The Alaska Redistricting Board met on September 20, 2021. Present participants are below:

<table>
<thead>
<tr>
<th>Name</th>
<th>Title</th>
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<tbody>
<tr>
<td>John Binkley</td>
<td>Chair of the Board</td>
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<td>Melanie Bahnke</td>
<td>Board Member</td>
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<td>Bethany Marcum</td>
<td>Board Member</td>
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<td>Budd Simpson</td>
<td>Board Member</td>
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<td>Nicole Borromeo</td>
<td>Board Member</td>
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<td>Peter Torkelson</td>
<td>Executive Director</td>
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<td>TJ Presley</td>
<td>Deputy Director</td>
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<td>Lee Baxter</td>
<td>Legal Counsel</td>
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### Agenda

- Call to Order & Establish Quorum
- Adoption of Agenda
- Public Testimony
- Evaluation and Discussion of Submitted Third Party Maps
- Review of Improvements to Board Proposed Plans v1 and v2
- Adoption of Maps for Inclusion in Public Outreach Tour
- Public testimony
- Next Steps
- Adjournment

### Call to Order

Mr. Binkley called the meeting to order on September 20, 2021 at 9:10 a.m. With all board members present, a quorum was established.

### Adoption of Agenda

Ms. Borromeo moved to adopt the draft agenda. Ms. Marcum seconded the motion.

The motion passed unanimously.

### Public Testimony

Public comment was given as follows:
• Anchorage resident, Former Senator Cathy Giessel, recommended that the board reject the proposed District 32 on the maps proposed by Alaskans for Fair and Equitable Redistricting. This proposed district is neither fair nor equitable as it connects the Hillside and Turnagain Arm down to the southwest and encompasses the Nikiski community. The issues between the two communities are significantly different from one another. Ms. Giessel acknowledged the contiguity over large expanses of water, but combing of these communities does not represent socio-economic integration.
• Fairbanks resident, William Stapp, testified against breaking the Fairbanks North Star Borough boundaries to draw other districts. Doing so would not maintain a well-represented and socio-economically coherent district.
• Anchorage resident, Ann Brown, referenced two cases, one of which was a 2001 redistricting case where the Alaska Supreme Court stated that “Anchorage neighborhood patterns cannot justify ‘substantial disparities’ in population equality across districts.” The court also held that “Anchorage is by definition socio-economically integrated and its population is sufficiently dense and evenly spread to allow multiple combinations of compact contiguous districts with minimal population deviations.” Ms. Brown also referenced the Groh v. Egan case where the court states that “there are few if any homogeneous socio-economic areas within the Greater Anchorage Area Borough, and that patterns of housing, income levels and minority residency are difficult to delineate. While such patterns may form a basis for districting, they lack the necessary significance to justify the substantial disparities of 5.9, 6.5 and 8.6 percent. In an urban area such as Anchorage, more mathematical exactness can be achieved than in the sparsely settled portions of the state...”. Ms. Brown spoke in favor of the map taking these two statements into consideration.
• Anchorage resident, Yarrow Silvers, reviewed the third-party maps that were presented at the September 17, 2020 public session and stated that the maps presented with the Alaska Democratic Party and Alaskans for Fair Redistricting kept East Anchorage intact most and only shared population as needed with Joint Base Elmendorf-Richardson (JBER). Ms. Silvers believes this is appropriate. Additionally, Ms. Silvers noted the importance of maintaining community council boundaries as the councils meet, advocate, volunteer, seek redress, and support their communities together. Ms. Silvers asked the board to use the map presented by Alaskans for Fair Redistricting as an alternative map to bring to the public.

**Evaluation and Discussion of Submitted Third Party Maps**

**Senate Minority Caucus Map:**

Mr. Torkelson noted that the Senate Minority Caucus made some minor changes to their map which was submitted to the board on the morning of this public session. The changes are the following: 1) The North Slope district was changed to include the entire extent of the Northwest Arctic Borough, bringing Deering into the North Slope district. 2) The Mat-Su regional map was changed to respect the city boundary of Houston entirely. These changes resulted in an overall map deviation increase from 3.14 to about 4 percent.

Senator Tom Begich, Senator Jesse Kiehl, Senator Scott Kawasaki, and Jennifer Gifford, representing the Senate Minority Caucus, were present to discuss the map submitted by the Senate Minority Caucus. The board asked the following questions regarding the map:

• Senator Begich noted that the change in Houston was made to a zero-population block that was inadvertently omitted. The change ensured that the Houston city limits were incorporated into one district.
• Ms. Marcum asked the group for the rationale behind the placing of Valdez and Cordova in the interior district.
Senator Begich answered that both Valdez and Cordova are unorganized boroughs and the connection that Valdez has to the Kodiak borough resolves the underpopulation issue. The Cordova district, historically, was placed in a senate district with the interior in lieu of overpopulating Southeast Alaska. Additionally, Senator Begich noted that the map presented by the Senate Minority Caucus is meant to be a template map that provides a starting point for the board and the public to review.

- Ms. Borromeo commented that although the presented map has low deviations, there are also odd pairings and shapes, lack of compactness, and questionable socio-economic integrations. For example, District 39 shows socio-economic disparities that combines the Bering Strait with the Yukon-Kuskokwim region with the Upper Kuskokwim subregion by taking in McGrath and Nikolai. Ms. Borromeo asked for evidence of socio-economic integration between the Upper Kuskokwim Doyon villages with the Yukon-Kuskokwim region, specifically the Bering Straits.
  - Senator Begich answered that the lower part of the district follows the Yukon River upwards, and the socio-economic integration of this district represents portions of an old House district. In prior reapportionment cases, relationships between Unalakleet and McGrath were documented in studies from 20 to 30 years ago while also being upheld in prior reapportionments. The socio-economic relationships consist of trade relationships that expand from the Athabascan areas of McGrath and Nikolai to Unalakleet. Additionally, several historical trails were also documented in these areas and these records were used to justify the socio-economic integrations.

- Regarding proposed Districts 37 and 38, Ms. Borromeo asked for the rationale behind the Yukon-Kuskokwim Delta region being split into three districts (37, 38, and 39) while the residents of this area have expressed their desire for being combined into one district.
  - Senator Begich answered that he conferred with the Calista Corporation during the map drawing process, and they requested to, wherever possible, use the two rivers moving upwards while looking at river boundaries to ensure that the district boundaries also followed corporate boundaries. Additionally, District 37’s depth into the interior was reduced, making a population difference in the lower part of the district. The populations connected to Bethel are included in District 38. District 37 takes in enough population around Goodnews Bay to balance the populations overall.

