

IN THE SUPERIOR COURT FOR THE STATE OF ALASKA
FOURTH JUDICIAL DISTRICT AT FAIRBANKS

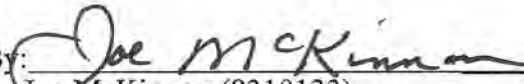
In re 2011 Redistricting Cases)
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)

4FA-11-2209 CI

MOTION FOR SUMMARY JUDGMENT
RE SOCIO-ECONOMIC INTEGRATION

COME NOW the Alaska Democratic Party, Katie Hurley, and Warren Keogh, by and through counsel Joe McKinnon, and move this Court for summary judgment that Districts 6, 37, 39, and 40 of the Alaska Redistricting Board's 2013 Proclamation Plan violate the socio-economic integration requirement of Article 6, Section 6 of the Alaska Constitution. This motion is supported by the accompanying memorandum and exhibits.

DATED: September 16, 2013

By: 
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The above-signed hereby certifies that this motion, the Memorandum in Support of Motion for Summary Judgment Re Compactness and the proposed Order were served by electronic mail on the following:

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MEMORANDUM IN SUPPORT OF MOTION FOR SUMMARY
JUDGMENT RE DISTRICTS 6, 37, 39 AND 40

I. Introduction

The Alaska Democratic Party, Katie Hurley and Warren Keogh move for summary judgment on the issue of whether the Alaska Redistricting Board (“Board”) committed errors in redistricting in its 2013 Proclamation Plan by placing certain Alaska Native villages in three house districts (Districts 37, 39, and 40) with which they are not socio-economically integrated and not placing them in District 6 with other villages in the Tanana Chiefs Conference (TCC) / Doyon Limited region with which they are socio-economically integrated.

In rural Alaska, socio-economic integration follows the geographic regions defined by the boundaries of the regional corporations established under the Alaska Native Claims Settlement Act (ANCSA). Economic development, education, health care, housing and most other aspects of village life are integrated on a regional basis through the unifying effect of more than 40 years of ongoing involvement with the profit and nonprofit ANCSA corporations. Over the course of time, these ANCSA regions have effectively become politically integrated entities. Unreasonably ignoring ANCSA boundaries when drawing districts with primarily Alaska Native residents violates the Alaska Constitution’s Article VI, Section 6 requirement

that house districts contain “as nearly as practicable a relatively integrated socio-economic area.”

II. Facts

On June 12, 2013 the Board began its substantive work to comply with the Alaska Supreme Court’s December 28, 2012 final decision invalidating its Amended Proclamation Plan. Between June 12 and June 20, 2013, Board and staff worked on preparing draft Hickel plans. The Board prepared seven different draft plans: Board Options A, B, C, D, E, F, and G. It also solicited proposed plans from the public and set a June 21, 2013 deadline for the submission of Hickel plans by private parties. Three private parties submitted proposed Hickel plans: Calista Corporation, Alaskans for Fair and Equitable Redistricting (AFFER) and Gazewood & Weiner, counsel for the Riley Plaintiffs.¹

On July 25, 2013, the United States Supreme Court issued its decision in *Shelby County v. Holder*, holding Section 4 of the Voting Rights Act unconstitutional. Board Counsel advised the Board that as a result of the decision, the Board no longer needed to complete the Hickel process and that it could proceed directly to the adoption of a final plan.²

Even though the Board had set a deadline of June 21, 2013, for submission of Hickel plans, it continued to accept new plans after the deadline.³ Board Counsel was publicly quoted in the June 27, 2013 Anchorage Daily News as encouraging the submission of additional plans.⁴ Whatever the reason for waiving its original deadline, the Board reviewed and considered numerous plans submitted after June 21st. Calista submitted several new plans

¹ *ARB Written Findings re 2013 Proclamation Plan (2013 Proclamation Plan Findings)*, Findings 1-4.

² *2013 Proclamation Plan Findings*, Finding 7.

³ There is nothing in the record indicating why the Board reversed its policy. Perhaps the Board concluded that since the *Shelby County* case had eliminated the need for Hickel maps, that it would consider additional maps in developing its final proclamation.

⁴ *Anchorage Daily News*, New Alaska Legislative District Maps To Be Unveiled, June 27, 2013.

as alternatives or revisions to its first proposal. AFFER also submitted new plans. On July 1, 2013, undersigned counsel, acting as a private member of the public, also submitted a proposed plan to the Board.⁵

On July 5, 2013, in an attempt to narrow down the choices, the Board began reviewing the various drafts, including at least one submitted that morning by AFFER.⁶ For its rural districts, the Board based its plan on the Calista Option 4 plan.⁷ Over the next two days, the Board finalized its map and adopted a “conceptual map” on July 7, 2013.⁸

On July 14, 2013 the Board adopted the conceptual map, with minor adjustments, as the third in its series of redistricting plans. It has designated its third plan as the 2013 Proclamation Plan.

The Board’s final plan takes a number of villages from the TCC/Doyon region and places them into house districts composed primarily of populations from other ANCSA regions.⁹ Alatna, Allakaket, Evansville, Hughes, and Kaktovik are placed in House District 40. Galena, Huslia, Kaltag, Koyukuk, Nulato, and Ruby are placed in House District 39. Anvik, Grayling, Holy Cross, McGrath, Nikolai, Shageluk, and Takotna are placed in House District 37. These villages will be referred to collectively as the “Misplaced Villages.”

III. Districts 6, 37, 39, and 40 Are Not Socio-Economically Integrated.

Article VI, Section 6 of the Alaska Constitution requires that house election districts be formed “of contiguous and compact territory containing as nearly as practicable a

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⁵ See: <http://akredistricting.org/> for complete list of Board draft plans and third-party plans submitted.

⁶ Board Hearing Transcript, July 5, 2013, p.76, l. 16 – p. 77, l. 11.

⁷ Board Hearing Transcript, July 5, 2013, p.90, l. 7-21.

⁸ 2013 Proclamation Plan Findings, Finding 17.

⁹ ADP Exhibit 4.

relatively integrated socio-economic area.” In rural Alaska, the lines that most reflect socio-economic and political integration are the boundaries of the ANCSA regional corporations.

A. **TCC/Doyon Socio-Economic Integration.** After Congress passed ANCSA in 1971,¹⁰ the Secretary of the Interior was required to divide Alaska into twelve geographic regions with each region composed as far as practicable of Alaska Natives having a common heritage and sharing common interests.¹¹ As a result, the boundaries of the regional corporations reflect the differing cultures and interests of Alaska Natives. ADP Exhibit No. 4 is a map showing the 2013 Proclamation Plan with those boundaries superimposed.¹²

ANCSA required the geographic regions to be based on the areas of operation of the various regional associations that had been organized by Alaska Natives over the years. The Native association designated as the basis for the geographic region in interior Alaska was the Tanana Chiefs Conference.¹³

Early last century, Interior Athabascan chiefs worked to strengthen their loose confederation to protect traditional rights during the increasing advancement of non-Natives into the Interior. In 1915, the chiefs organized to protect a burial ground in Nenana during railroad construction. Over the years, such conflicts became an increasing problem and the threat of the loss of Native land grew after statehood. TCC formally incorporated in 1962 and became a driving force in the push for passage of ANCSA. After ANCSA became law, TCC incorporated Doyon as the regional for-profit corporation for the specific purpose of making a profit for their stockholders. The Tanana Chiefs Conference became the non-profit corporation

¹⁰ PL 92-203

¹¹ 43 USC 1606 (a).

¹² It is apparent that the boundaries of the TCC/Doyon region were ignored in drawing boundaries in rural Alaska.

¹³ 43 USC 1606 (5).

that would administer health and social service programs for the TCC region.¹⁴As shown below, the activities of TCC and Doyon have resulted in an integrated region with common cultural, social and economic bonds:

1. **Economic Development.** Fairbanks is the hub of the TCC/Doyon region. It is surrounded by 47 smaller predominantly Alaska Native villages with populations varying from 20 to almost 1,000. The economy in most of these villages is predominantly subsistence. Unemployment in the villages ranges from a low of about 20 percent to a high of 90 percent or more. The average annual income for a family of four in the region is about \$12,800, compared to \$43,316 per year for the average four-person Alaska family. The cost of living in these villages is estimated to be 30-40 percent higher than the cost of living in Anchorage or Fairbanks.¹⁵

ADP Exhibit No. 5 is a map of the economic regions of the state superimposed on the 2013 Proclamation Plan. The economic regions were developed by the research and analysis section of the Alaska Department of Labor and Workforce Development to track and report economic activity in the state. The Interior Region is one of the few that closely follows the boundaries of a regional corporation. The boundaries of the Board's plan do not reflect the economic patterns of the region.

