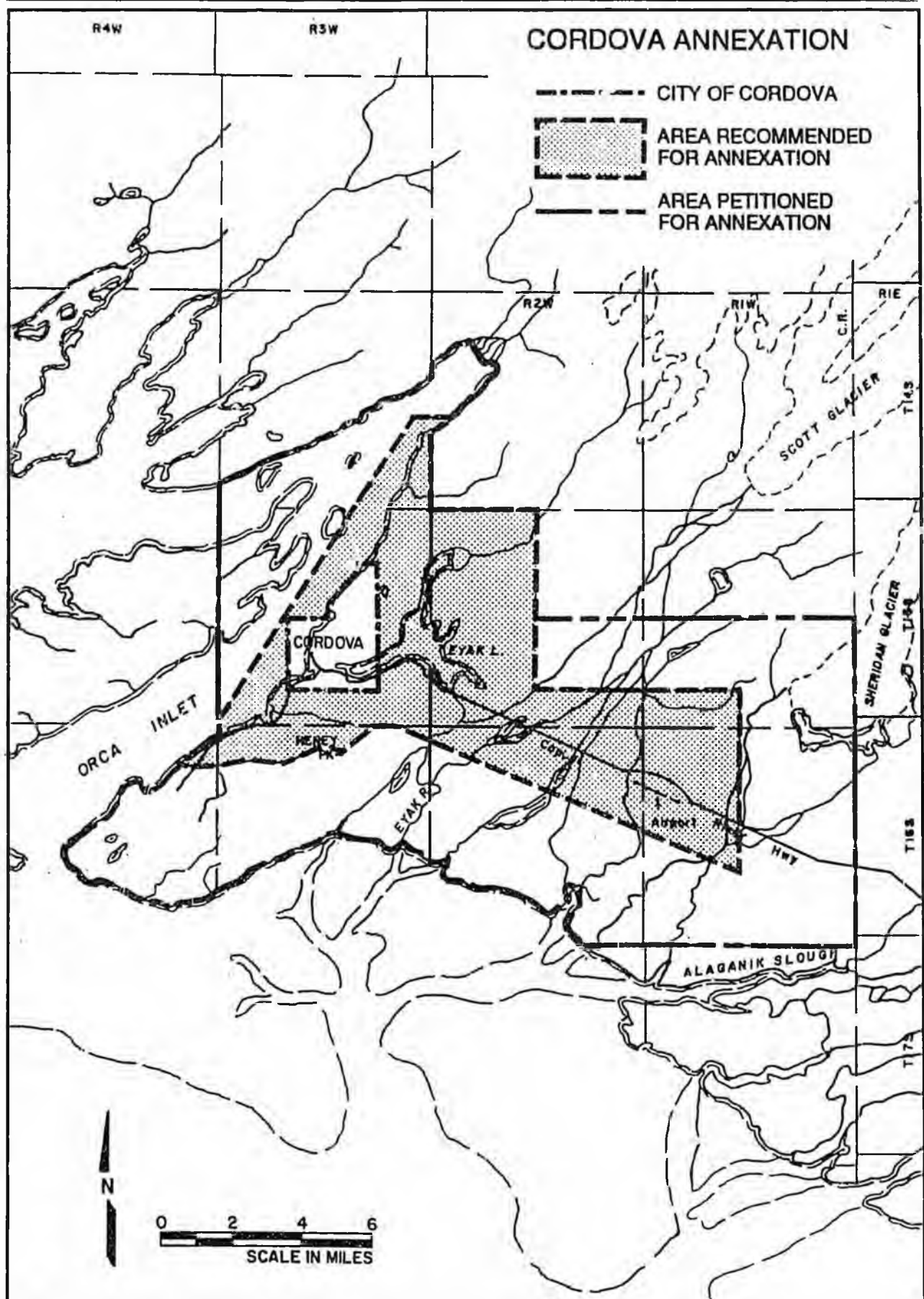
Beginning at the northeast corner of protracted Section 4, T15S, R2W, Copper River Meridian (CRM);  
thence, south to the southeast corner of protracted Section 28, T15S, R2W, CRM;  
thence, east to the northeast corner of the northwest 1/4 of the northeast 1/4 of protracted Section 33, T15S, R1W, CRM;  
thence, south to the southeast corner of the southwest 1/4 of the southeast 1/4 of protracted Section 21, T16S, R1W, CRM;  
thence, northwesterly, in a straight line, to the northwest corner of protracted Section 1, T16S, R3W, CRM;  
thence, west, along the north boundary of protracted Section 2, T16S, R3W, to a point on the divide along the Heney Range separating the drainage into Orca Inlet from the drainage into the Copper River Delta and the Gulf of Alaska;  
thence, southwesterly along said divide to Heney Peak;  
thence, westerly in a straight line to the beginning of Hartney Creek;  
thence, westerly along the thread of Hartney Creek to the point where it enters Hartney Bay;  
thence, northerly and westerly along the line of mean high tide of the north shore of Hartney Bay to Bluff Point;  
thence, meandering along the line of mean high tide to the intersection with the east boundary of protracted Section 1, T16S, R4W, CRM;  
thence, north to a point in Orca Inlet at the northwest corner of the southwest 1/4 of the southwest 1/4 of protracted Section 31, T15S, R3W, CRM;  
thence, northeasterly, in a straight line, to a point in Orca Inlet at the northwest corner of the southeast 1/4 of protracted Section 24, T14S, R3W, CRM;  
thence, east to the line of mean high tide on Nelson Bay;  
thence, meandering southwesterly along the line of mean high tide of Nelson Bay to the intersection with the west boundary of protracted Section 19, T14S, R2W, CRM;  
thence, south, to the southeast corner of protracted Section 36, T14S, R3W, CRM;  
thence, east to the northeast corner of protracted Section 4, T15S, R2W, the point of beginning; containing 74.58 square miles, more or less, all in the Cordova Recording District, Third Judicial District, State of Alaska.

Excluding therefrom, the territory currently within the boundaries of the City of Cordova, comprising 6.35 square miles, more or less. The net territory approved for annexation comprises 68.23 square miles, more or less.

A map of the area recommended for annexation is presented on the following page.

---

<sup>11</sup> The decision of the Commission concerning this annexation became final under 19 AAC 10.570(g) on January 8, 1993. Under 19 AAC 10.580, interested parties have until January 28, 1993 to file a request for reconsideration of the decision.



## LOCAL BOUNDARY COMMISSION

---

### PALMER

On February 28, 1992, the City of Palmer filed a petition for annexation of approximately 7.5 acres using the legislative review method.

The Commission conducted a public hearing on November 20, 1992, in Palmer. On December 18, the Commission approved the petition. Details concerning the annexation proceedings and the conclusions of the Local Boundary Commission concerning the City of Palmer's annexation petition are discussed in detail in the Commission's December 30, 1992, Statement of Decision. That document, comprising 11 legal-size pages, is available upon request from the Commission's staff in Anchorage. Staff may be reached at:

Local Boundary Commission Staff  
Department of Community and Regional Affairs  
333 W. Fourth Avenue, Suite 220  
Anchorage, AK 99501-2341  
Telephone: 269-4500 Fax: 269-4520

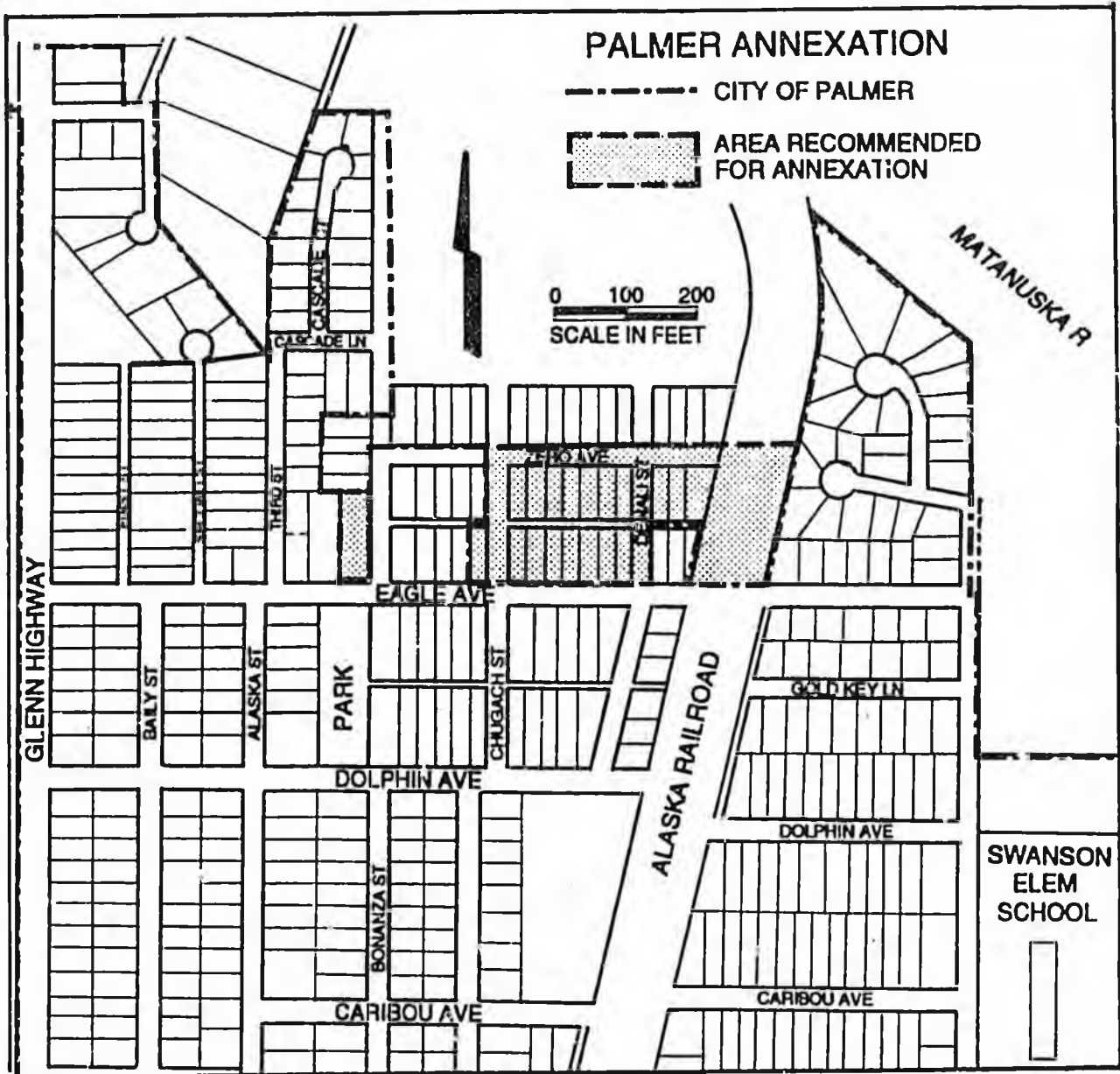
Pursuant to Article X, Section 12 of the Alaska Constitution, the Commission hereby recommends annexation of the following territory to the City of Palmer:

Within Section 28, Township 18N, Range 2E, Seward Meridian:

Pribyl, Grasse and Grasse Subdivision - Lot 22; Riverside Subdivision - Block 1, Lots 1 through 10 and Lots 20 through 27; and a portion of the right-of-way of the Alaska Railroad as shown on the City of Palmer's petition for annexation.

A map of the area recommended for annexation is presented on the following page.

PALMER ANNEXATION



## APPENDIX A 1992 LOCAL BOUNDARY COMMISSION MEETINGS

### JANUARY (3 Meetings)

**January 17, 1992:** Public hearing on City & Borough of Yakutat incorporation petition and model boundaries of Prince William Sound, Yakutat and Cross Sound/Icy Straits. Parties participated from **Whittier, Cordova, Valdez, Tatitlek, Elfin Cove** and **Yakutat**.

**January 17, 1992:** Public hearing in **Hoonah** on Yakutat and Cross Sound/Icy Straits Model Boundaries. Parties from **Gustavus, Juneau, and Pelican** participated via teleconference.

**January 18, 1992:** Public hearing in **Yakutat** on City and Borough of Yakutat incorporation petition and model boundaries for Prince William Sound, Yakutat and Cross Sound/Icy Straits areas.

### FEBRUARY (2 Meetings)

**February 5, 1992:** Meeting in **Anchorage** with teleconference hookup to **Yakutat** to conduct decisional session on **Yakutat Borough** incorporation and dissolution of the City of Yakutat.

**February 26, 1992:** Continuation of February 5 meeting in **Anchorage** with teleconference hookup to **Yakutat** on Yakutat Borough incorporation and dissolution of the City of Yakutat.

Consideration of petition from the **City of Palmer** to annex **35 acres** of city-owned property.

### MARCH (1 Meeting)

**March 17, 1992:** Continuation of February 5 and 26 meetings with teleconference hookup to **Yakutat**.

### APRIL (1 Meeting)

**April 10, 1992:** teleconference from Anchorage, North Pole, Nome, Fairbanks and Ketchikan to adopt Statement of Decision approving dissolution of the City of Yakutat and the incorporation of the City and Borough of Yakutat.