- Regarding the proposed District 32, Ms. Borromeo noted that Port Graham, Valdez, Seldovia, Halibut Cove, Kodiak, and Tyonek were combined; this district unites three ANCSA regions with Cordova being excluded. The Hickel v. Southeast Conference decision in 1992 was critical about Alaska Native groupings being paired together, due to a lack of historical and economic evidence. Ms. Borromeo asked why the group decided to pair these three ANCSA regions.
  - Senator Begich answered that the Tyonek relationship to the other villages in the southern part of Kachemak Bay is based on the communities being in the Kenai Peninsula Borough. In a prior court decision, the court stated that while ANCSA regions are important to consider, the socio-economic relationships of the boroughs should be considered first. The only material difference between this map and the constitutionally approved map in the last reapportionment cycle is the change from Cordova to Valdez. Otherwise, the relationships and connections remain.

- Regarding proposed District 33, Ms. Borromeo noted that the map combines Downtown Juneau with Haines and Skagway. Ms. Borromeo asked for the rationale behind this coupling.
  - Senator Begich answered that the primary reason is that we cannot separate a city where a municipality or a borough can have two House districts, and a senate district, it should be included. We also know that there are direct relationships within southeast between Juneau, Haines, and Skagway. The borough is a socio-
integrated area. We also know the court upheld the same approach to this map, ten years ago, as they could show the socio-economic relationships between the three communities.

- Senator Kiehl added that the court has upheld this map in the past. Additionally, there are connections between the communities due to the significant maritime elements and infrastructures and between the Tlingit Haida headquarters and community councils.

- Regarding proposed Districts 38, 39 and 40, Ms. Bahnke noted concerns about District 39 being spread across three ANCSA regions and to get to McGrath from Nome, one would have to fly from Nome, to Anchorage, to Fairbanks, and then to McGrath. There is no hub where the communities can shop, work, and recreate together. Additionally, another concern is on the Yukon-Kuskokwim area, which has tremendously grown – this area has been pushed into three ANCSA regions. Although the group has answered that there are historical trading ties between these areas, Ms. Bahnke noted that in the modern day, this does not seem to connect the communities socio-economically.

- Ms. Borromeo commented that Nome, McGrath, and Anchorage have an aviation connection as McGrath is the halfway point between Anchorage and Nome and has a full-sized runway.

- Senator Begich answered that the group’s goal for the map is to avoid repeating difficulties with the maps created one decade ago, extending deeper into Arctic villages with districts connecting to Nome. Partially due to the population in the Calista region, there is now more flexibility to reduce these boundaries and ensure that less of the Doyon region is represented in District 39; this is a benefit. Additionally, Senator Begich acknowledged that the map is not perfect, but is a spirited effort to reduce disparities rather than extend them and ensures one vote for each person. Senator Begich expressed hope that the board consider this map to be presented to the public for further commentary.

- Upon request for clarification by Ms. Bahnke, Lee Baxter, Legal Counsel, clarified that there is precedent that local political boundaries (boroughs and municipalities) are, by definition, socio-economically integrated, but there is no precedent on ANCSA boundaries. ANCSA boundaries can provide a way of determining whether an area is socio-economically integrated.

**Doyon/Sealaska/Tanana Chiefs Conference/Fairbanks Native Association/Ahtna Coalition Map:**

Nathaniel Amdur-Clark and Marna Sanford were present to discuss the map submitted by the coalition. The board asked the following questions regarding the map:

- Ms. Marcum followed up about a recent question on Palmer being dissected in the proposed map.

- Ms. Sanford and Mr. Amdur-Clark answered that this dissection was unintentional and may have been due to a software issue; the coalition intends to fix this and submit an updated map to the board which is slightly different than the board’s proposed maps and the current Mat-Su Borough map.

- Mr. Amdur-Clark commented that in spite of the map being submitted today, the coalition acknowledges that there will be public commentary that will result in internal updates to their map. The coalition will record public comment given on the map during the public outreach process and update the map as necessary.

- Ms. Marcum noted that the areas south of Girdwood are joined with north Kenai, crossing the municipal boundary; this also occurred on the northside of the municipal boundary by incorporating some of the Mat-Su Borough population into Anchorage.

- Mr. Amdur-Clark answered that this was intended due to the reality of the
populations in Southcentral Alaska in order to build populations of the right size. For example, some parts of Kenai must be added to Kodiak to build the population and the best socio-economically integrated way to achieve this is by including Seward. There is Alaska Supreme Court precedent stating that these areas are socio-economically integrated as well. Similarly, when building the Mat-Su borough areas with the interior, there is some additional population that must be given up elsewhere. With Alaska Supreme Court precedent on the socio-economic integration, the best way to achieve this is to include the southern part of the Mat-Su borough as the coalition has done in the proposed map.

- The board reviewed the Yukon-Kuskokwim area of the map to review how many districts the region is split into and the southern part of the Denali borough – specifically Cantwell. Mr. Binkley asked for the rationale behind including Cantwell in District 36 based on guidance given by the board’s legal counsel stating that that borough boundaries can determine socio-economic integrity and that there is no precedent on ANCSA boundaries.
  - Mr. Amdur-Clark answered that, under the Alaska Constitution, the board can consider local government boundaries, including boroughs. However, this does not mean the board cannot consider other socio-economic integration indicators. Ultimately, the voting power of residents within the borough cannot be diluted.

- Ms. Borromeo stated that the Kenai Peninsula Borough took sizeable hits to its boundaries and asked for the rationale behind the breaches to the borough boundaries.
  - Mr. Amdur-Clark answered that the way Kenai is currently mapped does not make Valdez integrated with the interior. If Valdez is kept whole with the rest of the Prince William Sound communities when building a map of Southcentral Alaska, Kenai must be built the way the coalition builds it in the presented map. Mr. Amdur-Clark added that this is not necessarily a reflection of keeping the interior Ahtna and Doyon communities together.
  - Ms. Sanford added that this map endeavors to keep the Prince William Sound communities whole. Additionally, there has been public testimony from the City of Cordova that they desire the power to be all together. When determining whether to choose Homer, Seward or Valdez to balance out Kodiak, the coalition believes the map shown today makes the most sense.