2. **Education.** During the 1975 two events occurred which dramatically changed education in rural Alaska. First, the Molly Hootch decision¹⁶ led to the elimination of the state's unequal secondary school system. Under that system, rather than build secondary schools in rural villages, the state required children who lived in rural villages to leave home

¹⁴ <http://www.tananachiefs.org/about/>

¹⁵ *Id.*

¹⁶ *Hootch v. Alaska State Operated Schools*, 536 P.2d 793 (Alaska 1975).

and attend boarding schools or boarding home programs in urban areas. A consent decree with the state resulted in the opening of numerous secondary schools in rural Alaska.

The other event that year was the passage of legislation that abolished the centralized Alaska State Operated Schools system and replaced it with regional education attendance areas (REAA) run by elected local school boards with control over education policy and fiscal priorities.¹⁷ The legislation required the State to establish the boundaries of the REAA's by using the boundaries and sub-boundaries of ANCSA regional corporations.¹⁸ AS 14.08.031(b) also requires:

An educational service area established in the unorganized borough under (a) of this section constitutes a regional educational attendance area. As far as practicable, each regional educational attendance area shall contain an integrated socio-economic, linguistically and culturally homogeneous area. In the formation of the regional educational attendance areas, consideration shall be given to the transportation and communication network to facilitate the administration of education and communication between communities that comprise the area. Whenever possible, municipalities, other governmental or regional corporate entities, drainage basins, and other identifiable geographic features shall be used in describing the boundaries of the regional school attendance areas.

The REAA's reflect the socio-economic and cultural interests of their areas and they foster the development of regional political cohesiveness. Each REAA is governed by an elected school board whose responsibility is the management of what is essentially a regional political subdivision of the state.

ADP Exhibit No. 6 is a map of Alaska school districts. REAA boundaries in the interior vary only slightly from the ANCSA boundaries. All of the Misplaced Villages are

¹⁷ Ch 124 SLA 1975 (AS 14.08).

¹⁸ AS 14.08.031(a). However, individual communities may by referendum merge into adjacent REAA's outside their region.

located in either the Yukon-Kuskokwim or Iditarod Area REAA, which are both located within the TCC/Doyon region.¹⁹ Thus, under Alaska law, the Misplaced Villages are all socio-economically and culturally integrated with other TCC/Doyon villages in District 6 and not with the Arctic Slope, NANA, Bering Straits, and Calista villages in Districts 37, 39, and 40.

Another aspect of education that demonstrates socioeconomic integration is high school athletics, particularly Division 1-A small school basketball. Players, coaches, and fans interact with one another as schedules bring teams from village to village. ADP Exhibit No. 8 is an Alaska School Activities Association listing of rural schools affiliated with Division 1A basketball conferences. ADP Exhibit 7 is a map of those schools based on conference affiliations. The basketball conferences further demonstrate that the Misplaced Villages are socially integrated with other TCC/Doyon villages and not with the villages in the house districts imposed by the Board.

3. Health Care. TCC provides healthcare services throughout the TCC/Doyon region including all of the Misplaced Villages. Under the provisions of PL93-386, the Indian Self Determination Act, Indian Health Service programs and facilities became eligible to be turned over to tribal management. TCC contracts with the Indian Health Service to provide healthcare services throughout the TCC/Doyon region.²⁰

The health care system for all Doyon villages and towns is linked to the Chief Andrew Isaac Health Center (CAIHC) operated by the Tanana Chiefs Conference in Fairbanks.

¹⁹ The cities of Galena, Tanana, and Nenana operate their own city school systems. Lime Village which is part of the Calista region is located in the Iditarod Area REAA.

²⁰ ADP Exhibit No. 9. *Alaska Area Profile*, Alaska Area Health Service, DP&HS (2012) pp. 78-85. Although TCC provides health care services to a substantial majority of the region, the Council for Athapaskan Tribal Governments independently provides village health aid and mid-level primary care services to Venetie, Beaver, Fort Yukon and Circle and the Tanana Tribal Council provides those services in Tanana. TCC is responsible for healthcare services in all of the Misplaced Villages.

Villagers must travel to Fairbanks for some services including inpatient care, complicated diagnostic imaging, outpatient surgery, specialty visits, residential alcohol/mental health care, and tertiary referral to Anchorage. Twenty-four hour primary, preventive and mental health services are available in village clinics by resident health aides, who are hired, trained and supervised through CAIHC. Village clinics depend on rapid air transportation links to Fairbanks for laboratory testing and emergency transport of patients. One out of every four health aides visits require a telephone consult with a physician at CAIHC.²¹

Itinerant physician, dental, optometry, audiology and environmental health visits are provided on a rotating schedule by staff headquartered in CAIHC. TCC also coordinates the construction and maintenance of clinics, water and waste water systems in Doyon villages.

4. Housing The primary providers of housing services in rural Alaska are the regional housing authorities created under AS 18.55.995 - .997. AS 18.55.996(a) establishes 15 regional housing authorities and designates various Alaska Native associations to operate them. TCC is authorized to operate a housing authority in the interior region. Pursuant to this authority, TCC established the Interior Regional Housing Authority (IRHA) which provides housing services to the TCC/Doyon region, including all of the Misplaced Villages.

IRHA's mission is to work in partnership with the Tribes of the Doyon region to improve housing conditions through the planning, design and affordable and safe construction. ADP Exhibit 10 consists of excerpts from the IRHA annual report describing the activities it has carried out in TCC/Doyon region. Activities in the Misplaced Villages

²¹ *Id.*

included weatherization projects in Hughes, Huslia, Shageluk, Kaltag, Ruby, McGrath and Grayling. IRHA also carried out other construction and rehab projects in many of those same communities.

5. House District 40. The Board included the Athabaskan villages of Alatna, Allakaket, Evansville, Hughes and Kaktovik in District 40. A substantial part of the population consists of Inupiaq Eskimos. In *Hickel v. State* the Alaska Supreme Court quoted Superior Court Judge Larry Weeks as describing this as “probably the single worst combination that could be selected if a board were trying to maximize socio-economic integration in Alaska.”²² While it is possible that the last two decades have altered the cultural traditions of millennia, the Board does not appear to have made such a finding. This combination alone demonstrates the Board’s complete disregard for socio-economic integration in rural Alaska.

IV. The Board Had Alternatives Available

Plaintiffs recognize that it may be necessary to put a small percentage of the population from the TCC/Doyon region into other districts to stay within the 10% variance allowable under equal protection. However, the wholesale dismemberment of the region in the 2013 Proclamation Plan was unreasonable and unnecessary. By increasing the population deviations in districts 37, 39, and 40 while staying within the maximum allowable variance of 10%, the Board could have included most of the Misplaced Villages in a single district that would include the vast majority of the other TCC/Doyon villages.

²² *Hickel v. Southeast Conference*, 846 P.2d 38, 53 (Alaska 1992).

The Board was presented with several alternatives for rural Alaska that much better preserved the boundaries of the TCC/Doyon socio-economic and political region and satisfied equal protection. Board Options A,²³ and G²⁴ all provided better rural socio-economic integration and had respective statewide deviations of 7.9%, 8.2%, and 7.9%. The McKinnon Plan²⁵ also demonstrated better socio-economic integration and had an overall deviation of 9.6%. These plans all meet the overall 10% deviation that the courts have included in the past satisfies the requirements of equal protection.

The Board rejected those alternatives and, instead, focused on achieving a low overall deviation as suggested by the Calista Corporation. That policy gives undue weight to equal protection at the expense of socio-economic integration. In presenting Calista Option 2, which had a .97% statewide deviation, Marcia Davis, General Counsel for Calista stated that their primary focus in drawing their map was on equal protection:

...Our overview is -- our focus was on the Supreme Court's pronouncement of following our Alaska Constitution, such that we had equal populations in each district as much as practical.

That's our language in the constitution and that's the language the Supreme Court enforces. We feel that's important, because that is not only based upon the principles of our State of Alaska equal protection requirements, but also the federal constitution for equal protection.

So we feel that that's the umbrella under which all of our other constitutional principles are underpinned because it has both the federal and a state constitutional basis.²⁶

Calista's obsession with mathematical precision in its plans is reflected in the comments of their consultant Stephen Colligan, who described "reaching across hundreds of

²³ ADP Exhibit No. 11

²⁴ ADP Exhibit No. 12

²⁵ ADP Exhibit No. 13

²⁶ Board Hearing Transcript, June 28, 2013, p.37, l. 1-14.

miles just to find a couple of people.”²⁷ While that approach may result in low population deviations, it wreaks havoc with socio-economic integration.

That over-emphasis on low population deviations carried over to Calista’s Option 4 which has a statewide deviation of only 1.4%. The Board selected that plan as the starting point for drafting its rural districts.²⁸ The Board’s adjustments to that plan resulted in the 2013 Proclamation Plan with an overall statewide deviation of 4.24% that fails to give reasonable weight to socio-economic and political integration.

