

ALASKA LEGISLATURE COMMITTEE FILES, 2003-2006 86 / 2

11728 SENATE COMMUNITY & REGIONAL AFFAIRS



DIVISION OF COMMUNITY ADVOCACY

Frank H. Murkowski, Governor

March 8, 2005

The Honorable Paul Seaton, Chair
House State Affairs Committee
Alaska State Capitol
Room 102
Juneau, AK 99801-1182

Dear Representative Seaton:

This is to follow up the House State Affairs Committee meeting of Saturday, March 5, 2005. During the Committee's review of CSHB 121(CRA), several references were made to testimony on the bill provided by Dan Bockhorst of this agency on March 1. A copy of that testimony is attached for your ease of reference.

During the hearing, statements were made that Mr. Bockhorst's analysis of HB 121 with regard to home-rule boroughs was in error and that home-rule boroughs already have the power through charter amendments to abolish service areas.

Upon further review, I believe that Mr. Bockhorst's testimony was accurate and reflected legitimate concerns regarding principles of local government.

If HB 121 takes effect, it will to make it easier for a select group of boroughs (second-class boroughs) to abolish and consolidate certain types of service areas. However, home rule boroughs would not have the same authority. We are basing our opinion on AS 29.35.450(d), which states that the service area provisions apply to a home rule or general law municipality, and AS 29.10.200(46) which lists the limitations on home rule powers. This list includes voter approval of alteration or abolishment of service areas as a limitation.

To my knowledge, it would be the first time that State law imposes greater restrictions on home-rule boroughs compared to some general-law boroughs.

The Honorable Paul Seaton
Page 2
March 8, 2005

While I believe that the testimony previously provided by Mr. Bockhorst, is accurate, we have asked the Department of Law to review our analysis of the matter and provide you with a statement to that effect or to clarify points on which we might have erred. I appreciate the opportunity to clarify concerns raised regarding information this agency has provided.

Sincerely,

DIVISION OF COMMUNITY ADVOCACY



Michael Black
Director

Enclosures: DCCED Testimony of March 1, 2005

cc/enc:

Representative Bill Thomas
Representative Carl Gatto
Representative Jim Elkins
Representative Bob Lynn
Representative Jay Ramras
Representative Berta Gardner
Representative Max Gruenberg
Marjorie Vandor, Assistant Attorney General
Department of Law

**Comments to House State Affairs Committee
Regarding CSHB 121(CRA)**

**By Dan Bockhorst
Department of Commerce, Community, and Economic Development**

March 1, 2005

Thank you Mr. Chairman and members of the Committee. For the record, my name is Dan Bockhorst, I am a Local Government Specialist with the Department of Commerce, Community, and Economic Development.

The Department endorses measures to give borough governments the flexibility needed to provide for the efficient delivery of services. This bill does that for second class boroughs.

However, the Department wishes to make two observations about this bill.

First, there is nothing unique about a second class borough that would suggest that the measures in the bill are needed for that particular class of borough, but not other classes of borough.

Consider, for example, the Ketchikan Gateway Borough. It is currently a second class borough. As such, the assembly of the Ketchikan Gateway Borough would gain needed flexibility under this bill. Yet, a petition is presently pending before the Local Boundary Commission that, if approved by the Commission and voters, would convert the Ketchikan Gateway Borough into a home rule borough. If that occurs, the Ketchikan Borough assembly would then lose the flexibility accorded to second class boroughs as the bill is currently written.

That leads me to my second observation. The bill, as written, gives greater flexibility and authority to a general law (second class borough) than it does to a home rule borough. Under Alaska's Constitution, home rule represents the maximum level of self-governance. I am aware of no instance where State law places a greater restriction on home rule local governments than it does on general law local governments. This bill would be the first in that regard. The provision seems contrary to the intent of home rule local government

Thank you for the chance to comment.

FISCAL NOTE

STATE OF ALASKA
2005 LEGISLATIVE SESSION

Fiscal Note Number: _____
 Bill Version: SB114
 () Publish Date: _____

Revision Date/Time (Note if correction): _____ Dept. Affected: Commerce
 Title: Service Areas in RDU: Comm Assist & Ec Dev (405)
Second Class Boroughs Component: Community Advocacy
 Sponsor: Community & Regional Affairs
 Requester: Senate Community & Regional Affairs Component No: 2703

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below

OPERATING EXPENDITURES	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
-----------------------------	--	--	--	--	--	--

CHANGE IN REVENUES ()						
-------------------------------	--	--	--	--	--	--

FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type--Do not abbreviate)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2005) cost: 00
 Mark this box (X) if funding for this bill is included in the Governor's FY 2006 budget proposal:

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

This legislation excludes second class boroughs from the provisions of AS 29.35.450 (c) if the borough assembly determines that the abolishment or consolidation of the services area(s) is necessary because of one of several conditions. This legislation has no fiscal impact on the operations of the division.

SB 114
Edgar Blatchford
Michael Black
Med Hooper
JUN.

Prepared by: Michael Black, Director Phone: 907.269.4540
 Division: Community Advocacy Date/Time: 3/8/05 2:53 PM
 Approved by: Edgar Blatchford, Commissioner Date: 3/8/2005
 Agency: Commerce, Community & Economic Development

SB

120

Alaska State Legislature



Out of Session:
PO Box 531
Golovin, Alaska 99762
(907) 443-5599

In Session:
State Capitol, Suite 510
Juneau, Alaska 99801-1182
(800) 597-3707
(907) 465-3707
(907) 465-4821 Fax

SENATOR DONALD C. OLSON

DISTRICT T

SPONSOR STATEMENT

SB 120

An act exempting the state of Alaska and its political subdivisions from daylight saving time.

Alakanuk
Ambler
Anaktuvuk Pass
Atkasuk
Barrow
Brevig Mission
Browerville
Buckland
Chevak
Deering
Diomedes
Elim
Emmonak
Gambell
Golovin
Hooper Bay
Kaktovik
Kiana
Kivalina
Kobuk
Kotlik
Kotzebue
Koyuk
Mountain Village
Noatak
Nome
Noorvik
Nuiqsut
Nunam Iqua
Pilot Station
Pitmegea Point
Point Hope
Point Lay
 Savoonga
Scammon Bay
Selawik
Shaktolik
Shishmaref
Shungnak
St. Mary's
St. Michael
Stebbins
Teller
Unalakleet
Wainwright
Wales
White Mountain

I have introduced this bill because of conversations with friends and constituents questioning the necessity for the state of Alaska to change our clocks twice a year for the "leap forward" and the "rolling back" that marks Daylight Saving Time.

The main complaint that I have heard associated with Daylight Saving Time is the disruption of sleeping habits. There have been numerous letters to the editor in the Anchorage Daily news over the years complaining about children and adults having difficulty adjusting to waking up an hour earlier than they have for 6 months. According to the National Sleep Foundation there is a 7% increase in accidents the day after Daylight Saving Time goes into effect.

The other complaint most often voiced is the annoyance people feel towards the changing of clocks in the households and offices. People simply do not enjoy the task and because of that often are against Daylight Saving Time.

I thank the committee for it's consideration and respectfully I urge your support on Senate Bill 120.

REPEAL DAYLIGHT SAVING TIME IN ALASKA NOW! THANK YOU.

LYNN WILLIS, EAGLE RIVER

APPENDIX THE DITTMAN RESEARCH POLL DATA

THE SURVEY QUESTION: In early April, Alaska switched to Daylight Saving Time. In October, we will adjust our clocks and switch back again. What is your opinion about that- do you support Alaska switching to Daylight Saving Time for the summer and then switching back in the fall, or should we leave our clocks the same throughout the year?

n=550

	UNSURE	SWITCH	KEEP SAME	BASE
		CLOCKS	ALL YEAR	
TOTAL	5%	37%	58%	100%

LOCATION	UNSURE	SWITCH	KEEP SAME	BASE
		CLOCKS	ALL YEAR	
RURAL	0%	30%	70%	11.1%
CENTRAL	7%	37%	56%	13.9%
SOUTH-CENTRAL	8%	26%	67%	23.0%
ANCHORAGE	4%	41%	55%	39.9%
SOUTHEAST	5%	55%	40%	12.1%

TIME IN ALASKA	UNSURE	SWITCH	KEEP SAME	BASE
		CLOCKS	ALL YEAR	
0-4 YEARS	0%	26%	74%	2.4%
5-9 YEARS	9%	46%	45%	5.0%
10-14 YEARS	9%	46%	45%	4.5%
15+ YEARS	5%	37%	59%	88.0%

AGE	UNSURE	SWITCH CLOCKS	KEEP SAME ALL YEAR	BASE
18-29 YEARS	4%	63%	33%	6.4%
30-44 YEARS	4%	42%	54%	22.3%
45-59 YEARS	5%	34%	61%	50.4%
60 PLUS	7%	32%	60%	20.9%

REGISTRATION	UNSURE	SWITCH CLOCKS	KEEP SAME ALL YEAR	BASE
DEMOCRAT	7%	40%	52%	15.0%
REPUBLICAN	4%	37%	60%	25.6%
NON-PARTISAN	5%	38%	57%	51.8%
OTHER	9%	24%	67%	7.6%

GENDER	UNSURE	SWITCH CLOCKS	KEEP SAME ALL YEAR	BASE
MALE	7%	35%	58%	52.5%
FEMALE	3%	40%	57%	47.8%

EMPLOYER	UNSURE	SWITCH CLOCKS	KEEP SAME ALL YEAR	BASE
FEDERAL	7%	25%	68%	7.5%
STATE	2%	36%	62%	9.7%
LOCAL	1%	41%	58%	11.2%
PRIVATE	5%	39%	56%	45%
NOT IN WORKFORCE	9%	36%	56%	26.6%

Haven Harris

From: Jerri Nagaruk [jerrinagaruk@hotmail.com]
Sent: Tuesday, March 08, 2005 2:30 PM
To: Sen. Donny Olson
Subject: RE: Donny's ulu news for March 7th, 2005

Donny,

I fully support your challenge to Daylight Savings Time. It has been a campaign of mine for many years. I even was responsible for a resolution to the Legislature from the Alaska Mayor's Conference years ago when I served on the Elm City Council. The resolution failed that time, but it needs to be addressed over and over again until we get rid of the noxious thing. In a place where we have continuous light and continuous darkness summer and winter respectively, just what do we think we're saving? The original intent, I believe, was to extend communication between east and west coast during the WWII. But with modern telecommunication and 24-hour Walmarts and Carrs stores, the concept is ludicrous! I hope they listen to you.

Jerri Nagaruk

From: "Sen. Donny Olson" <Senator_Donny_Olson@legis.state.ak.us>
To: <lsncols+ulunews@legis.state.ak.us>, "Peter Stein" <Peter_Stein@legis.state.ak.us>
Subject: Donny's ulu news for March 7th, 2005
Date: Mon, 7 Mar 2005 16:31:03 -0900

Okay,

So I forgot to attach the fun new ulu news for this week. Sorry about that.

Sen. Donny Olson
RM 510 State Capitol
Juneau, AK 99801
(800) 597-3707

Senator_Donny_Olson@legis.state.ak.us

Visit my site

<http://olson.akdemocrats.org> <<http://olson.akdemocrats.org/>>

<< 2005-03-07UluNews.pdf >>

Haven Harris

From: Bob & Geri Kottre [gkottre@gci.net]
Sent: Wednesday, March 09, 2005 12:28 PM
To: Bob Geri Kottre
Subject: daylight saving time ????????

I urge you to support HB 176 and SB 120 and rid us of this pesky unneeded daylight saving time. It does nothing bu disrupt our lives twice a year Like the bumper sticker says "We don't care how they do it outside"

Thank you

Robert J kottre
921 W 56th Ave
Anchorage, Ak
99518
Ph 907 651 8736

--
No virus found in this outgoing message.

Checked by AVG Anti-Virus.

Version: 7.0.308 / Virus Database: 266.7.1 - Release Date: 3/9/2005

ANCHORAGE, AK 99517
2518 COUSACK JR
WILLIAM HATELY
Sincerely,
W.H.

TIME.

I WISH TO LEAD MY SUPPORT TO SENATE BILL 120
AKU ACT EXEMPTING ALASKA FROM DAYLIGHT SAVINGS

BEAR SENATOR OLSON!

SENATOR DONNY OLSON
JUNEAU, ALASKA

3-9-05



BELUGA REALTY

110 Trading Bay Dr., Suite 120
Kenai, Alaska 99611
(907) 283-7473 (907) 283-7200 fax
e-mail: sbeluga@alaska.net

◆ ◆ ◆ ◆ ◆ ◆ ◆ ◆

FACSIMILE COVER SHEET

To: Senator Tom Wagner Fax #: 907-465-4779

From: Jeff Pasco Date: 3/3/05

Reference:
Thank you for co-sponsoring the
bill re: daylight savings time.
I don't have any statistics on OSHA or
NBB records of "spikes" in accident rates
the Monday & Tuesday following clocks
being set ahead, but I'll try to pin some
down -

As much as I hate to cite the Daily News -
here it is. -
Number of pages including cover 3 Once again

Thanks
Jeff Pasco

◆ ◆ ◆ ◆ ◆ ◆ ◆ ◆

As millions suffer sleep debt, experts say it's time

By STEVE EDWARDS
Anchorage Daily News

"Blessings on him who first invented sleep. It covers a man all over, thoughts and all, like a cloak.

"It is meat for the hungry, drink for the thirsty, heat for the cold and cold for the hot. It makes the shepherd equal to the monarch, and the fool to the wise."

— "Don Quixote" by Saavedra M. de Cervantes

Those were the words of Sancho Panza as he traveled with Don Quixote.

Today it appears many curse sleep instead of bless it. Millions of people worldwide fail to get the nightly sleep they need. If the body demands eight hours of sleep, people give it seven or six or five.

The American Academy of Sleep Medicine says there are at least 84 sleep disorders. More than 100 million Americans fail to get a good night's sleep; some studies indicate that 35 percent of the world's population suffers from insomnia.

Sleep isn't a luxury, but many people see it that way.

"Sleep is very, very important," said Dr. Anne Morris of Providence Alaska Medical Center's Sleep Disorders Center. "The quality of sleep can determine the safety and the quality of our waking lives."

While many people may recall their parents' or grandparents' admonition of "Early to bed, early to rise," few really understand sleep.

And that includes the medical community.

"No one really knows why we sleep or why different species require different amounts of sleep," said Dr. Norman Wilder, vice president of medical affairs for Alaska Regional Hospital and a sleep expert. "Why can't you just sit in your

recliner chair and relax? No one knows.

"What is it about the brain that it shuts off and puts the body to sleep? We don't have answers, but we do know that it must happen."

While scientists and doctors continue researching sleep, they understand its value.

Throughout a night of sleep, the body goes through a variety of stages in cycles that last from 90 to 120 minutes. Those stages include light sleep, deep sleep and REM, or rapid-eye movement, sleep. Generally, intense dreaming occurs during REM sleep due to increased

Our brain is more active during dream-sleep cycles than it is while we are awake. It has a 40 percent higher blood flow.

— Dr. Anne Morris of Providence Alaska Medical Center's Sleep Disorders Center

cerebral activity.

"There is a rhythmic shifting, from lighter stages to deeper stages, all night long," said Jerry Trudden, clinical manager of Providence's Sleep Disorders Center. "The body, mind and intellect all need restoration."

Sleep provides the body the time it needs to rest and repair, Morris said. During deep sleep, also called delta sleep, the body produces growth hormones, she said. While that's obviously critical for children, she said adults can't cut short their deep sleep.

The body's immune system is working at its maximum capacity, "checking for anything that might go amiss," she said. It's also the time tissues undergo repair and blood pressure and heart rate are lower, allowing the circulatory system to rest.

Many researchers say the brain processes information during sleep, especially during REM stages. Some say short-term memory is converted to long-term memory during this stage.

"Our brain is more active during dream-sleep cycles than it is while we are awake," Morris said. "It has a 40 percent higher blood flow."

DANGERS

So the body and mind are busy during sleep. In addition to feeling refreshed after a good night's sleep, the body is healthier.

So what happens if we rob ourselves of needed sleep?

Wilder cites a clinical study done with rats as an example. He said scientists purposefully kept rats from sleep. After a short amount of sleep deprivation, the rats died.

"There is no reason to believe that extreme sleep deprivation wouldn't have extreme adverse effects on (people)," he said. "If we were physically kept from sleep, we would probably die."

While few are likely to fall over and die like rats, sleep experts say vehicle and occupational accidents are frequently due to sleep deprivation. The U.S. National Highway Traffic Safety Administration cites drowsiness as a factor in 100,000 police-reported crashes annually, involving 76,000 injuries and 1,500 deaths.

"In the past, when someone was driving drunk, people made jokes about it," Morris said. "Now it's illegal and

See Page G-5, SLEEPY

Anchorage Daily News

more time in their lives for sleep

SLEEPY: Americans need to

Continued from G-1

considered morally reprehensible.

"Driving sleepy is equally reprehensible because it's equally preventable."

She said when the brain is tired enough, it will automatically go into "microsleep" mode. It will simply shut down for a second or a few seconds. Most people notice it when the head drops down and then snaps back as the person wakes up.

There are other health concerns.

Recent studies suggest that chronic sleep loss is a risk factor for diabetes.