- Regarding proposed District 37, Ms. Borromeo noted that in the district with the Aleutians and the Yukon-Kuskokwim areas, there is Tyonek, Seldovia, Halibut Cove, and Port Graham. Ms. Borromeo asked for the rationale behind including these communities in this district and the evidence for the socio-economic integration in these communities.
  - Mr. Amdur-Clark answered that this is most socio-economically integrated way of mapping this area. In every map presented by the board and third-parties, there will be at least one district that is relatively downwardly deviated depending on the choices made. District 37 has the largest downward deviation of any of the mapped districts. The deviation would have been higher if these communities were not included, thus risking the “one person, one vote” issue.
  - Mr. Amdur-Clark added that regarding the socio-economic integration evidence, the maritime coastal native communities on the peninsula and other parts of Southwest Alaska have a connection. Combining these communities makes sense in comparison to the other option which is to connect the communities in one long district across the whole Southcentral Alaska coast. While the trade-offs are not entirely ideal, they believe this approach is the best way to address the area from an overall perspective. Additionally, the collective is open to suggestions and feedback on mapping the area in a way that is more socio-economically integrated while ensuring population requirements from the Alaska Constitution are met.
  - Ms. Sanford commented that there is not a way to keep the Prince William Sound community whole while also tying it with other maritime communities. To keep all communities together (Valdez, Cordova, Chenega, Tatitlek), and continue having
them in a maritime-only district is impossible given the population, in their opinion. This is the only map to keep these areas together as an entire voting block.

- Regarding proposed District 24, Ms. Borromeo asked for the reasoning behind the Butte, Peters Creek, and the Municipality of Anchorage boundaries being breached with the Mat-Su Borough with an odd appendage into Eagle River.
  - Ms. Sanford answered that they believed this was one single neighborhood that needed a population change. They elected to do this as opposed to bringing the map to stretch down south into JBER more. We believed taking part of Eagle River was a better socio-economic connection.

Alaskans for Fair and Equitable Redistricting Map:

Randy Ruedrich was present to discuss the map submitted by Alaskans for Fair and Equitable Redistricting. Mr. Ruedrich commented that new shape maps were submitted to the board. The new maps clean up a few zero-block files and a few material items. In the previous map, there were 29 districts that were below 1 percent deviation. In the current map, there are now 35 districts below 1 percent with a new overall population deviation of 2.8 percent. Ms. Borromeo noted that she has not reviewed the newly submitted maps and will be asking questions based on the maps presented at the previous public session. The board asked the following questions regarding the map:

- Regarding proposed District 1, the Alaska Supreme Court stated that removing Saxman from Ketchikan and breaking the borough boundary is unconstitutional and asked for the rationale behind the map doing so.
  - Mr. Ruedrich answered that Saxman has several in the community who do not rely on resources from District 2 in the Sitka area. Several health and other benefit organizations divide resources for Saxman and other villages throughout the area. Due to that, the group felt this was the best way to draw the map. The map can be readjusted for an alternative solution and Mr. Ruedrich committed to looking at this area of the map to build a better solution for Districts 1 and 2.

- Regarding proposed District 2, Ms. Borromeo expressed concern about Metlakatla and Hyder being grouped together with Sitka and outer coast communities while citizens of these communities have been vocal about being aligned with Ketchikan. Ms. Borromeo asked for the rationale behind this grouping.
  - Mr. Ruedrich answered that he tried to group citizens together who have a likely benefit of association with Sitka as it was indicated to him by Alaska Natives in District 2. By building a bypass district, this addresses a population deficit. Additionally, Southeast Alaska has always had problems when trying to build districts due to its extreme length and lack of width.
  - Ms. Borromeo noted that grouping Metlakatla with Sitka does not work for part of this state and noted that, from her own experience traveling in this area, Metlakatla should be grouped with Ketchikan.

- Mr. Simpson commented that the board attempted to draw a similar looking map and when the map was released to the public, there were several comments giving feedback on integrating Ketchikan, Saxman, and Metlakatla communities due to an error the board made in missing a portion of Ketchikan on the south end of the island; this resulted in the numbers being off. The configuration of the population for this area has been challenging. When placing these communities back into Ketchikan, District 1 could not reach up to Wrangell; this changes the configuration of the area. The board reviewed the map again and will be correcting this error today.

- Regarding proposed District 38, Ms. Borromeo noted that the map unites Hooper Bay and Bethel and pointed out an appendage to the southeast with Quinhagak making District 38 non-compact. Ms. Borromeo asked for the rationale behind this.
  - Mr. Ruedrich answered that this area of the map was done in partnership with Calista
and Hooper Bay whose request was to include Hooper Bay, Chevak, and Scammon Bay with Bethel in the principal Calista district – these are all communities that have traditionally been included in the north Calista population. A large portion of the lower Kuskokwim school district was placed into District 37 to accommodate the Hooper Bay cities being in District 37. Additionally, Mr. Ruedrich noted that Calista intends to testify and provide reasoning for their desire for this accommodation.

- **Regarding District 39,** Ms. Bahnke expressed concern for the way the Yukon-Kuskokwim region is split into three areas and with how Saxman is mapped. Ms. Bahnke asked the board’s legal counsel to confirm whether the court has precedent on mapping Saxman out of Ketchikan.
  - Ms. Baxter confirmed that there is Supreme Court precedence that this is not permissible.
  - Mr. Ruedrich noted that by moving some villages into District 37, there is no requirement to have Doyon villages above the northern boundary of the Calista region; he views this as a positive impact on western districts in Alaska. By this adjustment among the Calista villages, 100 percent of Doyon villages have been eliminated in District 37; this is a large step toward compactness.
  - Ms. Borromeo requested for an authorized member from Calista and the 56 villages around Bethel to either submit a written testimony or participate in the public hearing process.

- **Regarding proposed District 39,** Ms. Borromeo noted that the district comes down the coast from Shishmaref, breaks slightly below Amaknak, and then over to the upper subregion of the Kuskokwim. Ms. Borromeo asked for the evidence of socio-economic integration in this district.
  - Mr. Ruedrich answered that this was done to minimize population deviation as there is not enough population in this area to avoid a severe deviation issue.
  - Ms. Bahnke expressed concern for the district breaking borough boundaries and being comprised of communities that are located within four different ANCSA boundaries. Ms. Bahnke also expressed concern for there being too much emphasis placed on minimizing deviations over ensuring compactness, contiguity, and socio-economic integration.