V. Equal Protection Does Not Require Dismembering The TCC/Doyon Region

The Board’s decision to reject the socio-economically integrated rural alternatives may have been motivated by the legal advice it received from counsel, which discouraged adopting plans with overall deviations above 7%. This advice effectively eliminated all of the socio-economically integrated rural plans:

Do I think you could flat out, without justification, have a map that was 9.6 now or 9.8? I think that’s a really close question. I would tend to lean towards not, in the sense that you can – if you have a good rationale for it, I would suggest if you’re under 10, then you may well be on solid ground.

But I would want to have justifications for that, and you should make a record as to why it is you would have that large of a deviation increase. Increasing from a 1.4 or a 1.2 to a 5 or 5 percent, 7 percent deviation overall, I don’t think is constitutionally significant, unless those deviations are in urban areas.²⁹

Counsel’s concern is undoubtedly caused by the Alaska Supreme Court’s decision in *In re 2001 Redistricting Case* in which the Court invalidated Anchorage districts

²⁷ Board Hearing Transcript, June 28, 2013, p. 45, l. 25.

²⁸ Board Hearing Transcript, July 5, 2013, p.90, l. 7-21.

²⁹ *Id.*, p. 84, l. 22 to p. 85, l. 9.

with deviations approaching 10%. In its decision, the Court analyzed its understanding of the effect of the 1998 constitutional amendment on equal protection.

Section 6 was amended in 1998 and the present constitutional standard is equality of population is equality of population “as near as practicable.” Newly available technological will often make it practicable to achieve deviations substantially below the ten percent federal threshold, *particularly in urban areas*.

This Court has interpreted the Supreme Court’s *2001 Redistricting Cases* language in the earlier phase of this case:

The current guidance is thus not that the deviation, particularly in urban area, has to be as low as possible, but rather that minimizing the deviations as low as the technology may practicably allow is not necessary if a larger deviation is required by federal or state law.³⁰

While the court finds the Board’s intent to achieve low deviations to be commendable, it concludes that it must also live in harmony with the other constitutional requirements. The Alaska Supreme Court’s instruction did not imply that justification for deviating from the lowest possible deviation would not be accepted. It simply stated that the Board must try to achieve low deviations.³¹

This Court is not alone in expressing concern that equal protection may override other legitimate constitutional objectives. In his dissent in *Groh v. Egan*, Justice Erwin voiced his concerns about elevating an overly-strict adherence to mathematical precision over other constitutional requirements:

If we were constrained solely by numbers, Alaska could obviously be divided into any given number of equally populated districts without regard to other considerations. Such a result would satisfy all federal constitutional requirements but would

³⁰ *Memorandum Decision and Order*, p. 41, 4FA-11-2209CI. February 3, 2012.

³¹ *Id.*, p. 116.

hardly be consistent with traditional notions of representative government, for it would inevitably lead to absurd combinations of historical, social, economic and geographical boundaries within the state. Fortunately, Alaska's Constitution commands that:

Each new district so created shall be formed of contiguous and compact territory containing as nearly as practicable a relatively integrated socio-economic area. (citation omitted.)

Thus it is only within this framework that equally populated election districts may be constructed. If the search for equal representation is not undertaken within the limits of this constraint, then the underlying rationale for geographical election districts is destroyed.³²

In 1991 Superior Court Judge Larry Weeks expressed similar reservations about low deviations when he invalidated the redistricting plan adopted by Governor Walter J. Hickel's reapportionment the board. The Alaska Supreme Court summarized his concerns that the board had "needlessly nullified" Alaska constitutional requirements in its quest for low deviations:

Specifically, Judge Weeks concluded that he plan was not in compliance with article VI, section 6 of the Alaska Constitution because two of the districts were not "compact" and eight of the districts did not comprise "as nearly as practicable a relatively socio-economically integrated area" He determined that the Board "needlessly nullified Alaska Constitutional requirements" in its attempts to reach its various policy goals including the creation of districts with no more than two percent population deviation from ideal district size.³³

While it is true that both those decisions occurred prior to the 1998 amendment, there is no evidence that the amendment was ever intended to subjugate other equally important constitutional requirements to equal protection. When other constitutional values can be

³² *Groh v. Egan*, 526 P.2d 863, 890 (Alaska 1974).

³³ *Hickel v. Southeast Conference*, 846 P.2d 38, 43 (Alaska 1992).

satisfied within the accepted limits of equal protection, the Board must do so. It cannot “needlessly nullify” socio-economic integration in the pursuit of a greater degree of mathematical precision.

VI. Conclusion

The Alaska Natives of the TCC/Doyon region are socio-economically integrated. They live in a defined economic region. They have a common cultural heritage. They have common educational systems. They have a common health and social services provider. The Board has parceled out the Misplaced Villages into districts with which they have no socio-economic ties to achieve low population variances. The 2013 Proclamation Plan violates the socio-economic integration requirements of art. 6, section 6 of the Alaska Constitution with respect to Districts 6, 37, 39 and 40. The Court should grant ADP’s motion for summary judgment.

DATED: September 16, 2013.

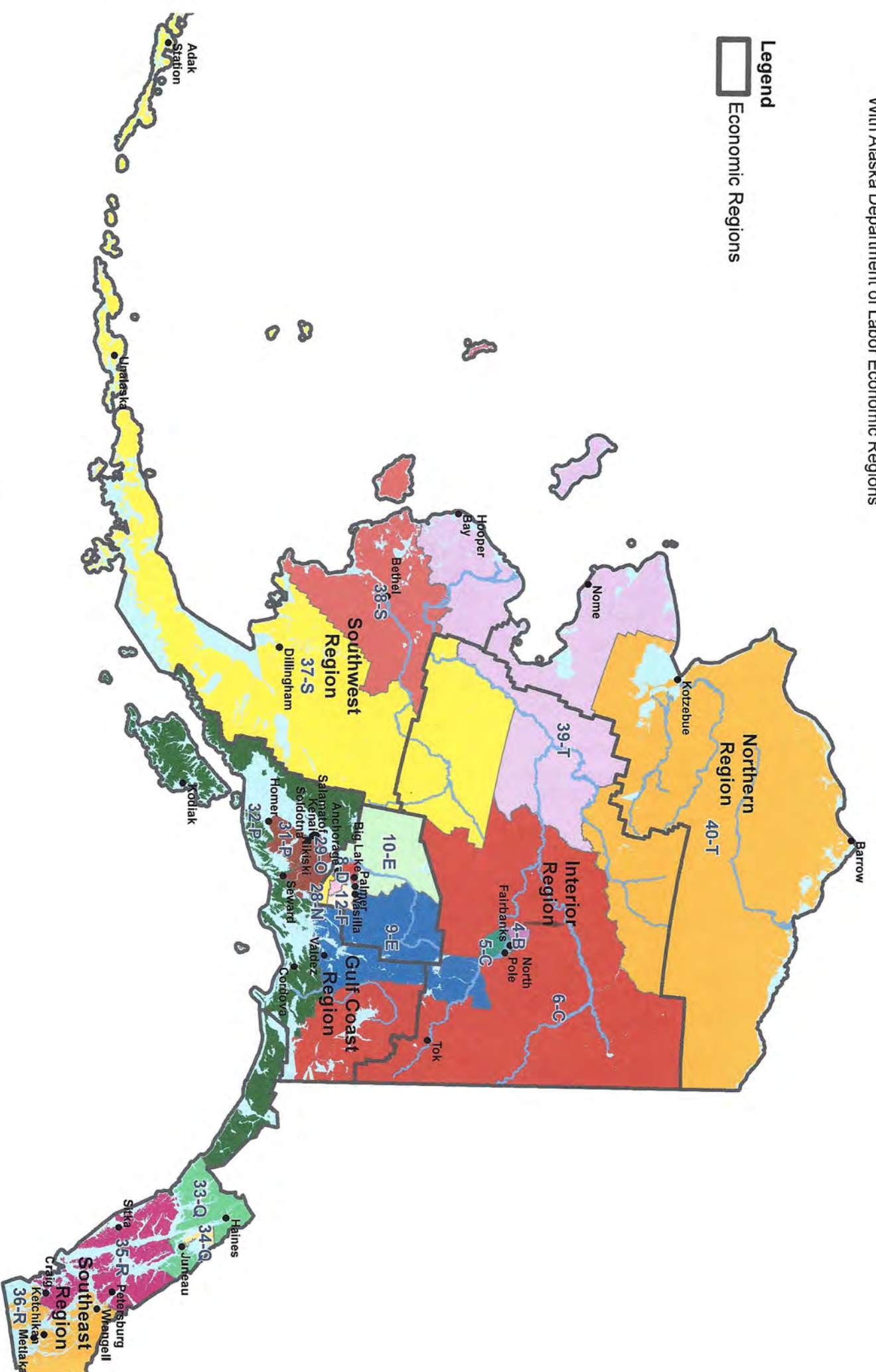
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2013 Proclamation Plan – July 14, 2013