### MAY (5 Meetings)

**May 8, 1992:** Meeting in **Fairbanks** to review certain requests for reconsideration of decision approving City of Yakutat dissolution and Yakutat Borough incorporation. Determination of model unorganized borough boundaries of **Cross Sound/Icy Straits** Model Boundaries and **Prince William Sound** model boundaries.

**May 8, 1992:** Public hearing in **Delta Junction** on East Central model unorganized borough boundaries.

**May 9, 1992:** Public hearing in **Tok** on East Central model unorganized borough boundaries.

**May 9, 1992:** Public hearing in **Glennallen** on model unorganized borough boundaries of the Copper River Basin.

**May 22, 1992:** Teleconference originating from Anchorage to review additional requests for reconsideration of decision approving the dissolution of the City of Yakutat and incorporation of the City and Borough of Yakutat.

### **JUNE (1 Meeting)**

**June 6, 1992:** Public hearing in **Tok** on Alaska Gateway Region Model Unorganized Borough Boundaries.

### **JULY (1 Meeting)**

**July 20, 1992:** Teleconference originating from Anchorage for consideration/action on City of **Palmer's** petition to annex 2-acre William Fogg Property. Consideration/action on City of **Wasilla** petition to annex 252.34 acres of city-owned property (new airport site). Scheduling of hearings regarding annexation petitions from Cities of **Haines, Hoonah, Cordova, Palmer** and **Whittier**. Scheduling of **Greater Bristol Bay** model borough boundaries; **Calista** region model borough boundaries; **Aleutians/Pribilof** region model borough boundaries; **East Central** Alaska region model borough boundaries decision.

### **SEPTEMBER (1 Meeting)**

**September 25, 1992:** Approval of **City of Seldovia's** annexation of approximately 110 acres of City-owned property (including the boat harbor). Training on due process, taking of evidence, evaluation of evidence on record, standards of review, Open Meetings Act and Executive Branch Ethics Act.

### **October (7 Meetings)**

**October 9 1992:** Hearing and approval of **City of Haines'** petition for annexation of 4.75 square miles.

**October 10, 1992:** Public hearing in **Hoonah** concerning the City's proposed annexation of 18.5 square miles. The Commission deferred action on the matter principally because a City Council member testified that he and three newly elected Council members did not support the City's petition. In particular, the Council member opposed the annexation of the Mt. Bether Bible Center at **Game Creek** and the **Whitestone Logging Camp**.

**October 20, 1992:** Teleconference public hearing on Aleutian/Pribilof model unorganized borough boundaries. Representatives of **St. Paul, St. George** and the **Tanadusix Corporation** testified.

**October 21, 1992:** Teleconference hearing on Western Aleutian model unorganized borough boundaries was conducted with **Adak**.

## LOCAL BOUNDARY COMMISSION

---

**October 23, 1992:** **Aniak** hearing on model unorganized borough boundaries for Kuspuk REAA.

**October 23, 1992:** **St. Mary's** hearing on model unorganized borough boundaries for Lower Yukon REAA model borough boundaries.

**October 24, 1992:** **Bethel** hearing on model unorganized borough boundaries for Lower Kuskokwim REAA.

### NOVEMBER (6 Meetings)

**November 5, 1992:** Teleconference hearing regarding Western Aleutians model unorganized borough boundary. **Akutan, Atka** and **Unalaska** participated via teleconference. Adopted written decisional statement regarding Haines #1 legislative review annexation.

**November 20, 1992:** Public hearing regarding **City of Palmer** petition for annexation of 7.5 acres in Prybl, Grasse & Grasse subdivision.

**November 21, 1992:** Public hearing in **Cordova** regarding the **Cordova** annexation petition. Model boundaries were set for the following;

- Upper Tanana Basin (combining Delta Greely & Alaska Gateway REAAs);
- Copper River Basin (following boundaries of Copper River REAA);
- Lower Yukon (combining Lower Yukon and Kashunamiut REAAs);
- Lower Kuskokwim (combining Lower Kuskokwim and Yupiit REAAs);
- Kuspuk (following Kuspuk REAA);
- Pribilofs (following Pribilofs REAA);
- Aleutians West (from Aleutians East Borough to mid-point of Fenimore Pass;
- Aleutians - Military (from mid-point of Fenimore Pass to the western boundary of the State.

Approve annexation of 10 acres to the City of **Seidovia**.

**November 23, 1992:** Public hearing in **Naknek** regarding model boundaries of the Greater Bristol Bay region.

**November 24, 1992:** Public hearing in **Togiak** on model unorganized borough boundaries for Nushagak/Dillingham area.

**November 24, 1992:** Public hearing in **Dillingham** on model unorganized borough boundaries for Nushagak/Dillingham area, with teleconference participation from **Chignik, Chignik Lake, Egegik, Kokhanok, Levelock, Newhalen, Nondalton, Pilot Point.**

### **DECEMBER (4 Meetings)**

**December 4, 1992:** Decisional meeting regarding City of **Palmer** petition for annexation of about 7.5 acres in Prybl, Grasse & Grasse subdivision. Decisional meeting regarding model unorganized borough boundaries for **Nushagak/Dillingham** region. Decisional meeting regarding annexation of 7 square miles of tidelands and submerged lands to the City of **Haines**.

**December 18, 1992:** Continuation of December 4 decisional meeting regarding **Palmer** Prybl, Grasse & Grasse annexation petition. Adopted written decisional statements concerning Hoonah legislative review annexation and Haines #2 legislative review annexation,

**December 21, 1992:** Completion of decisional meeting regarding **Palmer** Prybl, Grasse & Grasse annexation petition.

**December 30, 1992:** Meeting to approve statement of decision regarding **Palmer** 7.5 acre Prybl, Grasse & Grasse annexation.

## LOCAL BOUNDARY COMMISSION

---

### APPENDIX B

## SUMMARY OF STANDARDS & PROCEDURES

Portions of the Alaska Constitution, statutes and regulations governing LBC matters are listed below, followed by a summary of standards and procedures.

On June 29, 1991, the Local Boundary Commission adopted a revised set of regulations. The revised regulations were fully implemented on September 14, 1992, when the U.S. Department of Justice granted preclearance under the Federal Voting Rights Act. The new regulations were published in the October, 1992, supplement to the Alaska Administrative Code.

### Alaska Constitution

- Article X, Section 3 - Boroughs
- Article X, Section 7 - Cities
- Article X, Section 12 - Boundaries
- Article X, Section 14 - Local Government Agency

### Alaska Statutes

- AS 29.05.011-031 - Standards for incorporation of cities and boroughs
- AS 29.05.060-150 - Procedures for incorporation of cities and boroughs
- AS 29.06.040-060 - Annexation and detachment
- AS 29.06.090-170 - Merger and consolidation
- AS 29.06.450-530 - Dissolution
- AS 44.47.565-583 - General provisions concerning the LBC

### LBC Regulations

- 19 AAC 10.010-040 - Standards for incorporation of cities
- 19 AAC 10.045-060 - Standards for incorporation of boroughs
- 19 AAC 10.090-150 - Standards for annexation to cities
- 19 AAC 10.160-210 - Standards for annexation to boroughs or unified municipalities
- 19 AAC 10.220-230 - Standards for merger of municipalities
- 19 AAC 10.240-250 - Standards for consolidation of municipalities
- 19 AAC 10.260 - Standards for detachment from cities
- 19 AAC 10.270 - Standards for detachment from boroughs or unified municipalities
- 19 AAC 10.280-300 - Standards for dissolution of cities
- 19 AAC 10.310-330 - Standards for dissolution of boroughs or unified municipalities
- 19 AAC 10.400-660 - Procedures for petitioning
- 19 AAC 10.900-990 - General Provisions

## City Incorporation

The standards for incorporation of a city relate to the following factors:

1. The need for city government.
2. The community's human and economic resources.
3. The size and stability of the community's population.
4. Suitable boundaries.
5. Whether annexation to an existing city, or services performed by a borough, is more appropriate.

All of the standards must be met for the LBC to approve an incorporation petition.

The procedure for incorporation:

1. Residents submit a petition with supporting brief to the Department of Community and Regional Affairs.
2. DCRA reviews the form and content of the petition and determines whether it has enough valid signatures.
3. DCRA assists the petitioners in correcting any deficiencies in the petition and assists petitioners in mailing and publishing notice of the petition.
4. Interested parties are allowed at least seven weeks to review and submit comments on the incorporation proposal.
5. Petitioners are allowed at least two weeks to respond to comments from interested parties.
6. DCRA examines the petition and comments, and otherwise investigates the incorporation proposal. DCRA holds a public informational meeting in the area proposed for incorporation.
7. DCRA prepares a draft report and recommendation for the Commission on the proposed incorporation. The draft is circulated for public review for a minimum of four weeks. Following consideration of the comments, DCRA issues its final report.
8. The LBC holds at least one public hearing in the area. Within 90 days, the LBC makes a decision on the petition. The Commission may change the proposed municipal boundaries, and it may impose conditions on the incorporation. These conditions can include a requirement for voter approval of authority to levy municipal taxes (to ensure that the city will be financially viable).
9. If the LBC approves the incorporation petition, the Director of the Alaska Division of Elections orders a local election. This election includes selection of council members and possible council authorization to levy municipal taxes. DCRA prepares and submits the request to the U.S. Justice Department for federal Voting Rights Act preclearance.
10. After the election is held, the Division of Elections certifies the results. If a majority of those voting approve the incorporation (with any stated conditions) DCRA issues a certificate of incorporation for the city.

## **Borough Incorporation**

The standards for incorporation of a borough relate to:

1. Social, cultural, and economic integration;
2. Population size and stability;
3. Human and financial resources to maintain and operate the mandatory powers of the borough on an efficient and cost-effective level;
4. The proposed boundaries and their conformance with the natural geography of the area and whether they include all of the territory necessary to provide the full development of borough services on an efficient, cost-effective level.

As with city incorporations, all of the borough incorporation standards must be met for the LBC to approve a petition. Borough incorporation procedures are the same as those set out above for city incorporation.

## **Boundary Change Procedures**

Procedures for annexation, detachment, merger, consolidation and dissolution are similar in many respects to the procedures previously outlined for incorporation. However, there are some important differences.

Under current law, an incorporation petition can only be initiated by the resident voters. However, annexation, detachment, merger, consolidation and dissolution may be initiated in a variety of ways. Petitioners for those procedures may include a political subdivision of the State of Alaska, the Alaska Legislature, the Commissioner of DCRA, LBC staff or designee, or voters.<sup>12</sup>

In the case of simple and non-controversial boundary proposals, certain of the procedural steps can be eliminated. The Commission's new regulations give it flexibility to ensure that the rights of interested parties are protected while at the same time, the process used to consider the proposal is reasonable, speedy and inexpensive.

The method of final approval in these instances will vary. Some will involve elections conducted by the State or local government. In other cases final approval may be sought from the Legislature. In simple and non-contested boundary proposals, no approval beyond that of the Commission may be necessary.

---

<sup>12</sup> A political subdivision is defined under 19 AAC 10.990(a)(11) to mean a borough, unified municipality, city, regional educational attendance area, or coastal resource service area organized and operated under state law.

Details about a particular process are available from:

Local Boundary Commission Staff  
Department of Community & Regional Affairs  
333 West 4th Avenue, Suite 220  
Anchorage, Alaska 99501-2341  
Telephone: 269-4500 Fax: 269-4520

## Annexation Standards

Standards for annexation to cities relate to:

1. The need for city government;
2. Whether the territory is compatible in character with the annexing city;
3. Whether the post-annexation boundaries of the city include the human and financial resources necessary to provide city services on an efficient, cost-effective level;
4. Whether the post-annexation boundaries include a population sufficiently large and stable enough to support the extension of city government;
5. Whether the post annexation boundaries include all of the territory necessary to provide essential city services on an efficient, cost-effective level;
6. Whether the annexation serves the balanced best interests of the state, the territory to be annexed and all political subdivisions affected by the annexation.

In order for any annexation to occur, the first five standards must be satisfied. In order for an annexation to be approved using the legislative review method for final approval, the sixth standard must also be met. In considering whether this sixth standard is met, the Commission may consider factors including whether the (1) territory is an enclave within the existing boundaries of the city; (2) health, safety, or general welfare of city residents is endangered, (3) extension of city services or facilities into the territory is necessary to enable the city to provide adequate services to city residents, (4) residents and/or property owners receive benefits from the city without commensurate tax contributions, (5) annexation will enable the city to plan and control anticipated growth or development and (6) the territory is so sparsely inhabited or so extensively inhabited by persons who are not landowners, that a local election would not adequately represent the interests of the majority of the landowners.