- **Regarding proposed District 32,** there is a breach in the borough boundary into the Kenai Peninsula that includes Nikiski. In public hearings, a resident has expressed opposition for the southern part of Anchorage being grouped with Nikiski. Ms. Borromeo asked for the reasoning behind this grouping.
  - Mr. Ruedrich answered that the two villages placed into District 39 from the NANA region are in an area that has seen deviation challenges. In the 2001 map, the court directed that Shishmaref be added to the North Slope district to minimize deviations. In the 2011 and 2012 maps, the population was not large enough to accomplish this, resulting in the whole Koyukuk area being included in the NANA district. This time, the population of the two boroughs are large enough to have a surplus with the largest population deviation. To achieve equal representation, this is the appropriate thing to do even if it impacts the socio-economic integration.
  - Ms. Borromeo noted that the board will need to learn from Kenai residents about which is more important: breaching borough boundaries or shedding the population north to Anchorage and south to the coast?

- **Regarding proposed District 5,** Ms. Borromeo asked for the socio-economic integration evidence of including Cordova into an interior district.
  - Mr. Ruedrich answered that the only option was to place Cordova with the eastern part of Alaska since putting Cordova with Southeast Alaska would result in severe
overpopulation. Additionally, a significant socio-economic similarity is that many of the villages, including Cordova, do not have road access.

- Ms. Borromeo noted that there are several unusual appendages in the Anchorage districts where borders also encroach into other districts. Ms. Borromeo asked for the rationale behind the Anchorage mapping.
  - Mr. Ruedrich answered that the updated maps that the group submitted this morning resolves the issues Ms. Borromeo asks about.
  - Ms. Borromeo noted concern for the compactness that has resulted as a function of the low deviations. In addition to her observations in the Anchorage area, this same issue lies within the Fairbanks North Star Borough where the boundary is broken with unusual couplings with Badger, Salcha, South Van Horn. Ms. Borromeo expressed appreciation for the group working to reduce deviations, but this comes to a sacrifice of the other constitutional requirements that the board is required to take into consideration.

- Tom Leonard, representing the Calista Corporation, joined the public session and noted the following:
  - Calista has invited comments from communities throughout the Yukon-Kuskokwim Delta region, the Alaska Native Regional Corporation Association, the Kuskokwim Corporation, and other regions.
  - Specific requests from Hooper Bay for the inclusion in the Bethel district creates a series of positive results: 1) The three villages of Hooper Bay, Scammon Bay, and Chevak are moved from District 39 to District 38. 2) To reduce excess population in District 38, the southwestern Calista villages of Kwigillingok, Kongiganak, Quinhagak, Goodnews Bay, and Platinum, were assigned to District 37. Additionally, Calista Kuskokwim River villages form the northern boundary of District 37. With this complex rotation of Calista villages, District 37 does not need to include any Doyon villages.
  - District 40 has an overpopulation that will impermissibly dilute residents’ votes. Calista proposes that Buckland and Deering be in District 39 as a placeholder solution, however, they are open to other legal solutions to the District 40 overpopulation that is proposed by the board and other parties.
  - Comments from the 55 communities around Bethel were invited and received and they have a call scheduled with the Association of Village Council Presidents. Calista encouraged these communities to submit their comments to the board.

Alaskans for Fair Redistricting Map:

David Dunsmore and Robin O'Donoghue were present to discuss the map submitted by Alaskans for Fair Redistricting. The board asked the following questions regarding the map:

- Regarding proposed District 1, Ms. Borromeo asked for the rationale and socio-economic integration evidence behind the mapping of Thorne Bay and breaking up Prince of Wales Island.
  - Mr. Dunsmore answered that it was necessary to add population into the district and there are economic and transportation connections, especially with the eastern and southern parts of Prince of Wales Island through the Ketchikan area. Additionally, Ketchikan is a hub for the Prince of Wales Island with transportation connections by ferry and air travel. The most commercial flights to access Thorne Bay go through Ketchikan.

- Regarding District 4, Ms. Borromeo asked for the socio-economic integration evidence for the grouping of the remaining communities of Prince of Wales Island with Petersburg and Juneau.
  - Mr. Dunsmore answered that this district was drawn with a desire to correct major
socio-economic flaws with the status quo district that currently fails to recognize close socio-economic ties between Petersburg and Juneau, and the distinction of road systems in Haines, Skagway, and Kluwan. The group reviewed transportation data and saw that a vast majority of Petersburg’s transportation goes through Juneau, which has the largest non-road system in the state. Also, Ketchikan is not in the top 10 destinations for Petersburg. The group completed the district and determined that the northern part of the Prince of Wales Island had connections with Petersburg.

- **Regarding proposed District 2**, Ms. Borromeo noted that the outer islands were coupled with Sitka while also including Haines and Skagway and asked for the socio-economic integration evidence behind this grouping.
  
  - Mr. Dunsmore answered that while places like Sitka and Angoon are off the road system, Skagway, Haines, and Kluwan are on the road system and the group noticed that the socio-economic tie for the smaller communities are the maritime resources and small plane activity between the communities.
  
  - Mr. Dunsmore added that the group is willing to update their recommendations as the board receives feedback from the state.

- **Regarding proposed District 5**, Ms. Borromeo asked for the socio-economic ties within this district.
  
  - Mr. Dunsmore answered that upon research and outreach, the group discovered there are more socio-economic and cultural ties achieved when the lake and peninsula borough is included. This allows the Alutiq and Sugpiaq communities on the Alaska Peninsula to be with similar cultural and linguistic communities on Kodiak Island and in the greater Gulf Coast region. Similarly, it allows the Dena’ina communities to be in the same district as Tyonek. Additionally, there are strong transportation links.

- **Ms. Marcum asked for the rationale behind splitting Kenai and Soldotna into two districts.**
  
  - Mr. Dunsmore answered that they believe this creates a more compact and better reflection of the community ties along the Sterling Highway to Soldotna and along the Kenai Spur Highway with Kenai.

- **Ms. Borromeo noted that Valdez is coupled with interior villages and that the Doyon region is split to reduce the geographic size east to west. Ms. Borromeo asked about the commonalities between Valdez and these communities.**
  
  - Mr. Dunsmore noted that mapping Valdez is a challenge. Through the group’s coalition process, they heard that Valdez felt their main socio-economic connections were along the Richardson Highway and thus, prefer to be in a district going up the Richardson Highway, including the Alaska Highway areas. The group also tried to balance feedback given from Doyon and surrounding rural communities about keeping their region integrated with road systems of the Doyon region.