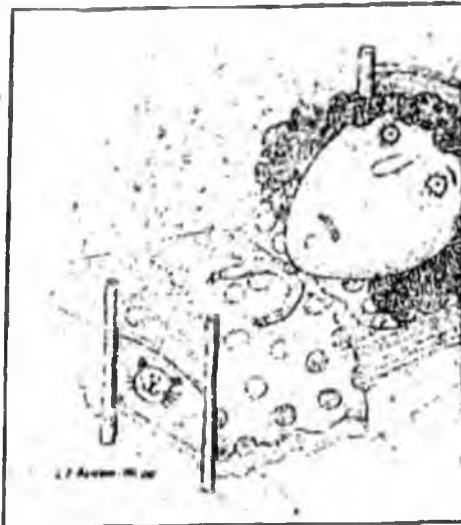
Morris said a study conducted in Chicago involved healthy young adults. They were cut to five hours of sleep nightly for a few weeks. The participants were subject to more colds, viral infections and were pushed into a higher risk of diabetes.

Additionally, with sleep loss there is frequently increased hunger and appetite. So, sleep loss could be connected with weight gain and obesity, another epidemic in the United States.

There are even larger societal concerns. Morris said disasters involving the Exxon Valdez, the Chernobyl nuclear facility, the Challenger space shuttle and the Three Mile Island nuclear power plant were all partially attributable to lack of sleep.

PROBLEM AREAS

While there are dozens of sleep disorders, the most com-



L. E. HANSON / Minneapolis Star Tribune

mon is insomnia. Most people have suffered occasional insomnia, which is generally considered to be trouble falling asleep or staying asleep. It is often grouped into two categories, transient and persistent insomnia.

Transient insomnia lasts a few days to a month. It is frequently brought on by excitement or stress. Travel, especially across several time zones, can also bring on transient insomnia.

Chronic or persistent insomnia can be caused by a number of factors. Those include lifestyle, psychological factors, environmental factors and physical and psychiatric illness.

Another common cause of sleeplessness is snoring. While the non-snorer may be kept

time for sleep," Trodden said. "A lot of people regard it as a waste of time. The body and mind must restore themselves if we are to go forward in a healthy way."

"It is a necessary part of life." Of course, it's not always easy. At times, it's even difficult to pinpoint how much sleep is the right amount of sleep.

Wilder said study after study supports the idea of eight hours of sleep for adults. Children need more sleep than adults. Information from the American Academy of Sleep Medicine indicates that 85 percent of today's teens are not getting enough sleep. In fact, 26 percent are getting six or fewer hours of sleep on school nights.

awake by the noise, the snorer may be suffering from obstructive sleep apnea. People with OSA suffer brief periods of asphyxia during sleep, followed by periods of hyperventilation.

"The patients we see the most have interrupted breathing during sleep," Trodden said. "Mild snoring is just positional; obstructive sleep apnea is different. It causes pauses in breathing, then the person wakes up. The person doesn't spend much time in restorative sleep."

"That's something that needs to be corrected and can be corrected."

WHAT CAN WE DO?

Quite simply, get enough sleep.

"We have to budget more

When people get only six to seven hours of sleep a night, they begin accumulating sleep debt. By the end of the workweek or school week, a person could have accumulated five to 10 hours or more of debt. That will usually result in sleeping in on weekend mornings.

"If you always need an alarm clock to wake up; if you can't get started in the morning without a pot of coffee; if you sleep in on weekends; if you always nap a lot, that suggests you are carrying a lot of sleep debt," Morris said. "While we might be able to make it up spending the weekends sleeping, it would be better if we just went to bed earlier."

Following a program of sleep hygiene can help over-

come sleep problems. Sleep hygiene refers to good lifestyle and dietary habits that encourage sleep. It includes following a consistent sleep-wake pattern; avoiding caffeine, nicotine and alcohol before bedtime; getting regular exercise; and using the bedroom only for sleep and sex.

Morris, who said the Providence clinic sees up to 250 patients a month, said there is good news about sleep disorders.

"The great majority of sleep disorders are recognizable and highly treatable," she said. "People need to get seen and get a correct diagnosis."

Special sections editor Steve Edwards can be reached at sedwards@adn.com or 257-4316.

P-1

907 283 7200

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Oct 31 04 02:21a

Daily News Letters



"Iran is at the top of the hit list" speech. Great. We get our foreign policy directly from the president. I suppose that if we don't support every word this corporate shill says, then we're unpatriotic. Shame, shame, shame on us.

— John Stinson
Big Lake

Kings still tax subjects to fund war

Is there anything new under the sun? We say "God bless you" when someone sneezes, a use of an old medieval belief that one's soul will leave their body during a sneeze. Kings still tax their subjects to pay for wars they could not settle by humane means. Kings still send millions on parties, parading what they have armed.

Is there anything new under the sun?

— Tamra Ann Sheldon
Eagle River

Convention center is a good deal won't cost taxpayers a dime

I'm involved in tourism, although only 20 percent of my job is related to the visitor industry and it is freight. Our new convention center will be paid for by the bed tax. Hoteliers, the only people directly affected, have virtually unanimously approved the increase.

ketball. Jack, or "Doc," as he was known by his teammates, was an extremely intense competitor. When his doctoring duties didn't interfere, he played for years on Barrett's recreational team. This team traveled throughout the state of Alaska and played under the guidance of an old-time Anchorage athlete, Earl Ramp. Doc was not only a fierce competitor but a vocal perfectionist. His competitive spirit helped make Barrett's a winning team. I'm sure he's now coaching and playing with Heaven's Hoopsters.

— Bill Brokaw
Anchorage

Enough! 'Salvation through taxes' only fattens up the general fund

Enough already! Who's kidding who here? All the reasons for the new tax on cigarettes sound good. But when it's all said and done, this new trend of "salvation through taxation" just puts money in the general fund, and it doesn't go where the politicians say it will. Big surprise there! Whether you smoke or drink, or not, is not the issue here. Something you do or like may be next. Maybe a tax on every salmon you catch, who knows?

— Joe Conte
Kenai

Daylight-saving time saves nothing, including energy or daylight

To date, the Legislature has once again failed to address the public annoyance of daylight-saving time. A Dittman survey conducted in April 2004 showed that 58 percent of Alaskans support repeal. Only 37 percent favor continued use of DST (see Web site www.endalaskadaylightsaving.com). I think it's time that the 37 percent convince the rest of us why we should continue to "save daylight" in the "land of the midnight sun."

The purpose of using daylight-saving time is to save energy. I recently contacted Enstar, Chugach Electric, Matanuska Electric and the Regulatory Commission of Alaska. Each told me that use of daylight-saving time is not important to energy consumption in Alaska. Energy usage in Alaska depends on temperature and darkness. Of course daylight saving doesn't save any daylight. If by fiddling with your clock you delay sunset, you will then delay sunrise the next morning. The period of light and dark remains unchanged.

Daylight-saving time is not intended to benefit commerce. Please remember Alaska does business with nations, provinces and other states that do not use daylight-saving time.

Again, please contact your legislator and ask him or her to demand a full debate of this issue.

— Lynn Willis
Eagle River

Juneau took the capital from Sitka, so why complain about moving #2

W
A
N
O
I
G

fax to: 465-3517

324-05

Senator Gary Stevens
Community + Regional Affairs Committee

Dear Senator Stevens,

Senate Bill 120, Eliminate Daylight Saving Time, has been referred this committee. I'm writing to urge you to hear this bill and support it. Several years ago the legislature consolidated the 4 time zones that Alaska spans into 1. This inconvenienced many folks statewide. However, it was deemed to be of greater benefit in order that the entire state be on the same time. This action moved clocks forward 1 hour in southcentral Alaska - the equivalent of having daylight saving time year-round. Now with daylight saving time the clock moves forward an additional hour which creates a great imbalance to the days of spring and fall. During the long days of summer daylight saving time is definitely not an advantage. The problem I've just described magnifies as you move west.

Please, give us a break and eliminate daylight saving time - or, return us to our former time zones.

Yours truly,
Leon Osowski
Mike & Boy ACR
Alexander Creek, AK. 99695

To the Alaska State Legislature Senate Bill 120 4/12/05
Concerning Alaska Standard Time year-round

This letter is to register my objection to keeping Alaska on standard time year-round. The Bill if passed, would make doing business between Alaska and the lower 48 states more difficult. It would reduce after hour recreational activities, and would impact travel to and from Alaska. Here are some examples of the potential problems that would occur 7 months out of the year:

1. After-work recreational opportunities such as fishing, softball, baseball, football, hiking soccer, etc will lose an additional hour of evening daylight. This would definitely impact Southeast Alaska in particular, and the rest of Alaska during late summer and fall. Communities have put millions of dollars into the construction of outdoor recreational facilities that would see less use if this Bill were passed.
2. Businesses with suppliers and home offices in the lower 48 states would lose an additional hour of communication time.
3. Communication with Washington D.C. would be reduced by an additional hour
4. Stockbrokers, financial institutions, and people in general that deal with the New York Stock Exchange, would have to get up an hour earlier to deal with the opening of the stock market.
5. Tourist crossing the borders into Alaska would have to change their watches back 2 hours instead of 1 hour.
6. People flying south in the morning with connecting flights out of Seattle would have to get up an hour earlier. This would be a real irritant. Also people traveling outside would face increased jet lag even traveling to the west coast.
7. Telephone contact with relatives in the lower 48 would be reduced by an additional hour.

There is a miss-perception in other parts of the State that the Governor and the legislature had the time zone changed in the early 1980's just to accommodate Juneau. This is not true. Prior to the change, Southeast Alaska was on Pacific Time, Yakutat was on Yukon Time, the rail-belt was on Alaska/Hawaii Time and western Alaska was on Aleutian Time. So everyone in the state had to make an adjustment except for Yakutat. This however, did put 95% of the states population on one time zone and made a major improvement in communication throughout the state.

City of North Pole
Office of the Mayor

Fax Memo

To: Senate Community & Regional Affairs Fax: 488-3348
From: Mayor Jeff Jacobson Fax: 488-3002
Date: April 12, 2005
Re: SB 120 & HB 176 Pages sent: 1

The City of North Pole derives no benefits by participating in the Daylight Savings Time program. Changing the time every sixth months is disruptive to sleep and work schedules for workers and school children. There is an added cost to adjust clocks on the city's fleet of vehicles, telephone systems, and office clocks twice a year. I strongly recommend the passage of SB 120 and HB 176.



Jeff Jacobson, Mayor

125 Snowman Lane
North Pole, Alaska 99705
488-2281 office
488-5755 home
mayor@northpolealaska.com



Alaska State Legislature

Please enter into the record my testimony to the SCRA Committee
committee name

Committee on SB. 120, dated 4-13-05
bill # / subject public hearing date

I oppose Daylight Savings
Time for Alaska. It is very
hard to get school-age children
to go to sleep one hour earlier
~~this~~ time of year. Spring Fever
is bad enough. We have plenty
of Daylight anyway.

Signed: William O. West D.C.
Testifier

Self & Family
Representing (optional)

138 W. Marydale
Address

907-262-9171, 262-5670
Phone number

CORRECTION

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Department of Education & Early Development
State of Alaska

To the Alaska State Legislature Senate Bill 120 4/12/05
Concerning Alaska Standard Time year-round

This letter is to register my objection to keeping Alaska on standard time year-round. The Bill if passed, would make doing business between Alaska and the lower 48 states more difficult. It would reduce after hour recreational activities, and would impact travel to and from Alaska. Here are some examples of the potential problems that would occur 7 months out of the year:

1. After-work recreational opportunities such as fishing, softball, baseball, football, hiking soccer, etc will lose an additional hour of evening daylight. This would definitely impact Southeast Alaska in particular, and the rest of Alaska during late summer and fall. Communities have put millions of dollars into the construction of out door recreational facilities that would see less use if this Bill were passed.
2. Businesses with suppliers and home offices in the lower 48 states would lose an additional hour of communication time.
3. Communication with Washington D.C. would be reduced by an additional hour
4. Stockbrokers, financial institutions, and people in general that deal with the New York Stock Exchange, would have to get up an hour earlier to deal with the opening of the stock market.
5. Tourist crossing the borders into Alaska would have to change their watches back 2 hours instead of 1 hour.
6. People flying south in the morning with connecting flights out of Seattle would have to get up an hour earlier. This would be a real irritant. Also people traveling outside would face increased jet lag even traveling to the west coast.
7. Telephone contact with relatives in the lower 48 would be reduced by an additional hour.

There is a miss-perception in other parts of the State that the Governor and the legislature had the time zone changed in the early 1980's just to accommodate Juneau. This is not true. Prior to the change, Southeast Alaska was on Pacific Time, Yakutat was on Yukon Time, the rail-belt was on Alaska/Hawaii Time and western Alaska was on Aleutian Time. So everyone in the state had to make an adjustment except for Yakutat. This however, did put 95% of the states population on one time zone and made a major improvement in communication throughout the state.

If it is decided that Alaska should be on one time year-round, than make it Alaska daylight savings time (pacific standard time). You would still accomplish one of the objectives of this Bill, not having to change your clock back and forth twice a year, but you would also eliminate the examples identified above. The most positive impact with daylight saving time would be that 5 months out of the year Alaska would be on the same time as the rest of the West coast, and an hour closer to the heartland and the eastern seaboard.

After talking to several stockbrokers, businessman, and people in the financial and tour industry, the common response was "Why Do We Want To Put Alaska Further Behind The Rest Of The Nation 7 Months Out Of The Year". They did say however, that they would be mildly supportive of staying on Alaska daylight saving time year-round, because it would bring us closer to the lower 48 states 5 months of the year.

Thanks you for taking the time to listen to my concerns


Rich Poor

P.O. Box 240176
Douglas, Alaska 99824

City of North Pole
Office of the Mayor

Fax Memo

To: Senate Community & Regional Affairs Fax: 488-3348
From: Mayor Jeff Jacobson Fax: 488-3002
Date: April 12, 2005
Re: SB 120 & HB 176 Pages sent: 1

The City of North Pole derives no benefits by participating in the Daylight Savings Time program. Changing the time every sixth months is disruptive to sleep and work schedules for workers and school children. There is an added cost to adjust clocks on the city's fleet of vehicles, telephone systems, and office clocks twice a year. I strongly recommend the passage of SB 120 and HB 176.



Jeff Jacobson, Mayor

125 Snowman Lane

North Pole, Alaska 99706

488-2281 office

488-5755 home

mayor@northpolealaska.com



Alaska State Legislature

Please enter into the record my testimony to the SCRA Committee
committee name

Committee on SB. 120, dated 4-13-05
bill # / subject public hearing date

I oppose Daylight Savings
Time for Alaska. It is very
hard to get school-age children
to go to sleep one hour earlier
~~this~~ time of year. Spring Fever
is bad enough. We have plenty
of Daylight anyway.

Signed: William O. West D.D.
Testifier

Self & Family
Representing (optional)

138 W. Marylande
Address

907-262-9171, 262-5670
Phone number

Trust
SB 161

Copy -
to parties or
witnesses

2nd Class Borough - down almost to parties or
witnesses
example, cities within Borough to
avoid "stalking the target".

Examples - 2nd Class Borough
FNSB =

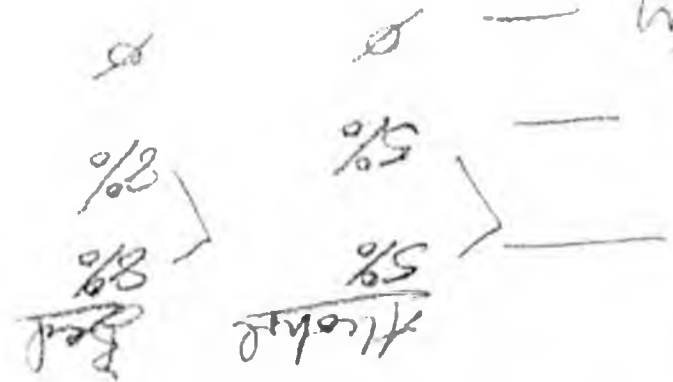
(1) FNSB

City of Haverhill

No. Rio City

(2) Koadak

Gen. Salarial
0
1% applies
to all
(other than bonds)



(1) Non area wide = outside city (FNSB Borough only)

area wide = include city for some of borough boundaries

Committee = good to remove
tax and force re-election in statutory
process = good to remove
that FNSB tax was raised
showing voiding the

