

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

320 SCOM10: LOCAL GOVERNMENT STUDY 1979

(2) Specific projects and studies.

As shown in Fig. 1, regional development must be coordinated through one central planning and programming system (comprehensive plan). AHTNA could do this well with our assistance. It is a type of coordination that has occurred only once in the state - the development of the recovery programs that followed the 1964 earthquake. I participated and directed some of those programs and I feel we can develop a model that may lead to the formation of permanent "Regional Interagencies Coordination Systems."

The history of AHTNA from the beginning of the land selection process to the present involvement in this program reflects AHTNA has ability to perform as a coordinator for this project. I feel that we are going to be extremely successful. Both federal and state agencies are looking for new ways to improve their participation and coordination of planning projects' development and citizens' input.

As soon as possible, we must develop a schedule for:

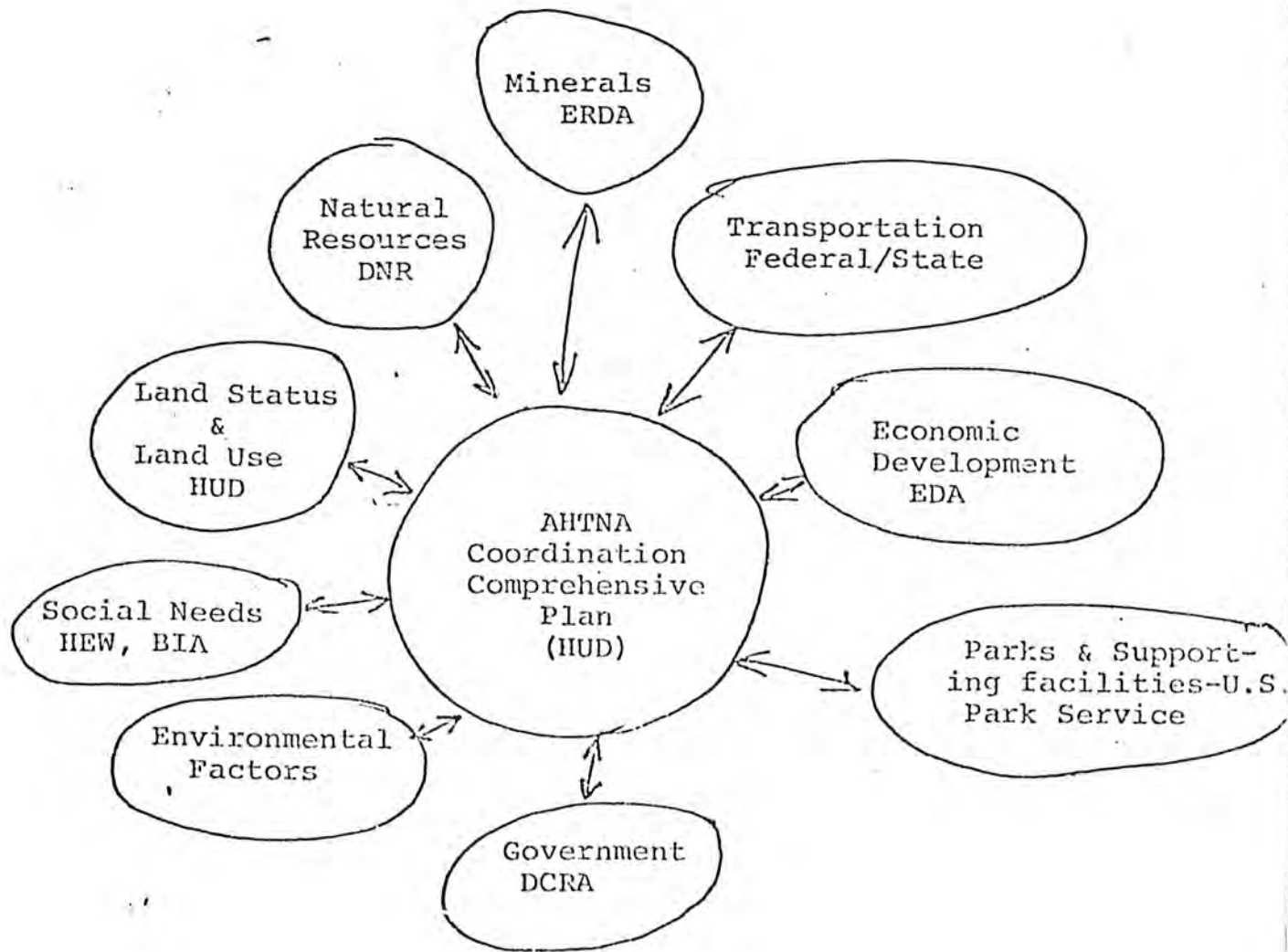
- (1) Develop a final budget and commitment of AHTNA participation,
- (2) Set a date for a meeting with selected federal and state representatives to explain this concept of a "Model Region" and ask their cooperation,
- (3) Contact writers and assign projects,
- (4) Develop a timetable of deadlines to meet specific dates.