- **Ms. Bahnke asked for the evidence of socio-economic integration in District 39.**
  
  - Mr. Dunsmore answered that this area was also challenging to map. During the group’s outreach process, they heard two conflicting concerns: 1) The Doyon region desires to have their region incorporated into as few districts as possible. 2) The Hooper Bay community desires to have their district included with Bethel and Calista. To balance both concerns, District 38 was built between the Yukon-Kuskokwim River mouths. Additionally, there are some historic commerce ties across the district along with mining where the Nixon ford Mine lies within the Doyon portion of the district.
  
  - Ms. Bahnke noted that historically, while there were commerce ties, there was also warfare between the interior Athabascan and Yupik communities along the Bering Strait region and Mr. Dunsmore’s answer does not provide the socio-economic ties in this district.
  
  - Mr. Dunsmore answered that the group will continue to monitor public input on the map and work with the Doyon Coalition to find creative ways to better address
Regarding proposed District 33, Mr. Binkley noted that the district loops down below Van Horn Road and extends east to Lakeview Terrace. Mr. Binkley asked for the rationale behind this appendage.
- Mr. Dunsmore noted that the Lakeview Area consists of trailer parks outside of city limits. When filling District 31, the group looked at most urban parts of Fairbanks that were not within the city and felt that Lakeview did not meet the criteria to be included in District 31. When determining the district it should go in, the options were District 35 (North Pole) or District 33 (Western Fairbanks) and the group opted for District 33 where the residential parts of Lakeview are similar to some trailer parks in the area. Overall, they opted to place similar neighborhoods in the same district.

Regarding proposed District 31, Mr. Binkley noted an appendage that comes into the neighborhood along the Chena River and asked for the reasoning behind the separation.
- Mr. Dunsmore answered that this separation is a result of trying to meet the necessary population. The way the census blocks are carved out would result in overpopulation in the district. The group felt that, since the Chena River is used as a boundary, to balance the population given the nature of the census blocks, this was the best way to map the area. Splitting some Chena neighborhoods was required for this district.

Regarding proposed District 31, Mr. Binkley noted that there is a delineation between Aurora and Totem Park with Noyes Slough on the west. The northside goes beyond Noyes Slough to include the area of the boundaries on the north College Road. Mr. Binkley asked for the rationale behind this.
- Mr. Dunsmore answered that Danby Street was used as a boundary for District 32 as a major collector street is a strong boundary to use. Additionally, communities on the other side of the slough from Aurora are similar in character and have a connection with the Aurora neighborhood.

Regarding proposed District 31, a neighborhood is accessed through an area to the east and seems to have more in common with the area to the east of it than across the slough to the north and west. Mr. Binkley asked for the rationale for including residents who live around the lake are in District 33 rather than District 31.
- Mr. Dunsmore answered that this may be a minor amendment that the group can discuss and may not have an objection to.

Alaska Democratic Party Map:

Mike Wenstrup and Erin Parker were present to discuss the map submitted by the Alaska Democratic Party. The board asked the following questions regarding the map:

- Mr. Binkley asked for the group’s rationale behind combining Petersburg with the south end of Juneau.
  - Ms. Parker answered that this was based on population constraints and the desire to respect political boundaries and proximity.
- Regarding proposed District 38, Ms. Borromeo asked about the appendages on the northeast side of the district and by Eek.
  - Ms. Parker answered that there are two census blocks that form the appendage on the northeast side where the population is largely concentrated to the west. The large shape of the census block resulted in the appendage. The desire was to stick with natural existing boundaries as well.
- Regarding proposed District 6, Ms. Borromeo asked for evidence of the socio-economic integration between the communities (rural interior villages, Salcha, Valdez, and Eielson Air Force Base) in the district.
  - Ms. Parker and Mr. Wenstrup answered that the group experienced challenges with
mapping this district and several drafts were explored. The group worked to minimize conflation and reduce the number of highly concentrated communities.

- Ms. Borromeo asked for the socio-economic integration evidence of proposed District 5.
  - Mr. Wenstrup answered that the population outside of the North Pole is much more similar and that Chena Hot Springs Road is used to travel to North Pole for services, resulting in a socio-economic connection to these areas.

- Ms. Borromeo noted the wide deviation spread between District 5 and the neighboring districts and asked if the group considered the deviations when drawing the Fairbanks North Star Borough.
  - Ms. Parker answered that although some boundaries are broken, they strived to keep communities as contained as possible thus the variation for deviations in the district.

- Regarding proposed District 4, Ms. Borromeo requested explanation on the deviation of 0 percent while being an odd-shaped district with an appendage into the westside of the city.
  - Ms. Parker answered that the appendage that follows the outside of the Fairbanks.

- Ms. Borromeo asked for the thought process behind the mapping of Fairbanks as there is a lack of compactness.
  - Ms. Parker answered that going out of the city boundaries of District 1 was required to increase the population. The group tried to keep cohesive neighborhoods together to achieve a compact district.

- Regarding proposed District 6, Mr. Binkley asked for the rationale behind the appendage that reaches out near Moose Creek and grabs a portion of District 5.
  - Ms. Parker answered that this follows the boundary to the Eielson Air Force Base in the associated precinct.

- Regarding proposed District 39, Ms. Bahnke asked for the rationale behind leaving Deering and Buckland in District 39 and about the socio-economic connection between the interior villages and western coastal communities.
  - Ms. Parker answered that Deering and Buckland were included in District 39 due to underpopulation. The group experienced challenges balancing the population in these areas and pushed the district’s boundaries east and north to achieve an acceptable deviation. Additionally, Ms. Parker noted that ANCSA boundaries were considered first when mapping this area.
  - Ms. Bahnke noted concern for the district including four distinct ANCSA regions.

- Regarding Districts 29 and 30, Ms. Borromeo expressed concern for several appendages in both districts and asked for the reasoning behind the shape and several appendages in the districts.
  - Ms. Parker answered that these are a result of following the census blocks and the natural barriers that create the census blocks. Ms. Parker added that this area was hard to draw due to the relationship these areas have with District 32. With Kenai and Seward both being hubs, they saw commonalities which led to the current proposed shape of the district.