Standards for annexation to boroughs relate to:

1. Whether the social, cultural and economic characteristics of the people are interrelated and integrated;
2. Whether the area has sufficient population size and stability;
3. Whether the post-annexation boundaries of the borough include the human and financial resources necessary to provide borough services on an efficient, cost-effective level;
4. Whether the post-annexation boundaries conform to natural geography and include all of the territory necessary to provide essential borough services on an efficient, cost-effective level;
5. Annexation by the legislative review process requires a determination of whether the annexation services the balanced best interests of the state, the territory to be annexed and all political subdivisions affected by the annexation.

## LOCAL BOUNDARY COMMISSION

The factors to be considered with respect to the interests of parties are similar to those noted earlier for annexation to cities.

### **Detachment Standards**

Standards for detachment from cities relate to:

1. The balanced best interests of the state, the territory to be detached and the political subdivisions affected by the detachment;
2. The health, safety and general welfare of the city and the territory after detachment;
3. The ability of the city or other governmental entity to efficiently and effectively provide reasonably necessary facilities and services to the territory after detachment;
4. The reasonably anticipated potential for, and impact of, future population growth or economic development that will require local government regulation in the area after detachment;
5. The historical pattern of providing to the territory municipal services that have been, or should be, supported by tax levies in the territory;
6. The historical pattern of cooperation and shared commitment between the people of the city and the people of the territory;
7. The extent to which detachment might enhance or diminish the ability of the remaining city to meet the standards for incorporation;
8. The extent to which a transition plan of a previous annexation has been implemented and is effective;
9. The effect on the long-term stability of the finances of the remaining city, other municipalities, and the state;
10. Whether the proposed detachment will promote local self-government with a minimum number of governmental units;
11. Whether the territory's requirements for local government services will be adequately met following detachment.

Standards for detachment from boroughs and unified municipalities relate to:

1. The balanced best interests of the state, the territory to be detached and the political subdivisions affected by the detachment;
2. The health, safety and general welfare of the borough or unified municipality and the territory after detachment;
3. The ability of the borough or unified municipality or other governmental entity to efficiently and effectively provide reasonably necessary facilities and services to the territory after detachment;
4. The reasonably anticipated potential for, and impact of, future population growth or economic development that will require local government regulation in the territory after detachment;
5. The historical pattern of providing to the territory municipal services that have been or should be, supported by tax levies in the territory;

6. The historical pattern of cooperation and shared commitment between the people of the borough or unified municipality and the people of the territory;
7. The extent to which detachment might enhance or diminish the ability of the remaining borough or unified municipality to meet the standards for incorporation;
8. The extent to which a transition plan of a previous annexation has been implemented and is effective;
9. The effect on the long-term stability of the finances of the remaining borough or unified municipality, other municipalities, and the state;
10. Whether the proposed detachment will promote local self-government with a minimum number of governmental units;
11. Whether the territory's requirements for local government services will be adequately met following detachment.

### **Consolidation and/or Merger Standards**

Consolidation of municipal governments is the creation of a new municipality from the union of two or more existing municipalities. Merger of municipalities is the absorption of one or more existing municipality by another existing municipality. The primary standard for either action is whether the successor municipality meets the applicable standards for incorporation for its type of municipality. Merger and consolidation are initiated with a petition to the LBC .

### **Municipal Dissolution Standards**

The standards for dissolution of a municipality relate to the following factors:

1. Whether the municipality is free of debt, or has satisfied each of its creditors;
2. Whether the municipality has ceased to use each of its mandatory powers;
3. Whether dissolution is in the best interests of the state;
4. Whether the municipality continues to meet the standards for incorporation;
5. Whether the municipality still meets the standards for incorporation;
6. Whether the municipality has ceased to exercise its mandatory powers.

**LEGISLATIVE REFERENCE LIBRARY**

**LEGISLATIVE AFFAIRS AGENCY  
STATE OF ALASKA**

*(907) 465-3808  
FAX (907) 465-2029  
Mail Stop 3101*

*130 Seward Street, Suite 400  
Juneau, Alaska 99801-2105*

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

Mary Pagenkopf

*Nause CERA 2-4-93*

STN1100-Rev  
02/04/93

LEGISLATIVE TELECONFERENCE NETWORK

PAGE 01  
11:20 AM '93

CON: 30:89

DATE & TIME: 02/04/93 13:00 TO 15:00

STATUS: IN PROG.

\*\*\* ORDER SUMMARY \*\*\*

SPONSOR: HON. HOUSE COMMUNITY AND REGIONAL AFFAIRS

CHAIR: OLBERG

PURPOSE: WORK SESSION

CONTACT: DAVID

TEL#: (907) 465-2822

CHAIRING SITE: JUNEAU

CAPITOL

CAP124

TOLL FREE:

DIAL-UP: (907) 747-5907 LID:

SPONSOR REMARKS(PUB): TESTIMONY: INVITATION ONLY 0 MINUTE LIMIT

SPONSOR REMARKS(LID): BACKUP MATERIAL IN MEETING IN PROGRESS. MAX. SITES: 3  
JUN TO DIAL SIT DIRECT AT 747-5907.

THIS TC MAY CANCEL T. PLEASE TO TESTIF: MAKE IT TO JUNEAU.  
TCN REQUESTED BY 02/04/93 AND HAS 7 UPGRADES

\*\*\* AGENDA \*\*\*

1. REVIEW FROM LOCAL BOUNDARY COMMISSION

\*\*\* PARTICIPATING SITES \*\*\*

\* JUN JUNEAU  
SIT SITE#

CAPITOL  
310 LAKE STREET

CAP124

LOCATION STAFF  
LOCATION STAFF

PAR PARTICIPANTS IN SITE#

SIT

1. NR.	NAME	ADDRESS	CITY	STATE	PHONE	REMARKS
1. NR.	DARRLE	3343 PENALI	ANCHORAGE	AK	907 225-8096	CHAIR, LDC
2. NR.	DAV	BOCKHOLT	ANCHORAGE	AK	907 225-8096	DEPT. CRR
3. NR.	475 OVE.	DUGAN	ANCHORAGE	AK	907 267-4500	VICE CHAIR, LDC
4. NR.	0. RIVER DR.	HALLGREN	FAIRBANKS	AK	907 488-2911	MEMBER, LDC
5. NR.	403 LINDSEY ST.	COTTEN	SITKA	AK	907 747-5976	MEMBER, LDC
	LATAK	P.O. BOX 3753	ANCHORAGE	AK	907 269-4500	MEMBER, LDC

\*\*\* SCHEDULING NOTES \*\*\*

TO READ TO PLUG INTO 465-3123 AND DIAL SIT DIRECT AT 747-5907.

\*\*\* UPDATED \*\*\*

02/04/93 15:20:11 ANNOUNCING TELECONFERENCE



HOUSE COMMUNITY AND REGIONAL AFFAIRS

DATE: 2/4/93

PLACE: Rm. 124

SUBJECT OF MEETING:  
Alaska Local Boundary  
Commission  
Annual Report & Overview

NAME	REPRESENTING	BUSINESS/PERSONAL MAILING ADDRESS	ZIP	(H) PHONE	(W) PHONE	DO YOU WANT TO TESTIFY?		WHAT SUBJECT/ WHICH BILL?
						Y	N	
GARY LEWIS	Cordova					Y	N	
David Allison	Cordova					Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	
						Y	N	

02/04/93  
12:30 - 2

PCN:36489  
WORK SESSION

LEGISLATIVE TELECONFERENCE NETWORK SYSTEM  
PARTICIPANT LIST (ALL PARTICIPANTS)

SCHEDULED FOR: 02/04/93 13:00 TO 15:00

HOUSE COMMUNITY AND REGIONAL AFFAIRS

CTN:01  
BY:JTT  
PRG:017

LOCATION: CITYA

REVIEW FROM LO HF  
REVIEW FROM LO RR  
REVIEW FROM LO AS  
REVIEW FROM LO HRS  
REVIEW FROM LO HR

DARROLL  
DAN  
SHELLEY  
FRANK  
LARRY

HARRAVEE  
ZACHARST  
JULIAN 4  
SALORE - 1  
COTTEN - 3

LUC, CHAIR

TESTIFY  
TESTIFY  
OBSERVE  
OBSERVE  
OBSERVE

JOHNSON - 2

# LOCAL BOUNDARY COMMISSION

## Article X

Mere conflict or inconsistency of an ordinance with a state law is not necessarily fatal, provided the ordinance deals with a matter of purely local concern rather than statewide concern. Thus, for example, the court upheld the leasing ordinance of a home-rule city against its alleged inconsistency with state law (*Lien v. City of Ketchikan*, 383 P.2d 721, 1963; contrast *Foreman v. Anchorage Equal Rights Commission*, 779 P.2d, 1989; see also *Acevedo v. City of North Pole*, 672 P.2d 130, 1983.)

Article II, Section 19, which prohibits "local and special legislation," protects home-rule and other municipalities from selective intervention in their affairs by the legislature and serves the constitutional objective of providing "maximum self-government."

### Section 12. Boundaries

**A local boundary commission or board shall be established by law in the executive branch of the state government. The commission or board may consider any proposed local government boundary change. It may present proposed changes to the legislature during the first ten days of any regular session. The change shall become effective forty-five days after presentation or at the end of the session, whichever is earlier, unless disapproved by a resolution concurred in by a majority of the members of each house. The commission or board, subject to law, may establish procedures whereby boundaries may be adjusted by local action.**

In the view of the local government committee, a major failing of municipal government in the older states was the rigidity of jurisdictional boundaries: city and county lines could not, as a practical matter, be modified to respond to changing governmental needs and opportunities. Through the local boundary commission created in this section, the delegates sought a mechanism to bring physical flexibility and adaptability to local government structures in Alaska.

The local boundary commission is given the authority to approve or disapprove boundary changes, subject to a legislative veto. Had it been an advisory body, it could not have served its primary purpose of removing boundary decisions from the parochial perspective of local politics (vocal opposition from some quarter can usually be counted on to stymie boundary revisions sought at the local level). In the words of the local government

committee, this scheme allows boundary decisions to be made "at a level where area-wide or statewide needs can be taken into account. By placing authority in this third party, arguments for and against boundary change can be analyzed objectively."

The term "boundary change" encompasses a number of actions, including annexation, detachment, and alterations inherent in the creation of new units of local government. However, the Alaska Supreme Court has interpreted this section to apply to such changes as annexations and detachments, not to the creation of new cities and boroughs. Although the local boundary commission plays a key role in new incorporation, it does so through authority conferred on it by the legislature under Sections 3 and 7 of this article (which says that cities and boroughs may be incorporated, merged, consolidated, classified, or dissolved in the manner provided by law). Therefore, the local boundary commission does not have to submit its decisions in these matters to legislative review under the procedure specified in this section (*Mobil Oil Corporation v. Local Boundary Commission*, 518 P.2d 92; 1974).

Boundary changes that result from annexation may well involve the dissolution of an existing unit of government. In such cases, approval of the annexation by the local boundary commission, if it survives legislative scrutiny as provided here, is decisive, even if statutory procedures regarding dissolution require ratification by the voters of the dissolved governmental unit (see *Fairview Public Utility District No. 1 v. City of Anchorage*, 368 P.2d 540, 1962, involving the dissolution through annexation of a public utility district without ratification, and *Oesau v. City of Dillingham*, 430 P.2d 180, 1968, involving the dissolution through annexation of a fourth-class city).

The local boundary commission must consider proposals for local government boundary changes requested of it by the legislature, the commissioner of the Department of Community and Regional Affairs, or a political subdivision of the state (AS 44.47.567). Thus, for example, the local boundary commission considered and approved a request by the commissioner of the Department of Community and Regional Affairs for detachment from the North Slope Borough of the mineralized zone around the Red Dog mining property. This detachment was critical to the success of the proposed Northwest Arctic Borough, incorporation of which the commission also approved.

Procedures for merger, consolidation and dissolution through petition by local residents are specified in AS 29.06.

## Article X

The legislative veto over decisions of the local boundary commission is one of two authorizations of the legislative veto in the Alaska Constitution (see Article III, Section 23; also see Article IV, Section 15). Here the veto requires a majority of both houses acting separately rather than a majority voting in joint session. Decisions by the local boundary commission have occasionally been rejected by the legislature. For example, in 1989 the legislature rejected the proposed annexation by the Fairbanks North Star Borough of Pump Station 7 on the trans-Alaska pipeline (Legislative Resolve No. 6).

The local boundary commission is a five-member body appointed by the governor. It is part of the Department of Community and Regional Affairs (see AS 44.47.565).

### Section 13. Agreements; Transfer of Powers

**Agreements, including those for cooperative or joint administration of any functions or powers, may be made by any local government with any other local government, with the State, or with the United States, unless otherwise provided by law or charter. A city may transfer to the borough in which it is located any of its powers or functions unless prohibited by law or charter, and may in like manner revoke the transfer.**

Members of the local government committee saw intergovernmental conflict and jurisdictional rivalry as an underlying cause of the inefficiency and rigidity of municipal government in many parts of the country. Because of them, services were needlessly duplicated and efforts were hindered to solve problems that cut across governmental lines of authority (pollution abatement, river basin management, regional economic development and many others). In this article, the delegates sought to emphasize the constitutional goal of intergovernmental cooperation and integration at the local government level. If city functions overlap with borough functions, the city should cede these to the borough. By this and the original language in Section 4 (since removed by amendment) which gave cities representation on borough assemblies, the constitution seeks intergovernmental cooperation and the fullest reasonable integration of activities between cities and boroughs.