With Alaska Department of Labor Economic Regions

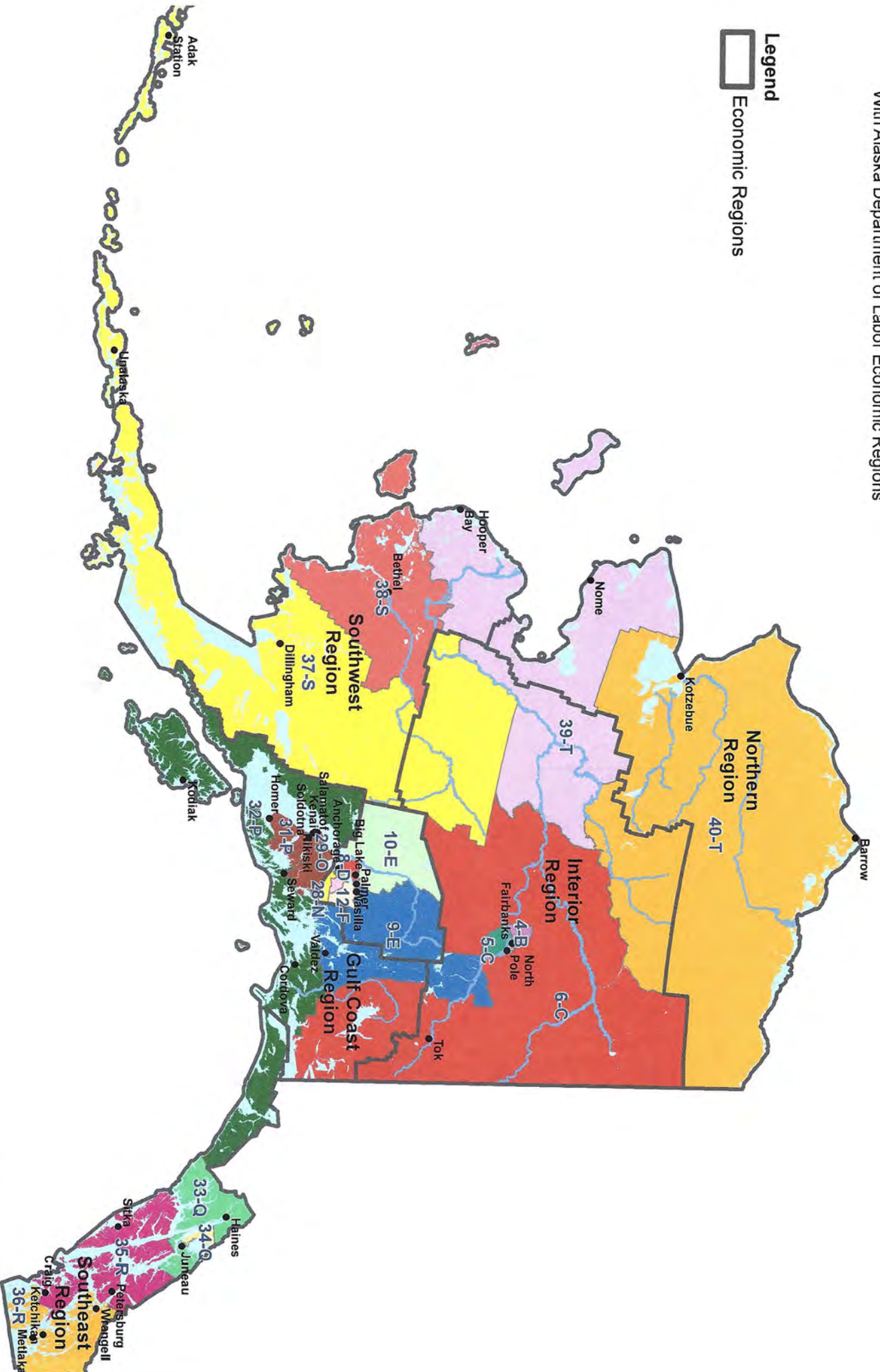
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2013 Proclamation Plan – July 14, 2013

With Alaska Department of Labor Economic Regions

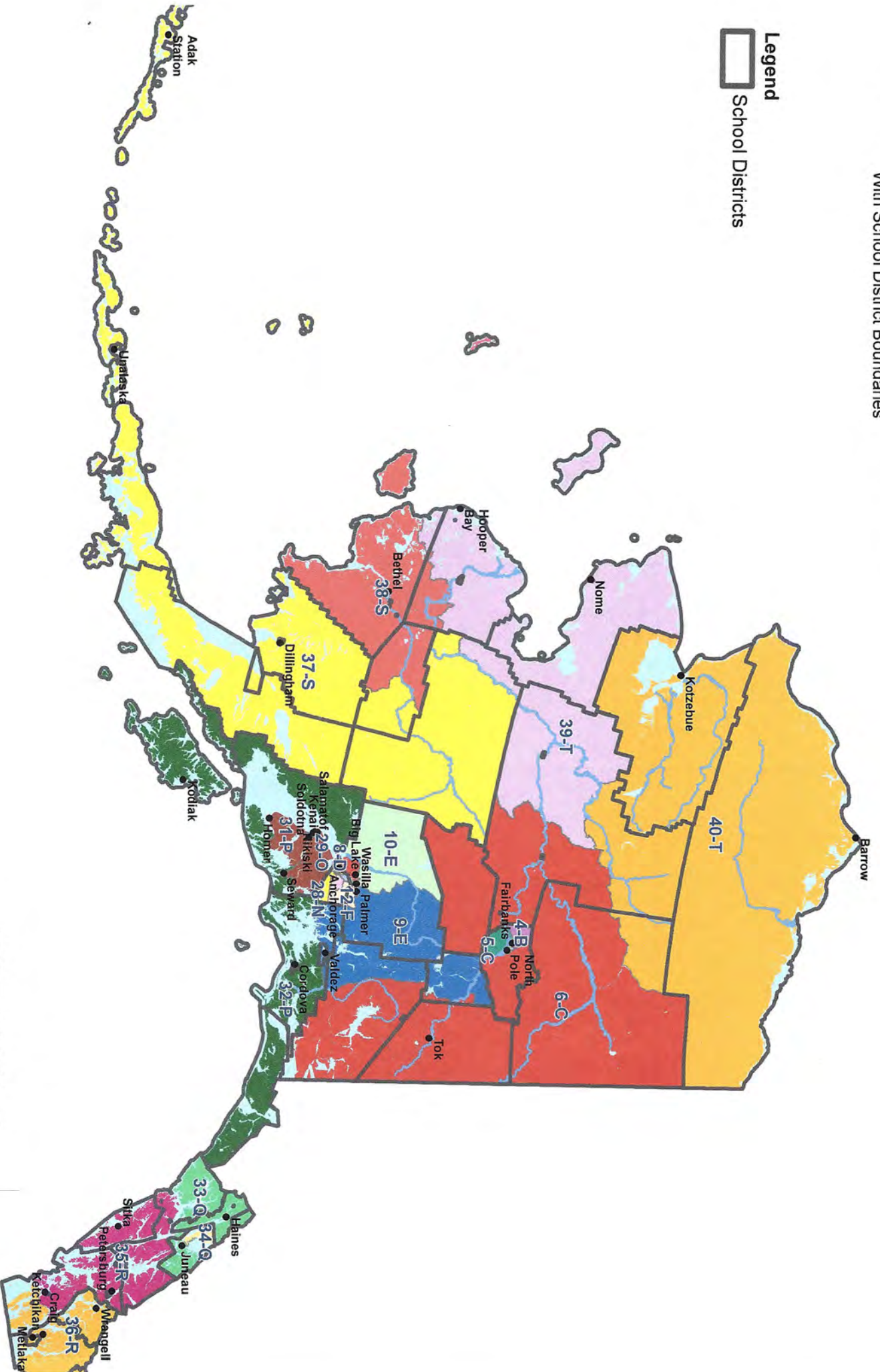
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2013 Proclamation Plan – July 14, 2013