- Regarding Anchorage, Ms. Borromeo noted the higher deviations and expressed worry for the court raising concern about these deviations. Ms. Borromeo asked for an explanation behind the deviation gaps.
  - Ms. Parker answered that the group recognizes the deviations are high in Anchorage and this was also a struggle. The primary tradeoff in this area is either to have high deviations or conflating Anchorage with surrounding communities even after Anchorage and the surrounding communities have expressed that they do not feel like conjoined communities. Overall, this was a response to the feedback given by the residents in this area to not combine Anchorage with the Mat-Su. If Anchorage was pushed south to the Kenai Peninsula, this would also raise unfairness as both communities are very distinct. Thus, the group chose higher deviations which keep Anchorage contained, except for combining Whittier with Girdwood.
• Regarding Districts 13 and 14, Ms. Marcum noted that both districts are highly overpopulated while neighboring Districts 15 and 19 are underpopulated. Ms. Marcum asked why the district boundaries were not adjusted to balance the populations.
  o Ms. Parker answered that Eagle River and its surrounding communities see themselves as autonomous and residents are actively organizing to exit the municipality. With respect for that, the district was contained while adding some population from JBER. They’ve tried to organize base precincts in conjunction with the gates; this has resulted in the unbalanced populations, but there are also socio-economic connections in the districts.

• Regarding proposed District 10, Ms. Borromeo questioned the compactness and shape of the district.
  o Ms. Parker answered that this was based on where additional population could be grabbed to keep the district an appropriate size with respect to the adjacent district line.

• Regarding proposed District 11, Ms. Borromeo asked why the district reaches close into the Wasilla city boundary.
  o Ms. Parker answered that this was based on where other lines were drawn and, given the size of Palmer, more population needed to be added which resulted in the shape of the district.

• Regarding proposed District 9, Ms. Borromeo noted the geographically expansive district and asked why the group chose to pick up population going north rather than south.
  o Ms. Borromeo answered that the group heard feedback from Valdez residents that they prefer not to be included with the Mat-Su Valley. Additionally, the group struggled to map this district as they felt that a number of combinations would be challenging.

• Regarding proposed Districts 9 and 6 boundaries, Ms. Marcum asked for the rationale behind splitting the Copper Center and Glennallen communities.
  o Mr. Wenstrup answered that this separation was due to members of the area expressing that they preferred to be included in the Valdez area rather than the Mat-Su area.

Review of Improvements to Board Proposed Plans v1 and v2

Mr. Torkelson stated that the board adopted two proposed plans on September 9, 2021, and began working on September 10, 2021, to address items in the map to be changed. Board members spent several hours to revise the maps and are now presenting replacement versions 3 and 4, respectively.

The board reviewed Board Proposed Plan Version 3 and highlighted the changes:

• The following changes were made to Southeast Alaska:
  o An area with a population worth several hundred was omitted from the originally proposed map and, when added to the map, the population deviation was pushed to an unacceptable number. Petersburg was moved from District 1 into District 2 and population was added back into District 1 from the southern part of the district to include Hyder and Metlakatla.
  o Due to the changes in District 2, Districts 3 and 4 were changed to include Gustavus with District 4, thus adjusting a few census blocks to balance the population.

• The following changes were made to the Mat-Su region:
  o Based off feedback given from residents in the Mat-Su Borough and Anchorage municipality, the map was revised to keep these two areas separate. To accommodate the new dividing line, the lines in Districts 9 through 30 were redrawn.
  o Mat-Su was redrawn to accommodate a population of 800 that was previously in South Knik in the Anchorage map. To achieve more compactness, Butte and Lazy
Mountain were added.

- District 30 includes Cottonwood, Finger Lake, Sutton, and Chickaloon and goes out to the borough boundary, staying north of the Matanuska River.
- District 26 takes in Fairview Loop and Cottonwood.
- District 27 maintains city boundaries and adds compact census blocks to achieve a desired target population.
- District 28 takes in Houston, Big Lake, and Point Mackenzie to add compactness. This allowed Districts 27 and 28 to have a clean northern border with District 29, following major roads and rivers.
- The population of District 29 was short by 500 as the previous map had Nenana included with an interior district. Since Nenana is contiguous with the Mat-Su Borough, it was added into District 29.
- With the changes, the Mat-Su Valley has a total deviation of .39 percent.

- The following changes were made to Eagle River and Anchorage:
  - Based off testimony heard on opposing the combining of Eagle River with Anchorage, the revised map does not combine the two communities.
  - Eagle River is split into two districts: District 23 encompassing the outer parts of the community and District 24 encompassing the core of the community.
  - A total population of 300 from Fort Richardson was added to District 23 to achieve a population high enough to create a district and based off testimony stating that many military members live in and have associations with Eagle River.
  - When drawing Anchorage, the goal was to balance compactness and deviations. The revisions reflect a more balanced map with acceptable deviations. All but one district achieved a less than 1 percent deviation.
  - District 18 is a compact district encompassing Elmendorf Air Force Base and the neighboring Mountain View community.
  - The orientation and shape of the airport is a driver for the block shapes around the airport.
  - District 17 took in a few neighborhoods to the south to achieve a balanced population.
  - To meet the population target for District 16, this district includes the neighborhoods in Northwood.
  - District 15 has an odd appendage as the airport is included but keeps District 14 as intact as possible.
  - District 13 follows the northern border of Dimond and uses the highway and Johns Road for most of its western boundary.
  - Due to the odd census block shapes, District 19 was challenging to draw, but it is compact and practicable.
  - District 22 encompasses the southern part of Fort Richardson and neighborhoods in the eastside of Anchorage that had previously been included with Fort Richardson in the Version 1 map.
  - District 21 was filled in with Nunaka and Turpin neighborhoods.
  - Districts 19 and 20 are not as compact, but the configuration achieved tight deviations.
  - The revised District 10 is the most compact configuration with the tightest deviation.
  - District 9 encompasses the southside of Anchorage down the Seward Highway to Girdwood and includes Whittier due to close socio-economic ties.
  - Anchorage has a total deviation of .88 percent.