TABLE 1

2004 Municipalities: Class, Populations and Tax Types - continued

Municipality	Type of Municipality	Population	Property Tax	Sales Tax	Special Tax
Iloona	First Class City	850	No	5%	No
Hooper Bay	Second Class City	1,109	No	4%	No
Houston	Second Class City	1,351	Yes	2%	No
Hughes	Second Class City	64	No	No	No
Huslia	Second Class City	284	No	No	No
Hydaburg	First Class City	369	No	4%	No
Juneau, City & Borough of	Unified Home Rule	31,246	Yes	5%	7% Bed Tax/ 3% Liquor Tax/ \$ 30/pack Tobacco Tax
Kachemak	Second Class City	478	Yes	No	No
Kake	First Class City	683	No	5%	No
Kaktovik	Second Class City	295	No*	No	No
Kallag	Second Class City	223	No	No	No
Kasaan	Second Class City	57	No	No	No
Kenai	Home Rule City	7,123	Yes	3%	No
Kenai Peninsula Borough	Second Class Borough	51,398	Yes	2%	No
Ketchikan	Home Rule City	7,989	Yes	3.50%	6% Bed Tax
Ketchikan Gateway Borough	Second Class Borough	13,533	Yes	2%	4% Bed Tax
Kiana	Second Class City	408	No	2%	No
King Cove	First Class City	725	No	4%	4% Seafood Prod/Business impact tax-flat rate
Kivalina	Second Class City	388	No	NR	No
Klawock	First Class City	847	No	5.50%	6% Bed Tax
Kobuk	Second Class City	125	No	No	No
X Kodiak	Home Rule City	6,113	Yes	6%	5% Bed Tax
X Kodiak Island Borough	Second Class Borough	13,797	Yes	No	9.25 mill Severance Tax/5% Bed Tax
Kotlik	Second Class City	605	No	3%	No
Kotzebue	Second Class City	3,070	No	6%	6% Bed Tax/ 6% Alcohol Tax
Koyuk	Second Class City	341	No	2%	No
Koyukuk	Second Class City	108	No	No	No
Kupreanof	Second Class City	30	No	No	No
Kwethluk	Second Class City	709	No	5%	No
Lake & Peninsula Borough	Home Rule Borough	1,627	No	No	2% Haw Fish Tax/Guide Fees/6% Bed Tax
Larsen Bay	Second Class City	96	No*	3%	No
Lower Kalskag	Second Class City	267	No	NR	NR
Manokotak	Second Class City	405	No	2%	No
Marshall	Second Class City	365	No	4%	No
Matanuska-Susitna Borough	Second Class Borough	67,526	Yes	No	5% Bed Tax
McGrath	Second Class City	405	No	No	No
Mekoryuk	Second Class City	205	No	2%	No
Metlakatla	Federal Law	1,397	No	No	No
Mountain Village	Second Class City	753	No	3%	No
Napakiak	Second Class City	380	No	3%	No
Napaskiak	Second Class City	424	No	No	No
Nenana	Home Rule City	385	Yes	4%	No
New Stuyahok	Second Class City	491	No	No	No
Newhalen	Second Class City	171	No	2%	NR
Nightmute	Second Class City	229	No	2%	No
Nikolai	Second Class City	123	No	No	No
Nome	First Class City	3,414	Yes	5%	4% Bed Tax
Nondalton	Second Class City	216	No	NR	No
Noorvik	Second Class City	648	No	3%	No
X North Pole	Home Rule City	1,609	Yes	4% 3%	No (raised to 4% 2004)
North Slope Borough	Home Rule Borough	7,228	Yes	No	No
Northwest Arctic Borough	Home Rule Borough	7,293	No	No	No
Nuiqsut	Second Class City	416	No*	No	No

Note: Municipal populations are from the State Department of Labor

* Indicates that City does not levy property tax, but Borough in which City is located does

TABLE 1

2004 Municipalities: Class, Populations and Tax Types

Municipality	Type of Municipality	Population	Property Tax	Sales Tax	Special Tax
Adak	Second Class City	74	No	3%	2% Fuel Transfer Tax
Akhiok	Second Class City	51	No*	No	No
Akiak	Second Class City	346	No	No	No
Akutan	Second Class City	787	No	NR	NR
Alakanuk	Second Class City	663	No	No	No
Aleknagik	Second Class City	235	No	5%	5% Bed Tax
Aleutians East Borough	Second Class Borough	2,688	No	No	2% Raw Fish Tax
Allakaket	Second Class City	95	No	No	No
Ambler	Second Class City	291	No	3%	No
Anaktuvuk Pass	Second Class City	319	No*	No	No
Municipality of Anchorage	Unified Home Rule	273,565	Yes	No	6% Bed Tax & Car Rental/15% Tobacco Tax/Arctic (Flat)
Anderson	Second Class City	377	No	No	8% Utility Tax
Angoon	Second Class City	507	No	3%	3% Bed Tax
Aniak	Second Class City	541	No	2%	No
Anvik	Second Class City	105	No	No	No
Atka	Second Class City	94	No	No	2% Raw Fish Tax/ 10% Bed Tax
Atkasuk	Second Class City	228	No*	No	No
Barrow	First Class City	4,412	No*	No	No
Bethel	Second Class City	5,886	No	5%	3% Bed/5% Alcohol/5% Gaming/MVRT
Bettles	Second Class City	32	No	No	\$ 02/gal Fuel Transfer Tax
Brevig Mission	Second Class City	313	No	3%	No
Bristol Bay Borough	Second Class Borough	1,103	Yes	No	3% Raw Fish Tax/10% Bed Tax
Buckland	Second Class City	409	No	6%	No
Chefornak	Second Class City	434	No	2%	2% Raw Fish Tax
Chevak	Second Class City	883	No	NR	No
Chignik	Second Class City	91	No	No	1%salmon tax/1% other seafood
Chuathbaluk	Second Class City	102	No	No	No
Clarks Point	Second Class City	66	No	NR	No
Coffman Cove	Second Class City	164	No	No	No
Cold Bay	Second Class City	95	No	No	8% Bed Tax/\$ 04/gal Fuel Tax
Cordova	Home Rule City	2,298	Yes	6%	6% Bed Tax/6% Vehicle Rental Tax
Craig	First Class City	1,495	Yes	5%	6% Liquor Tax
Deering	Second Class City	131	No	3%	No
Delta Junction	Second Class City	963	No	No	No
Denali Borough	Home Rule Borough	1,917	No	No	Sev. Tax \$ 05/yd gravel-\$ 05 ton coal \$ Bed Tax 7%
Dillingham	First Class City	2,390	Yes	6%	10% Bed Tax / 10% Liquor Tax/6% Gaming
Diomedea	Second Class City	137	No	3%	No
Eagle	Second Class City	126	Yes	No	No
Eek	Second Class City	290	No	2%	No
Egegik	Second Class City	82	No	No	2% Raw Fish Tax
Ekwok	Second Class City	128	No	No	No
Elim	Second Class City	342	No	2%	No
Emmonak	Second Class City	758	No	NR	No
X Fairbanks	Home Rule City	29,002	Yes	No	8% Bed Tax/ 5% Alcohol Tax/ 8% Tobacco Tax
X Fairbanks North Star Borough	Second Class Borough	82,131	Yes	No	8% Bed Tax + 5% alcohol - 2004 vote
False Pass	Second Class City	69	No	2%	6% Bed Tax
Fort Yukon	Second Class City	560	No	3%	No
Galena	First Class City	744	No	3%	No
Gambell	Second Class City	647	No	3%	No
Golovin	Second Class City	156	No	No	No
Goodnews Bay	Second Class City	244	No	No	No
Graying	Second Class City	162	No	No	No
Gustavus	Second Class City	473	No	2%	4% Bed Tax as of 4-1-04
Haines Borough**	Home Rule Borough	2,319	Yes	5.5%	4% Bed Tax/4% Tour Tax
Holy Cross	Second Class City	204	No	No	No
Homer	First Class City	5,865	Yes	3.50%	No

Note: Municipal populations are from the State Department of Labor

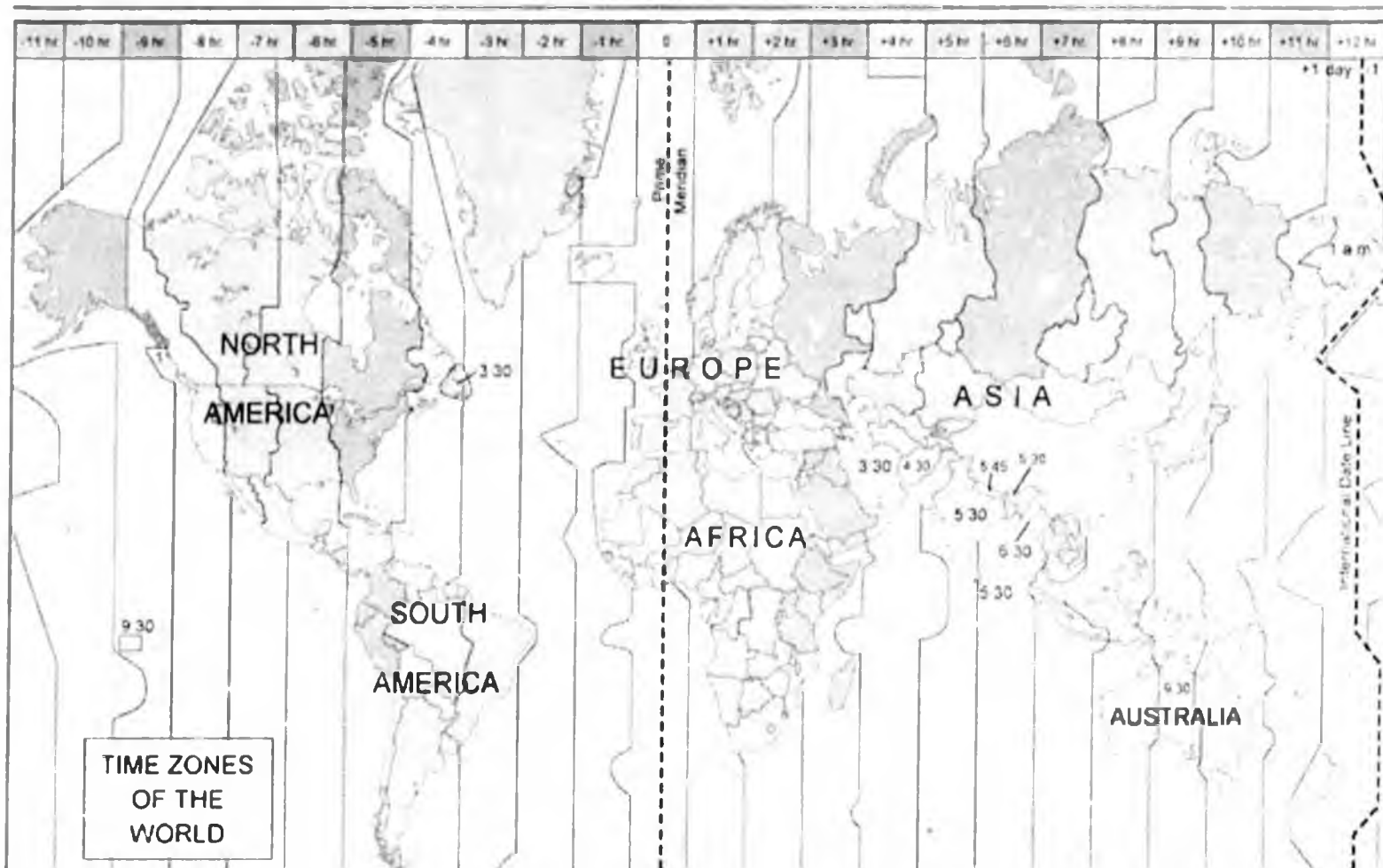
*Indicates that City does not levy property tax, but Borough in which City is located does

** The City of Haines and the Haines Borough consolidated in 2002, into a single Home Rule Government

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World Time Zones Map



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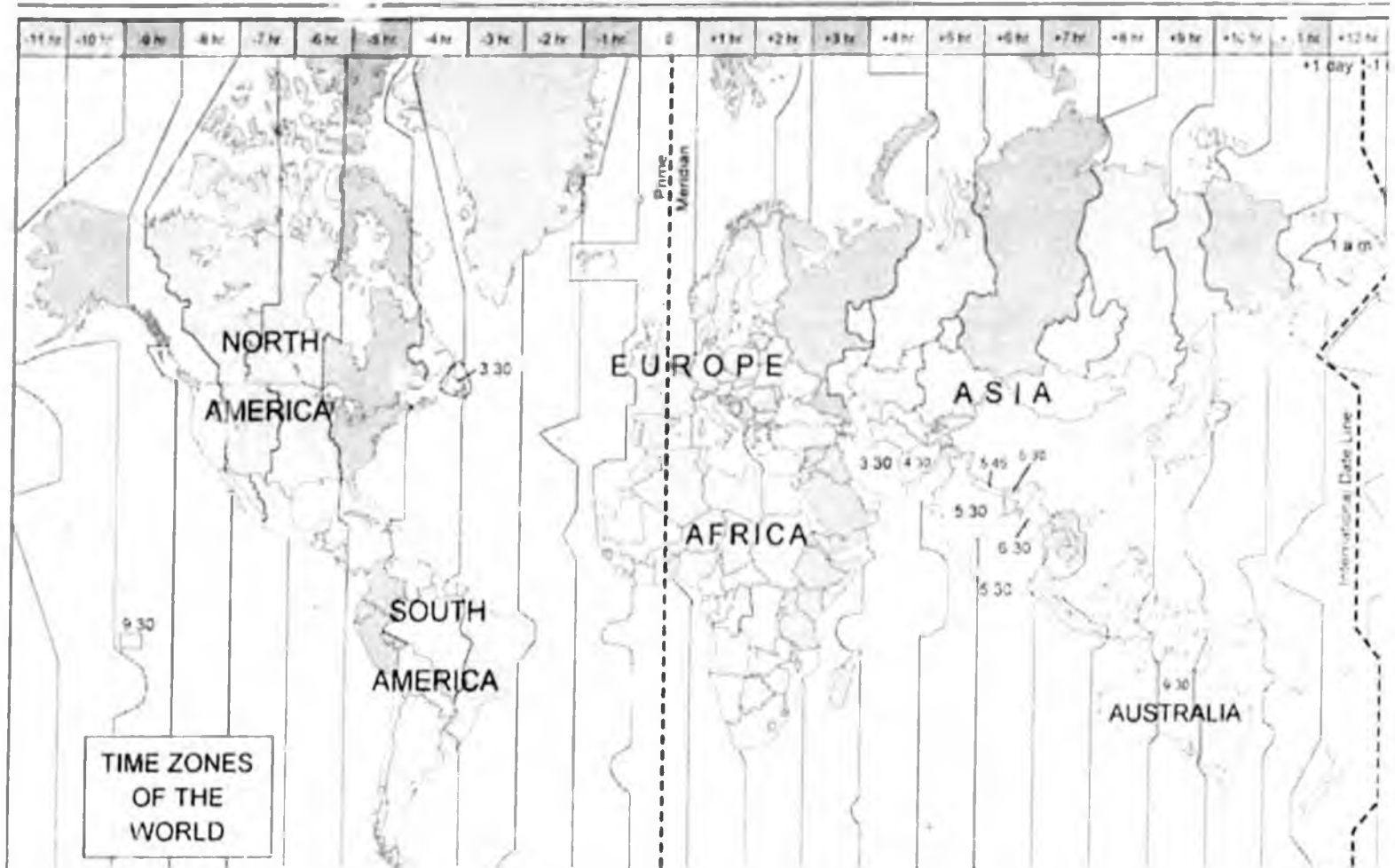
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Keeping Time in Alaska: National Directives, Local Responses

by Frank Norris

[Note: an article with an abridged version of this paper was published in the *Alaska History Journal* in 2002.]

World populations have become increasingly concerned about time in recent years. Industrial progress, to a large extent, has been based on the success of innovations that have saved time and increased productivity, and great empires have been judged on their collective abilities to effectively harness time to their advantage. In much of the world, the establishment of time zones was a simple, straightforward process, and major changes in how residents have kept time have been rare and related primarily to wars, energy crises, and the imposition of daylight savings time. In Alaska, however, the issue of time measurement appears to resurface with some regularity. A variety of issues central to Alaska history—including political unity, economic allegiances, and technological development—have all been manifested in locally-generated movements to change time zones. To understand the various changes in how Alaska has measured time provides a broad overview of themes long prevalent in Alaska's history. The intent of this study is to lay a basis for gaining that understanding.

A. Traditional Timekeeping

Until fairly recently, people throughout the world—Alaskans included—gave little or no thought to measuring the time of day. People involved in agricultural, animal husbandry, or other primary occupations typically followed what anthropologists call "P-time"—that is, they rose with the sun and carried on their daily activities until dusk. When the sun set, some people responded by lighting a fire or a candle, while others went straight to bed.

By the mid-eighteenth century, when the first European explorers began visiting Alaska's shores, European clockmakers had designed timepieces that could trace the hours and minutes with remarkable accuracy.¹ Some in the commercial sphere, on both sides of the Atlantic, followed "M-time" and lived according to schedules and appointments. Most people, however, cared little about the exactness of time; in 1790, for example, fewer than 10 percent of Americans had a clock of any kind in their homes, and most of those clocks had no minute hand.²

Society's casual attitude toward time was also reflected in the consistency, or lack of consistency, between the time kept in various adjacent communities. In lieu of time zones, people kept time on the basis of longitude. Because the world was divided into 360 degrees of longitude, the sun took one hour to cross each 15 degrees of longitude. Based on that system, which prevailed throughout the world until the mid-19th century, clocks in Wrangell, Alaska, located at 132

¹ G. J. Whitrow, *The Nature of Time* (New York, Holt, Rinehart and Winston, 1972), 87.

² Michael Lemonick, "The Riddle of Time," *Time*, December 27, 1999, 144. A discussion of "P-time" (polychronic time) and "M-time" (monochronic or linear time) is included in W. A. Douglas Jackson, *The Shaping of Our World: A Human and Cultural Geography* (New York, John Wiley and Sons, 1985), 527-29.

degrees West, would (for example) strike noon twelve minutes before those located in Sitka, located at 135 degrees West. This system proved slightly vexing to those who traveled long distances, such as ship captains and commercial traders. Most people, however, traveled little; thus there was little pressure to change the existing state of affairs.

Between the mid-18th and mid-19th centuries, Russian Americans maintained a calendar that was distinctly different than that of other North Americans. Most of the continent's residents used the Gregorian calendar. But Russia, which followed the precepts of the Orthodox Church, had never adopted the Gregorian calendar, and Russian America, on the far eastern edge of the Russian Empire, adhered to the same calendar days that were observed in Moscow and St. Petersburg. Russian America's adherence to the Julian (or "Old Style") calendar caused few difficulties so long as the colony's only visitors hailed from Petropavlovsk and Vladivostok. But when Spanish explorers and American traders arrived, confusion reigned. To cite a possible nineteenth-century scenario, British sailors who arrived in Sitka on Monday, August 22 (according to their calendars) would expect to trade with local merchants and meet with government officials. But Sitkans glanced at their calendars and saw that it was Sunday, August 10; to them, a day of rest was in order.³ This confusion continued, in Sitka and elsewhere, as long as Alaska remained a Russian colony.⁴

When the United States government bought Alaska in 1867, local residents quickly adopted the Gregorian calendar, and all calendars moved ahead almost two weeks. Each Alaskan town, however, continued to observe the same time of day that it had previously. This state of affairs caused little controversy in Alaska, where most towns were separated from each other by several hours (or several days) of traveling time.