Comm. Dev.

Block Grant

Comm. Svcs.

Block Grant

2-16-93

February 12, 1993

NOTES FOR OPENING COMMENTS FOR PUBLIC HEARING ON 2/16/93 ON  
FY 93 COMMUNITY SERVICES BLOCK GRANT (CSBG) STATE PLAN  
and  
FY 93 COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) FINAL STATEMENT

2 draft documents.

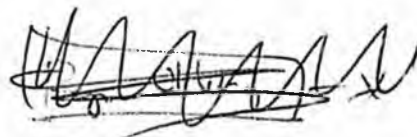
The Department of Community and Regional Affairs is holding this Public Hearing today to accept comments from the public on the DRAFT FY 93 Community Services Block Grant (CSBG) State Plan and Draft FY 93 Community Development Block Grant (CDBG) Final Statement.

Community Services Block Grant (CSBG) funds are allocated to the State for Alaska's only Community Action Agency, RurAL CAP. The objective of the CSBG program is to impact the causes and conditions of poverty. The CSBG "State Plan" describes how the State administers the program and the activities which RurAL CAP plans to undertake during Federal Fiscal Year 1993. There are no major program changes from prior years in the CSBG FY 93 State Plan.

The Community Development Block Grant Program (CDBG) is funded through the federal Department of Housing and Urban Development (HUD). The objective of the program is to benefit low and moderate income persons by providing financial resources (through grants to local governments) for economic development, public facilities, and planning activities which encourage future economic development. The "Final Statement" describes how the State administers the program. It identifies the eligible activities which may be undertaken as well as the process the Department uses to make grant awards to municipalities.

We welcome your comments on these documents and thank you for your participation. The Department will accept written comments on these documents if they are received by February 22, 1993 in our Fairbanks Office. The Fairbanks Office address is

Department of Community and Regional Affairs  
Community and Rural Development Division  
1001 Noble, Suite 430  
Fairbanks, Alaska 99701  
Attn: Jo Cooper



TONY NAKAZAWA  
DCRA



**LEGISLATIVE REFERENCE LIBRARY**

**LEGISLATIVE AFFAIRS AGENCY  
STATE OF ALASKA**

*(907) 465-3808  
FAX (907) 465-2029  
Mail Stop 3101*

*130 Seward Street, Suite 400  
Juneau, Alaska 99801-2105*

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

Mary Pagenkopf

*House CERA 2-16-93*

# MEMORANDUM

State of Alaska  
Community & Regional Affairs


TO: Distribution

DATE: January 21, 1993

FILE NO: 0409M

TELEPHONE NO: 451-2155

THRU: SUBJECT: Draft Copies FY 93  
CSBG State Plan and  
CDBG Final Statement

FROM: Jo E. Cooper   
Block Grant Administrator  
RDD - Fairbanks

Attached you will find a copy of the draft FY 93 CSBG State Plan and the draft FY 93 CDBG Final Statement prepared by the Department of Community and Regional Affairs. A public hearing, to be chaired by Representative Harley Olberg, will be held on February 16, 1993 from 1:00 PM through no later than 3:00 PM at the House of Representatives Community & Regional Affairs Committee Hearing Room to accept public testimony regarding these plans. Legislative Information Office sites identified in this memorandum will also be on-line to accept testimony. Written comments regarding these plans will be accepted if received by February 22, 1993 at the Department's Fairbanks Office, 1001 Noble Street, Suite 430, Fairbanks, AK 99701.

Additional copies of the draft FY 93 CSBG State Plan and the draft FY 93 CDBG Final Statement are available upon request from the address above or by calling Jo E. Cooper, Block Grant Administrator at 451-2155.

## Distribution:

## Legislative Information Sites:

Anchorage	311 "C" Street, Suite 150
Barrow	Court Building, Room 305
Bethel	301 Willow
Dillingham	Kangiilqutaq Office Building
Fairbanks	119 North Cushman
Juneau	Capital Building, Room 110
Ketchikan	352 Front Street
Kodiak	Kodiak Plaza Building
Kotzebue	Eskimo Buld., 333 Front Street
Nome	State Bldg., Front Street
Petersburg	101 Gjoa Street
Sitka	210 Lake Street

Distribution cont.

Representative Harley Olberg  
Edgar Blatchford, Commissioner  
John Walsh, Deputy Director  
Chuck Akers, Deputy Director  
Jim Sanders, Anchorage  
Ike Waits, Anchorage  
Tom Peterson, Kodiak  
Ken Berlin, Bethel  
Leroy Seppilu, Nome  
Peter Freer, Juneau  
Deborah Tennyson, Dillingham  
Amy Daugherty, State Capital

David Kamrath, State Capital  
Tony Nakazawa, Director  
Elstun Lauesen, Anchorage  
Gerry McDonagh, Juneau  
Margaret Hansen, Kotzebue  
Ted Charles, Tok  
Irene Catalone, Fairbanks  
Flora Olrund, Bethel  
Vic Goldsberry, Nome  
Melanie Antioquia, Juneau  
Jennifer Long, Fairbanks

Enclosures

**COMMUNITY SERVICES  
BLOCK GRANT  
STATE PLAN FOR FY 93**



**Rural Development Division  
1001 Noble Street, Suite 430  
Phone: (907) 451-2155**

**State of Alaska  
Walter J. Hickel, Governor**

**Department of Community and Regional Affairs  
Edgar Blatchford, Commissioner**



**January 1993**

STATE OF ALASKA  
FY 93 COMMUNITY SERVICES BLOCK GRANT STATE PLAN

TABLE OF CONTENTS

- I. INTRODUCTION
- II. NARRATIVE DESCRIPTION
  - A. Proposed Use & Distribution of Funds
  - B. Program Goals & Objectives
  - C. Activities to be Supported; Individuals to be Served
    - Alcohol and Drug Abuse Prevention Program
    - Child Development Program
    - Economic Development Component
    - Planning and Resource Development Component
    - Program Support Component
    - Subsistence and Natural Resources Component
  - D. Criteria and Method for Distribution of Funds
- III. PRIOR YEAR REPORT ON USE OF FUNDS
- IV. AUDIT PROVISIONS
- V. FEDERAL STATUTORY AND STATE ADMINISTRATIVE ASSURANCES
- VI. EVIDENCE OF LEGISLATIVE PUBLIC HEARING

## I. INTRODUCTION

The primary purpose of this FY 93 Community Services Block Grant Program State Plan is to provide information on how the State of Alaska will carry out the assurances as detailed in subsection 675(c) of the Community Services Block Grant Act. Its development and contents reflect a strong commitment by the State of Alaska, Department of Community & Regional Affairs, Community & Rural Development Division, to make the CSBG Program responsive to local community needs and to improve the economic self-sufficiency of the low-income individuals and families served by the program.

## II. NARRATIVE DESCRIPTION

### A. Proposed Use & Distribution of Funds

At least 90% of the funding received by the State of Alaska for the Community Services Block Grant Program will be passed through, as required by regulation, to the one existing Community Action Agency (CAA) in the state, RurAL CAP. RurAL CAP will serve low-income persons through seven program components. These include Alcohol Prevention, Child Development, Economic Development, Planning & Research, Program Support, Subsistence, and Village Participation.

No more than five percent (5%) of the funding received will be used by the State for administration. The State will negotiate, write, amend, and close-out grant agreements; disburse funds to grantees upon receipt and approval of payment requests; coordinate and oversee program activity; monitor on-site if appropriate; provide training and technical assistance to grantees if appropriate; and prepare and submit federal reports to the Department of Health and Human Services and Congress as required.

No more than five percent (5%) of the funding received may, if determined appropriate, be made available by the State for discretionary grants to non-profit organizations. It is anticipated that such discretionary grants would be limited to "new and innovative" projects which attack the causes and conditions of poverty for low-income Alaskans and which improve the life prospects of children by helping to strengthen families and promote self-sufficiency.

## B. Program Goals & Objectives

The goal of the State of Alaska Community Services Block Grant Program is to reduce and prevent the spread of poverty through community based educational activities which lead to a greater degree of self-sufficiency on the part of low-income people. Program objectives include impacting poverty through providing a wide range of services such as alcohol and drug abuse prevention programs; child development programs; economic development programs; planning and research programs; program support; subsistence; and village participation conference.

## C. Activities to be supported; individuals to be served

As stated previously, during the period July 1, 1993 through June 30, 1994, Rural CAP proposes to use the Community Services Block Grant funds in seven components. These include Alcohol and Drug Abuse Prevention, Child Development, Economic Development, Planning & Research, Program Support, Subsistence, and Village Participation. Each program component is described on the following pages.

*Community Services Block Grant FY 93*

## **Alcohol and Drug Abuse Prevention Program**

### COMPONENTS:

- I. Personnel/Staff -- Provides funds for the staff support of all program projects and activities through:
  - A) 75% of the salary for the Program Director
  - B) 100% of the salary for the Training Specialist
- II. The 11th Annual Rural Providers' Conference -- Provides funds to plan, organize and implement a statewide Alcohol Prevention Conference for low-income villagers with an approximate participation of 500-1,000 people.
- III. FAS/FAE Training -- Provides funds for FAS/FAE prevention and training to be implemented through the 22 RurAL CAP Head Start centers and directed at the Head Start parents and rural providers of alcohol treatment and education.
- IV. BABES -- Provides funds statewide for BABES (Beginning Alcohol and Addictions Basic Education Studies) information, education, life skill building, and training to at least 50 low-income people in Alaska as a result of coordination with Head Start programs and local school districts.

### WORK PLAN NARRATIVE

Community Services Block Grant (CSBG) funding has empowered the Rural Alaska Community Action Program, Inc. to submit a number of proposals to fund the continuing efforts of the Alcohol Prevention Program to provide services for low-income families in rural Alaska. CSBG has enabled RurAL CAP to procure more than \$4 million over the last five years in which work directed at the prevention of Alcohol and Other Drug abuse and addictions have been addressed. The following is the list of successful projects implemented by the Alcohol Prevention Program:

1988 - The Office for Substance Abuse Prevention (OSAP) under the national Department of Health and Human Services provided a total of \$1 million dollars for three years to support a Village Community Development Project.

1989 - OSAP Fort Yukon Youth Survivor's Project, which is in its fourth year of a five year funding cycle, is a model program working with high risk youth to combat the effects of alcohol and drugs in their community. The grant was awarded \$1 million - approximately \$200,000 per year.

1990 - OSAP Emmonak Pre-School Prevention and Intervention in its third year of a five year funding cycle uses community development directed toward strengthening families as a positive approach in changing attitudes in the

environment to decrease the use of alcohol and drugs. This grant was awarded \$1 million with an annual budget of approximately \$200,000.

1991 - The Alaska Division of Alcoholism and Drug Abuse funded a series of "Spirit of the Family" trainings which is an approach based on family systems theory. The methods employed in this program are to show individuals how to build healthy family roles as opposed to the unhealthy roles found in dysfunctional families . It was hoped that the series would generate revenue to continue throughout the year, however, the cost of the registration, travel and lodging kept participation too low for it to become self-sustaining. This grant was awarded \$50,000.

1992 - OSAP provided a \$50,000 grant to support the August 1992 Rural Providers' Conference in Soldotna, Alaska.

1992 - Funds generated from "Spirit of the Family" amounted to \$6,240 which were used to fund trainers to attend the 1992 Rural Providers' Conference.

1992 - The State Division of Alcoholism and Drug Abuse has approved \$50,000 to support the 1993 Rural Providers' Conference to be held in Fairbanks region of Alaska early next summer.

Community Services Block Grant funds are requested to support the RurAL CAP Alcohol and Drug Abuse Prevention Program to ensure that the current programs are meeting the criteria for contract compliance and that on-going projects through this grant are in accordance with Public Law 97-35 Section 675 (c), (B) to provide activities designed to assist low-income participants, including the elderly poor; (B - vi) to remove obstacles and solve problems which block the achievement of self-sufficiency; and (D) to coordinate and establish linkages between governmental and other social service programs to assure the effective delivery of such services to low-income individuals through the following components:

## Component I. Personnel/Staff Support

### A. Alcohol Program Director (75% FTE)

All projects are under the overall responsibility of the Alcohol and Drug Abuse Prevention Program Director to ensure that the program is meeting the goals and objectives of each grant. The scope of work in each program requires the Director to supervise staff, monitor the quality of service delivery, monitor budgets, prepare reports, oversee program evaluation, and develop and revise proposals when necessary.

Due to the demands placed on the Program Director from the two OSAP projects, those grants have been charged a total of 25% of the Director's salary leaving the remainder to be funded through CSBG. The total of grant awards for the department is projected to fall between \$500,000 and \$700,000 in this fiscal year.