- There were no changes to the Gulf Coast and Kenai Peninsula districts.
- There were no material changes to Fairbanks, but the districts increased in compactness and have tighter deviations.
- There were no changes to Western Alaska.
The board reviewed Board Proposed Plan Version 4 and highlighted the changes:

- Ms. Borromeo noted that Board Proposed Plan Version 2 was not completely built out, but an exercise to show Alaskans and the board that Anchorage could be drawn in a way that respects municipal boundaries and the Mat-Su boundary to the north.
- The following changes were made to Fairbanks:
  - To bring District 36 up to the population threshold, population was taken from the Fairbanks North Star Borough by breaching the borough boundaries on the east as there are close socio-economic ties (shopping, entertainment, drawing paychecks) between rural villages outside of Fairbanks and Fairbanks itself.
  - The borough was broken at Eielson Air Force Base and the base was coupled with rural interior villages, allowing communities such as North Pole to be reserved. The borough was breached as military service members tend to be transient and service members who are usually in Alaska on military orders, meaning they are highly likely to end up residing in other states; the Groh v. Egan caselaw was referenced. Due to this reason, Ms. Borromeo chose to shed that population to the interior, leaving Valdez out of the rural interior villages and using the Glenn Highway as a southern boundary.
  - Glenallen is kept whole by using Goose Creek as a boundary.
  - District 32 encompasses all of Fairbanks and was drawn based off public testimony, starting in the east and working toward the west and using existing Fairbanks city boundaries.
  - District 31 encompasses part of the western downtown population of Fairbanks and was drawn based on public testimony stating that the University of Alaska-Fairbanks is socio-economically integrated with neighborhoods around the university, which were included in this district. To meet the population target, the map grabs 75% of the city limits in the east to the downtown area to make the district whole.
  - City boundaries were preserved in District 33 and Badger Road is included in the district. Eielson Air Force Base was used as an eastern border, Tanana River as a southern border, Fairbanks as the western border, and major transportation corridors as the northern border.
  - District 35 uses the Fairbanks North Star Borough boundaries as the south, west, and north boundaries and major transportation corridors as the east boundary. This district was mapped based on public testimony.
  - District 34 encompasses all of the rural parts of Fairbanks to preserve this grouping as much as possible.
- The following changes were made to the Mat-Su area:
  - District 25 was included in the rural Mat-Su district as the Mat-Su Borough is underpopulated by 20 percent, but there is no population available to grab from in the south and west and the borough boundary to the north was already breached once. This leaves the last option of including Valdez to meet the population target. Additionally, there is Alaska Supreme Court precedence that states it is permissible to connect Valdez with the Mat-Su.
  - District 30 was mapped beginning with the premise of keeping Houston, Wasilla, and Palmer whole. Houston, Big Lake, and Point Mackenzie were included as census-designated areas. The district deviation is 2.94 percent. This district was mapped based on borough boundaries and the naturally occurring boundaries.
  - District 29 includes Wasilla and Meadow Lakes. Because Wasilla does not have enough population to create its own district, Meadow Lakes was added to create a total deviation of 1.76 percent. The mapping was based on naturally occurring boundaries.
  - District 28 includes Palmer, Lazy Mountain, and Butte. This district has the highest deviation (within the constitutional bounds) in the Palmer-Wasilla borough at 4.04
percent due to highly populated census-designated areas along the Palmer-Wasilla Highway.

- District 27 has Copper Creek, Cottonwood and the railroad. Used railroad and existing precincts as the boundaries. Deviation is 1.3 percent based on naturally occurring geographic dividers and transportation corridors.
- District 26 is Palmer-Wasilla Gateway, outside of Palmer and Wasilla. Wanted to respect the boundaries and respect those who chose not to live within the city limits. Used Wasilla and major transportation corridors as boundaries. Shaped that way to the west due to city boundaries.

- The following changes were made to Southeast Alaska:
  - When looking at the region, Southeast Alaska has enough population for 3.94 legislative seats and is underpopulated by about 1,100 Alaskans for 4 districts. Ms. Borromeo placed half of the population into District 1 for compact, contiguous, and socio-economically integrated reasons. School districts were used as major connectors, and it was noted that the Southeast Island School District is split by design. Overall, there is a 2.4 percent deviation for the following reasons: Keeping Prince of Wales communities intact, following naturally occurring geographic boundaries, and avoiding the same mistake that was addressed in the Hickel v. Southeast Conference case where the Alexander Archipelago was split in an unconstitutional manner.
  - District 2 includes Yakutat, Prince of Wales Island communities, Sitka (the hub), and Petersburg, which is included to meet the population target and achieve compactness and contiguity. School districts were used as connectors.
  - There are two diverse options for Alaskans to choose from when it comes to District 3 as there have been opposite pieces of feedback heard from Skagway residents on where they prefer to be coupled with. The goal of mapping this district was to keep the city and borough of Juneau whole. Haines and Skagway were included as they both heavily rely on tourism – like Downtown Juneau.

- The following changes were made to Anchorage:
  - The map drawing of Anchorage was approached with a goal of keeping the municipal boundaries intact and considering public testimony asking to keep East Anchorage and South Anchorage separated.
  - Roadways were used as barriers all over Anchorage.
  - District 9 includes Whittier, Girdwood, and Potter’s Marsh, using major roadways as barriers. The main population anchor is in Potter’s Marsh.
  - District 10 includes Oceanview and is drawn in a way that keeps Campbell Lake intact, giving the benefit of having a compact area in the community.
  - District 11 keeps the entire Campbell Lake whole.
  - District 12 includes Turnagain and the Ted Stevens International Airport as a result of the feedback given from several residents on the importance of keeping Turnagain with the airport. Ms. Borromeo noted that this area of Anchorage has changed the most within the last ten years as a large sized subdivision was placed into Sand Lake; this has transformed the look of Anchorage dramatically which is why some districts appear to be very different.
  - With several Spenard residents requesting to be kept as a separate district from the Turnagain and downtown areas, District 13 was drawn to achieve this.
  - District 14 encompasses the midtown part of Anchorage. The boundary is jagged due to the shape of the census block.
  - District 16 looks large due to the large park area but is not high in population density.
  - District 17 is the U-Med District that is bound by the University, Providence, and Alaska Native Medical Center as a socio-economic integration point. The puzzle piece shape of the district is a natural occurrence of the geography of Anchorage’s parks and trails systems.
o District 18 is comprised of Nunaka Valley and SE Anchorage with Debarr split.

o District 19 is comprised of Penland Parkway and Mountain View with the middle fork of Chester Creek. The board has heard public testimony that Mountain View is a distinct community and this map respects that feedback.

o District 20 is comprised of Merrill Field and Chester Creek. The district is large and irregular in shape due to the way the airport is drawn and the naturally occurring geographic shapes.

o District 21 is comprised of the port and base areas. Even though testimony was heard from the public about the base being divided between their gates, the base remains united. Ms. Borromeo referenced the Groh v. Egan caselaw that states that military members are transient and are likely to exercise residency in other states. The map is drawn in respect to the feedback given from Anchorage residents to keep East Anchorage separated from the base communities.

o District 22 looks like two large districts due to the significant amount of park lands, which are not populated by a high number of residents.

o District 23 is comprised of Northeast Anchorage and remains compact.

o District 24 is comprised of the South Eagle River district. Though there was an attempt to keep the urban rural concept of the district, this concept was abandoned to keep the districts more compact and contiguous.

o Overall, Anchorage’s deviation is low, and districts are compact in nature.

o Ms. Borromeo noted that the state’s demographer and the Alaska Redistricting Board staff helped her with this map drawing. No third-party organizations were contacted, nor did they contact Ms. Borromeo regarding mapping.