B. Adopting a Standard Time System

In the United States and Canada, the increasing popularity of the railroad demonstrated that the former method of keeping time—with each town keeping its own "official time"—demanded modernization. By the 1850s, railroad networks had grown so large that each carrier, to guarantee the safety of its trains at intersections, had adopted its own time standard. In cities that were served by more than one railroad, travelers learned that there might be several "official" time clocks in the town's railroad station—one for each railroad—in addition to the clock that local residents used.⁵ Problems attendant with this state of affairs multiplied in 1869, when the first transcontinental railroad was completed.

³ Derek Howse, *Greenwich Time and the Longitude* (London, Oxford Univ. Press, 1997), 153. The Russian Orthodox church did not adopt the Gregorian calendar until 1924. Peter Coveney and Roger Highfield, *The Arrow of Time* (New York, Fawcett Columbine, 1990), 43.

⁴ David Hunter Miller, *The Alaska Treaty* (Kingston, Ont., Limestone Press, 1981, pp. 7, 12, 32, and 130-31) shows that numerous documents consulted prior to the Alaska treaty's signing showed both Julian and Gregorian dates; for example, the Sitka signing ceremony took place on October 6-18, 1867. To Russians, the transfer ceremony took place on Thursday, October 6; to Americans, it took place on Friday, October 18.

⁵ Barnett, *Time's Pendulum*, 130; Berton, *The Last Spike*, 328.

A solution to this confusing state of affairs emerged only slowly. In 1872, for instance, representatives of various U.S. railroads met in St. Louis to consider a nationwide time zone system. They failed to adopt it.⁶ These ideas, however, could not be ignored. A committee, meeting as the General Railroad Time Convention and headed by W. T. Allen, hammered out a widely-acceptable plan in April 1883.⁷ That October, officials announced that beginning at noon on November 18, all railroads would be operating in one of five standard time zones: Provincial (centered on 60° W.), Eastern (75° W.), Central (90° W.), Mountain (105° W.), and Pacific (120° W.).⁸ That system was implemented and quickly gained a wide acceptance.⁹

The railroad officials' decisions soon prevailed in the coterminous states and territories, but Alaska—which had no railroads at the time—was left out of the new system. Local time, based on a town's longitude, continued to hold sway. In the summer of 1884, for example, a Sitka visitor made the following observation: "A fine clock is in the [Russian Orthodox] church tower, and the tourist who has kept Astoria or ship's time realizes how far west he has gone when he finds his watch 45 minutes faster than the Sitka church clock."¹⁰

C. Adopting Standard Time in Alaska

Alaskans, during this period, had little interest in the various standardization efforts and were less concerned than other Americans about time. Alaska and adjacent areas of Canada were splendidly isolated from Seattle, Edmonton, and other southern points; no telegraph reached the far northern latitudes, and steamship travel between Puget Sound and the nearest Alaskan port was a two or three-day endeavor. Prior to 1900, the various towns in Alaska and the Yukon continued to set their clocks to a local time based on longitude.¹¹ Historical accounts from the gold rush period reveal a casual attitude toward time. Stampeder's diaries, for example, often note the hour in which their train arrived in Seattle, and many diarists were also careful to note the hour in which their steamship departed for the north country. But once the stampeder's entered Alaskan waters, time became less important. This attitude is reflected in the general omission of time references in the early Skagway and Dyea newspapers (for store hours or

⁶ "Time Zone," *Encyclopedia Americana*, 1995, 758.

⁷ *New York Times*, April 19, 1883, 1; November 18, 1883, 3.

⁸ A full discussion of this process is provided in Ian R. Bartky's "The Adoption of Standard Time," *Technology and Culture* 30 (January 1989), 25-56. The coterminous U.S., and all Canadian provinces except Newfoundland, still observe the same five time zones that the railroads devised in 1883, although Provincial Time is now called Atlantic Time. Many changes, moreover, have been made in time zone boundaries. Major shifts in the U.S. boundaries, each approved by the Interstate Commerce Commission, took place in 1936, 1941, 1947, and 1949. *World Almanac and Book of Facts*, 1954, 418.

⁹ Berton, *The Last Spike*, 327.

¹⁰ "The Wonders of Alaska," *New York Times*, October 27, 1884, 2. The fact that there was 45 minutes' difference between "Astoria time" and the Sitka clock time shows that Astoria, Oregon (at 123° W.), by that time, had switched to the new Pacific Standard Time (which was centered on 120° W.), while Sitka (at 131° W.) was still observing local time.

¹¹ The omission of any known reference to time zone changes by gold rush-era travelers—upon entering Alaska waters on the northbound steamship run, while floating down the Yukon River from Dawson to Eagle, or elsewhere—further suggests that Alaska-Yukon gold rush communities during this period had not adopted standardized time zones. Contemporary maps similarly omit any reference to time zones.

steamship departure times, for example), and also by the relative lack of concern that many diarists had about time once they headed inland.

The 1897-99 gold rush brought an estimated 30,000 to 40,000 stampedeers north to the Klondike gold fields, and during the next few years the gold seeking hordes spilled back into Alaska and fanned across the territory. Before long, dramatic discoveries took place near Nome and Fairbanks, and in the wake of their arrival loomed a huge, untapped need for Alaskans for protection, civil order, transportation and communication. In order to keep law and order, protect Alaska's border, and keep transportation routes open, the U.S. Army in 1900 established forts or camps in scattered locations across the territory. On the heels of their establishment, Army personnel recognized the need to erect a telegraph line linking the various forts. In 1900, therefore, the U.S. Army Signal Corps, under the direction of Brig. Gen. Adolphus Greely, laid an underwater telegraph cable from Fort St. Michael (near the Yukon River's mouth) across Norton Sound to Fort Davis (near Nome); that same summer, troops began running an above-ground telegraph line from St. Michael up the Yukon River valley.¹² The corps' eventual destination was the Canadian-U.S. border, just east of Fort Egbert, near Eagle. That line, part of the WAMCATS project (Washington-Alaska Military Cable and Telegraph System) was completed to Nulato by 1901; to Rampart by 1902; and to Eagle in 1903.¹³ During the same period (1900-1902), troops completed another telegraph line from Valdez (Fort Liscum) north to Eagle.¹⁴ The net result of all this activity is that the U.S. military had constructed more than a thousand miles of telegraph line in Alaska between 1900 and 1903.

Meanwhile, crews had also been busy on the Canadian side of the border. Canada's Department of Public Works, in the spring of 1899, had opened a telegraph line from Dawson City, Y.T. to Skagway, Alaska, and in September 1901 it completed an even longer line connecting the Skagway-Dawson line to Quesnel, B.C.¹⁵ By the fall of 1901, therefore, U.S. Army officials were able to send instantaneous telegraph messages from Eagle, Skagway, and other Alaska points all the way to Washington, D.C. But the U.S. government, during this unsettled period, was loath to rely on British influences.¹⁶ In order to avoid a dependence on Canadian land lines, therefore, the Army Signal Corps received a new Congressional appropriation, in March 1903, to lay submarine cables between Seattle and various Alaska points. The first line, from Seattle to

¹² *Daily Alaska Dispatch* (Juneau), July 12, 1900, 1. As the *Valdez News* reported it, Greely had been previously active in "the Cuban, Philippine and China campaigns," but by 1900 "business has been slack in other places and he has [thus] been interesting himself in supplying the people of Alaska with telegraphic communication with the outside world." *Valdez News*, November 28, 1903, 2.

¹³ The short segment between Eagle and the Canadian border had been completed in May, 1901. *Daily Alaskan* (Skagway), May 3, 1901, 2.

¹⁴ *Valdez News*, August 29, 1903; U.S. Army Signal Corps, *Report of the Chief Signal Officer for 1900* (pp. 945-60), 1901 (pp. 915-24), 1902 (pp. 661-71), and 1903 (pp. 30, 325-33).

¹⁵ *Daily Alaskan* (Skagway), August 27, 1901, 1; September 9, 1901, 1; Ken S. Coates and William R. Morrison, *Land of the Midnight Sun* (Edmonton, Hurtig Pubs., 1988), 169. Quesnel, at the time, was the northernmost point in the British Columbia telegraph grid.

¹⁶ Great Britain, which still held a large amount of control over Canada's exterior affairs, was undergoing negotiations with Washington officials at that time over the location of the U.S.-Canada border in southeastern Alaska. Those negotiations would conclude with a September 20, 1903 agreement that legally fixed the location of today's boundary.

4

Skagway by way of Sitka, was completed in April 1904,¹⁷ and by 1905 an additional line had been laid from Seattle to Valdez, with branch lines from Valdez to both Cordova and Seward.¹⁸ By 1905, therefore, many Alaskans in both the military and civilian ranks were able to quickly communicate with the outside world.

Given the presence of a far-reaching telegraph system that could broadcast time signals instantaneously, the stage was now set for Alaska communities to shift to a standardized time zone system. Based on the successful implementation of the railroads' time zone system, it was widely recognized that Alaska's time zones would be based on one or more of the major meridians (i.e., the meridians from Greenwich that were multiples of fifteen). Given the fact that construction of both the Yukon River telegraph and the Valdez-Eagle telegraph had commenced in the spring and summer of 1900, it is perhaps unsurprising that government officials imposed their first time zone standard on Alaska that year.¹⁹ Alaska's peripheral position in national affairs ordained that the territory—despite its breadth²⁰—would be allotted just one widely-recognized time zone. And given the concentration of economic and political power in Alaska's southeastern "panhandle," it was equally unsurprising that "Alaska Standard Time" would be centered on the 135th meridian, just one hour before Pacific Standard Time. By the summer of 1901, if not before, transportation interests in Skagway had shifted over to Alaska Time, and by October 1903, daily time signals were being sent to Sitka (which was also in Alaska Time) from California's Mare Island Navy Yard.²¹

¹⁷ *The Alaskan* (Sitka), September 3, 1904.

¹⁸ *Annual Report of the Governor of Alaska to the Secretary of the Interior*, issues of 1901 (pp. 39, 77), 1902 (p. 50), and 1903 (pp. 26-27); Major Gen. A. W. Greely, U.S.A., *Handbook of Alaska* (New York, Scribner's 1909), 260; *Valdez News*, October 8, 1904, 1; *Report of the Chief Signal Officer for 1903* (pp. 32, 332), 1904 (pp. 357-69), and 1905 (pp. 171-200).

¹⁹ The specifics on a decision to extend standard time to Alaska have not yet been ascertained. Howse, *Greenwich Time and the Longitude*, 148; Barnett, *Time's Pendulum*, 143. Both of these sources contain charts showing that standard time was extended to Alaska in 1900, and another recently-published source (Doris Chase Doane's *Time Changes in the United States and Canada* [Tempe, Ariz., American Federation of Astrologers, 1994], 21) claims that this action took place on August 20 of that year. Ian Bartky, an expert in the field of time zone measurement, suggests that all three of these sources may well have obtained their information from Eduard Koppenstätter's 1937 volume *Zonen und Sommerzeiten*, which has a chart showing that Alaska adopted standard time on "1900, 20. VIII." Although these four dates are internally consistent and also appear consistent with other contemporary data, none of the charts in these source materials provide bibliographic references. As to who made that choice, it may well have been A. W. Greely of the U.S. Signal Corps who, as noted above, was beginning the construction of wireless, overhead, and undersea communication lines that would connect Alaska to the world telegraph grid. As Bartky notes in *Selling the True Time: Nineteenth Century Timekeeping in America* (Stanford, Stanford Univ. Press, 2000, pp. 34-35, 120-23, and 127-36), the Signal Corps and its predecessor agencies had been working hand in hand with the U.S. Naval Observatory (the nation's official timekeeper) for more than a half-century on issues related to time measurement.

²⁰ Officials were certainly aware that Alaska reached out for more than 57 degrees of longitude (from 130° W. to 173° E.) and was thus large enough to encompass four time zones. But other priorities ensued, as noted above.

²¹ In 1901, the annual report of Alaska's governor noted that the White Pass and Yukon Route Railway—Alaska's only land-based common carrier at the time—observed "Alaska time" along its entire route that was "one hour slower than Pacific time." Skagway and Whitehorse, the railroad's two termini, are both located near 135° W., so the establishment of a time zone an hour earlier than Seattle deviated less than 1 degree of longitude from the former, locally-derived "sun time" system. *Annual Report of the Alaska Governor to the Secretary of the Interior*, 1901, 73. The Sitka references came from the *Sitka Alaskan*, October 3, 1903, and from Edward Everett Hayden's "The

But the huge growth of the territory—spatial as well as demographic—soon demanded the recognition of more than one Alaska time zone. It appears, based on the scant evidence available, that Alaska observed three time zones during the 1901-1918 period. (One of these time zones, as noted above, was widely recognized by governmental authorities; the other two were well-established local time zones.) Towns in southeastern Alaska and in Canada's Yukon Territory, located most closely to the 135th meridian, continued to follow "Alaska time." Towns located nearest the 150th meridian, such as Cordova, Seward, and Fairbanks, used clocks that were one hour slower than those used in southeastern Alaska, while clocks in Nome and other western Alaskan points (which were closest to the 165th meridian) ran an hour slower than Seward time.²² The Alaskan attitude was neatly summed up, years later, in an Anchorage newspaper article: "Alaska communities have always observed 'home rule' on the time question, and disregarded entirely [any law] which placed the vast territory in a single time zone."²³

During the 1901-1918 period, some Alaskans were far more conscious of time than others. On the one hand, the continuing spread of the telegraph, both before and after 1905, extended the reach of exact, standardized time to an increasing number of Alaskans. By 1909, for example, Gen. Greely was able to proudly report that 75 percent of Alaska's white population lived within an hour's travel of a cable, telephone, or telegraph office,²⁴ and ten years later, Alaska Governor Thomas Riggs was able to boast that the U.S. Signal Corps maintained 45 Alaska telegraph, radio, or cable stations.²⁵ In those communities reached by Signal Corps facilities, residents were able to obtain the correct time of day by consulting a clock in a government office, post office, railway station, or telegraph office, and many business owners and government officials took full advantage of the new, time-saving technologies. In towns and villages away from the Signal Corps grid, by contrast, residents apparently continued to set their watches according to a self-determined local time.

It must not be concluded, however, that Alaskans immediately became more time-conscious merely because of the increasing reach of the telegraph system. Indeed, the preponderance of evidence suggests an opposite conclusion. Although most Alaskans during this period paid attention to some form of time measurement—a church bell, a factory whistle, a railroad timetable or a steamship whistle—it also appears that most Alaskans, even those in the larger towns, appear to have lived their lives by the clock far less than today.²⁶ It is highly likely,

Present Status of the Use of Standard Time," Appendix IV, *Publications of the United States Naval Observatory, 2nd Series*, vol. IV, part IV (Washington, GPO, 1906), G7, G9, G11, G13. The Mare Island Navy Yard, west of Vallejo, was telegraphically linked with the U.S. Naval Observatory in Washington, D.C.; the USNO, at that time, served as the nation's timekeeper.

²² *Fairbanks Daily News-Miner*, February 7, 1942, 1.

²³ *Anchorage Daily Times*, February 9, 1942, 1.

²⁴ Greely, *Handbook of Alaska*, 1909, 251.

²⁵ *Annual Report of the Governor of Alaska to the Secretary of the Interior*, 1919, 4-8.

²⁶ Alaska Historian Robert N. DeArmond notes one colorful example of a town's deviance from standard time: "For many years on Gastineau Channel the Treadmill mine blew a noon whistle by which many people on both sides of the channel set their clocks. A problem was that Treadwell's clocks were half an hour different than standard time. ... so it was common, when a time was to be specified, to announce that it would be '1 o'clock by the Treadwell,' etc." DeArmond to the author, March 24, 2000.

moreover, that many Alaska residents during this period, particularly those in rural areas, either owned no timepieces or paid little attention to the ones they had.

D. Daylight Savings Time

As noted above, most of Alaska's larger towns, during the twentieth century's first decade, became identified with one of three time zones. Not long after Alaskans became accustomed to the time zone idea, however, governmental authorities began to modify the existing regime through the adoption of daylight savings time. This concept had first surfaced for public discussion in 1907, and several midwestern cities had experimented with the idea in 1914. The idea gained broad credence, however, in May 1916, when both Germany and Great Britain adopted daylight savings time as a wartime measure. Soon afterward, the concept caught on in Seattle, which served at the time as Alaska's economic capital.

Alaska, at first blush, seemed an unlikely area for experimentation with this concept. It had little manufacturing capability, and it was also situated in the high latitudes, where the daylight savings concept was largely irrelevant both in summertime and wintertime. But based on Seattle's example, at least one Alaskan community experimented with the concept during the fall of 1916.²⁷ In Seward, action "by the Engineering Commission and others" brought about a daylight savings time experiment that began on October 1. The city council refused to sanction the idea, and neither the cable office nor steamship companies supported the change, but the school and a number of businesses went along with it. Local enthusiasm for the idea, however, proved short-lived. By October 3, some residents were already "disgusted" with having to pay attention to two systems of timekeeping, and by October 9, most of the town's businesses had declared the time change a "nuisance" and had reverted to standard time. The local newspaper editor, dead set against the time change, pilloried the idea as being a "ridiculous time set by a few faddists," and the confusion brought on by the experiment forced its complete repeal by the end of November.²⁸

Although Alaskans could muster little enthusiasm for daylight savings time, the idea became increasingly popular elsewhere, and in March 1918 Congress passed a bill that was intended "to save daylight and provide a standard time."²⁹ The law provided for the adoption of "war time" (an hour ahead of standard time) throughout the country from the last Sunday in March to the last Sunday in October. Alaska newspapers, in response, made much of Congress's adoption of "war time" and prominently announced the upcoming time change. Newspapers in Juneau, Anchorage, and Nome all advised their readers to set their clocks one hour ahead beginning early Sunday morning, March 31, 1918.³⁰

²⁷ *Seward Gateway*, October 2, 1916, 2. This source also stated that "Ketchikan is one town which has just gone back to normal time after putting its clocks ahead," suggesting that Ketchikan experimented with daylight savings time during 1916; but a perusal of the *Ketchikan Daily Progressive-Miner* for April through October 1916 showed no such activity.

