

WORKPLAN FOR CONSOLIDATION

Purpose:

Provide a plan and timeline for approaching the possible consolidation of the City of Kodiak and Kodiak Island Borough governments into one new local government.

Introduction:

The issue of consolidating the Kodiak Island Borough and the City of Kodiak into one local government is one that has arisen on occasion in the past.

In October 1987 the Kodiak Island Borough Assembly placed on the ballot of the regular Borough election the following question:

"Shall a committee be established to investigate the advantages and disadvantages of consolidation and present these facts to the public at the 1988 Regular Election with the question of forming a Charter Commission to prepare a charter for the consolidation of the Kodiak Island Borough and the City of Kodiak as a single home rule government for submission to the voters for their approval or rejection?"

The question was passed by a vote of 1392 to 771.

The Borough Assembly and City Council appointed a Consolidation Committee of eleven members representing both the areas within and outside the city limits and the villages. The committee commenced meeting in January 1988 and produced a report on their findings that we are currently referring to as "the 1989 Consolidation Report."

There was much discussion and several resolutions related to consolidation between 1987 and 1993 but it was eventually discontinued in early 1993 in favor of letting the people initiate the consolidation and petition process.

On October 4, 2016 the Kodiak Island Borough Assembly placed an advisory question on the local election ballot which asked, "Should the Kodiak Island Borough pursue the idea of consolidating the Kodiak Island Borough and City of Kodiak into a single unit of government?" The results were in favor with 1,235 Yes and 919 No votes.

In early 2018 the Assembly approved the advertising of a Request for Proposals to gather information about the pros and cons, savings and expenses the community could expect from consolidating the two local governments, however there were no respondents.

The Assembly now favors the establishment of a committee to flesh out the details of consolidation and provide advice to the Assembly about related decisions and developing a petition to be submitted to the Local Boundary Commission.

Goals, Objectives and Schedule

Meeting #1: Learn the rules

Consult state Local Boundary Commission website

(<https://www.commerce.alaska.gov/web/dcra/localboundarycommission.aspx>)

Review state constitution, Article X, Local Government

(<http://ltgov.alaska.gov/services/alaskas-constitution/>)

Review relevant state statute: AS 29.06.090-29.06.170

(<http://www.akleg.gov/basis/statutes.asp#29.06.060>)

Review Alaska Administrative Code 3 AAC 110.240 – 3AAC 110.255

(<http://www.akleg.gov/basis/aac.asp#3.110.240>)

Meeting #2: Compare government types

Sec. 29.04.010. Home rule.

A home rule municipality is a municipal corporation and political subdivision. It is a city or a borough that has adopted a home rule charter, or it is a unified municipality. A home rule municipality has all legislative powers not prohibited by law or charter.

A HOME RULE BOROUGH MUST HAVE A CHARTER; MUST ELECT A CHARTER COMMISSION

Sec. 29.04.020. General law.

A general law municipality is a municipal corporation and political subdivision and is an unchartered borough or city. It has legislative powers conferred by law.

Sec. 29.04.030. Classes of general law.

General law municipalities are of five classes:

- (1) first class boroughs;
- (2) second class boroughs;
- (3) third class boroughs;
- (4) first class cities;
- (5) second class cities.

See attached comparison provided by LBC

It should be noted that the preferred option by the Borough Assembly and City Council is to form a new Home Rule Borough

Meeting #3: Review 1989 Consolidation Report

Meeting #4: Discuss info from meetings 1-3.

If the committee finds disagreement with forming a Home Rule Borough and associated charter then prepare a discussion to share with the Assembly

UPDATE ASSEMBLY

Meeting #5: Review petition questions

Meeting #6: Review Ketchikan or similar petition

Meeting #7: Continue to review Ketchikan or similar petition

Meeting #8: Identify items/questions of concern

UPDATE ASSEMBLY

Meeting #9: Review proposed workplan schedule for appropriate order and items

Meeting #10: Examine options and decide upon recommendation for Assembly composition and apportionment (Voter Rights Act)

Districts

At-large

Combination

Meeting #11: Discuss Powers and Services Required of all boroughs by the State:
Education, Assessment & Collection of Taxes, Platting & Land Use (currently KIB
Community Development Department)

Meeting #12: Review and Discuss other services currently provided by City and Borough whether they are area-wide or non-area-wide and how they are paid for

UPDATE ASSEMBLY

Meeting #13: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Water/sewer

Meeting #14: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Animal control

Meeting #15: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Parks & Rec

Meeting #16: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Solid Waste

UPDATE ASSEMBLY

Meeting #17: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Port and Harbor

Meeting #18: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Continue Port and Harbor

Meeting #19: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Road services, continue w similar RSA boundaries? Combine?