I would appreciate reviewing this memo with you as soon as possible and finalize a strategy for future action.

jp

Fig 1

Possible funding from Participating Agencies



"Model Region Program"
1979

Lidia Selkregg

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June, 1978

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LAWS OF ALASKA

1977

Source

COS SCS CSHB 342

Chapter No.

84

AN ACT

Relating to the management of the coastal resources of the state; and providing for an effective date.

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

* Section 1. LEGISLATIVE FINDINGS. The legislature finds that

(1) the coastal area of the state is a distinct and valuable natural resource of concern to all the people of the state;

(2) the demands upon the resources of the coastal area are significant, and will increase in the future;

(3) the protection of the natural and scenic resources and the fostering of wise development of the coastal area are of concern to present and future citizens of the state;

(4) the capacity of the coastal area to withstand the demands upon it is limited;

(5) the degree of planning and resource allocation which has occurred in the coastal area has often been motivated by short-term considerations, unrelated to sound planning principles, and

(6) in order to promote the public health and welfare, there is a critical need to engage in comprehensive land and water use planning in coastal areas and to establish the means by which a planning process and management program involving the several governments and areas of the unorganized borough having an interest in the coastal area may be effectively implemented.

* Sec. 2. LEGISLATIVE POLICY. It is the policy of the state to

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(1) preserve, protect, develop, use, and, where necessary, restore or enhance the coastal resources of the state for this and succeeding generations;

(2) encourage coordinated planning and decision making in the coastal area among levels of government and citizens engaging in or affected by activities involving the coastal resources of the state;

(3) develop a management program which sets out policies, objectives, standards and procedures to guide and resolve conflicts among public and private activities involving the use of resources which have a direct and significant impact upon the coastal land and water of the state;

(4) assure the participation of the public, local governments, and agencies of the state and federal governments in the development and implementation of a coastal management program;

(5) utilize existing governmental structures and authorities, to the maximum extent feasible, to achieve the policies set out in this section; and

(6) authorize and require state agencies to carry out their planning duties, powers and responsibilities and take actions authorized by law with respect to programs affecting the use of the resources of the coastal area in accordance with the policies set out in this section and the guidelines and standards adopted by the Alaska Coastal Policy Council under AS 46.35.

* Sec. 3. AS 44.19 is amended by adding new sections to read:

ARTICLE 11A. ALASKA COASTAL POLICY COUNCIL.

Sec. 44.19.891. ALASKA COASTAL POLICY COUNCIL. (a) There is created in the Office of the Governor the Alaska Coastal Policy Council. The council consists of the following:

(1) nine public members appointed by the governor from a list comprised of at least three names from each region, nominated by the municipalities of each region; the nominees shall be the mayor or member of the assembly or council of a municipality; one public member shall be appointed from each of the following general regions:

(A) northwest Alaska, including, generally, the area of the North Slope Borough and the Northwest Arctic regional educational attendance area;

(B) Bering Straits, including, generally, the area of the Bering Straits regional educational attendance area;

(C) southwest Alaska, including, generally, the area within the Lower Yukon, Lower Kuskokwim, Southwest, and Lake-Peninsula regional educational attendance areas and the Bristol Bay Borough;