²⁸ *Seward Gateway*, October 3, 1916, 1; October 9, 1916, 4; October 23, 1916, 1; Mary J. Barry, *Seward, Alaska; a History of the Gateway City, Vol. II: 1914-1923, the Railroad Construction Years* (Anchorage, the author, 1993), 46.

²⁹ *Congressional Record* 55 (June 27, 1917), 4355.

³⁰ *Anchorage Daily Times*, March 30, 1918, 1; *Nome Nugget*, March 30, 1918, 4; *Daily Alaska Dispatch* (Juneau),

The Act did more than merely adopt "war time," however. A far-reaching law, it was Congress's first successful attempt to address the idea of standard time, and for this reason it is sometimes called the Standard Time Act of 1918. Among its other provisions, it gave a special recognition to Alaska. The bill decreed that in addition to the U.S.'s four major time zones—based on 75° W., 90° W., 105° W., and 120° W.—that there would also be a "fifth zone, which shall include only Alaska, on the 150th degree." That zone would be known and designated as U.S. standard Alaska time.³¹ Official Alaska time, therefore, was two hours slower than in Seattle, five hours slower than in New York or Washington, D.C., and ten hours slower than in Greenwich. Congress, it appears, shifted the position of Alaska Time from 135° W. (which had been observed semi-officially since the turn of the century) to 150° W. This was done either because of geographical centrality—the 150th meridian neatly bisected the territory—or because federal authorities had invested so heavily in the Government Railroad. But the act, whatever its virtues, had no enforcement mechanism. And in the words of a latter-day newspaper columnist, the use of official Alaska time was "only compulsory on common carriers and for the various purposes of government administration."³² Most Alaskans, by contrast, continued to honor three time zones, as they had since the turn of the century.

The United States (and Alaska) remained on "war time" from March through October 1918, but shortly after the nation returned to standard time, the armistice was signed that officially ended World War I. Within a month of Armistice Day, Congress submitted a bill to repeal daylight savings time, and the following year, the measure was debated in earnest. Meanwhile, war time began again in late March 1919.³³ A bill repealing war time (H.R. 3854) was vetoed by President Wilson in early August. Congress, however, overrode his veto. Daylight savings time, both in Alaska and elsewhere, ended on Sunday, October 26, 1919.³⁴

With the repeal of "war time," clocks throughout the territory were turned back an hour to the times that had been observed prior to March 1918. This time, as noted above, was at variance with "official" Alaska time as stated in the Standard Time Act of 1918, and residents in both western and southeastern Alaska observed a time that was at variance with the Congressional mandate. This discrepancy remained for more than forty years. Perhaps because of the unofficial nature of Alaska's time zones, the time zones that Alaska residents commonly used were labeled by meridians, not names. A typical maritime table, therefore might note that a ship departed Seattle on a Tuesday at 9 a.m. Pacific Standard Time; it arrived in Juneau on Friday at 10 a.m. 135° and continued on to Seward, where it arrived on Sunday at 2 p.m. 150°.³⁵

March 30, 1918, 1. Skagway, however, received no official word of the impending time change, so the local newspaper editor advised "all clocks to remain as they are" for the time being. The editor cautioned his readers, however, that "bells will ring for church services. Should they ring an hour earlier than usual, all may then know the time has been changed." *Daily Alaskan* (Skagway), March 30, 1918, 1.

³¹ *Congressional Record* 56 (March 15, 1918), 3565.

³² *Fairbanks Daily News-Miner*, February 7, 1942, 8. The bill, quixotically, made a provision for Alaska but not for the Hawaiian Islands. Hawaii did not adopt "war time" but observed a time that was 3½ hours slower than that observed on the Pacific Coast. (Prior to 1942, Hawaiian time was just 2½ hours behind Pacific time.)

³³ *Congressional Record* 57 (December 5, 1918), 168; *Alaska Daily Empire*, March 29, 1919, 8.

³⁴ *Nome Nugget*, August 20, 1919, 1; *Congressional Record*, August 19, 1919, 3980.

³⁵ Merle Colby, *A Guide to Alaska, Last American Frontier*, American Guide Series (New York, Macmillan, 1950),

E. Time Changes in Southeastern Alaska, 1920-1940

During the 20-year period that followed the end of World War I, accurate timekeeping reached many rural Alaskans for the first time due to the advent of commercial radio broadcasting. Alaska's first long-running radio station was KFQD in Anchorage, which went on the air in 1924. Eleven years later, KINY in Juneau and KGBU in Ketchikan became a reality, and in 1939 KFAR in Fairbanks began to operate. These stations, in addition to their news and entertainment programming, broadcast accurate time signals to residents of many far-flung villages. Beginning in the early 1940s, the efforts of the commercial radio stations were augmented by those of the military authorities, which brought radio to many additional bush villages.³⁶

Beginning in the mid-1920s, residents in various southeastern communities began to grow restless because their time zone was different from that in Seattle. Perhaps based on a move to daylight savings time by Seattle interests, "panhandle" residents agitated to move area clocks ahead to Pacific Standard Time in order to prevent a two-hour seasonal time zone gap compared with Seattle. Ketchikan pioneered the idea. On May 19, 1926, the city council passed a resolution adopting Pacific Standard Time the year round, to be effective at midnight on May 29. As a newspaper article noted, "The change in time is said to be a big convenience for boats, tourists, and establishments doing business with Seattle firms."³⁷ Ketchikan interests invited other southeastern Alaska towns to follow suit, but so far as is known, none did.³⁸

In 1933, Juneau citizens began to consider the time issue. On May 7, Seattle went on daylight savings time, and in response, Juneau's next city council meeting attracted J. B. Burford, who presented a petition "signed by many business people." Burford hoped to similarly advance Juneau's clocks in order to avoid an "adverse effect on business with Seattle banks." The council unanimously adopted the plan, and Juneau remained on Daylight Savings Time from May 24 through September 20.³⁹ Some, however, hoped that the time change would be permanent. Curtis Shattuck, a prominent insurance agent, and other local residents boosted the idea over the next several years and garnered some support, though not enough to effect a change.⁴⁰ A 1938 timetable for Pacific Alaska Airways, which served a variety of Alaska destinations, noted that clocks in Juneau and Whitehorse were an hour slower than Seattle time:

xxxv.

³⁶ Jo Antonson and William Hanable, *Alaska's Heritage* (Anchorage, Alaska Historical Commission, 1986), 399-400; Herb Anungazuk interview, October 14, 1999; *Daily Alaska Empire* (Juneau), May 30, 1935, 7.

³⁷ *Daily Alaska Empire*, May 21, 1926, 1; May 19, 1933, 1; May 20, 1933, 1. The May 19 issue erred when it noted that "Ketchikan for several years has used [daylight savings time] during the summer months and is understood to have put it into effect again," and the July 6, 1939 issue of the *Empire* (p. 1) was similarly mistaken in noting that "Ketchikan has been on Seattle time for five years..."

³⁸ The May 20, 1933 issue of the *Empire* (p. 1) noted that "This is the first time daylight savings time has been tried out in Juneau in several years." But a perusal of springtime issues of the *Empire* between 1925 and 1932 casts doubt that Juneau experimented with daylight savings time between 1919 and 1933.

³⁹ *Daily Alaska Empire*, May 6, 1933, 1; May 19, 1933, 1; May 20, 1933, 1; May 24, 1933, 1; September 20, 1933,

1.

⁴⁰ *Daily Alaska Empire*, September 1, 1933, 8; September 19, 1933, 1; July 8, 1939, 1.

towns along the Railbelt,⁴¹ along with Ruby, Flat, and McGrath, were two hours behind Seattle; and both Bethel and Nome were three hours behind Seattle.⁴²

In May 1939, Juneau commenced another time-change effort. Frank Metcalf, worried that residents were "losing the use of too much daylight," petitioned the city council to adopt Pacific Time. The idea became a discussion item at various civic meetings, and in early July the town's chamber of commerce lined up behind the plan. But the town's largest labor organization, the Mine, Mill and Smelter Workers' Union, opposed the change. Recognizing the idea's potential divisiveness, the council let area voters decide. On April 2, 1940, voters in the Juneau-Douglas area adopted the time-change move on a 753-564 vote, and at 11 p.m. on April 30, area clocks were shifted an hour ahead.⁴³ In the wake of that action, other southeastern communities apparently followed suit. These city council actions, independent as they were, had no bearing on the official Alaska time zone that had been legislated by Congress in 1918.⁴⁴

F. World War II and Its Aftermath

No further changes—officially or unofficially—were made in Alaska's time zones until the United States entered World War II in late 1941. Congress, recognizing that the war had to be won at all costs, quickly espoused a daylight savings time measure (S. 2160), and on January 20 President Roosevelt signed the bill into law. The bill became effective on Sunday, February 9; it moved clocks ahead one hour in most of the country, winter as well as summer, for the duration of the war.

Alaskans, independent as always, embraced daylight savings time with varying degrees of enthusiasm. To judge by the February 9, 1942 *Seward Bulletin*, which was issued by military authorities, the time change was taken in stride:

If you haven't set your clocks ahead an hour yet, you'd better. The new daylight-savings plan known as "WAR TIME" went into effect all over the U.S. and its possessions this morning at 2 o'clock.

In Fairbanks, however, the news was greeted with an air of begrudging acceptance. A news article noted that local residents agreed to abide with the recently passed measure "despite the fact that Alaskan communities have observed the home rule on the time question." Southeastern Alaska communities, which had adopted a de facto Pacific Standard Time just a few years earlier, did not advance their clocks and thus changed to what, in effect, was Yukon Daylight Time.⁴⁵

⁴¹ The Railbelt is the strip of land between Seward and Fairbanks that is located on or near the Alaska Railroad.

⁴² *Alaska Life* 1 (June-July 1938), 13.

⁴³ *Daily Alaska Empire*, May 20, 1939, 3; June 6, 1939, 7; July 6, 1939, 5; July 7, 1939, 1; July 8, 1939, 1; July 22, 1939, 1; April 3, 1940, 1, 4; April 30, 1940, 1. One of the few Chamber members who opposed the change was grocer Frank Garnick, who exclaimed, "What are you going to do with that extra hour in the evening, anyway? You're running yourself to death as it is."

⁴⁴ Colby, *A Guide to Alaska*, xxxv; Legislative Reference Bureau, [Alaska Legislative] *Report*, 1967, 21.

⁴⁵ *Seward Bulletin*, February 9, 1942, 1; *Fairbanks Daily News-Miner*, February 9, 1942, 1; *Daily Alaska Empire*, February 9, 1942, 1; September 29, 1945, 5. An Alaska map published by the Kroll Map Co. of Seattle—undated,

Congress kept war time in force until "V-J Day" in the summer of 1945. But no sooner had the Japanese surrendered than Congress began to agitate for war time's repeal. A House bill (H.R. 3974) aimed at bringing the country back to standard time was introduced on September 10. President Truman signed the bill on September 25, and war time was repealed five days later. On that day, people throughout the United States turned their clocks back one hour; many Alaskans did the same. Most residents of southeastern Alaska, however, did not change their clocks. They thus, in effect, moved to Pacific Standard Time, which they had observed prior to World War II.⁴⁶

For the two decades that followed World War II, Congress continued to recognize that Alaska had only one time zone—U.S. Standard Alaska Time, which was two hours slower than Pacific Standard Time. Alaskans, however, conveniently ignored Congress. Cable stations, telegraph offices, radio and television stations, road maps, and other media announcing the state's time recognized four Alaska time zones during this period, just as it had since 1940.

During the mid-1940s, publications began providing a variety of Alaska time zone names for the first time. Pacific Time included southeastern Alaska south of Icy Strait, plus all of British Columbia; Yukon Time included Yakutat, Skagway, and Canada's Yukon Territory; Alaska Time included everything from the 141st to the 162nd meridian, and Bering Time included everything in the territory west of Alaska time. (The 162nd meridian dividing line, new since the outbreak of World War II, meant that Bethel was now on Alaska Time, an hour later than it had been in prewar days.) For more than twenty years after V-J Day, no Alaska communities observed daylight savings time.⁴⁷

In the spring of 1954, Anchorage considered a time change. Various sports and recreation groups touted the idea of a two-hour time change that would be honored from late May through late September. But transportation companies and broadcasters opposed the move, and they prevailed on the city council to delay the proposal until the city election that fall. The council, true to its promise, offered local voters a public opinion poll; they could choose either 1) Pacific Standard Time (two hours ahead) on a year-round basis, 2) Daylight Savings Time (one hour ahead) on a seasonal basis, or 3) a continuation of the status quo. In the October 5 election, those advocating the status quo garnered 1,265 votes, far more than those who voted for either Daylight Savings Time (316 votes) or Pacific Standard Time (166 votes). The issue quickly faded away.⁴⁸

but probably drawn during World War II—suggests that all of southeastern Alaska followed Yukon Daylight Time except for Annette and Duke Islands, southwest of Ketchikan, which followed Pacific Daylight Time. Kroll Map Co., "Alaska," in author's collection, courtesy of Bruce Greenwood.

⁴⁶ *Congressional Record* 91 (September 10, 1945), 8466; (September 12, 1945), 8540; *Daily Alaska Empire*, September 29, 1945, 5. Annette and Duke Island residents moved their clocks back an hour in September 1945 (see footnote above).

⁴⁷ Alaska, during this period, was one of just a handful of states where none of its residents observed daylight savings time; in many other states, some local governments adopted daylight savings while others did not.

⁴⁸ See the *Anchorage Times* for the following dates, all in 1954: May 14, p. 9; May 15, p. 9; May 21, p. 1; May 22, p. 1; September 29, p. 8; September 30, p. 10; October 6, p. 9.

Shortly after statehood, the new legislature considered two bills that would have radically altered the state's time zones. In both 1960 and 1961, House members from the Railbelt submitted bills proposing that the entire state observe Pacific Standard Time. Neither measure, however, got past the House floor.⁴⁹ Then, in February 1963, Rep. Bennie Leonard (R-Anchorage), who had also sponsored the 1961 bill, introduced HB 10, which would have established Alaska Standard Time as the official time for the conduct of the business of the state and its political subdivisions. On March 20 the bill passed the House (on a narrow 22-18 vote), but it then died in a Senate committee.⁵⁰

During the next few years, several smaller time-zone adjustments were successfully implemented. In early 1965, the Yukon Territorial Council voted to move the Territory from a year-round observance of Yukon Standard Time to a regime in which Pacific Standard Time was observed in winter and Pacific Daylight Time in summer. (The Council probably took this action to more easily communicate with British Columbia, which had a similar time system.) In April 1965, therefore, the territory's clocks moved forward two hours. Yukon Territory's time change left Skagway—which had long kept the same time zone as the Yukon—temporarily out of synch with communities in both the Yukon and southeastern Alaska. Skagway residents reacted to the Council's action by circulating a petition requesting a change to Pacific Standard Time. Skagway's City Council responded by placing the issue on the October 5 ballot, and local voters approved the change by an overwhelming margin. The Skagway area, therefore, adopted Pacific Standard Time on or about November 1, 1965; this action left Yakutat as the only substantial Alaska community observing Yukon Time.⁵¹

G. The Uniform Time Act and the Energy Crisis

During the mid-1960s, most states observed daylight savings time; others did not; and in all too many states, certain counties or cities observed daylight savings time while adjacent jurisdictions did not. In order to address the problem, Congress held hearings on the subject in 1964. What emerged from the legislative process was the Uniform Time Act of 1966, which was signed by President Lyndon Johnson on April 13.⁵²

⁴⁹ Legislative Reporting Service, *Report* for 1960 (p. 135) and 1961 (pp. 124, 164, and 181). In March 1960, HB 426 was submitted at the request of Rep. Robert Giersdorf (D-Fairbanks). It went nowhere, but HB 258, submitted by Rep. Bennie Leonard (R-Anchorage) in 1961, made it all the way to the House floor before it was defeated in a decisive 23-9 vote. Both bills, if successful, would have changed all of Alaska to Pacific Standard Time; the 1961 bill would have established an initial May 28-to-September 3 trial period. *Daily Alaska Empire*, March 27, 1961, A1.

⁵⁰ Legislative Reporting Service, *Report* for 1963, pp. 46-47; *Daily Alaska Empire*, March 20, 1963, 2. The bill "had the support of the Anchorage city council and many of the businessmen that area which now falls under Alaska Standard Time." In January 1970, Rep. Mildred Banfield (R-Juneau) introduced a resolution (HCR 15) that had much the same purpose as Leonard's 1961 bill. Her resolution, however, mustered only token support.

⁵¹ *North Wind*, May 1965, 1; June 1965, 3; September 1965, 2; October 1, 1965, 1; October 15, 1965, 1. The Yukon Territory soon withdrew its action regarding Pacific Time; by 1966, it was back on Yukon Time, though it also observed Daylight Savings Time. Pacific Northern Airlines, "Alaska Flight Maps," 1966, in Bruce Greenwood Collection.

⁵² *Congressional Record* 110 (1964), 14392; vol. 112 (1966), 6009-10, 7565, 8285.