Other responsibilities of the Alcohol Prevention Program Director include devising and maintaining systems to develop strong communication links with people the program serves, maintaining needs assessment mechanisms to develop a strong information network among villages with RurAL CAP in regard to substance abuse prevention

activities and resources, and promoting program information throughout the State of Alaska. The Director is also responsible for producing training manuals, curricula, and program generated resource materials.

**B. Training Specialist (100% FTE)**

Funds are requested to cover 100% of the salary for an FAS/FAE and BABES Training Specialist. The overall responsibility of this position is to implement and coordinate the FAS education program with the twenty-two Head Start Centers throughout Alaska and to coordinate the training and promotion of the BABES program.

The Training Specialist will train staff, parents and communities about the effects on children and their families when a child is exposed to alcohol and drugs in the womb. The Training Specialist will also promote the BABES program in school districts across the state and generate interest and set up trainings for the six Alaska BABES Trainers. Additionally, the Training Specialist will market the Television Production of the seven videos developed through the BABESWORLD Inc. Board of Directors. It will also be the responsibility of the Training Specialist to generate revenue over and above the required fee set by BABESWORLD.

Other activities of the Training Specialist will include the development of a central clearinghouse for human service providers in the State of Alaska, the dissemination of information and the development of a resource bank for individuals, families, communities and other professionals to utilize.

**Component II - Rural Providers' Conference**

The Rural Providers' Conference (RPC) is a Substance Abuse Prevention and Training Conference which has become a long-standing event that rural people look forward to each year. The RPC is considered one of the key conferences held in this state. What makes this conference so unique is that rural people come together in a spirit of cooperativeness to continue the process of healing and sharing and learning. RurAL CAP has sponsored and organized this conference for the past nine years.

The purpose of the RPC is to create a forum to promote culturally relevant way of addressing the issues of Alcohol and Other Drug Abuse and Addictions. At the Ninth Annual RPC in Soldotna, over 500 men, women, children and elders shared the experience, strength and hope the conference embodies within its unique format. The conference continues to provide the training for those who want to strengthen their skills and it also serves as a network of support for all those seeking camaraderie.

Funds will be used to support an On-Site Coordinator, to cover the travel and contractual expenses for special trainers and speakers, to contract with a rural community to host the conference by providing support for food, site, housing, local transportation, conference packets and promotion, and to support follow-up activities such as the production of a Conference Summary and Needs Assessment Document.

**Component III. - FAS/FAE**

Fetal Alcohol Syndrome is a very specific birth defect which is caused by the consumption of alcohol during pregnancy. Although FAS is totally preventable, it has

become the number one identifiable cause of mental retardation. The rate of FAS in Alaska is the highest for any population studied to date and it is estimated that in Alaska, the dollar cost care for one FAS child for his or her lifetime can exceed one million dollars. The ultimate goal of the RurAL CAP Alcohol Prevention Program is to decrease the number of FAS children born in Alaska. In Alaska, the Indian Health Service has conducted a survey to report the rates of FAS. The report finds a rate of 5.1 per 1,000 live births between 1981 and 1988 among Native women.

The implementation of this program will include funding for a Training Specialist who will work to train and educate villagers and professionals to identify and work with children who are suffering from FAS, in addition to educating pregnant women as to the effects alcohol will have on their unborn child. The Training Specialist will work with the Child Development Staff to help train Head Start Staff in the field on FAS/FAE. In the first year of the program, funds will be used to cover the cost of developing printed and training materials in addition to covering the personnel and travel expenses associated with the program.

The goal of this component is to implement an education program through the existing RurAL CAP Head Start Program which will provide information to parents, rural villages, rural providers and education professionals on the prevention and treatment of Fetal Alcohol Syndrome and Fetal Alcohol Effect (FAS/FAE). The objectives will be to provide training to RurAL CAP Head Start staff and parents to assist in implementing an awareness program in the 22 RurAL CAP Head Start villages; to provide technical assistance with other RurAL CAP Alcohol Prevention and Child Development programs which deal with FAS/FAE; to provide resource materials to physicians, social service providers and community organizations which provide assistance to children with FAS/FAE; and to evaluate the program's effectiveness in planning and implementing an educational/awareness program which assists in reducing the number of FAS/FAE children born and in reducing the degree of birth defects suffered by FAS/FAE children.

#### **Component IV. BABES**

BABES (Beginning Alcohol and Addictions Basic Education Studies) is a comprehensive prevention program that teaches children healthy life skills and information on Alcohol and Other Drugs. Created by Dr. Lottie Jones through her commitment to children and families, the international BABES network has taken the curriculum to all parts of the world to help communities address the issues of substance abuse and related social ills. The program materials include seven puppets which are used to resolve difficult life situations through first-hand experiences. Each character is used to describe problems and look at options to cope with situations from different perspectives.

The BABES curriculum has been well received by rural human service providers, educators, and Native communities as a means of communicating healthy messages to children. The tools that are taught are life-long skill-building methods that can be employed in any predicament. The program conveys a non-threatening and non-judgemental tone in which children can experience safety and trust.

The objectives of this BABES component are to provide training for all persons interested in becoming active presenters of BABES curriculum, for those interested in using BABES START in rural communities, for those who want to use BABES KIDS

CSBG FY 93- Work Plan Narrative .....

as a tool to work with children in the villages, and to market the series of seven BABES videos and to have them aired on either local or statewide broadcasting.

The BABES component activities include the preparation and dissemination of educational and informational materials to 288 institutions. These include all Alaskan School Districts, Alcohol Treatment Programs, Suicide Prevention Programs, Mental Health and Social Service Programs and Health Corporations.

COMMUNITY SERVICES BLOCK GRANT  
CHILD DEVELOPMENT DEPARTMENT WORK PLAN

Work Plan Narrative

COMPONENTS:

- I. Support to Core Capability:
  - A. Staff to Support Training
  - B. Salary Support to the Child Development Director.

---

COMPONENT I. Support to Core Capability:

A. Training

CSBG funds will provide \$33,373 toward the salary of 1 Program Manager to ensure the delivery of training to staff, parents, agencies and organizations that provide early childhood services to low-income children.

RurAL CAP Child Development Department has twenty-five years of providing culturally appropriate training to people in rural Alaska. Continual review, evaluation, and research within the department has resulted in the development of highly successful training techniques in early childhood education and program management. RurAL CAP has a reputation for high quality training in the areas of early childhood Development and parent education in a variety of areas.

In a 1988 reported entitled "*Right from the Start*," the National Association of State Boards of Education's panel of child development experts strongly encouraged collaborative planning and the use of a developmentally appropriate "curriculum and classroom environment that responds to learning patterns of children within a given age range, to individual differences among children, and to cultural and linguistic diversity among children." "*Right from the Start*" recommends that public schools adopt "features of quality programs for young children such as active parental involvement, family support services, and comprehensive services for children."

The Committee for Economic Development (CED) went even further. In their 1987 report, "Children in Need," CED suggested that "schools serving disadvantaged students...undergo fundamental restructuring...in order to provide the comprehensive services and sustained effort needed by disadvantaged children and youth." The Alaska Department of Education and school districts around the state are taking note of these recommendations, and are identifying the need for training their staff in practices which better meet the needs of the culturally diverse children in

Alaska, already RurAL CAP's Child Development Department is being recognized as a resource for training staff in rural schools.

Other recent initiatives which have spotlighted the need for training in culturally and developmentally appropriate practices for early childhood service providers include the family support services required under the Welfare Reform Act, Public Law 99-457 requirements for interagency collaboration and emphasis on family centered services for young children with handicaps, and recent

state legislation requiring training for educators and medical personnel on prevention of fetal alcohol syndrome and effects (FAS/FAE) and on issues of working with children affected by FAS/FAE.

The proposed funds allocated to the Child Development will assist the department to provide training opportunities to other providers within the state who impact the lives of children and families in poverty.

**B. Core Capability - support to CD Director's Salary :**

Provide \$19,000 to the CD Director's Salary out of CSBG

\$19,000 - CSBG funds are used to pay a percentage of the Child Development Director's salary for the year. Head Start regulations require no more than 15% of administrative services to be paid by Head Start funds. This causes Rural CAP, which administers the largest number of Head Start programs in the state (33) and which provides services to approximately 1000 children, to be stressed in regard to providing an adequate salary for a Masters' Degree level person. It is becoming increasingly difficult to compete with school districts and state/federal agencies which are able to pay higher salaries. Therefore, this \$19,000 will be used to pay a portion of the Child Development Director's salary.

The Child Development Director position is responsible for a budget in excess of \$4 million and over 180 employees.

July 1, 1993 to June 30, 1994

ECONOMIC DEVELOPMENT COMPONENT (Catalog)

**NORTHERN EXPRESSIONS CATALOG:**

**GOALS:** To lessen the conditions of poverty in rural Alaska; to bring cash into communities by buying village arts and crafts which RurAL CAP will market through the development and distribution of a quality produced catalog to be distributed nationally; to educate people about the Native lifestyles of Alaska in addition to providing information about the State and our artists.

**BENEFIT:** Unemployment in rural Alaskan communities is typically 75%, about 50% more than unemployment was during the great depression of the 1930's. Through purchase of art work from rural Alaskans, income opportunities will be increased to low-income individuals in villages where jobs are very limited. In addition, the increase awareness of the Native Lifestyle will benefit the State and RurAL CAP in terms of educating the public in terms of subsistence and other issues facing Natives and Alaska.

**DESCRIPTION:** As stated above, one of the important goals of the catalog is to educate people about the Native lifestyles of Alaska in addition to providing information about the State and our artists. In order to do this, the catalog will feature short articles about the rural artists and their communities to heighten awareness of those who receive the catalog of the unique and valuable lifestyle practiced by rural Alaskan Natives. Further, the catalog will provide short articles on the communities where the Native artists live, thereby providing accurate information about Alaska to the general public.

**COMPONENTS:**

**I. July to September:**

- A. Printing for the 1st round of the Catalog (the first round will entail mailing three catalogs) to be completed.
- B. Catalog number one mailed in August.

**II. September to December:**

- A. Catalog number two mailed in September.
- B. Catalog number three mailed in October.
- C. November/December - Review of the success of the initial catalog mailing.

**III. December to March:**

- A. Continue to review catalog success and make changes if necessary.
- B. Work on second round of catalog to be mailed; catalogs four through six. Review existing and new merchandise to be put in catalog.

PAGE TWO  
ECONOMIC DEVELOPMENT COMPONENT (CATALOG)  
CSBG APPLICATION

IV. March to June:

- A. Production of second round of catalog.
- B. Printing of catalog.
- C. Distribution of second round of catalog.

NARRATIVE DESCRIPTION

Phase I of the RurAL CAP catalog project included the start-up costs involved with producing a retail catalog of Native and Alaskan crafts. Phase II of the project follows-up on Phase I and will also include the start-up costs of producing the catalog.

Phase II of the project will see the catalog through the initial distribution in August of 1993. The initial distribution will include three catalogs sent separately over the three month period of August, September and October; 450,000 catalogs will be distributed over this three month period. This initial distribution will be the trial period for the catalog. After the third catalog is distributed, during the second quarter of the 93-94 fiscal year, we will review the success of the catalog based on our projections and then determine to proceed with the second distribution round of the catalog.

During Phase II we will continue to utilize the expertise of a professional retail catalog consultant.

COMMUNITY SERVICES BLOCK GRANT

PLANNING and RESOURCE DEVELOPMENT

For Period July 1, 1993 to June 30, 1994

COMPONENTS

I. Planning and Development:

- A. Planning and Development Manager Position;
- B. Economic Development/Catalog Project.
- C. Develops and Monitors the Agency Strategic Plan

II. Resource Mobilization:

- A. Proposal Writing
- B. Coordination with other organizations;
- C. Research on resources for the agency.

III. Information Dissemination

- A. The agency resource for dissemination of information about the agency, its programs. Provides information about resources available to rural communities within the agencies library (videos, sources of technical assistance in regard to Alcohol Prevention, Child Development, Subsistence and Natural Resource Protection issues.
- B. Agency Newsletter -
- C. Annual Report
- D. Conference Summaries

Over View of Planning & Research

The purpose of the Planning and Research component is to afford the agency a comprehensive planning, and resource mobilization, information dissemination function within the agency. It enables the agency to plan and to formulate projects, programs which continue to work toward the eradication of poverty in rural Alaska.

The agency needs to have resources available to acquire and to leverage other resources. By actively seeking to coordinate and network with other agencies, organizations and entities, limited resources are better utilized. This reduces duplication of services and maximizes the use of ever shrinking funds.

It is necessary for the agency to maintain a close working relationship with its grass-roots constituency. This is best accomplished through the sharing of information. The agency seeks to build a library of resources to provide information to rural Alaskan which assists them to access

technical assistance and resources. Further, the agency has an obligation to keep its constituents informed of issues which may have the potential to impact their lives. Therefore, RurAL CAP will seek to keep its constituents, the general public and its funders informed through production and dissemination of newsletters, annual report, and conference summaries.