With School District Boundaries

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School Districts

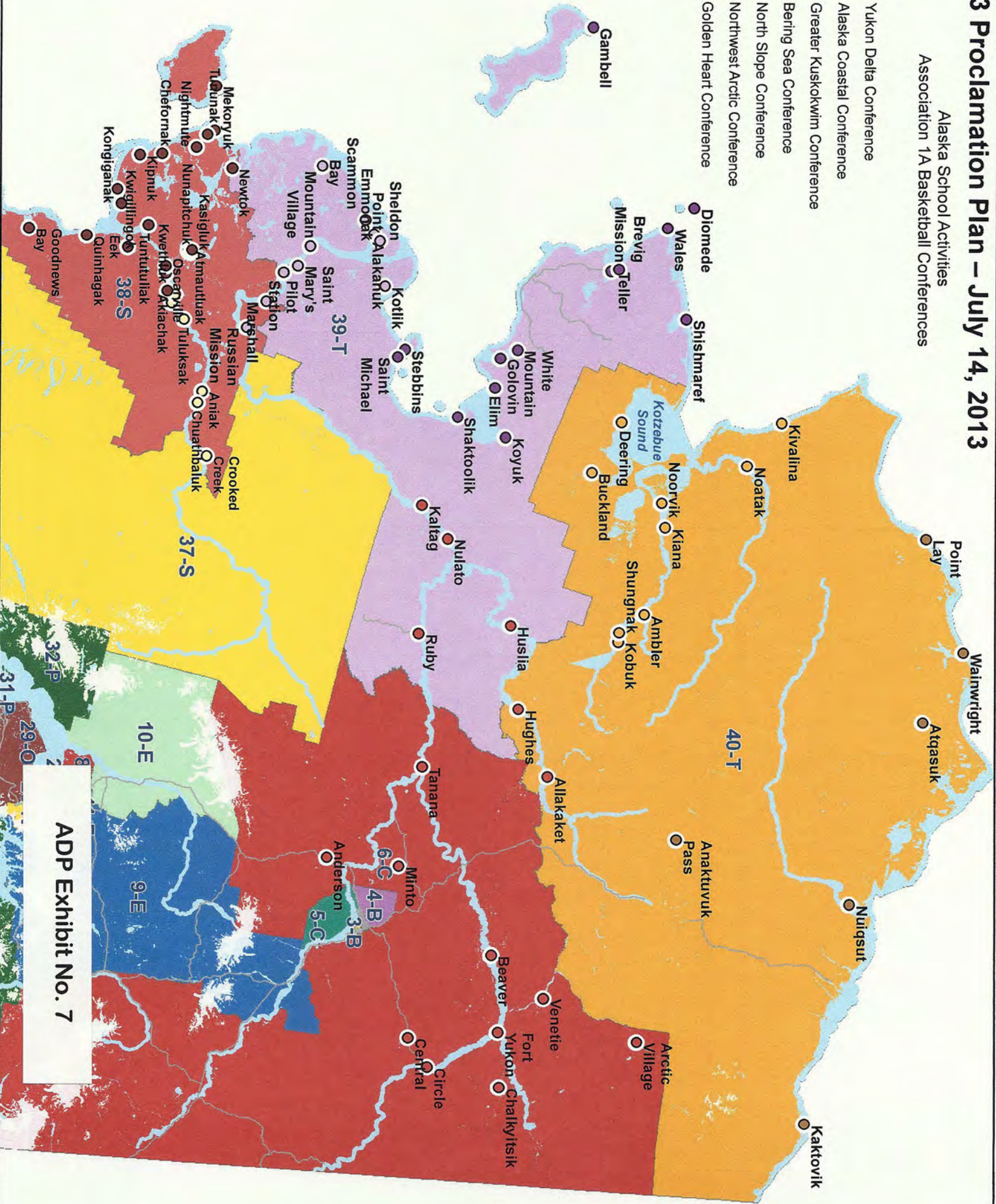


ADP Exhibit No. 6

2013 Proclamation Plan – July 14, 2013

Alaska School Activities Association 1A Basketball Conferences

- Yukon Delta Conference
- Alaska Coastal Conference
- Greater Kuskokwim Conference
- Bering Sea Conference
- North Slope Conference
- Northwest Arctic Conference
- Golden Heart Conference



ADP Exhibit No. 7

SCHOOLS LISTED BY SPORT-SPECIFIC CONFERENCE

BASEBALL

ONE CLASSIFICATION (BERTHS TO STATE ARE INDICATED IN PARENTHESIS)

Cook Inlet (2)	Southcentral (2)	Mid Alaska (2)	Southeast (2)
Bartlett	Colony	Ben Eielson	Craig
Chugiak	Cordova	Delta Junction	Juneau-Douglas
Dimond	Homer	Lathrop	Ketchikan
Eagle River	Houston	Monroe Catholic	Petersburg
East Anchorage	Kodiak	North Pole	Sitka
Service	Palmer	West Valley	Thunder Mountain
South Anchorage	Seward		Wrangell
West Anchorage	Soldotna		
	Valdez		
	Wasilla		

BASKETBALL

1A CLASSIFICATION FOR BASKETBALL (BERTHS TO STATE ARE INDICATED IN PARENTHESIS)

Alaska Coastal (1)	Aleutian Chain (2)	Yukon Delta (2)	Southeast (2)	Peninsula (2)
Atmautluak	King Cove	Alakanuk	Angeon	Cook Inlet Academy
Chefornak	Kokhanok	Emmonak	Gustavus	Holy Rosary
Eek	Koliganek	Kotlik	Hoonah	Kenai Peninsula ESSS
Goodnews Bay	Lake and Pen ESSS	Marshall	Hydaburg	Kodiak ESSS
Kasigluk	Manokotak	Mountain Village	Kake	Lumen Christi
Kasigluk	New Stuyahok	Pilot Station	Klawock	Nanwalek
Kipnuk	Newhalen	Russian Mission	Klukwan	Nikolaevsk
Kongiganak	Saint Paul	Scammon Bay	Pelican	Ninilchik
Kwethluk	Sand Point	Sheldon Point	SISD ESSS	Old Harbor
Kwigillingok		St. Mary's	Skagway	Port Lions
Mekoryuk	Golden Heart (1)		Thorne Bay	Seldovia
Napaliak	Allakaket	Northwest Arctic (2)	Yakutat	Voznesenka
Napaskiak	Anderson	Ambler		Wasilla Lake Christian
Newtok	Arctic Village	Buckland	Bering Sea (2)	Birchwood Christian
Nightmute	Chalkyitsik	Deering	Breving Mission	Kenny Lake
Nunapitchuk	Circle	Kiana	Diomedes	
Oscarville	Cruikshank	Kivalina	Elim	
Quinhogak	Far North	Kobuk	Gambell	
Tooksook Bay	Fort Yukon	Noatak	Golovin	
Tunanak	Hughes	Noorvik (Aqqaluk)	Koyuk	
Tuntutuliak	Huslia	Shungnak	Shaktoolik	
	Kaltag		Shishmaref	
Greater Kuskokwim (1)	Minto	North Slope (1)	St. Michael	
Akiak	Nulato	Anaktuvak Pass	Stebbins	
Akiachak	Ruby	Atkasuk	Teller	
Aniak	Tanana	Kaktovik	Wales	
Crow Village Sam	Venetie	Nuiqsut Trapper	White Mountain	
Kalskag		Point Lay		
Kuspuk ESSS		Wainwright		
Tuluksak				

2A CLASSIFICATION FOR BASKETBALL (BERTHS TO STATE ARE INDICATED IN PARENTHESIS)

Great Northwest (2)	Southeast (2)	Southwest (2)	Interior (2)
Chevak	Craig	Bristol Bay	Effie Kokrine
Hooper Bay	Haines	Dillingham	Glennallen
Point Hope	Melakatlak	Togiak	Nenana
Savoonga	Wrangell	Unalaska	Su-Valley
Selawik			Tok
Unalakleet			Tri-Valley
			Walter Northway

Interior Alaska Service Area



OVERVIEW

Alaska Native 2006 User Population.

INTERIOR ALASKA SERVICE AREA	12,981
Council of Tribal Athabascan Tribal Governments	1,157
Tanana Chiefs Conference	11,612
Tanana Tribal Council	212

Users are defined as beneficiaries who used a facility that reports through the IHS data system at least once between 10/1/2003 and 9/30/2006.

Environmental Factors. The Interior Alaska Service Area covers about 167,644 square miles, and contains over 37 percent of Alaska's land mass. In Fairbanks, the urban center of the Interior, Alaska Natives make up about 9% of the population. In rural areas, the percentage increases to about 73%. All Interior Alaska communities are located along river transportation and subsistence systems. Service areas in Alaska's interior are set geographically in relationship to a community's location on three major river systems,

Map 6.1



Interior Alaska Service Area



The Tanana River bisects the Interior Service Area from the Canadian border to its confluence with the Yukon River. The Yukon River stretches across the service area from the Canadian border to a point beyond Holy Cross. The confluence of the Yukon and Koyukuk rivers is headquarters to the Galena subregion, and the Koyukuk river's northernmost reach makes up the Evansville/Bettles subregion.

Interior temperatures can be as cold as -65 degrees F below zero in winter, and as warm as 95 degrees F in the summer. The average temperature is -10 degrees below zero in January and 65 degrees in July. Summer daylight lasts 21 hours, and conversely, December nights are 21 hours long. Normal annual precipitation is 11.67 inches, with an annual average snowfall of 50 inches. When temperatures drop below -20 degrees and the wind is calm, the heat and moisture from buildings and automobiles creates ice fog around settlements, which may persist for days.