The bill's provisions became effective for most of the U.S. in the spring of 1967, but Alaska was given a one-year exemption "to allow time to delineate the four time zones in the state."⁵³ The bill had three primary impacts on the 49th state. First, it put Alaska—along with 47 of the other 49 states—on daylight savings time. Second, Congress finally recognized, on a formal basis, that Alaskans deserved a multiplicity of time zones, and not the single "U.S. standard Alaska time"—two hours slower than Seattle—that Congress had proclaimed back in 1918. And third, the name "Alaska Time" (used for clocks in the Railbelt) was changed to "Alaska-Hawaii Time" to reflect the 50th state's inclusion in the same time zone. Alaskans reacted to the Act by moving their clocks ahead to daylight savings time (for the first time in more than 20 years) on April 28, 1968 and setting them back again on October 27.⁵⁴

The Uniform Time Act mandated that any state that recognized daylight savings time had to do so between the last Sunday in April and the last Sunday in October. That rule, however, was modified in 1973 because of the energy crisis that enveloped the country that year. To alleviate the problem, Congress submitted some 35 time-related bills that year, many that aimed to impose a year-round daylight savings time. Congress passed one of those bills, H.R. 11324, which was signed by President Nixon on December 15, 1973; it mandated continuous daylight savings time, on an experimental basis, for two years.⁵⁵

The nation—Alaska included—adopted the bill's provisions as scheduled on January 6, 1974, but resistance to the new system soon appeared at both the state and national levels. In Alaska, Rep. Mildred Banfield (R-Juneau) and Rep. Helen D. Beirne (R-Spenard) reacted to the new daylight regime by sponsoring a resolution (HJR 59) that called for residents of southeastern Alaska to move from Pacific Standard Time to Yukon Standard Time. On January 31, their resolution passed the House on a lopsided 35-1 vote. In the State Senate, however, it was opposed by key members such as Bill Ray (D-Juneau), whose reaction was "If anything, we ought to bring Anchorage ahead one hour ... that would certainly bring it closer to the capital."⁵⁶ By mid-February, the resolution was dead. On a national level, the waning of the energy crisis brought forth several Congressional bills intended to repeal the December 1973 law. One of those bills, HR 16102, was signed by President Ford on October 1, 1974, allowing the nation to revert to standard time on the last Sunday in October.⁵⁷ The following year, daylight savings time also began early—on February 23 instead of April 27—but it ended at the usual time that fall. Beginning in 1976, daylight savings time followed the late-April-to-early-October pattern

⁵³ *Juneau Alaska Empire*, April 30, 1967, 1.

⁵⁴ *Juneau Alaska Empire*, April 26, 1968, 8. The new federal Department of Transportation, just a year after its September 1966 establishment, proposed shifting southeastern Alaska back to Yukon Standard Time. Local communities, however, fought the change and it was put on hold—at least for the time being. *North Wind*, September 1967, 2.

⁵⁵ Public Law 93-182; *Congressional Record*, December 19, 1973, 42538.

⁵⁶ *Ketchikan Daily News*, February 5, 1974, 8; February 13, 1974, 2; Katy Suiter to author, email, March 15, 2000. The sole dissenting vote in the State House was cast by Rep. Richard Eliason (R-Sitka). On February 21, the Ketchikan City Council reacted to Banfield's efforts by passing a resolution opposing any changeover to Yukon Time. In retrospect, it appears that Banfield's House resolution was supported on statewide level because it offered a way to bridge the two-hour time gap between southeast and the rest of Alaska; southeastern residents, however, were cool to the idea once they had adjusted to the initial impacts of the January 1974 time change.

⁵⁷ *Congressional Record* 120 (1974), 25039, 29002, 34114.

dictated by the Uniform Time Act. It remained that way until July 1986, when President Reagan signed a bill moving the beginning of daylight savings time each spring from late April to early April. That bill was first implemented in 1987 and has remained the law of the land ever since.⁵⁸

H. Impacts of Capital Move Proposals

No sooner had Alaska's time patterns resumed a semblance of normalcy, however, than Alaska politics threatened to upset them again. The mid-1970s, it may be recalled, was a tumultuous period in Alaska's history, in large part because of the construction of the Trans-Alaska pipeline. The population influx and prosperity associated with the oil boom accentuated a long-running demographic trend, and by 1974 Railbelt residents—who now numbered more than two-thirds of all Alaskans—began lobbying to have the state capital moved out of Juneau. In November 1974, Alaskan voters clearly expressed an interest in having the capital moved, and two years later, the electorate decided that the capital should be located in an undeveloped site near Willow.⁵⁹ In the 1978 midterm elections, voters urged caution when they defeated a measure that would have underwritten bonds to finance the capital move.⁶⁰

Following that vote, residents of southeastern Alaska sought new ways to lessen tensions between themselves and Railbelt residents. These residents recognized that many Railbelt residents chafed at the two-hour time difference between themselves and Juneau. (Residents of Nome, Kotzebue, and other western Alaska communities had to cope with a three-hour differential.) To mollify those concerns, Juneau mayor Bill Overstreet and the city-borough assembly sent a petition to the federal Department of Transportation; that spring 1979 petition requested that Juneau and other southeastern cities be moved to Yukon Time. (This petition was thus similar to the January 1974 State House resolution.) Hearings took place on the proposed change that July, and on September 21, DOT announced that it had approved the petition; as of April 27, 1980, not only Juneau but other cities in the northern "panhandle" would move to Yukon Time. (Sitka, Petersburg, Wrangell, and Ketchikan would remain on Pacific Time.)⁶¹

Soon after that decision was made, however, a broad spectrum of Juneau's population rose up to protest the change. Southeast, they declared, had closer business relationships to Seattle than to the Railbelt. On March 28, 1980, voters—by nearly a 2-to-1 margin—approved a non-binding referendum repealing DOT's decision. Two weeks later, the Alaska State Senate unanimously passed a resolution asking that the time-change order be rescinded.⁶² Despite that vote, the federal agency refused to back down on its decision and the switch to Yukon Daylight Time took place in late April. Some Juneau residents became so upset about the time change that they instituted recall petitions against Mayor Overstreet and four assembly members. This turn of events may have helped DOT officials to announce that they would re-analyze its previous

⁵⁸ *Congressional Record* 132 (1986), 16437.

⁵⁹ Naske, *Alaska: A History of the 49th State*, 185-86.

⁶⁰ *Anchorage Daily News*, November 8, 1978, 1.

⁶¹ *Juneau Empire*, September 21, 1979, 1; *Alaska Economic Report*, September 29, 1979, 2; *Southeastern Log* 9 (November 1979), 2. During DOT's public comment period for the proposed change, only six of the 26 received comments supported the time change.

⁶² *Southeastern Log*, April 1980, 28; May 1980, 13.

decision. It held a mid-July hearing to air citizens' views, and on September 22, 1980, DOT Secretary Neil E. Goldschmidt rescinded the Department's September 1979 decision. Juneau and other communities in northern Southeast reverted to Pacific Time on October 26.⁶³ That action, while it satisfied Southeastern residents, re-aggravated tensions between Juneau and the Railbelt over the capital move issue.

During the early 1980s, headlines in the Alaska press were dominated by the capital move issue. By this time, reports had been issued detailing specific plans—and costs—related to the capital moving to the site near Willow. Proponents of the move touted the many advantages of having a centrally located capital, and critics decried the huge costs involved, both in the move itself and in facilities construction at the new site. Alaska voters had a final say in the matter in a November 1982 election, when they solidly defeated the capital move proposal.⁶⁴

Despite the lopsided margin of the vote, tensions continued to run high on the capital-move question. Governor William Sheffield, who narrowly gained his office in the 1982 election, tried to moderate that tension by proposing to the Alaska legislature that the two hour time-zone gap between Juneau and the Railbelt be eliminated altogether. In his plan, clocks in the Railbelt would advance an hour while those in Southeast would move back an hour. Thus both of those areas (as well as the narrow strip around Yakutat) would become part of Yukon Time. The only part of the state that would remain out of that system, in Sheffield's plan, would be western Alaska (including Nome and Kotzebue) and the Aleutian Islands; clocks in this part of the state would advance an hour from Bering Time to Alaska-Hawaii Time.⁶⁵

The Alaska legislature, asked to consider Sheffield's proposal, emerged with two different plans: one that mandated two time zones, and another that would have placed the entire state in Yukon Time. Resolutions in both the Senate and House (SJR 17 and HJR 26, respectively) asked for two time zones (per the governor's recommendation), but another State House proposal (HJR 25) called for a single time zone.⁶⁶ A two-zone bill emerged from the House-Senate conference committee, and on April 19, Sheffield signed the resolution and forwarded it on to the federal Department of Transportation. The DOT, in turn, held hearings on the change.⁶⁷ At an August hearing in Nome, the town's common council, at the request of the local radio stations, asked that most of western Alaska be moved to Yukon Time rather than Alaska-Hawaii Time. The DOT honored that request; then, on September 15, DOT officials formally approved the statewide time

⁶³ *Alaska Economic Report*, June 18, 1980, 6; *Southeastern Log*, July 1980, 13; August 1980, 5; *Juneau Empire*, September 22, 1980, 1. On August 26, Overstreet and the four assembly members survived the attempt to oust them from office.

⁶⁴ *Juneau Empire*, November 8, 1982, 1, notes that the "anti-movers" won the election by a vote of 93,828 (52.3%) to 84,363 (47.7%).

⁶⁵ *Alaska from the Inside* 4 (January 26, 1983), 3. As noted in the *Alaska Economic Report*, March 24, 1983, 7, the measure was pushed by those opposed to moving the capital, who hoped that "the time shift will help put the bitter Alaska capital move issue to sleep."

⁶⁶ *Alaska Legislative Digest*, March 27, 1983, 6; April 2, 1983, 5; April 16, 1983, 7; *House Bill History, 1983-1984*, 446-47; *Senate Bill History, 1983-84*, 838.

⁶⁷ According to the *Juneau Empire* (September 16, 1983, 2), the hearings revealed that Anchorage and Juneau residents generally supported the change, although there was "some opposition" from Fairbanks and Ketchikan.

change.⁶⁸ Alaskans adjusted to the new system in the early hours of Sunday, October 30, 1983; at that time clocks in western Alaska advanced an hour, those in the Rainbelt stayed put, those in Yakutat dropped back one hour, and those in Southeast were turned back two hours. After October 30, the only populated parts of Alaska that did not adhere to Yukon Time were the Aleutian Islands of Atka, Adak, Shemya, and Attu. Residents of these islands did not change their clocks on October 30, because they were moving from Bering Daylight Time to Alaska-Hawaii Standard Time.⁶⁹

I. Ramifications of the 1983 Time Zone Realignment

The legislature's action, predictably, satisfied many Alaskans but it antagonized many southeastern residents, who disliked being moved away from Pacific Time. As they had demonstrated just four years earlier, many residents disliked the change because it forced school children, in midwinter, to come home from school in the dark; in addition, being in a new time zone (according to one source) had "adversely affected the business community's efforts to communicate with Seattle." On Annette Island, near Ketchikan, the Metlakatla Indian Community Council voted unanimously on October 28—two days before the scheduled time change—to keep Metlakatla on Pacific Time.⁷⁰ In Ketchikan itself, petitions to repeal the time change were circulated immediately after the October 30 time change. The Ketchikan City Council, responding to the popular uprising, voted unanimously to keep Pacific Time—but only if Ketchikan Gateway Borough officials agreed to the same action.⁷¹ Protesting citizens, many of whom organized under the ad hoc group Citizens for Sensible Time, then bombarded borough officials with some 3,000 petition signatures. Perhaps at Governor Sheffield's insistence, however, the borough voted to research the problem rather than act immediately; furthermore, it decided not to go ahead with a proposed April 1984 advisory vote on the proposal.⁷² Wrangell, Ketchikan's northern neighbor, also grew restive in the coming months, and on October 2, 1984,

⁶⁸ *Juneau Empire*, September 16, 1983, 1; *Nome Nugget*, September 22, 1983, 1.

⁶⁹ *The Milepost*, 1985, 494. Because the time-zone boundary change brought so many Alaskans into a single time zone, Alaska's two senators acted to change the name of Yukon Time to Alaska Time, and the name of Alaska-Hawaii Time to Western Pacific Time. Their proposal, which became Amendment No. 2449 in the huge 1984 Supplemental Appropriations Bill (H.R. 3959), unanimously passed the Senate on October 27. That bill, however, needed to be reconciled with the completed House version. When the House-Senate conference gave its report on November 15, Amendment No. 58 of that report rejected the idea of a Western Pacific Time Zone and instead recommended that the new name be Hawaii-Aleutian Time. Given those changes, both the House and Senate passed H.R. 3959 on November 18, and President Reagan signed the bill on November 30. So when the Department of Transportation implemented the change, Yukon Time had been changed to Alaska Time and Alaska-Hawaii Time had been renamed Hawaii-Aleutian Time. This action also changed the name of Bering Time (which by now did not apply to any Alaskan territory) to Samoa Time. *Ketchikan Daily News*, October 29, 1983, 1; *Alaska Magazine*, August 1984, 30; *Congressional Record* 129 (1983), 29511-12, 29524, 29570, 32700, 34225, 34227, 34684.

⁷⁰ According to DOT official Joanne Petrie, Indian reservations are not bound to follow time zones imposed by neighboring jurisdictions. Given that independence, Metlakatla tribal members reiterated their interest in keeping Pacific Time in the November 1984 election (via a 336-155 vote), and the community has remained in Pacific Standard Time, on a year-round basis, to the present day. Judy Lauth (MICC executive tribal secretary), interview with the author, March 20, 2001.

⁷¹ *Southeastern Log*, December 1983, A-4, A-5; January 1984, A-18. On December 1, at least one Ketchikan business unilaterally switched to Pacific Standard Time.

⁷² *Alaska Magazine*, March 1984, 20; *Anchorage Daily News*, April 23, 1986, C4.

Wrangell residents approved, in a lopsided 580-206 vote, a nonbinding resolution asking that officials "investigate" returning to Pacific Time.⁷³ Many southeastern residents were clearly unhappy with the year-old time zone system.

Opposition to the new time-zone realignment came to a head in early September 1985, when Ketchikan Gateway Borough mayor Ralph Gregory—backed by citizens in Sitka, Petersburg, Craig, Klawock, Hydaburg, Wrangell, and the city of Ketchikan—petitioned the federal Department of Transportation for a permanent switch from Alaska Time to Pacific Time. The petition, if successful, would have moved all communities south of Sitka into Pacific Time, much as Juneau's 1979 action had done. The petitioners pressed for public hearings, hoping to publicize their case.⁷⁴ DOT staff, in response, mulled over the matter; Alaska Senator Ted Stevens, meanwhile, weighed in against any proposal that ran counter to the resolution (HJR 25) that the Alaska Legislature had passed in 1983. The Department of Transportation also refused to yield. On April 21, 1986, it rejected Gregory's petition, and three months later the department's general counsel, Jim Marquez, splashed cold water on the mayor's appeal because it would have created an arbitrary, confusing "island of time."⁷⁵ With the exception of Metlakatla, southeastern communities have been part of Alaska Time ever since.

The only known time zone action since the late 1980s was a maverick move made by Little Diomed Island residents in the summer of 1993. This island, located just west of the Seward Peninsula, lies near the 170th meridian, but since 1983 its clocks had been on Alaska Time; in mid-September, as a result, the sun there rose at 9:20 a.m. and set at 9:20 p.m. Such a huge differential from the norm made Inalik residents "weary of hunting and berry picking in the dark," so on August 1, 1993, they unilaterally decided to move their clocks back three hours and establish "Little Diomed Time." The move proved popular for island residents, and several months later, a newspaper update stated that "So far, the state and federal powers-that-be have looked the other way while the village lives at its own rhythm." But as time went on, both outside interests (transportation firms and government officials, for example) and the villagers themselves became annoyed by the confusion it caused. A year after their initial decision, Inalik residents decided at a village council meeting to recant their earlier action and go back to Alaska Time.⁷⁶

J. Conclusion

Between 1900 and 1985, the time zones in most areas in the United States were fairly stable; most changes took place during the two world wars, after Congress passed the 1966 Uniform Time Act, and during the two-year period following the 1973 energy crisis. Time zones in Alaska, by contrast, have been far more dynamic. The first change took place in 1900 or shortly

⁷³ *Juneau Empire*, October 3, 1984, 12; *Alaska Magazine*, February 1985, A4.

⁷⁴ *Alaska Economic Report*, September 9, 1985, 5; *Ketchikan Daily News*, September 4, 1985, 4; September 24, 1985, 4; October 8, 1985, 1; November 17, 1985, A3; December 29, 1985, B2.

⁷⁵ *Anchorage Daily News*, April 23, 1986, C4; *Juneau Empire*, April 23, 1986, 2; *Ketchikan Daily News*, July 8, 1986, 1; *Anchorage Daily News*, July 10, 1986, C4; Joanne Petrie (DOT) to author, email, February 23, 2000.