**Adoption of Maps for Inclusion in Public Outreach Tour**

In accordance with Alaska Constitution Article VI, Section 10, Ms. Marcum moved for the Alaska Redistricting Board to adopt the following proposed districting plans: Board Proposed Plan Version 3 as discussed September 20, 2021 to replace Board Composite Version 1 originally adopted September 9, 2021 and Board Proposed Plan Version 4 as discussed September 20, 2021 to replace Board Composite Version 2 originally adopted September 9, 2021.

Ms. Borromeo seconded the motion and proposed an amendment to the motion to add that Alaska Redistricting Board staff review the census blocks primarily in the Mat-Su region for outliers, make corrections as necessary, and notify the board of all changes made to the map.

There were no objections to the amended motion.

The motion passed unanimously.

In accordance with Alaska Constitution Article VI, Section 10, Ms. Bahnke moved for the Alaska Redistricting Board to adopt, as a proposed redistricting plan, the proposal submitted by the coalition of Doyon, Tanana Chiefs Conference, Fairbanks Native Association, Sealaska, and Ahtna as presented on September 17, 2021.

Mr. Simpson seconded the motion.

The motion passed unanimously.

In accordance with Alaska Constitution Article VI, Section 10, Ms. Bahnke moved for the Alaska Redistricting Board to adopt, as a proposed redistricting plan, the proposal submitted by the Alaska Democratic Party as presented on September 17, 2021.
Mr. Binkley seconded the motion.

The motion passed unanimously.

Mr. Simpson moved to rescind the action in adopting the Alaska Democratic Party plan.

Ms. Borromeo seconded the motion.

The board discussed the motion:

- Ms. Borromeo expressed opposition to the proposed plan by the Alaska Democratic Party due to the way the Kenai Peninsula, Northwest Arctic, and North Slope boroughs were sliced. Ms. Borromeo believes there are other third-party plans that have mapped these regions in a better way.
- Mr. Binkley agreed with Ms. Borromeo’s statement.
- Ms. Marcum agreed with Ms. Borromeo’s statement and noted that it may be best to limit the number of plans being adopted as there have been many opportunities for the public to comment and testify regarding the proposed plans to date.
- Ms. Bahnke expressed support for the Alaska Democratic Party’s proposed plan and all other plans proposed by third parties. Further, Ms. Bahnke noted that not all Alaskans have had the opportunity to give feedback and/or comments on the proposed maps by the board and third parties and expressed the importance of giving all Alaskans an opportunity to weigh in on all proposed plans.
- Mr. Binkley agreed with Ms. Bahnke and opposed the rescinding of the motion.

The motion passed with 3 to 2 votes and the original motion was rescinded.

In accordance with Alaska Constitution Article VI, Section 10, Ms. Bahnke moved for the Alaska Redistricting Board to adopt, as a proposed redistricting plan, the proposal submitted by Alaskans for Fair and Equitable Redistricting as presented on September 17, 2021.

Ms. Borromeo seconded the motion.

Ms. Marcum clarified that, although Alaskans for Fair and Equitable Redistricting has created updated versions of the map after presenting to the board on September 17, 2021, the board will be adopting the version of the proposed map as presented to the board on September 17, 2021 as the changes were not submitted in time to be included in the board’s meeting packet.

Mr. Torkelson noted that the Senate Minority Caucus submitted changes to their map which have been included in the board’s meeting packet.

Ms. Borromeo noted that although the Alaskans for Fair and Equitable Redistricting has presented a map with problematically proposed districts in much of rural Alaska, there is some concern about the overall map. However, because the map is supported by the Mat-Su Borough, the map should be moved forward for the board’s consideration and for public testimony.

Mr. Simpson expressed support for the proposal.

The motion passed unanimously.

In accordance with Alaska Constitution Article VI, Section 10, Ms. Bahnke moved for the Alaska Redistricting Board to adopt, as a proposed redistricting plan, the proposal submitted by Alaskans for Fair Redistricting as presented on September 17, 2021.
Ms. Marcum seconded the motion.

Mr. Simpson and Ms. Marcum expressed support for the proposal.

The motion passed unanimously.

In accordance with Alaska Constitution Article VI, Section 10, Ms. Bahnke moved for the Alaska Redistricting Board to adopt, as a proposed redistricting plan, the proposal submitted by the Senate Minority Caucus as presented on September 17, 2021 with the amendment requested in writing on September 19, 2021 which respects the Northwest Arctic Borough boundary.

Mr. Binkley seconded the motion.

Ms. Borromeo, Mr. Simpson, and Ms. Marcum expressed support for the proposal.

The motion passed unanimously.

Public Testimony

Public comment was given as follows:

- Anchorage resident, Brian Hove, expressed concern for the maps potentially breaking the Fairbanks North Star Borough boundary and one way to approach this region is to have a break down the southeast side down the highway.
- Anchorage resident, Robert Hockema, expressed concern about the plan submitted by Alaskans for Fair and Equitable Redistricting and noted that the districts are drawn to make the House majority coalition much less competitive. Mr. Hockema also noted that competitiveness is a factor the board should consider during the redistricting process.

Next Steps

The following next steps were identified:

- Staff will work to publish the adopted maps as soon as possible for public viewing.
- The public outreach tour will be held throughout October with 5 to 6 community visits per week. Mr. Torkelson requested that if any community would like the board to visit in-person or virtually, please submit the request to testimony@akredistrict.org.
- Mr. Torkelson noted that the tour must be completed by around November 1 as staff and the board will need time to collate the information and maps and have a final plan adopted by November 10, 2021.

Adjournment

Ms. Borromeo moved to adjourn the meeting. Mr. Simpson seconded the motion.

The board adjourned at 3:06 p.m.