Purpose and goals are to provide villagers with accurate and up-to-date information that is useful at the village level. Materials such as summaries, reports, and newsletters.

## **Component I Narrative: Planning and Development;**

### **A. Planning and Development Manager Position:**

Implementation of the position of Planning and Development Manager as of November 1, 1992. This position will be responsible for working with the Executive Director to execute all of the Planning and Resource Development activities in order to work towards the ultimate goal of helping the agency to become increasingly self sufficient and to maintain an adequate level of funding to carry out the mission and goals of the agency.

The Planning Manager is responsible for writing the strategic plan for the agency based on the 5 year plan developed by the Board of Directors. The Planning Manager incorporates the departmental plans that are utilized to fulfill the directives of the Board.

The Planning Manager assesses the needs assessments from villagers at the annual Village Participation Conference and incorporates into the agency strategic plan. The Planning manager monitors and records activities.

### **B. Economic Development/Catalog Project:**

The Planning Manager develops and implements the workplan for the execution of the economic development project (catalog). (See economic development component workplan for detail of activity).

The goal of the economic development project (catalog) is to decrease the causes of poverty in low-income communities where unemployment rates are typically 75%. RurAL CAP will develop and distribute a high quality catalog nationally which sells the arts and crafts of villagers from around the state. CSBG funds will be used to purchase the crafts. All funds received from sale of items will be used in the program to purchase inventory.

## Component II Narrative: Resource Mobiliation:

- A. Proposal Writing.
- B. Coordination with other organizations;
- C. Research on resources for the agency.

### A. Funds for a Professional Proposal Writing Service

Proposal Writing - continue to contract for proposal writing to support the work/services provided by programs within the agency.

CSBG funds enables the agency to obtain other funds outside of CSBG to provide services and programs to alleviate the causes and conditions of poverty among low-income people in rural Alaska. Funds gained as a result of CSBG supported proposal writing has included:

- 1985 - 3 yr grant from OSAP for a demonstration project in 6 villages for culturally appropriate training and community development -- total award \$1 million.
- 1989 - 5 yr award from OSAP for a demonstration project in Ft. Yukon to demonstrate culturally appropriate methods of strengthening high risk youth. The total for five years is \$1 million. RurAL CAP is currently in the 3rd year of this project.
- 1990 - 5 yr award from OSAP for a demonstration project in Emmonak to demonstrate methods of using Head Start parents/families as an intervention point to strengthen high risk youth. This grant also totals \$1 million.
- 1990 - \$50,000 OSAP - for Alc Prevention Conference
- 1991 - \$50,000 OSAP - for Alc Prevention Conference for people from villages statewide - 1200 persons attended this conference held in Kenai in 1991.
- 1990 - \$200,000 (approx) from the Robert Wood Johnson Foundation for an early intervention prevention project in Hooper Bay. This project seeks to strengthen family and community resources in regard to alcohol and other drug abuse prevention.

CSBG funds enable the agency to obtain the resources needed to provide meaningful services and demonstration projects and to involve low-income people which address the number one issue which undermines low-income people from gaining and retaining meaningful employment; a quality environment for young children; and for movement out of poverty.

## Component II Narrative: Resource Mobiliation cont:

### **B. Coordination with other organizations:**

RurAL CAP seeks to promote effective participation by low-income individuals in endeavors or organizations, and/or governmental agencies which seek to serve them so that the interests of low-income people may be included. In this advocacy role, it is necessary for RurAL CAP to maintain a healthy and working relationship with other organizations, governmental and other service programs.

Further, as funds for human services, education, training, and advocacy continue to dwindle it becomes increasingly important to coordinate and network with other organizations and agencies providing similar services in order to use funds more effectively.

### **C. Research Resources for the Agency**

RurAL CAP will continue to seek additional resources in order to continue to provide and develop programs which assist people below poverty income guidelines to move toward greater self-sufficiency and to eradicate the core causes of poverty. Agency staff will research and pursue avenues to supplement and leverage existing funds to provide services to low-income Alaskans, as well as to seek resources through fee for services when possible.

COMMUNITY SERVICES BLOCK GRANT

PROGRAM SUPPORT COMPONENT

WORKPLAN NARRATIVE

PURPOSE: This component provides support to programs and supports core capability of the agency.

COMPONENT PROVIDES:

- I) Legal Research and Technical Assistance
- II) Funds for Library Media Specialist
- III) Clerical Support Staff
- IV) Staff Support

**COMPONENT I:  
Legal Research and Technical Assistance**

The legal complexity of the issues affecting rural Alaskans are such that in order to provide accurate information to rural Alaskans about laws, regulations, and policies which affect Subsistence, Natural Resource Protection, and tribal government, it is necessary to have resources in the agency with legal training and expertise.

The importance of objective and factual information to provide rural Alaskans is deemed crucial as villagers have many complex, confusing, highly technical issues with which to deal and have expressed to RurAL CAP the need for objective information on which they can rely and trust to make decisions about events which occur and have the potential to heavily impact their traditional and subsistence way of life.

Legal assistance is also provided to programs within the agency such as Head Start Programs, Weatherization and Administration.

Activities included in the component of legal technical assistance and research include:

- \* Legal analysis and research on issues regarding Subsistence and Natural Resource Protection and tribal government.
- \* Legal technical assistance to villages upon request and approval by the Board of Directors.
- \* Legal research on issues as directed by the Executive Director.
- \* Provides legal technical assistance to RurAL CAP programs and administration.

## COMPONENT III Narrative: Information & Publication

This component provides funding for the new position of Information Specialist which will be advertised in November and the position filled in December. It will be the responsibility of the Information Specialist to develop and distribute the following materials:

- A. Quarterly Agency Newsletter - prepare, publish and disseminate 2000 copies per quarter.
- B. Annual Report - 500 copies
- C. Board Handbook - 50 copies
- D. Conference Summaries- 500 copies

CSBG will be allocated to fund a position to develop a resource center within the agency. The position funded will also be responsible for the writing, production and dissemination of an agency newsletter, conference summaries, annual report, and press releases. The purpose will be to inform Rural CAP constituents, the public, and funders about the services provided by the agency.

A. Agency Newsletter the purpose of the newsletter is to inform constituents, the general public, funding sources and others of the issues of rural Alaskans and of the activities and projects of Rural CAP. Each quarter, 2000 copies will be written, produced, published and distributed statewide.

B. Annual Report Through an annual report, the public can be aware of the work of the agency. It provides an opportunity to share information. CSBG Funds will be used to produce and distribute 500 copies of an 1992 Annual Report.

C. Board Handbook The Rural CAP Board has requested handbooks be developed to assist new Board Members in their orientation and introduction to the variety of things Rural CAP is engaged in.

### D. Conference Summaries

Rural CAP has found that the most effective means of engaging the participation and involvement of low income people is to coordinate and organize conferences and gatherings which promote the opportunity for the agency's constituents to be heard, to share perspectives, to access resources, and to be empowered to take action on their own behalf. Some of the conferences and gatherings coordinated by Rural CAP include: the Village Participation Conference; the Rural Providers' Conference; Subsistence Conferences; Indigenous Survival International, Marine Mammal Conference, etc.

\* Coordinate and share information with other non-profits, organizations, agencies and institutions regarding tribal government and subsistence issues.

## COMPONENT II: Agency Librarian

CSBG funds will be used to pay a Library Media Specialist's salary for the year. The primary responsibility of this position is to develop and maintain relevant training materials to be used in training communities and service providers. The Rural CAP library is recognized as a quality comprehensive resource of material for Early Childhood Professionals. However, the use of the library needs to be expanded to serve the needs of the entire agency. It is through this new expansion effort we propose change. Our proposal is to ensure the library be used by a variety of agencies and service providers throughout the State and become a clearinghouse for current and historical information in which Subsistence, Alcohol Prevention and Weatherization information will also be stored. We hope that in the near future the library will become a repository for all program components.

The Library Media Specialist will be coordinating efforts to work with the Informational Specialist to disseminate information in a quarterly newsletter to inform individuals, families, villages, communities and agencies in the state about what is happening around the state.

Activities included in the component under Library Media Specialist:

- \* Resource person for each department director to keep track of book inventories, distributing new and used books, providing catalogs and providing training materials.
- \* Serves as a resource person for Rural CAP employees and Library Users that are from other agencies. This includes data information, orientation for library users, check out and check in materials.
- \* Continue to monitor the Reading is Fundamental (RIF) Program to ensure reports are sent to the National RIF Headquarters.
- \* Compile information for the Informational Specialist so that adequate support is given to ensure that all dissemination of agency newsletter, conference summaries and annual reports are complete and publication ready.

### COMPONENT III: Agency Support Staff

This component will enable Rural CAP to provide supportive services to administrative and program staff to assist in the clerical support services necessary in completing administrative reports, proposals, budget, file keeping and other duties falling within this category under the direction of the Deputy Director for agency wide clerical backup. Rural CAP has recognized the duplication of services in like positions within job categories and is now in the process of reorganizing clerical support. Due to the extensive reporting systems for each department and fiscal responsibility the agency maintains, it has become critical to reorganize clerical positions to meet the needs of the overall agency.

The Executive Management Team is now in the process of streamlining agency services to address the demand of clerical support services. CSBG Funds will help contribute to the hiring: one F.T.E. Secretary I and one .5 Secretary I; one F.T.E. Secretary III; one F.T.E. Receptionist. As anticipated this component will aid the Executive Management Team in the second stage of implementing the continuation of the secretarial pool for the agency. The first phase of transitioning staff into a pool was begun in last year's revision.

### COMPONENT IV: Training

This proposed Rural CAP training program will be a multi-level training program in which upper management will be provided with updated strategies that help overall agency to assess strengths and weakness, start the process of setting achievable goals, and implementing long and short terms goals using team management approaches. After top management has been trained they will in turn train their staff. Staff will then incorporate this training as appropriate to work and train local communities.

It is essential that Rural CAP stay on the cutting edge of marketing non-profit activities in the rural areas. In order to keep up with the demand for quality services, Rural administration and upper management staff must keep abreast of the changes in climate of the organization. To do this, training will be an integral part of the planning strategies.

Specific activities to develop this training component will include the following trainings:

- \* Situational Leadership which demonstrates to directors techniques in leading their staff to accomplish the goals of the organization.

\* Team building in which teams will study their own process of working together to create a climate to assist co-workers in directing their energies into more productive problem solving. A secondary residual would be for team members to maximizing a resource pool and provide a network of management training for the whole organization..

\* Federal and State Employee Law.

Funds from CSBG will provide training for approximately 400 parents in the following areas: Child Development, good nutrition, decision making, program options, evaluating staff and program, health requirements, basic bookkeeping or maoney management, and/or other topic of local interest. These trainings will be provided locally or in regional cluster workshops by Head Start trainers.

Funds from CSBG will also provide training for approximately 120 locally hired staff in a variety of topic. These trainings will consist of either an on-site by itinerant Head Start trainers or through intensive internship facilitated by the Head Start training coordinator.

Funds will be used to pick up the travel cost for the training and the supplies necessary in supporting the trainig efforts. Regional meetings and teleconferences will also be used as a means of consolidating training for this department.

Training is an empowering process. The availability of consistent training leads to increased competence and results in a higher productivity from all areas of work performance. The total benefit to the agency is the increased commitment by staff to provide a higher quality of services to it's constituents.

COMMUNITY SERVICES BLOCK GRANT  
SUBSISTENCE & NATURAL RESOURCES

COMPONENTS:

- I. Rural Alaska Resources Association
- II. Indigenous Council for Marine Mammals
- III. Networking, Coordination, Advocacy
- IV. Migratory Birds
- V. Water Quality
- VI. Indigenous Survival International

Work Plan Narrative

The activities of the Subsistence & Natural Resources Department promote the ability of rural Alaskan residents to continue to participate in the subsistence economy which is vital to their livelihood and well-being. The work of the Rural CAP Subsistence Department promotes self-sufficiency by supporting rural Alaskans in their endeavors to dissolve the barriers to continue to engage in the way of life which provides security, food and dignity -- the subsistence way of life.

The Subsistence & Natural Resources Department provides information on the subsistence way of life to the public in order to further understanding of subsistence as a vital and valuable economy which is responsible for supporting communities in rural Alaska.

The Subsistence Department enables rural Alaskan communities and organizations to have information about regulations, rules and laws which have the potential for carrying direct and indirect impacts on the subsistence economy.

The Subsistence Department enables rural residents to come together to discuss issues of subsistence and to work on ways to attain participation and involvement in the decisions which have the potential to impact their lives.

The Subsistence Department supports the agency in its emphasis on empowerment and local control.

The Subsistence Department encourages cooperation among local, regional, statewide, national and international organizations in the areas of subsistence and natural resources protection and management; support for attainment of greater degrees of local control; and education of others about the value and importance of subsistence and its importance to cultural preservation.