⁷⁶ *Anchorage Daily News*, August 4, 1993, B1, B2; November 3, 1993, B5; Herb Anungazuk interview, March 15, 2001; Philip Ahkinga to author, June 13, 2001 fax; Philip Ahkinga interview, June 13, 2001.

hereafter, when the coming of the telegraph system tied Alaska to the world communications network. The construction of that network gave many Alaskans the opportunity to be more time-conscious; the reality, however, is that both urban and rural Alaskans kept a fairly casual attitude toward time for much of the early twentieth century. The territory's first "official" (Congressionally designated) time zone, in 1918, was unwieldy and impractical; as a result, Alaskans used an informal, locally-derived time zone system for the next half century. Several towns in southeastern Alaska, however, moved to alter that system during the 1920s and 1930s in response to a broadly expressed interest in closer touch with Seattle economic interests. By the end of World War II, this interest was so widespread that most of southeastern Alaska had moved to Pacific Time. Several minor moves to change time zones took place during the 1950s and 1960s; most failed, although Skagway, in 1965, successfully moved to Pacific Time. Beginning in 1973, a broad spectrum of Alaskans began to agitate toward moving the state capital; and although the move was ultimately unsuccessful, the pressures that underlay the movement resulted in a summer-long time change experiment in Juneau (in 1980) and a statewide alteration of time zone boundaries (in 1983). In more recent years, residents of Ketchikan and nearby areas orchestrated a major protest to the 1983 change, which ultimately failed; another less-than-successful experiment took place at Little Diomedede Island, northwest of Nome. The history of Alaska in the twentieth century has shown that hardly a decade has gone by in which one or more time-change movements have not been manifested on either a statewide or local level. There is little to indicate, moreover, that future challenges to the existing system will not be forthcoming.

FISCAL NOTE

STATE OF ALASKA
2005 LEGISLATIVE SESSION

Fiscal Note Number: _____
 Bill Version: SB 120
 () Publish Date: _____

Revision Date/Time (Note if correction): _____ Dept. Affected: Administration
 Title: "An Act exempting the state and its political subdivisions from daylight savings time." RDU: All
 Component: All
 Sponsor: Senator Olson Component No: _____
 Requester: (S) Community & Regional Affairs Component No: 45

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Personal Services						
Travel						
Contractual	0.0	0.0	0.0	0.0	0.0	0.0
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ()	0.0	0.0	0.0	0.0	0.0	0.0
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FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts	0.0	0.0	0.0	0.0	0.0	0.0
1037 GF/Mental Health						
Other (Specify Type--Do not abbreviate)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2005) cost: 0.0

Mark this box (X) if funding for this bill is included in the Governor's FY 2006 budget proposal:

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

This bill exempts the state and all of its political subdivisions from observation of advanced time, also known as daylight savings time, between 2:00 a.m. on the first Sunday in April and 2:00 a.m. on the last Sunday in October in each calendar year. The entire state and all of its political subdivisions shall observe the standard time that is otherwise applicable during that time.

This bill will have no fiscal impact on the department.

Prepared by: Eric Swanson, Director Phone 465-5655
 Division: Administrative Services Date/Time 4/8/05 9:51 AM
 Approved by: Michael Tibbles, Deputy Commissioner Date 4/8/2005
 Agency: Department of Administration

SB

128

Alaska State Legislature

SENATOR
GENE THERRIAULT

Mailing Address:
119 N. Cushman, Suite 101
Fairbanks, Alaska 99701
(907) 488-0857
Fax: (907) 488-4271



Senate

While in session
State Capitol
Juneau, Alaska
99801-1182
(907) 465-4797
Fax: (907) 465-3884
SENATE DISTRICT F

Sponsor Statement for SB 128

Senate Bill 128 will help insure that petitions to create new boroughs receive a higher degree of local public participation.

The foundation for this legislation is Article I, Section 2 of the State Constitution, "All political power is inherent in the people. *All government originates with the people*, is founded upon their will only, and is solely for the good of the people as a whole."

The specific authority to make this statutory change is in Article X, Section 3 of the State Constitution. "*The entire state shall be organized into boroughs, organized or unorganized. They shall be established in a manner and according to standards provided by law.*"

The Local Boundary Commission has acted against overwhelming objections of Valdez residents in directing an employee of the Department of Community, Commerce and Economic Development to originate a borough petition surrounding their community. The LBC is using a process that does not follow the typical Title 29 procedures for public involvement in the petition formulation process.

While the Constitution in Article X, Section 12 of the Constitution states: the Local Boundary Commission "may consider any proposed local government boundary *change*". It does not state, that a state agency or the LBC may create entirely new borough boundaries. In fact, the statutory language that once specifically recognized such authority was eliminated.

It is clear from the minutes of the Constitutional Convention that the founders did not intend a borough to be created by a state employee, or five unelected commissioners. The founders no doubt intended the phrase "*All government originates with the people*" to guide and temper the actions of the LBC and government agencies in their deliberations and actions.

SB 128 is based on Article I, Section 2, and affirms for the LBC and the Department of Community, Commerce and Economic Development that "*all government*" applies to boroughs, and the words "*originates with the people*" applies first and foremost to citizens within proposed borough boundaries.



Alaska State Legislature

Senate Majority Web: www.akrepublicans.org

Sponsor: Senator Gene Therriault
Current Version: SB 128
Contact: Dave Stancliff, 465-4797

Fact Sheet for: Senate Bill 128

Short Title: BOROUGH INCORPORATION

Summary:

- Amends AS 44.33.812 to clarify that the authority of the Local Boundary Commission (LBC) does not include borough incorporation when the LBC considers a local government "boundary change."

Benefits:

- Ensures a higher degree of local public participation in the petition process.
- Resolves a potential constitutional conflict.
- Clarifies state law regarding the formation of boroughs to reflect the intentions of participants in Alaska's Constitutional Convention.

Background:

- SB 128 clarifies that agency personnel of state government cannot create a new borough. The bill is in response to a recent action of the LBC and the Department of Commerce, Community and Economic Development to draft a petition that would surround the community of Valdez with a new borough. The action is against overwhelming objections of Valdez residents, does not follow typical Title 29 procedure allowing for public involvement, and can be interpreted as unconstitutional. Validation for SB 128 comes from Article I, Section 2 of the State Constitution, "All political power is inherent in the people. All government originates with the people, is founded upon their will only, and is solely for the good of the people as a whole." The specific authority for the statutory change made in SB 128 comes from Article X, Section 3, "The entire state shall be organized into boroughs, organized or unorganized. They shall be established in a manner and according to standards provided by law." Minutes of the Constitutional Convention clearly indicate that the founders did not intend borough creation by a state department or five unelected commissioners.



February 22, 2005

Governor Frank Murkowski
State of Alaska
Office of the Governor
P. O. Box 110001
Juneau, Alaska 99811
Fax: (907) 465-3532

Dear Governor Murkowski:

The City of Valdez respectfully requests your attention to the development of a petition for the incorporation of the Prince William Sound Borough that follows the model borough boundaries in the Prince William Sound area. In August of 2004, the City of Whittier passed a resolution asking the Local Boundary Commission to have the State act as the petitioner for the incorporation of the Prince William Sound Borough through the Legislative Review Process. The Local Boundary Commission voted favorably to grant Whittier's request. Subsequently, staff time within the Division of Community Advocacy was allocated for preparation of the petition. A number of issues relating to this process are cause for alarm.

First, the petition process has been assigned to a very accelerated schedule. The Division of Community Advocacy has informed stakeholders that the petition will be submitted by the end of March, 2005. This submission date does not guarantee, but positions the petition to be submitted by the LBC within the first ten days of the 2006 Legislative session. The timeline virtually prohibits the affected communities from completing their own analysis of alternative borough boundaries. The model borough boundaries were drawn up more than a decade ago. Much has changed in that time. There very well may be alternative boundary options that make more social and economic sense for the individual communities within Prince William Sound. The "fast-tracked" petition provides no opportunity for different options to be explored.

Secondly, the City of Whittier passed and submitted its resolution to the Local Boundary Commission with no forewarning to the other four impacted communities. The population of Whittier is approximately 172 people. Based on information we have received, not all of the residents are in favor of borough incorporation. This means that less than 2% of the population in Prince William Sound is driving a borough petition process for the other 98% of the residents in the impacted area.

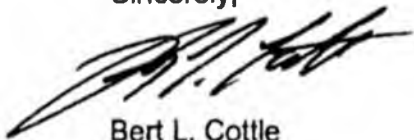
Finally, it is the stated policy of the Administration that Alaska residents will not be forced into new local government. Much of the push behind borough formation is to ensure that Alaskans are paying "their fair share." We see that as a reasonable goal. However, in Prince William Sound, 95% of the population is currently paying for schools, land use

planning. An even higher number (98%) are paying taxes for services that far exceed those provided by most borough governments in Alaska.

With this in mind, it begs the question, "Why the rush?" All five communities within Prince William Sound should be given the dignity and time to determine which boundaries make the most sense for the social and economic well being of our citizens for this generation and those to come.

The City of Valdez urges you to review the State's role and process in preparation of the petition for incorporation of the Prince William Sound Borough.

Sincerely,

A handwritten signature in black ink, appearing to read "Bert L. Cottle". The signature is stylized and somewhat cursive.

Bert L. Cottle
Mayor

CC: Representative John Harris, Speaker of the House
Senator Gene Therriault

For Immediate Release

Bill Redirects LBC in Borough Action

(JUNEAU)—Senator Gene Therriault has introduced a bill to clarify that new boroughs are not to be created by agency personnel of state government.

Senator Therriault, (R-North Pole), sees a constitutional conflict in recent action by the Local Boundary Commission and the Department of Community and Economic Development to draft a petition that would surround the community of Valdez with a new borough.

“The residents in the Valdez area feel they have been totally disenfranchised, and rightfully so. Such petitions should originate with maximum local involvement. The LBC and agency have made a wrong move here and we must correct the course a bit,” Therriault said.

“The Alaska Constitution states, *“All government is to originate with the people and is founded upon their will only.”* I interpret that to include borough governments. The role of the Local Boundary Commission is to review proposed changes, not to create boroughs. If we are to have a government by the people, those proposed changes should emanate from the local level up, not from the top of the government pyramid down,” Therriault said.

###

NATIVE VILLAGE OF EAGLE
EAGLE VILLAGE IRA COUNCIL
P. O. BOX 19
EAGLE, ALASKA 99738

PHONE NO. (907) 547-2281
FAX NO. (907) 547-2318

March 7, 2005

Gene Therriault
Alaska State Legislature
Alaska State Senate
State Capital
Juneau, Alaska 99801-1182

RE: Senate Bill 128

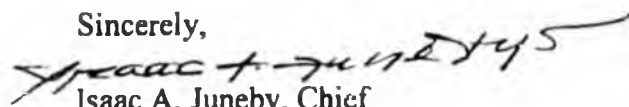
Dear Honorable Senator Therriault:

I am writing in references to Senate Bill 128, which you introduced ton March 3, 2005. After reviewing the synopsis of SB-128, I wanted to let you know that I support it. I like the intent of this bill, however, I do have a few questions? You quoted the "Alaska State Constitution" Article 1, Section 2, which states that all government originates with the people. I read and understands this to mean, if someone wants a borough, that it is up to the people who resides within the area to formulate, vote and introduce it as legislation.

The individual rights within our Bill of Rights, states we the people, for the people and by the people. The bill, which you are sponsoring, has all of these safeguards and merits. I do believe that we need a bill like SB-128 to safeguard all of our rights, especially in this case, the formation of boroughs or other forms of government.

Thank you for giving me the time to comment. I strongly support and recommend passage of this bill. If you have any questions or comments, feel free to call me at (907) 547-2271 (office) or (907) 547-3030 (home).

Sincerely,



Isaac A. Juneby, Chief
Eagle Village IRA Council

C/C

File

All Alaska State House of Representatives
All Alaska State Senators



State of Alaska
Local Boundary Commission

550 West Seventh Avenue, Suite 1770 • Anchorage, AK 99501
Telephone: 907-269-4560 • Fax: 907-269-4539

March 21, 2005

The Honorable Gary Stevens, Chair
Senate Committee on Community and Regional Affairs
State Capitol, Room 103
Juneau, AK 99801-1182

RE SB 128

Dear Senator Stevens:

I regret that I am unable to testify in person or by teleconference at this afternoon's hearing regarding SB 128. Please accept this letter and attachment as my written testimony.

Time constraints did not allow the LBC to convene in public session to address SB 128. However, the views expressed here are consistent with the policy positions reflected in the LBC's 2005 report to the Legislature.

Senate Bill Number 128 would impede efforts to form organized boroughs. As former Alaska Constitutional Convention delegate Victor Fischer recently testified concerning somewhat similar legislation (HB 133), this "would be a big step backward from where we are today – and today we are not where we should be."

The observation that "today we are not where we should be" reflects the struggles by the executive and legislative branches over the past 46 years to implement the concept of borough government. We still have a long way to go in that regard.

SB 128 would make achievement of the framers' vision regarding local government all the more difficult. That was reflected in the words of one community leader in the unorganized borough who quipped earlier this month regarding the similar HB 133, "If that happens, our troubles are over."

Please take a few moments to consider the several observations regarding SB 128 outlined in the attachment. Because SB 128 would impede efforts to form boroughs, I urge you to carefully consider and reject SB 128.

Sincerely,

Darroll Hargaves
Chair

Attachment: Observations Concerning SB 128

cc: Members of the Local Boundary Commission



State of Alaska Local Boundary Commission

550 West Seventh Avenue, Suite 1770 • Anchorage, AK 99501
Telephone: 907-269-4560 • Fax: 907-269-4539

March 21, 2005

OBSERVATIONS CONCERNING SB 128

SB 128 would allow the LBC to ignore a request from legislature itself to consider borough incorporation.

- SB 128 would remove the decades old requirement that the LBC consider borough incorporation of specific areas requested by the legislature.
- In 2004, the Alaska Senate approved a measure (SCR 12) requesting the LBC to consider incorporation of boroughs in four regions of the unorganized borough that were deemed to have the fiscal and administrative capacity to operate boroughs.
- In 2001, the Alaska Senate approved a measure (SB 48) which required the LBC to review unorganized areas and make formal recommendations to the Legislature for incorporation of areas that meet borough standards.

SB 128 would prohibit certain local efforts to form boroughs.

- SB 128 is intended to ensure that borough incorporation proposals "emanate from the local level." (See March 3, 2005, Press Release, Office of Senator Therriault.) Yet, it would remove the requirement that the LBC consider such proposals initiated by a local government. Moreover, it would effectively nullify pending requests by the City of Cordova (Resolution 03-05-13) and City of Whittier (Resolution 745-04) that the LBC consider incorporation of a Prince William Sound borough.

A number of areas in the unorganized borough have fiscal and administrative capacity to operate boroughs, yet opposition to boroughs exists in many unorganized areas.

- The 2002 Legislature directed the LBC to examine areas of the unorganized borough that meet borough incorporation standards. The LBC identified a number of such areas. (See *Unorganized Areas of Alaska That Meet Borough Incorporation Standards*, February 2003.)
- One example is the Delta Greely REAA portion of the unorganized borough. Following a lengthy effort involving many hundreds of hours, the State Assessor recently estimated that the value of taxable property in the Delta Greely REAA is \$130,585 per capita. That figure is nearly 31 percent greater than the figure for all sixteen existing boroughs (\$99,948).
- The above figures include the value of oil and gas property taxable under AS 43.56. If that property is excluded, the value of taxable property in the Delta Greely REAA is estimated to be \$79,947 per capita. That figure is virtually identical to the average for all existing organized boroughs (\$80,061).

Observations Concerning SB 128

March 18, 2005

Page 2

- The Department of Labor and Workforce Development recently estimated that in FY 2004, average monthly employment in the Delta Greely REAA was 1,169. Total wages paid in the Delta Greely REAA during FY 2004 were estimated to be \$54,340,020.
- Despite the fiscal capacity of the Delta Greely region, a recent letter filed with the LBC regarding the prospective Delta-Greely borough proposal provided the results of a survey taken in the area regarding borough formation. From the 193 returns, 87 percent were against the creation of a borough.
- A recent poll from the Copper River Basin reveals a similar outcome, 76 percent of those voting opposed the creation of a borough for the area.

SB 128 removes the requirement that the LBC consider borough incorporation proposals by the local government agency.

- SB 128 would remove the requirement that the LBC would have to consider a borough incorporation proposal requested by the Commissioner of the Department of Commerce. The Commerce Commissioner has used authority to initiate boundary changes in the past, one such action (a borough detachment) was critical to the formation of the Northwest Arctic Borough in 1986.

SB 128 would rely on an ineffective method for incorporation of new boroughs.

- The 2004 State Senate approved SCR 12, which stated, "the local option method of borough incorporation, first enacted in 1961 and currently codified in AS 29.05.060 - 29.05.150, has been generally ineffective."
- In 2004, three-quarters of the boroughs formed under the 1963 Mandatory Borough Act endorsed SCR 12.
- The 1963 Legislature and then-Governor Egan (former President of the Constitutional Convention) recognized that the local option method was ineffective when they approved mandatory incorporation of boroughs encompassing 84 percent of Alaskans.
- In 46 years of statehood, the local action method of borough incorporation (AS 29.05.060 - 29.05.150) favored by SB 128 has resulted in the creation of boroughs in which fewer than 4 percent of Alaskans live.
- Cordova officials stated that the local option method "renders any local initiative to form a borough impractical." (See December 29, 1999, letter from then-Mayor Ed Zeine.) Additionally, like SCR 12 approved by the Senate in 2004, City of Cordova Resolution 03-05-13, adopted March 8, 2005, states, "the local option method of borough incorporation, first enacted in 1961 and currently codified in AS 29.05.060 - 29.05.150, has been generally ineffective."
- City of Whittier Resolution 745-04, adopted August 2, 2004, also finds that the local option method has been ineffective.
- City of Wrangell officials have been thwarted for years in attempts to pursue borough incorporation because of restrictions in the local option method.

- For five decades, experts have repeatedly recognized that an effective policy of voluntary borough incorporation requires adequate incorporation incentives. Such incentives have never been provided. (See pages 85 – 132, LBC Report to 2005 Legislature.)
- Lacking borough incentives, the 1963 Legislature instituted a policy compelling formation of boroughs in regions with fiscal and administrative capacity. Eight boroughs, encompassing 84 percent of Alaskans, were formed by that Legislature. Borough were formed in regions encompassing:
 1. Greater Ketchikan area,
 2. Kenai Peninsula,
 3. Kodiak Island,
 4. Greater Anchorage area,
 5. Greater Fairbanks area,
 6. Matanuska-Susitna Valleys,
 7. Greater Sitka area,
 8. Greater Juneau area.