While the vast majority of indigenous Native people of Interior Alaska are Athabascan Indians, a significant Eskimo population resides in Fairbanks.

Utilities. Fairbanks has all the utilities of an urban center, and most Interior Alaska residents on the road systems have utilities. About half of the interior village homes have no water or waste water facilities.

Transportation. Fairbanks is the transportation hub for Interior Alaska. Jet service is available in Fairbanks with daily flights to Seattle, Anchorage and other Alaskan communities. Villages that are located near the confluence of highways and rivers have motor vehicle access, at least during summer months. Most communities are accessible only by air, by boat during the summer, and by dogsled or snowmachine in the winter. Travel by any means is simply not practical in extreme weather, i.e. airplanes stop flying at -45 degrees or colder. There can be days or weeks during the winter when airplanes are grounded and villages are cut off completely. Fuel, construction materials and supplies are shipped from Anchorage to Nenana by railroad, and then transported to Yukon River villages by barge in the summer. Many supplies are delivered by air, year-round.

Housing. Housing is scarce in most rural villages of the Interior Alaska Service Area. Staff quarters are not available in Fairbanks, but adequate private rental housing can be found.

Table 6.1

**Interior Alaska Area
Number of Homes With and Without Complete
Water and Sewer Service¹**

	# Homes With	# homes Without	Total # of Homes
INTERIOR ALASKA SERVICE AREA	1,000	1,081	2,081
Council of Athabascan Tribal Governments	164	315	479
Tanana Chiefs Conference (part)	836	766	1,602

¹Complete service means operable plumbed indoor water and sewer service. Information applies only to year-round primary homes, including individual homes, duplexes and government units. Data from FY 2002.

²Excludes homes covered by urban local government water and sewer service.
Source: Alaska Area Native Health Service, Office of Environmental Health.

Interior Alaska Service Area



Education. Eight school districts serve Fairbanks and the interior Alaska villages. Special education and vocational training are available in Fairbanks. The University of Alaska in Fairbanks is internationally known for its Geophysical Institute as well as other major Arctic research facilities. Some University of Alaska courses are available in the villages through distance learning.

Natural Resources. Fairbanks serves as the trade center for Interior and Northern Alaska. Agriculture, mining (mostly gold), tourism, fish and game are the major natural resources. Gold mining and tourism in the Fairbanks area have increased significantly recently.

Economic Conditions. Residents of rural Alaska rely heavily on subsistence hunting, fishing and trapping. Wage and salary employment is limited in the Interior Alaska Service Area, and government is the chief employer in all subregions. Because of seasonal jobs, dramatic fluctuation occurs in unemployment rates. Recent emphasis on village-based economic development projects, tourism and entrepreneurial activities may create a stronger rural economy.

Federally Recognized Tribes. The following federally recognized tribes are grouped by P.L. 93-638, Title V resolution:

Council of Athabascan Tribal Governments (CATG):

- Native Village of Venetie Tribal Government (aka Arctic Village and Village of Venetie) - P.O. Box 81080, Venetie, AK 99781
- Beaver Village - P.O. Box 24029, Beaver, AK 99724
- Birch Creek Tribe - P.O. Box KBC, Birch Creek, AK 99740
- Circle Native Community - P.O. Box 89, Circle, AK 99733
- Native Village of Fort Yukon - P.O. Box 126, Fort Yukon, AK 99740
- Native Village of Venetie Tribal Government - P.O. Box 81080, Venetie, AK 99781

Table 6.2
**Interior Alaska Service Area
 Education Status
 for the Population 25 Years and Over**

	Males	Females
White Alone population:		
High school graduate (includes equivalency)	6,072	5,163
Bachelors degree or higher	6,559	6,365
AI/AN* Alone population:		
High school graduate (includes equivalency)	1,282	1,040
Bachelors degree or higher	160	242

AI/AN*=American Indian/Alaska Native. Includes the Denali Borough, Fairbanks North Star Borough, Southeast Fairbanks Census Area and Yukon-Koyukuk Census Area.
 Source: U.S. Census Bureau, 2000 Census Summary File 3

Table 6.3
**Interior Alaska Service Area
 Employment Status
 for the Population 16 years and Over**

	Male	Female
White Alone population:		
In labor force	23,662	17,002
Employed	17,530	15,256
Unemployed	1,791	1,198
AI/AN* Alone population:		
In labor force	2,183	2,091
Employed	1,409	1,678
Unemployed	709	406

AI/AN*=American Indian/Alaska Native.
 Source: U.S. Census Bureau, 2000 Census Summary File 3

Interior Alaska Service Area



Tanana Chiefs Conference (TCC), Inc.:

Allakaket Village - P.O. Box 50, Allakaket, AK 99720
Alatna Village - P.O. Box 70, Alatna, AK 99720
Village of Anaktuvuk Pass - General Delivery, Anaktuvuk Pass, AK 99721
Chalkyitsik Village, P.L. 93-638, Title I - P.O. Box 57, Chalkyitsik, AK 99788
Village of Dot Lake - P.O. Box 2279, Dot Lake, AK 99737
Native Village of Eagle - P.O. Box 19, Eagle, AK 99738
Evansville Village (aka Bettles Field) - P.O. Box 26087, Bettles, AK 99726
Galena Village (aka Louden Village) - P.O. Box 244, Galena, AK 99741
Healy Lake Village - P.O. Box 60300, Fairbanks, AK 99706
Hughes Village - P.O. Box 45029, Hughes, AK 99745
Huslia Village - P.O. Box 70, Huslia, AK 99746
Village of Kaltag - P.O. Box 129, Kaltag, AK 99748
Koyukuk Native Village - P.O. Box 109, Koyukuk, AK 99754
Manley Hot Springs Village - P.O. Box 23, Manley, AK 99756
Native Village of Minto - P.O. Box 26, Minto, AK 99758
Nikolai Village (Edzeno' Native Council) - P.O. Box 9105, Nikolai, AK 99691
Nenana Native Association - P.O. Box 356, Nenana, AK 99760
Northway Village - P.O. Box 516, Northway, AK 99764
Nulato Village - P.O. Box 65049, Nulato, AK 99765
Rampart Village - P.O. Box 67029, Rampart, AK 99767
Native Village of Ruby - P.O. Box 210, Ruby, AK 99768
Native Village of Stevens - P.O. Box 16, Stevens Village, AK 99774
Native Village of Tanacross - P.O. Box 76009, Tanacross, AK 99776
Telida Village - P.O. Box 9104, Nikolai, AK 99629
Native Village of Tetlin - P.O. Box TTL, Tetlin, AK 99779

Tanana Tribal Council, P.L. 93-638, Title I Contract (no P.L. 93-638, Title V resolution):

Native Village of Tanana, P.L. 93-638, Title I - P.O. Box 77130, Tanana, AK 99777

Other places in the Interior Service Area not Federally Recognized as Tribes.

Alcan	Chatanika	Fox	North Pole	Wiseman
Anderson	Chicken	Indian River	Salcha	Wood River
Big Delta	Clear	Kokrines	Tok	
Canyon Village	Delta Junction	Lake Minchumina	Toklat	
Central	Fairbanks	Medfra	Tolovana	



DESCRIPTION OF HEALTH-CARE DELIVERY SYSTEM

Chief Andrew Isaac Health Center, Fairbanks. Since 1984, the Tanana Chiefs Conference, Inc. (TCC) has provided health services to Interior Alaska Natives under P.L. 93-638. They currently serve 35 of the 43 Interior villages under a Title V funding agreement with the Indian Health Service. TCC is headquartered in Fairbanks, where they lease space on the third and fourth floors of the privately owned Fairbanks Memorial Hospital for the *Chief Andrew Isaac Health Center (CAIHC)*. This location allows TCC to take advantage of the private hospital's radiology and laboratory facilities.

Family practice, internal medicine, obstetrics, gynecology, some after-hours urgent care, mental health, pharmacy, and public health nursing services are provided on-site at the CAIHC. Limited psychiatric assessment and therapy services are available. TCC operates the *Bertha Moses Patient Hostel* adjacent to CAIHC for village patients traveling to Fairbanks for general medical care. The *TCC Paul Williams House*, located a few blocks away, provides temporary housing for patients needing specialized mental health services.

The dental and optometry clinics are located several miles away from the CAIHC, and share space in TCC's main offices in downtown Fairbanks. TCC provides complete restorative and prevention dental services, and purchases specialty dental in Fairbanks for Native beneficiaries. Medical, dental and optometry staff in Fairbanks provide scheduled field visits to the remote villages of the Interior Alaska region.