CSBG Work Plan Narrative  
Subsistence and Natural Resources Protection

COMPONENT I. Rural Alaska Resources Association (RARA)

RARA enables rural Alaskans to participate in the decisions made which have the potential to impact the subsistence way of life. It enables rural members from across the State an opportunity to meet, share information, gain access to resources, to network and coordinate efforts which empower them to maintain a self-sufficient means of livelihood.

RARA will continue to play an integral part in providing the Rural CAP Board of Directors with information, recommended policy, and guidance about issues pertaining to subsistence which are of importance to rural Alaskans. RARA is a valuable tool in needs assessment and planning for the department. Regular RARA meetings provide the framework for member organizations which represent all 12 regions of the State to work together to achieve their mutual goals in the area of education, determine response to legislative, administrative or regulatory actions for the benefit of subsistence resource users in rural Alaska. Between meetings the RARA Newsletter informs and updates members, communities, villagers, and organizations in rural Alaska about subsistence and natural resource issues.

COMPONENT II. Indigenous Council for Marine Mammals

The Department will provide staff support for the recently-formed Indigenous Council for Marine Mammals, a coalition of Native marine mammal commissions, formed as a result of a Rural CAP-sponsored marine mammal conference, to address issues affecting Coastal villages dependent on marine mammals for subsistence needs. The Department's biologist (partially funded by the Bureau of Indian Affairs) will assist the Council with data analysis, special research projects, and the gathering and dissemination of information on policies directly impacting marine mammal subsistence users, such as the Reauthorization of the Marine Mammal Protection Act (MMPA), and the Endangered Species Act (ESA).

COMPONENT III. Networking, Coordination, Advocacy

Staff reports to villagers statewide on activities of the Rural Alaska Resources Association, Indigenous Council for Marine Mammals, Native Working Group on Migratory Birds, and Indigenous Survival International. Staff will monitor activities and regulations issued by the State of Alaska and the federal regulatory agencies and report to villagers about changes, hearings, and other pertinent information.

Staff will maintain a strong coordination and information-sharing network with non-profit organizations in each region of Alaska; with other subsistence groups; and serves as staff and support to various groups and commissions which collaborate on subsistence issues.

CSBG Work Plan Narrative  
Subsistence and Natural Resources Protection

COMPONENT IV. Special Project. Migratory Birds

CSBG funds will be used to provide staff support to the Native Working Group on Migratory Birds. Under a current treaty between the United States and Canada, subsistence hunting of migratory birds is illegal between March and September of each year. Rural Alaskans are dependent on migratory birds for nutrition and have traditionally hunted those birds in spring and late summer, often the only time they are available. Staff will support efforts of the Working Group to amend that treaty.

COMPONENT V. Water Quality

The Subsistence Department will support efforts of Alaskans for Clean Water Alliance, a southeast Alaskan organization based in Haines, to monitor water quality regulations that may affect salmon spawning streams.

COMPONENT VI. Indigenous Survival International

ISI continues to defend and protect the principle of sustainable use of nature's resources, and the right to market products derived from the sustainable use of nature's resources. It does this by educating the general public about traditional aboriginal cultures and lifestyles, and by providing information to Indigenous peoples about international issues that affect their ability to use nature's resources and market products derived from those resources. One issue that affects their right to market products is the leg-hold trap, which members of the European Economic Community are planning to ban on January 1, 1995, pending development of a more humane trap. Another issue is anti-harvest, animal "rights" groups influencing the Federal Government to curtail harvest of fur seals for commercial profit and for subsistence.

The Subsistence Department provides staff support to ISI-Alaska delegates. Travel and per diem has been requested to allow delegates and staff to continue to be involved, and to inform rural subsistence users of plans and developments affecting ISI.

#### D. Criteria and Method for Distribution of Funds

RurAL CAP submits an application annually for CSBG funds to the Department of Community & Regional Affairs, Community & Rural Development Division. The application includes a workplan which explains and establishes RurAL CAP's planning process; goals and objectives; cites which statutory requirements are being met by proposed activities; identifies project timelines, technical assistance/coordination mechanisms; and sources of other funds. In addition the workplan includes a detailed narrative and a line item budget. The line item budget is estimated in the application and exact budget figures are later agreed upon and identified in the subsequent grant agreement documents.

The application submitted by RurAL CAP must be approved by their governing board of directors. They are required to provide the necessary assurances required by the Omnibus Budget Reconciliation Act. All proposed activities must be measurable and have the potential to impact the causes and conditions of poverty (Section 675(c)(1)(a) (i through iii) and (C), (D), and (E), of the Omnibus Budget Reconciliation Act).

The application submitted by RurAL CAP is reviewed by the Department for compliance with provisions of the Act and State policies and procedures. A grant agreement is subsequently negotiated and implemented between the two parties. This grant agreement outlines the workplan, payment procedures, reporting requirements, provisions for amendment, suspension, termination, and audit, monitoring. RurAL CAP is required to submit periodic financial and progress report forms in order to receive payment. These are carefully reviewed by the Department prior to disbursement of funds. The grant agreement also references all applicable federal compliance issues and assurances.

### III. PRIOR YEAR REPORT ON USE OF FUNDS

The following is a narrative, data information, and program expenditure report on CSBG funds received by Rural CAP from the U.S. Department of Health and Human Services during FY 92.

#### CHILD DEVELOPMENT

Rural Head Start Programs - Northern, Southeast and Yukon Kuskokwim: Head programs currently serve more than 648 children and families in 22 rural and rural remote communities. All staff are locally hired and trained through the Child Development centralized office both on and off-site. Staff and parent training is ongoing and reflects the individual needs of the program and community. Because of the size and scope of the service area, several levels of management are necessary to administer quality programs. These are found at the central, regional and local levels. At the heart of decision-making is the statewide Child Development Policy Council made up of representatives elected by their regional community areas.

	Children 3-4 yrs:	families served:
Alakanuk	31	26
Chevak	51	40
Emmonak	39	26
Haines	26	16
Hooper Bay	64	35
Hydaburg	12	6
Kake	31	20
Ketchikan	54	37
Kluti-Kaah	18	12
Kodiak	18	11
Kotzebue	8	0
Kwethluk	33	15
Marshall	18	14
Mt. Village	50	19
Napaskiak	19	14
Noorvik	19	6
Savoonga	24	14
Selawik	25	12
Seward	24	11
Stebbins	6	16
Toksook Bay	26	20
Unalakleet	32	13

Parent Child Program - Yukon Kuskokwim: Head Start services are provided to expectant parents and children, a total of 283 ages birth to three have been provided services in seven communities in the Yukon-Kuskokwim region with satellite or home office located in Bethel, the regional center. Training is provided to staff and parents by Head Start staff and local and regional resources. Direct services to families are provided within the home environment through home visits. Parent materials are available through lending libraries both on-site and through the Bethel office. Wellness is focus for this program as well as supporting families through resource referral and training.

	Children 0-3 yrs:	Pre-natal:	Families served:
Akiachak	41	9	40
Akiak	40	6	27
Kasigluk	39	8	36
Nuapitchuk	35	4	28
Pilot Station	37	7	30
Pitka's Point	18	2	13
St. Mary's	35	2	30

Upper Tanana Development Corporation: As a delegate agency, UTDC located in Tok receives funding Rural CAP to Administer four programs with a total of 66 children 3 4 year olds, 10 children 0-3 year old and 14 families needing social services , in both Head Start and Parent-Child Center in the Upper Tanana region. Once supported solely by State of Alaska funds, Upper Tanana now receives Federal funds and offers full Head Start services through a center-based program in Tok.

	Children 3-4yrs;	Families served:
Eagle	8	0
Mentasta	5	0
Tanacross	7	1
Tok	36	10
Tok (0-3)	10	3

#### WEATHERIZATION DEPARTMENT

Federal Weatherization Assistance Program (WAP): Program is primarily federally funded through the US Department of Energy (DOE) and supplemented with State funds through the Alaska Housing Finance Corporation (AHFC).

It is an income qualifying program designed to serve families from low to moderate incomes.

The average per unit limit is 2,700 therefore severely limiting available assistance.

The program provides limited conservation improvements which include but are not limited to the following: adding insulation to walls, floors and attics; replacing or repairing defective doors and windows caulking and weather stripping; and tune up and minor repair of heating units.

High efficiency heater(HEH) replacement is available to WAP clients under a separate state funded program which is included as part of the WAP grant. Funds are extremely limited for this portion of the grant thereby generally limiting availability to emergency situations only.

#### Families Served

Juneau	33
Metlakatla	25

ENHANCED WEATHERIZATION PROGRAM (EWX): Program is State funded and administered by Rural CAP in the Northern and Calista regions.

It is an income qualifying program designed to serve low to moderate income households.

With maximum per unit limit of 15,000, the program provides much more extensive conservation improvements as compared to the Federal Weatherization Program.

Allowed improvements include but are not limited to the following: adding insulation to walls, floors and attics; replacing defective doors and windows with efficiency heating units; providing for adequate ventilation; and making repairs necessary to protect installed measures and extend the useful life of the structure.

Both programs provide smoke detectors to homes where none exist or are inoperable. Additionally both programs give priority to household having elderly or handicapped member and household having small children (six years old and younger).

#### Families Served

Kwethluk	46
Pt. Lay	6

This department also administers the emergency Homeless Funds for both the State and Federal Funds: Emergency homeless funds are defined by 45 CFR Part 1080. These funds are used to provide direct assistance to families experiencing emergency situation.

Bethel An 11 person household, of which 2 were elderly an five were small children, needing substantial improvements completed on their home.

Ketchikan A household of 4 with a 3 year old and 1 month old infant with a heart defect. The family needed heating system improved and other minor repairs.

Savoonga Family had their home burn down in June 1991. Major repairs to assist the family was given.

Sitka Handicapped women with 4 children was given priority for services. Minor repairs assisted her to make the home more liveable.

A major focus of the project is to provide funding to agencies which offer support services to the homeless. The following is the services provided by those organizations:

#### Homeless Adults

Women In Safe Homes	245
Tundra Women's Coalition	183
Breadline*	0
Beans Cafe	3,035

#### Homeless Teens

Covenant House	91
----------------	----

\* No data available at this writing

### ALCOHOL DEPARTMENT

ALCOHOL DEPARTMENT: The Alcohol and Drug Abuse Prevention Program works to realize the vision set forth in the Mission Statements by the Rural CAP Board of Directors to "create a vision of a Native world unimpaired by alcohol." This mission is achieved through projects and activities which strive to support the efforts of rural Alaskans to build healthy individuals, families and communities.

The Rural Providers' Conference (RPC) is an annual gathering designed by villagers to share information, gain skills, and participate in training to address substance abuse in specific and culturally significant ways. The RPC is conducted in a style compatible with Native lifestyles and way of communication. Rural people who attend include substance abuse service providers, youth elders and families interested in finding inspiration and solutions that work at the village level.

### Participation

0-6 years	60
6-11 years	50
11-14 years	40
14-18 years	34
Adults	800
Elders	16

Fort Yukon Survivors: The YOUTH Survivors is a five-year demonstration project funded by the federal Office for Substance Abuse Prevention which began in Fort Yukon in 1989. A total of 104 youth, adult, and elders benefitted in this program year. The project brings elders and other community members together to work with youth to develop leadership, organizational and cultural skills through activities such as hunting, fishing, trapping, and preparing and sharing traditional foods. This cultural revitalization prevention approach teaches respect for the land and animals, and personal and community survival to strengthen cultural and community values.

### Fort Yukon

0-6 years	0
6-11 years	10
11-14 years	34
14-18 years	10
Adults	44
Elders	6

Emmonak Pre-School Intervention Project: 1990 marked the beginning of another five-year demonstration project funded by OSAP. The Emmonak Project provides a variety of local training, support and intervention services to strengthen families and reduce the incidence of substance abuse in the community. This cooperative effort between the people of Emmonak and the Rural Child Development and Alcohol Departments focused initially on Head Start Parents and is now expanding to provide services and promote sobriety throughout the entire community.

### Emmonak

0-6 years	38
6-11 years	20
11-14 years	4
14-18 years	4
Adults	50
Elders	4

BABES and FAS/FAE Training: This program provides specific support and technical assistance in the areas of BABES and FAS/FAE through a Training Specialist. Beginning Alcohol and Addiction Basic Education Studies (BABES) is a primary prevention program which uses puppets to help children develop positive living skills and provide them with information to enable them to make healthy choices about alcohol and other substance. Rural CAP is at the BABES "Godparent" in Alaska. Training designed to reduce the future incidences of and assist those who currently live with Fetal Alcohol Syndrome and Fetal Alcohol Effect (FAS/FAE) will be coordinated through Rural CAP's 22 Head Start Centers and Parent-Child Programs.

#### Participants

Fort Yukon	8
Chevak	10
Anchorage	27
Sitka	5

#### SUBSISTENCE DEPARTMENT

Rural Alaska Resources Association (RARA): RARA serves as an advisory group to the Rural CAP Board of Director on Subsistence and Natural Resource issues. RARA enables rural Alaskans to participate in the decision made which have the potential to impact the subsistence way of life. It's membership includes each of the non-profit Native organizations established with the boundaries of ANSCA. The group generally meets three times each year.