Meeting #20: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Continue Road Services discussion and decide upon recommendation to the Assembly

UPDATE ASSEMBLY

Meeting #21: Review and Discuss any feedback and/or direction from Assembly

Meeting #22: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Fire & EMS Response - paid and volunteer fire departments

Meeting #23: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Continue Fire & EMS Response discussion

Meeting #24: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Continue Fire & EMS Response discussion and decide upon recommendation to the Assembly

UPDATE ASSEMBLY

Meeting #25: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Discuss public safety

Meeting #26: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Discuss public safety

Meeting #27: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Discuss public safety and decide upon recommendation to the Assembly

Meeting #28: Determine Adopted Powers and Services (areawide, non-areawide + area boundaries) and revenue source(s):
Are there other services to be discussed?

UPDATE ASSEMBLY

Meeting #29: Review and Discuss any feedback and/or direction from Assembly

Meeting #30: Prepare for budget discussions
Overview of Borough and City budgets

Meeting #31: Budget Discussions
Effects on Revenue:
State municipal revenue sharing/Community Assistance
State fisheries taxes?
Other state or federal revenue sources that may be affected?

Meeting #32: Budget Discussions
Effects on Programs:
Rural home loan qualification (based on population, would no longer qualify per Karenia Hackett @ KIHA)
Other state or federal programs that will lose or gain qualification?

UPDATE ASSEMBLY

Meeting #33: Budget Discussions
Collective Bargaining

Meeting #34: Budget Discussions
Wage Scales

Meeting #35: Budget Discussions
Staffing Needs:
Positions not needed
Span of control for manager, clerk, department heads
Additional positions needed: Deputy Mgr, HR Asst, Safety Manager, Training & Development Coordinator?

Meeting #36: Budget Discussions
Staffing needs continued
Summarize staffing and pay discussions for recommendation to the Assembly

UPDATE ASSEMBLY

Meeting #37: Budget Discussions
Receivables:
Special Assessments
Grants

Other

Meeting #38: Budget Discussions

Debt and other liabilities:

Bonded debt

PERS

Leave accruals

Other?

Meeting #39: Budget Discussions

Unfunded maintenance and replacement needs

Water & sewer lines

Water treatment plant

Harbor

Facilities/Buildings

Meeting #40: Budget Discussions

Continue unfunded maintenance/replacement needs and summarize for Assembly

UPDATE ASSEMBLY

Meeting #41: Budget Discussions

Revenue/Taxes:

Property tax rate

Sales tax

Severance Tax

Transient Accommodations (Bed) Tax

Alcohol

Tobacco

Meeting #42: Budget Discussions

Revenue/Taxes continued

Estimated taxable values by area

Meeting #43: Budget Discussions

Revenue/Taxes continued

Tax rates

Meeting #44: Budget Discussions

Complete Revenue/Taxes discussion and prepare recommendations for Assembly

UPDATE ASSEMBLY

Meeting #45: Address Assembly feedback/concerns

Meeting #46: Discuss and decide upon Charter committee formation

Have we missed anything so far?

Meeting #47: Review and organize for moving forward

Meeting #48: Create plan for assembling 3 year budget

UPDATE ASSEMBLY

Meeting #49: Preparation of 3 year proposed budget

Meeting #50: Preparation of 3 year proposed budget

Meeting #51: Preparation of 3 year proposed budget

Meeting #52: Preparation of 3 year proposed budget

UPDATE ASSEMBLY

Meeting #53: Identify transition needs
Charter/Code
Combination/distribution of assets
Other

Meeting #54: Identify transition needs

Meeting #55: Identify transition constraints

Meeting #56: Finalize transition discussion

UPDATE ASSEMBLY

Meeting #57: Create transition plan – powers and services

Meeting #58: Create transition plan – integration of assets and liabilities

Meeting #59: Create transition plan – employees

Meeting #60: Create transition plan - budget

UPDATE ASSEMBLY

Meeting #61: Create Charter

Meeting #62: Create Charter

Meeting #63: Create Charter

Meeting #64: Create Charter

UPDATE ASSEMBLY

Meeting #65: Assemble Petition

Meeting #66: Assemble Petition

Meeting #67: Assemble Petition

Meeting #68: Complete Petition and prepare for submission to Assembly

UPDATE ASSEMBLY

Meeting #69: Follow up on Assembly feedback

Meeting #70: Prepare for submission to Local Boundary Commission if Assembly gives direction to proceed; or prepare after action report/summary of process.