The framers of Alaska's Constitution distinguished between the concept of organized and unorganized boroughs in terms of fiscal and administrative capacity.

- "[W]e allow for the boroughs remaining unorganized until they are able to take on their local government functions. . . . The boundaries, we think, are quite an important question and should be under some agency which can **establish** them along the proper lines. They **should not be left to the local community**; they should be established by a higher authority." (John Rosswog, Chair of the Local Government Committee, *Alaska Constitutional Convention Proceedings*, p. 2612, emphasis added.)
- "[W]hen a certain area reaches a position where it can support certain services and act in its own behalf, it should take on the burden of its own government." (Victor Fischer, Secretary of the Local Government Committee, *Alaska Constitutional Convention Proceedings*, Alaska Legislative Council, pp. 2673 - 2674.)

Definition of the term "boundary change".

- SB 128 would, in effect, define "boundary change" to exclude borough incorporation. Beginning with Alaska's Constitutional Convention and through 46 years of statehood, the term has been broadly construed to include borough incorporation.
- One example of the broad definition of the term was expressed in a 1964 State Attorney General's opinion. That opinion stated, "Those who drafted the Constitution clearly intended that such vital changes as incorporation and dissolution of local government units be considered boundary changes subject to the Commission's authority."

Observations Concerning SB 128

March 1st, 2005

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- On March 1, 2005, the Director of Legal Services for the Legislative Affairs Agency of the State of Alaska concluded that, "The formation of a borough certainly involves a boundary change"

Use of Legislative Review Method.

- The legislative review method to change municipal boundaries in Alaska has been used more than 125 times since Statehood. The Constitution establishes the LBC and grants it broad powers. SB 128 would limit those powers.
- The Prince William Sound region is the focus of much debate over methods for borough incorporation. It is noteworthy that each of the three city governments in the Prince William Sound region has utilized the legislative review method to "incorporate" new areas into the existing cities by annexation.

The will of the people is reflected in Alaska's Constitution.

- SB 128 is intended to ensure that governments are founded only upon local will. Alaska's Constitution, ratified by the People of Alaska on April 24, 1956, in a record turnout by a margin greater than two to one, also reflects the will of the people.
- Multiple constitutional principles were expressly cited by the 1963 Legislature when it mandated formation of boroughs that today encompass 84 percent of Alaskans.
- The 1972 Legislature affirmed the 1963 policy by mandating that each second-class city with 400+ residents reclassify as a first-class city. First-class cities in the unorganized borough are required by State law to provide the same services as boroughs.
- Alaska's Constitution requires a rational basis for disparate treatment of Alaskans. The LBC is unaware of any rational basis for compelling certain areas that possessed the fiscal and administrative capacity to organize boroughs, but not doing so now for others with such capacity.
- Areas within boroughs and home-rule and first-class cities in the unorganized borough are subject to State mandates to operate municipal school districts; make local contributions in support of schools; and exercise planning, platting, and land use regulation. Other areas of Alaska – without regard to fiscal and administrative capacity – are not required to do so.

March 19, 2005

Box 192
Tok, Alaska 99780

My fax: 907-883-4601

Senator Gary Stevens, chair
State Capitol, Juneau, Ak 99801-1182

To: Fax 907-465-3517
Senate C R & A Committee

Dear Senator Stevens:

My name is Glen Marunde and I am a 45 year resident of the Tok Area. My wife, Dorothy and I have raised 5 children here in Alaska. I make my living as an electrical and mechanical contractor. I also teach construction classes for the U of A. My work has taken me all over Alaska from Juneau, to Barrow, to Border and to Adak..

I am writing you in support of SB128. "An Act relating to consideration by the Local Boundary Commission of a requested borough incorporation." I have studied our State Constitution and I believe that the framers never intended for the LBC, the Legislature, and/or the courts to initiate the establishment of a new borough or an annexation to an existing borough. I believe I am a reasonable man making a reasonable interpretation of the Constitution. I believe the Borough Act of 1961, as amended, is the current law of the land and is today's only valid authority for establishing or annexing boroughs.

The Mandatory Borough Act of 1963 was a one-time-only act and does not establish any precedence for mandating boroughs.

In November of 2000, the DCED published a booklet entitled "Background on Boroughs in Alaska". The booklet was written by Mr. Dan Bockhorst, a DCED local government specialist who acts as a facilitator for the LBC. On page 14, under the heading of Borough

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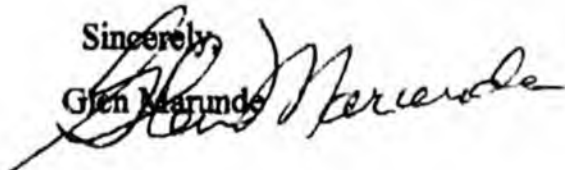
Incorporation Procedures, Mr. Bockhorst clearly states, "Current law expressly provides that borough incorporation proposals may only be initiated by voters." The process states that incorporation proposals are initiated by at least 15% of those who voted in the last State General Election. Mr. Bockhorst then goes on to present a rather lengthy process of hearings, including the presentation of briefs and comment periods, and finally the last step, "Submission of a proposition of the vote of the proposed borough which requires approval from a majority of the area wide vote."

The Borough Act of 1961, as amended, and passed by the 2nd Legislature is the current law of Alaska regarding the formation of borough government. This law dictates that borough proposals may only be initiated by 15% of the those who voted in the last State General election, and that submission of a proposition of the vote of the proposed borough which requires approval from a majority of the area wide vote.

Please vote to pass SB 128 out of your committee. It is needed to clarify the intent of the current law pertaining to borough formation.

Sincerely,

Glen Magunde



PS I am attaching 3 articles I have written which have appeared in the Tok and Delta newspapers.



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• **A VOICE FOR THE BUSH**

Commentary by Glen Marunde, Tok Resident

This article may be downloaded at www.avoiceforthebush.com

"Just how organized is the Unorganized Borough?"

There are 144 cities in Alaska. These are cities with State charters formed in accord with Alaska Statute. In the Organized Borough there are 7 home rule cities, 8 first class cities, and 34 2nd class cities for a total of 48 cities.

In the Unorganized Borough there are home rule cities, 13 first class cities and 77 2nd class cities for a total of 95.

Most Alaskans are very surprised to learn that there are nearly twice as many cities in the Unorganized borough as there are in the Organized Borough. And then there are the large number of native villages that are organized as tribal governments under federal law. In truth, there already is a lot of organized government in the Unorganized Borough.

Now along comes a group of State Senators who are co-sponsoring Senate Concurrent Resolution No. 12 which requests that the Local Boundary Commission consider borough incorporation for certain unorganized boroughs. The sad thing is that these Senators are not promoting borough government because it is the best and most logical government for communities in the Bush. Clearly, city government is the best initial government for bush communities. City government, not borough is closest to the people. These bureaucracy loving State Senators are using the mandatory borough government issue simply as a vehicle to tax the bush with nary a concern for what is best, most effective, and most efficient for the small communities in the Bush.

Let us assume that those who want wall-to-wall government for our Great State achieve their goal. This would mean that all 95 cities now in the Unorganized Borough would be saddled with an unneeded and unwanted layer of government overnight! And since most cities already have local taxes, there would be two layers of taxing authority. The establishment of of an unneeded layer of borough government would be in direct conflict with State Constitution Article X, Local Government, section 1, Purpose and



Construction which states, " The purpose of this article is to provide for maximum local self-government with a minimum number of local government units, and to prevent duplication of tax-levying jurisdictions."

The large number of cities and other organized local governments in the Unorganized Borough stands as proof that Article 10, LOCAL GOVERNMENT, is working as the framers of our State Constitution intended. C'mon you politicians. It ain't broke—so please don't fix it!

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A VOICE FOR THE BUSH

By Glen Marunde, Tok kResident

"It's Government for rabbits"

Testimony for HB 133

Two of Alaska's most respected elder statesmen, both of whom played important roles in the framing of Alaska's State Constitution, are on record as opposing the formation of large boroughs in the Unorganized Borough.

Elder statesman, Judge Thomas Stewart, now living in Juneau, was the chief organizer of the original constitutional convention. Judge Stewart served as the secretary of the convention.

On February 13 and 14, 1996 The Local Boundary Commission hosted a seminar entitled "A Review of the Local Government Article of Alaska's Constitution Forty Years after it was Written" The seminar took place in Juneau. Judge Stewart was invited to participate as an expert on the Local Government Article X of the Alaska Constitution.

Here are Judge Stewart's comments quoted from a transcription of the meeting. Near the end of the meeting, Judge Stewart said, "My strong thought is that the Legislature, the Governor, and the Department and the Commission have failed to give weight to that word (local). And too many of the boroughs that have been formed are regional in nature, and in my judgement never should have been. If there are taxable properties out there like Prudhoe Bay, they should have been in an unorganized borough administered by the State. Barrow has no business managing Prudhoe Bay ----that they never used. It's regional in my judgement. And you should confine the boundries down to the land surface that the local people have traditionally used that have those characteristics of population, geography, economy, transportation that are local. The word "local" has not been adequately recognized."

Bob Hicks "You say the word "local" for boroughs should be very, very small equivalent of a small county, shouldn't be that expansive?"

Judge Stewart, "Absolutely!"

Alaskan elder statesman, Lt. Gov Jack Coghill, in a recent interview with

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"A Voice for the Bush" commented on SCR-12, the bill that could force a layer of unwanted and unneeded borough government on citizens of the Unorganized Borough, without the vote of any person answerable to an electorate.

Lt. Gov Coghill, who was a framer for our constitution said, " We wanted to be sure that the power to form government was in the people, not the Legislature. It is unconstitutional for the Legislature or the Local Boundary Commission to impose a government on anyone. Just read Article 1, Section 2 of our State Constitution. It's all right there!"

Here's what Article 1, section 2 says, "All political power is inherent in the people. All government originates with the people, is founded upon their will only, and is instituted solely for the good of the people as a whole."

Coghill stressed that framers intended no timetable what-so-ever for the establishment of local governments. He said that the framers thought there would be areas of unorganized borough forever. That is why the framers gave the Legislature the power to act as an assembly for the Unorganized Borough. They did not want an unnecessary layer of regional governments on top of local governments.

Coghill also explained that when the framers gave authority to the Local Boundary Commission to study boundary changes and make recommendations to the Legislature that could become law without a vote of the Legislature they intended this third party authority to be used only to resolve boundary disputes involving annexations, detachments, and other disputes between existing local governments. The framers never intended for the Local Boundary Commission to use this authority to establish or force new local governments on the residents of the unorganized borough.

Like Judge Thomas Stewart, Coghill thinks some of the existing boroughs are far too large and are really regional, not local, in nature.

Lt. Gov Coghill summed up his feeling about large, unnecessary boroughs in just four words when he said, "It's government for rabbits."

Glen Marunde
Box 182 Tok, Alaska 99780
March 2 - 2005



Lt Gov Jack Coghill Addresses Delta Citizens Regarding Alaska's Constitution

By Glen Marunde

A group of about 75 Delta and Tok citizens were privileged to listen to and interchange ideas with Lt Gov Jack Coghill at a meeting held at the Delta Russian Church Tuesday evening, May 4th. Lt Gov Coghill was invited to the meeting called by an old friend, Delta resident Jack Knight. The purpose of the meeting was to get a clear view of what the framers of Alaska's Constitution intended regarding the formation of local governments. At the center of the evening's discussion was Senate Concurrent Resolution 12, which would force a layer of borough government on the Delta/Tok areas, the Glennallen Area and two other areas in Southeast Alaska without the consent of those living in the areas and without the vote of anyone answerable to an electorate.

Lt Gov Coghill said, "Nobody, not the legislature, not the Governor, not the Local Boundary Commission --nobody can force local government on people without their consent. It's all in our constitution in Art X, section 2 Source of Government." Then, reading from the Constitution, he stated, "All power is inherent in the people. All government originates with the people, is founded upon their will only, and is instituted for the good of the people as a whole"

Lt. Gov Coghill said the framers felt that very large parts of Alaska would remain unorganized forever. Those in the Legislature who want more and more government are just creating "government for rabbits" according to Coghill. He also explained that the framers envisioned boroughs to be local, not regional governments. Some of the existing boroughs are far too large, and he used the huge North Slope Borough as an example of a borough that includes large areas that the local people never used, just to get at resources.

"If and when the people of Delta or Tok want to form a borough they should be able to choose what they want according to law and vote for or against it" he pointed out.

Coghill ended by saying that his life's accomplishment of which he is most proud is having served as a framer of Alaska's Constitution.

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Attending the meeting from Tok were Glen Marunde, Sally Young, and Mary and Wally Hinkley. Marunde and Young are Chairman and treasurer of the WOLFPAC organization and the Hinkleys are on the steering committee.

LRU

24-LS0512F

CS FOR SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 133(CRA)

IN THE LEGISLATURE OF THE STATE OF ALASKA

TWENTY-FOURTH LEGISLATURE - FIRST SESSION

BY THE HOUSE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE

Offered: 3/4/05

Referred: State Affairs

Sponsor(s): REPRESENTATIVES COGHILL, Harris, Salmon

*diff. w/ HB
2/19/05
draft of statute
not filed in law
committee
ability to
draft*

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to incorporation of boroughs and to regulations of the Local Boundary
2 Commission to provide standards and procedures for municipal incorporation,
3 reclassification, dissolution, and certain municipal boundary changes; and providing for
4 an effective date."

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

6 * **Section 1.** AS 29.05.100(a) is amended to read:

7 (a) The Local Boundary Commission may not amend the petition or [AND
8 MAY] impose conditions on the incorporation. If the commission determines that the
9 incorporation [AS AMENDED OR CONDITIONED IF APPROPRIATE.] meets
10 applicable standards under the state constitution and commission regulations, meets
11 the standards for incorporation under AS 29.05.011 or 29.05.031, and is in the best
12 interests of the state, it may accept the petition. Otherwise it shall reject the petition.

13 * **Sec. 2.** AS 29.05 is amended by adding a new section to read:

14 **Sec. 29.05.115. Incorporation with legislative review.** (a) If the Local

1 Boundary Commission submits a proposal for borough incorporation to the legislature
 2 under art. X, sec. 12, Constitution of the State of Alaska, AS 29.05.060 - 29.05.110 do
 3 not apply. However, before the proposal is submitted to the legislature, the Local
 4 Boundary Commission shall hold at least two public hearings in the area proposed for
 5 incorporation and shall notify the director of elections of the incorporation proposal.
 6 Within 30 days after notification, the director of elections shall order an election in the
 7 proposed borough area to determine whether the voters desire incorporation. Only if
 8 the voters approve the incorporation may the Local Boundary Commission submit the
 9 proposal to the legislature.

10 (b) This section may not be construed as granting authority to the Local
 11 Boundary Commission to propose a borough incorporation under art. X, sec. 12,
 12 Constitution of the State of Alaska.

13 * Sec. 3. AS 44.33.812(a) is amended to read:

14 (a) The Local Boundary Commission shall

15 (1) make studies of local government boundary problems;

16 (2) adopt regulations providing standards and procedures for municipal
 17 incorporation, annexation, detachment, merger, consolidation, reclassification, and
 18 dissolution; the regulations providing standards and procedures are subject to
 19 AS 29.04 - AS 29.10;

20 (3) consider a local government boundary change requested of it by the
 21 legislature, the commissioner of commerce, community, and economic development,
 22 or a political subdivision of the state; and

23 (4) develop standards and procedures for the extension of services and
 24 ordinances of incorporated cities into contiguous areas for limited purposes upon
 25 majority approval of the voters of the contiguous area to be annexed and prepare
 26 transition schedules and prorated tax mill levies as well as standards for participation
 27 by voters of these contiguous areas in the affairs of the incorporated cities furnishing
 28 services.

29 * Sec. 4. The uncodified law of the State of Alaska is amended by adding a new section to
 30 read:

31 APPLICABILITY. A municipal incorporation, annexation, detachment, merger,

1 consolidation, reclassification, or dissolution proposal that has not taken effect on or before
2 the effective date of this Act and that has been initiated or considered under regulations that
3 do not meet the requirements of AS 44.33.812(a)(2), as amended in sec. 3 of this Act, or
4 under procedures that do not meet the requirements of AS 29.05.115, added by sec. 2 of this
5 Act, is void. The proposal may be initiated again under regulations that do meet the
6 requirements of AS 44.33.812(a)(2) or under procedures that do meet the requirements of
7 AS 29.05.115.

8 * **Sec. 5.** This Act takes effect immediately under AS 01.10.070(c).

FISCAL NOTE

STATE OF ALASKA
2005 LEGISLATIVE SESSION

Fiscal Note Number: _____
 Bill Version: SB128
 () Publish Date: _____

Revision Date/Time (Note if correction): _____ Dept. Affected: Commerce
 Title Borough Incorporation RDU Comm Assist & Ec Dev (405)
 Component Community Advocacy
 Sponsor Therriault
 Requester Senate Community & Regional Affairs Component No. 2703

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ()						
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FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type--Do not abbreviate)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2005) cost: 00
 Mark this box (X) if funding for this bill is included in the Governor's FY 2006 budget proposal:

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

This legislation amends AS 44.33.812(a) to require that the term "boundary change" may not be construed to include a borough incorporation. It would not create a fiscal impact on the operations of the department.

Prepared by: Michael Black, Director Phone 907.269.4580
 Division: Community Advocacy Date/Time 3/21/05 10:19 AM
 Approved by: Edgar Blatchford, Commissioner Date 3/21/2005
 Agency: Commerce, Community, and Economic Development