Community health services provided by Tanana Chiefs Conference include outpatient alcohol counseling (*Yukon Tanana Counseling Services*), outpatient mental health counseling (*TCC Counseling Center*), health education, HIV/AIDS early intervention, HIV case management, women and children's nutrition, environmental health, CHR, home health care, CHA/P training, and substance abuse family recovery (*Old Minto Camp*). TCC provides outpatient substance abuse treatment in the Yukon Tanana Counseling Services in Fairbanks. In addition to itinerant professionals making substance abuse village visits, TCC provides village para-professional alcohol counselors in the Yukon-Tanana villages (3 counselors) and the Upper Tanana villages (8 counselors).

Graf Rheeneerhaanji, "The Healing Place" is an residential adolescent alcohol treatment facility operated by the Fairbanks Native Association (FNA) through a P.L. 93-638 Title I contract. FNA also operates the *Longhouse*, a 12-bed long term care (> 30 days) residential treatment for homeless and chronic inebriates, the *Ralph Perdue Center*, a residential substance abuse center and detox facility for adults, the *Women and Children's Center for Inner Healing*, a long-term (>30 days) facility with 12 beds for pregnant and postpartum women, and *Lifegivers*, a 12-bed detox and residential treatment program for pregnant adolescent females.

Interior Alaska Service Area



Inpatient cardiology burn/thermal treatment, trauma, level III newborn intensive care, rehabilitation services, nuclear medicine, orthopedics and reconstructive surgery are referred to the Alaska Native Medical Center (ANMC) in Anchorage. Some orthopedics, laboratory, and diagnostic imaging also must be referred to ANMC.

Graph 6.1
**Chief Andrew Isaac Health Center
 Outpatient Workload: FY 1971 - FY 2006**

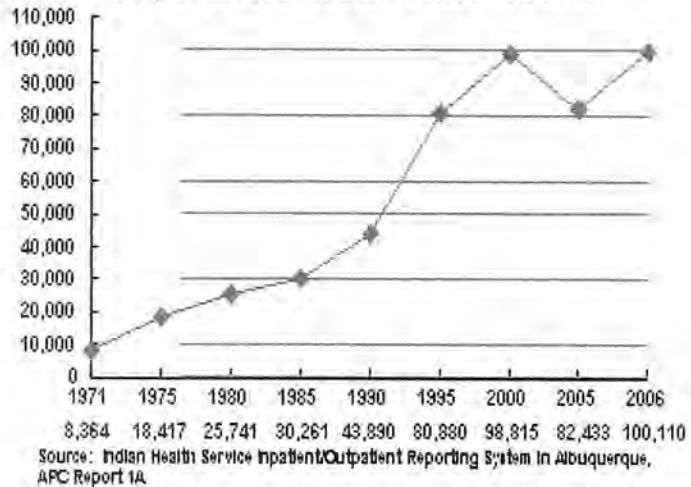


Table 6.4
**Chief Andrew Isaac Health Center
 Leading Causes of Outpatient Visits: FY 2001 - FY 2004**

All Age Groups	FY 2001	FY 2002	FY 2003	FY 2004
Pregnancy, childbirth & puerperium	636	474	2,028	5,179
Hypertension	1,140	2,866	3,538	4,218
Upper Respiratory Problems	5,021	4,521	4,091	3,473
Neuroses & Non-Psychotic Disorders	2,996	3,101	3,169	3,371
Psychoses	3,284	3,457	3,913	3,290
Accidents & Injuries	3,531	2,952	2,724	3,204
Assessment of Symptoms	1,488	1,631	3,499	3,063
Bone & Joint Disorders	2,426	2,575	2,657	2,400
Respiratory Allergies	1,003	1,529	1,590	1,572
Diabetes Mellitus	813	1,283	1,439	1,522

Source: Indian Health Service Inpatient/Outpatient Reporting System in Albuquerque, APC Report 1C.

Community Health Aide Program (CHAP). The following Interior Alaska Service Area villages have community health aide programs managed by Tanana Chiefs Conference:

Anaktuvuk Pass	Hughes	Manley	Northway	Tok
*Chalkyitsik	Huslia	Minto	Nulato	
Eagle	Kaltag	Nenana	Ruby	
Fairbanks	Koyukuk	North Pole	*Stevens Village	

*Receives support from both Tanana Chiefs Conference and the Council of Athabascan Tribal Governments.

Interior Alaska Service Area



Located 138 miles west of Fairbanks, the *Tanana Tribal Health Center* is within the former Indian Health Service hospital compound. The Tanana Tribal Council operates the health center under a P.L. 93-638, Title I contract. Services include mid-level outpatient, 24-hour urgent care, outpatient alcohol counseling, and residential elder care. Facilities include the clinic building, two units of housing and five service buildings. Tanana Chiefs Conference provides field dental, medical and optometry visits to the community from Fairbanks.

Operated by TCC between 1980 and 1994, the *Yukon Flats Health Center* is now operated by the Council of Athapaskan Tribal Governments (CATG) under P.L. 93-638, Title V. CATG assumed operation of the Health Center in 1994, and responsibility for health care in the surrounding villages two years later. The *Yukon Flats Health Center* is a HRSA, Section 330 Community Health Center that provides primary medical, 24 hour emergency, dental, and referral services. Community health services include CHAP administration, community health representatives, health education, and family recovery camp. The CATG *CARE Center Mental Health and Substance Abuse* facility provides outpatient counseling, outreach, referral, crisis intervention, case management, and prevention/education services. TCC provides contract health services and physician field visits to *Yukon Flats Health Center*.

The *Yukon Flats Health Center* provides health care to the communities of Arctic Village, Beaver, Birch Creek, Canyon Village, Circle, Venetie, and Fort Yukon. Two of the *Yukon Flats Health Center* mid-level providers work in the clinical program, and the third serves as the coordinator/instructor for the community health aide program.

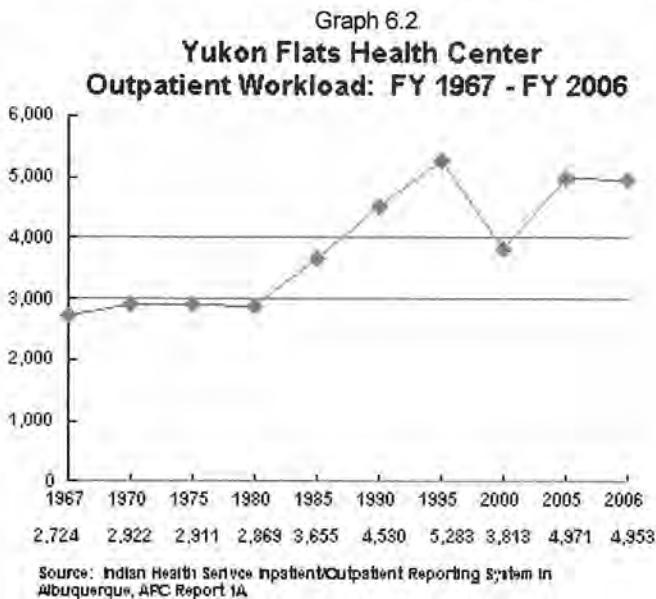




Table 6.5
Yukon Flats Health Center (Fort Yukon)
Leading Causes of Outpatient Visits: FY 2001 - FY 2004

All Age Groups	FY 2001	FY 2002	FY 2003	FY 2004
Accidents & Injuries	278	364	368	555
Tests Only	157	203	332	513
Upper Respiratory Problems	410	432	473	419
Hypertension	64	132	250	287
Otitis Media	159	181	261	280
Diabetes Mellitus	21	114	207	280
Bone and Joint Disorders	123	117	167	238
Neuroses & Non-Psychotic Disorders	84	71	106	189
Alcohol Abuse	88	92	102	135
Musculoskeletal Disorder	56	86	79	106

Source: Indian Health Service Inpatient/Outpatient Reporting System in Albuquerque, APC Report 1C.

The following villages have community health aide programs managed by the Council of Athabascan Tribal Governments. All CATG village clinics have HRSA, Section 330 operating funds:

Circle *Stevens Village Venetie

*Receives support from both Tanana Chiefs Conference and the Council of Athabascan Tribal Governments.

NON-TRIBAL HEALTH AGENCIES AND FACILITIES AND TYPES OF SERVICES PROVIDED TO SERVICE POPULATION

Emergency after-hours and inpatient services are purchased from the *Fairbanks Memorial Hospital* by the Tanana Chiefs Conference (TCC).

TCC contracts for outpatient visits with the *Galena Health Center*, 282 miles west of Fairbanks, which serves the villages of Galena, Hughes, Kaltag, Kokrines, Koyukuk, Nulato and Ruby. Tanana Chiefs also supports activities of the *Galena Community Mental Health Center* through a subcontract. Travel to the region is by small engine airplane, river boat and snow machine.

The *Tok Health Center* serves the Upper Tanana villages of Dot Lake, Healy Lake, Eagle, Northway, Richardson, Tanacross, Tetlin and Tok which are located along the Tanana River and accessible to the Richardson Highway. Tok is the subregional center. Tanana Chiefs Conference contracts with the privately owned *Tok Health Center* for outpatient services, and provides regularly scheduled itinerant dental services to the region.