Indigenous Council For Marine Mammals: The department provides staff support to the Indigenous Council, a coalition of Native marine mammal commissions. The Council addresses issues affecting coastal villages dependent on marine mammals for subsistence and economic needs. A biologist, funding by the BIA, provides support with data analysis, special research projects, and gathering and dissemination of information on policies directly impacting marine mammal users.

Migratory Birds Special Project: The department supports the efforts of the Native working Group on Migratory Birds, a coalition of regional Native organizations where migratory birds are important subsistence resource. Under current treaties between the U.S. and Canada, Subsistence hunting of migratory birds is illegal between March and September of each year. Rural Alaskans are dependent on migratory birds for nutrition and have traditionally hunted those birds in spring and summer, the only time they are available. Staff is supporting efforts of the working group to amend that treaty.

The subsistence department provides a full range of direct services to the boards of each commision. In an effort to maintain the subsistence lifestyle for individuals and families that depend on hunting, fishing, and food gathering the funds help support the continued use through traditional means. The estimated number of Alaskan Native subsistence users have been estimated atts approximately 80,000 people.

#### VILLAGE PARTICIPATION CONFERENCE

The Village Participation Conference is a forum that provides opportunity for village leader to meet in Juneau on an annual basis to share concerns, discuss issues that effect them and plan strategy to find solutions. As the decision making group the Village Providers Planners ts play an integral role in making policy for programs that make difference in each of their communities and throughout the State. They do this by setting up networks of advocacy, interact with agencies and become the voice who speaks to governmental levels to verbalize their needs.

#### Participants by Region

Ahtna	8
Bering Straits	7
Bristol Bay	6
Calista	16
Chugach	6
Cook Inlet	3
Doyon	22
Koniag	14
Nana	3
North Slope Borough	5
Sealaska	8

Attached is the financial breakdown of the cost per department to provide services to the RuRal CAP Inc. Agency.

## ATTACHMENT A

## CSBG Funds Expended

ACTIVITY	AMOUNT
Village Participation Conference	\$110,527.
Alcohol Prevention Program	243,903.
Child Development Program	76,839.
Subsistence and Natural Resources	220,012.
Core Support of Agency	291,955.
Emergency Services & Weatherization	96,503.
TOTAL	\$1,039,739.

The funds used to increase the core capability of the agency include planning and research, proposal writing, legal assistance, and several administrative positions. These positions have supplied assistance in grants and contracts administration and information services.

#### IV. AUDIT PROVISIONS

Audits will be conducted in accordance with federal OMB Circulars A-128 and A-110 as appropriate and with standards established by the Comptroller General for the audit of governmental organizations, programs, activities, and functions. Audits are required in the State's grant agreement with RurAL CAP and are conducted in lieu of any other financial and compliance audits of the same funds which the State is required to conduct under any other provision of this Act (Sec. 175(a), (c), and (d)). Such audits will be conducted by an entity independent of any agency administering activities or services carried out under this subtitle, and shall be conducted in accordance with generally accepted accounting principles (Sec. 675(f)). The cost of subgrantee audits will be included in the RurAL CAP's administrative budget.

#### V. FEDERAL STATUTORY AND STATE ADMINISTRATIVE ASSURANCES

Please See Attached.

STATE OF ALASKA  
COMMUNITY SERVICES BLOCK GRANT STATUTORY ASSURANCES  
PUBLIC LAW 97-35, AS AMENDED

As a part of the annual application required by subsection (a), I, as chief executive officer of the State of Alaska, certify that the State agrees to —

- (1) Use the funds available under this subtitle — [675(c)]
  - (A) To provide a range of services and activities having a measurable and potentially major impact on causes of poverty in the community or those areas of the community where poverty is a particularly acute problem;
  - (B) To provide activities designed to assist low-income participants including the elderly poor —
    - (i) to secure and retain meaningful employment;
    - (ii) to attain an adequate education;
    - (iii) to make better use of available income;
    - (iv) to obtain and maintain adequate housing and a suitable living environment;
    - (v) to obtain emergency assistance through loans or grants to meet immediate and urgent individual and family needs, including the need for health services, nutritious food, housing, and employment-related assistance;
    - (vi) to remove obstacles and solve problems which block the achievement of self-sufficiency;
    - (vii) to achieve greater participation in the affairs of the community; and
    - (viii) to make more effective use of other programs related to the purposes of this subtitle.
  - (C) To provide on an emergency basis for the provision of such supplies and services, nutritious foodstuffs, and related services, as may be necessary to counteract conditions of starvation and malnutrition among the poor;
  - (D) To coordinate and establish linkages between governmental and other social services programs to assure the effective delivery of such services to low-income individuals; and
  - (E) To encourage the use of entities in the private sector of the community in efforts to ameliorate poverty in the community.
- (2) (A) **Non-Waiver States** — Use not less than 90 percent of the funds allotted to the State under Section 674 to make grants for the purposes described in clause (1), [section 675(c)(1)] to eligible entities [as defined in section 673(1)] or to organizations serving seasonal or migrant farmworkers, except that not more than seven percent of the funds available for this subclause shall be granted to organizations which were not eligible entities during the previous fiscal year. [675(c)(2)(A) as amended by PL 98-558, sect. 203(a)(2)].

**Waiver States** — Use not less than 90 percent of the funds allotted to the States under Section 674 to make grants to political subdivisions to use for the purposes described in 675(c)(1) directly, or to nonprofit private community organizations which have a board which meets the requirements of clause (3), or to migrant and seasonal farmworker organizations based on a waiver received under PL 98-139.

- (B) Provide assurances that the State will not expend more than the greater of \$55,000 or five percent of its allotment under Section 674 for administrative expenses at the State level. [675(c)(2)(B)].
- (3) Provide assurances that, in the case of a community action agency or nonprofit private organization, each board will be constituted so as to assure that (A) one-third of the members of the board are elected public officials, currently holding office, or their representatives, except that if the number of elected officials reasonably available and willing to serve is less than one-third of the membership of the board, membership on the board of appointive public officials may be counted in meeting such one-third requirement; (B) at least one-third of the members are persons chosen in accordance with democratic selection procedures adequate to assure that they are representative of the poor in the area served; and (C) the remainder of the members are representatives of industry, labor, religious, welfare, education or other major groups and interests in the community. [675(c)(3)].
- (4) Give special consideration in the designation of local community action agencies under this subtitle to any community action agency which is receiving funds under any Federal anti-poverty program on the date of the enactment of this Act, except that (A) the State shall, before giving such special consideration, determine that the agency involved meets program and fiscal requirements established by the State; and (B) if there is no such agency because of any change in the assistance furnished to programs for economically disadvantaged persons, the State shall give special consideration in the designation of community action agencies to any successor agency which is operated in substantially the same manner as the predecessor agency which did receive funds in the preceding fiscal year for which the determination was made. [675(c)(4)].
- (5) Provide assurances that the State may transfer funds, but not to exceed five percent of its allotment under Section 674, for the provisions set forth in this subtitle to services under the Older Americans Act of 1965, the Head Start program under subchapter B of Chapter 8 of subtitle A of this title, the energy crisis intervention program under title XXVI of this Act (relating to low-income home energy assistance) or the Temporary Emergency Food Assistance Act of 1983. [675(c)(5) as amended by Public Law 98-588, Section 203(a)(5)].
- (6) Prohibit any political activities in accordance with subsection (e). [675(c)(6)].
- (7) Prohibit any activities to provide voters and prospective voters with transportation to the polls or provide similar assistance in connection with an election or any voter registration activity. [675(c)(7)].

- (8) Provide for coordination between anti-poverty programs in each community, where appropriate, with emergency energy crisis intervention programs under title XXVI of this Act (relating to low-income home energy assistance) conducted in such community. [675(c)(8)].
- (9) Provide that fiscal control and fund accounting procedures will be established as may be necessary to assure the proper disbursement of and accounting for Federal funds paid to the State under this subtitle, including procedures for monitoring the assistance provided under this subtitle and provide that at least every year each State shall prepare in accordance with subsection (f) an audit of its expenditures of amounts received under this subtitle and amounts transferred to carry out the purposes of this subtitle; (subsection (f) requires that at least annually each State, local government and Indian Tribe or tribal organization that receives \$100,000 or more (during the fiscal year) in all types of Federal financial assistance must conduct an audit in accordance with the Single Audit Act, Public Law 98-502 (31 U.S.C. 75 and OMB Circular A-128). [675(c)(9)].
- (10) Permit and cooperate with Federal investigations undertaken in accordance with Section 679. [675(c)(10)].
- (11) Provide assurances that any community action agency or migrant and seasonal farmworker organization which received funding in the previous fiscal year under this Act will not have its present or future funding terminated under this Act unless after notice, and opportunity for hearing on the record, the State determines that cause existed for such termination subject to the procedures and review by the Secretary as provided in Section 676A.

For purposes of making a determination with respect to a funding reduction, the term 'cause' includes —

- (A) a statewide redistribution of funds under this subtitle to respond to —
  - (i) the results of the most recently available census or other appropriate data;
  - (ii) the establishment of a new eligible entity;
  - (iii) severe economic dislocation; and
- (B) the failure of an eligible entity to comply with the terms of its agreement to provide services under this subtitle. (675(C)(11) as amended by P.L. 101-501, Section 404).

- (12) In the case of a State which applied for and received a waiver from the Secretary under Public Law 98-189, provide assurances that funds will not be provided under this subtitle by such State organization to which such State made a grant under this subtitle in fiscal year 1984 unless such organization allows, before expending such funds, low-income individuals to comment on the uses for which such organization proposes to expend such funds (675(C)(12)).

---

**Walter J. Hickel, Governor**  
State of Alaska

---

Date

**STATE OF ALASKA**

**CERTIFICATION REGARDING LOBBYING**  
**Department of Health and Human Services**  
**Family Support Administration**

**COMMUNITY SERVICES BLOCK GRANT**

The undersigned certifies, to the best of his or her knowledge and belief, that:

(1) No Federal appropriated funds have been paid or will be paid by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.

(2) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.

(3) The undersigned shall require that the language of this certification be included in the award document for subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by Section 1352, Title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Title

\_\_\_\_\_  
Agency/Organization

\_\_\_\_\_  
Date

VI. EVIDENCE OF LEGISLATIVE PUBLIC HEARING

Please See Attached.

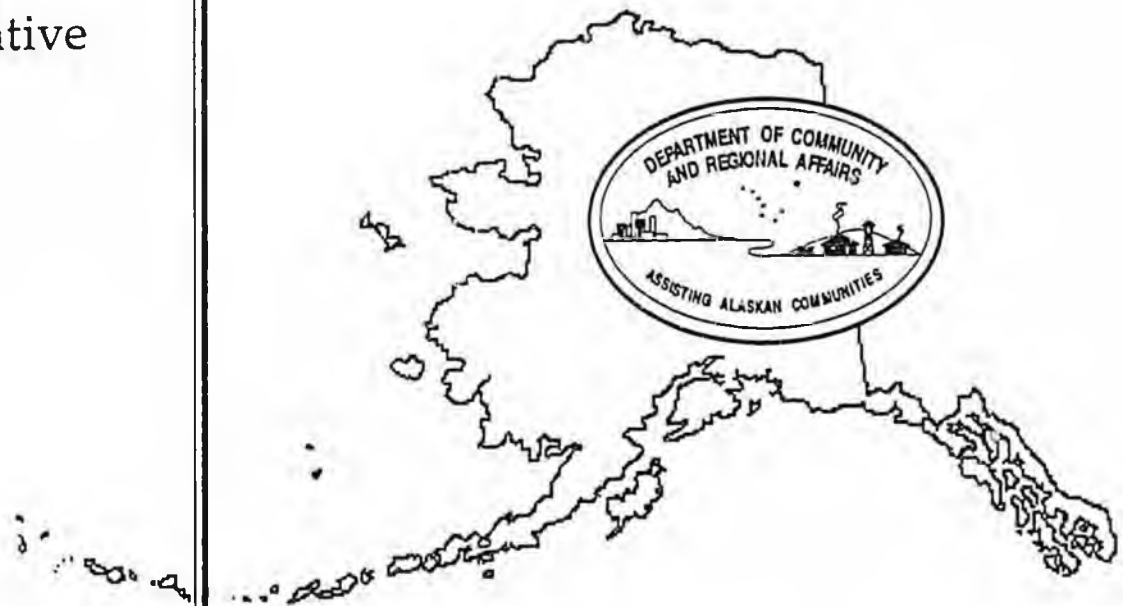
**R**ural  
**E**conomic  
**D**evelopment  
**I**nitiative

**C**ommunity  
**D**evelopment  
**B**lock  
**G**rant

**FY 1993**

## **Final Statement**

**Competitive Grant Program**



January 1993

State of Alaska  
Walter J. Hickel, Governor

Department of Community & Regional Affairs  
Edgar Blatchford, Commissioner