Interior Alaska Service Area



Public health nurses work throughout the Interior Alaska Service Area under the direction of the State of Alaska, Division of Public Health. They provide immunizations, maternal and child health services and preventive health services to the villages within Interior Alaska.

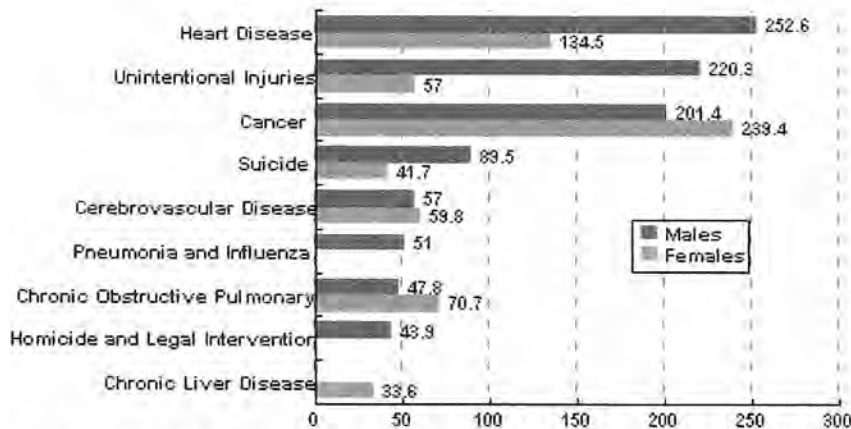
HEALTH FACILITIES PLANNING ISSUES

The *Chief Andrew Isaac Health Center (CAIHC)* is separated by several miles from TCC's dental clinics, optometry clinics, health education services, rural health, environmental health, health administration and business office. Unification of all health services and programs under one roof adjacent to the CAIHC is a long-term goal. Smaller than adequate lease space in the Fairbanks Memorial Hospital and a 20-year lease which keeps CAIHC in its current location are the major factors preventing the consolidation of programs.

HEALTH STATUS OF ALASKA NATIVES LIVING IN THE INTERIOR ALASKA SERVICE AREA

Mortality.

Table 6.3
Interior Region
Age-Adjusted Alaska Native Mortality Rates by Male and Female
1999 - 2003
Rates per 100,000



- Rate not calculated for fewer than five deaths.

Source: Alaska Native Mortality Update: 1999-2003, Alaska Native Epidemiology Center, Office of Alaska Native Health Research, Division of Community Health Services, Alaska Native Tribal Health Consortium

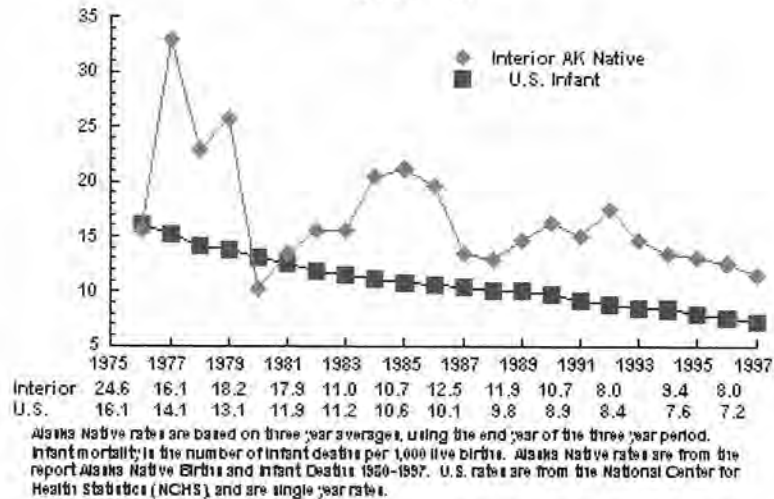
Interior Alaska Service Area



Infant **Mortality** is the number of infant deaths per 1,000 live births.

Graph 6.4

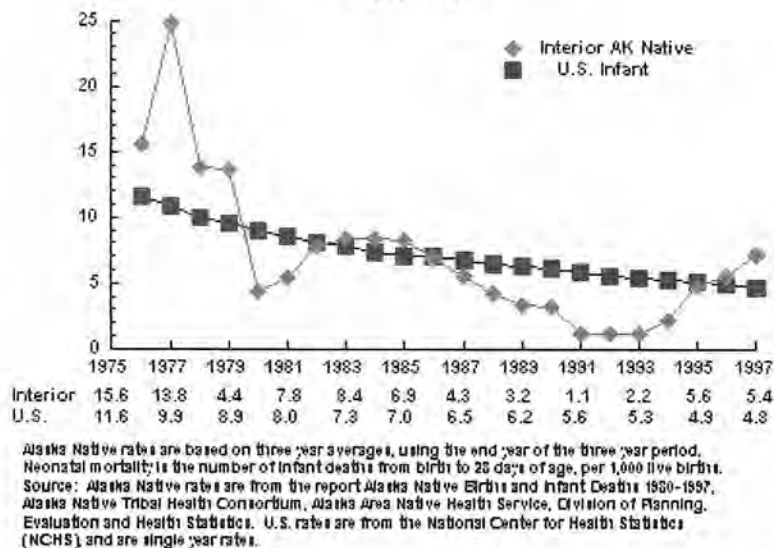
Infant Mortality Rates Interior Service Area vs. U.S. 1975 - 1997



Neonatal **Mortality** is the number of infant deaths, from birth to 28 days of age, per 1,000 live births.

Graph 6.5

Neonatal Mortality Rates Interior Service Area vs. U.S. 1975 - 1997

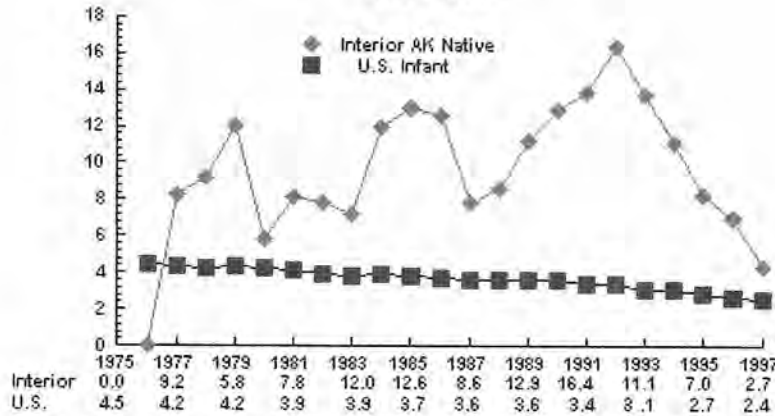


Interior Alaska Service Area



Postneonatal Mortality is the number of infant deaths, from 28 days to one year of age, per 1,000 live births....

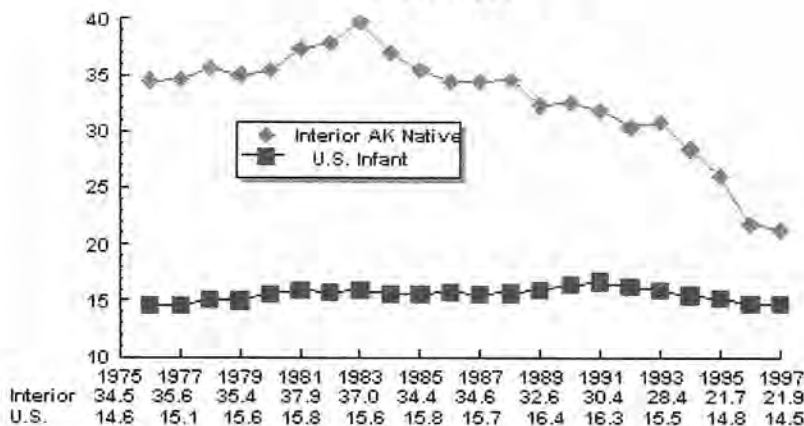
Graph 6.6
Postneonatal Mortality Rates
Interior Service Area vs. U.S.
1975 - 1997



Birth rates are the number of births per 1,000 total population. The three year average is the end year of the three year period. Source: Alaska Native rates are from the report Alaska Native Births and Infant Deaths 1980-1997, Alaska Native Tribal Health Consortium, Alaska Area Native Health Service, Division of Planning, Evaluation and Health Statistics. U.S. rates are from the National Center for Health Statistics (NCHS) and are single year rates.

Birth Rates are the number of births per 1,000 total population.

Graph 6.7
Birth Rates
Interior Service Area vs. U.S.
1975 - 1997



Birth rates are rate per 1,000 population. Alaska Native births are from IHS report NSU-01. The three year average is the end year of the three year period. The three year average is the end year of the three year period. United States rates are from the National Center for Health Statistics (NCHS) and are single year rates.