(D) Kodiak-Aleutians, including the area of the Kodiak Island Borough and the Aleutian, Adak and Pribilof regional educational attendance areas;

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(E) Upper Cook Inlet, including the Municipality of Anchorage and the Matanuska-Susitna Borough;

(F) Lower Cook Inlet, including, generally, the area within the Kenai Peninsula Borough;

(G) Prince William Sound, including, generally, the area east of the Kenai Peninsula Borough to 141° W. longitude;

(H) northern Southeast Alaska, including the area southeast of 141° W. longitude and north of 57° N. latitude, including the entirety of the City and Borough of Sitka; and

(I) southern Southeast Alaska, including that portion of southeastern Alaska not contained within the area described in (H) of this paragraph;

(2) each of the following:

(A) the director of the division of policy development and planning;

(B) the commissioner of the Department of Commerce and Economic Development;

(C) the commissioner of the Department of Community and Regional Affairs;

(D) the commissioner of the Department of Environmental Conservation;

(E) the commissioner of the Department of Fish and Game;

(F) the commissioner of the Department of Natural Resources; and

(G) the commissioner of the Department of Public Works.

(b) Each public member appointed by the governor under (a)(1) of this section serves a term of two years and until his successor is appointed and qualified, except that the term of office of a public member first appointed under (a)(1)(A), (a)(1)(C), (a)(1)(E) and (a)(1)(G) of this section shall be one year. A public member may be reappointed.

(c) The council shall designate co-chairmen, one of whom shall be selected from among the public members appointed under (a)(1) of this section and one from among the members designated in (a)(2) of this section.

(d) Members appointed under (a) of this section may select one person to serve as a permanent alternate at meetings of the council. If the member appointed is unable to attend, the alternate may act in his place.

(e) Four public members and three designated members of the council constitute a quorum, but one or more of the members designated by the council may hold hearings. All decisions of the council shall be by a majority vote of the

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members present and voting.

(f) Members of the council or their alternates are entitled to per diem and travel expenses authorized by law for members of boards and commissions.

(g) If there is a vacancy among the public members appointed under (a)(1) of this section, the governor shall make an appointment to become immediately effective for the unexpired portion of the term.

Sec. 44.19.892. POWERS OF THE COUNCIL. The council may

(1) apply for and accept grants, contributions, and appropriations, including application for and acceptance of federal funds which may become available for coastal planning and management;

(2) contract for necessary services;

(3) consult and cooperate with

(A) persons, organizations, and groups, public or private, interested in, affected by, or concerned with coastal area planning and management;

(B) agents and officials of the coastal resource districts of the state, and federal and state agencies concerned with or having jurisdiction over coastal planning and management;

(4) take any reasonable action necessary to carry out the provisions of secs. 891 - 894 of this chapter.

Sec. 44.19.893. DUTIES OF THE COUNCIL. In conformity with the Coastal Zone Management Act of 1972, as amended (16 U.S.C. 1451 et seq.), the council shall

(1) through the public hearing process and the recording of the minutes of the hearings, develop guidelines and standards for the preparation of, and approve, in accordance with AS 46.35, the Alaska coastal management program;

(2) establish continuing coordination among state agencies to facilitate the development and implementation of the Alaska coastal management program; in carrying out its duties under this paragraph, the council shall initiate an interagency program of comprehensive coastal resource planning for each geographic region described in sec. 891-(a)(1) of this chapter;

(3) assure continued provision of data and information to coastal resource districts to carry out their planning and management functions under the program;

(4) submit annually to the legislature, not later than the 10th day of each regular session, the portion of the coastal management program approved or amended by the council during the preceding year.

Sec. 44.19.894. COUNCIL STAFF. The council shall

utilize the staff of the office of coastal management within the division of policy development and planning in discharging its powers and duties. The coordinator of the office, with the concurrence of the council, may contract with or employ personnel or consultants he considers necessary to carry out the powers and duties of the council.

* Sec. 4. AS 46 is amended by adding a new chapter to read:

CHAPTER 35. THE ALASKA COASTAL MANAGEMENT PROGRAM.

ARTICLE 1. DEVELOPMENT OF ALASKA COASTAL MANAGEMENT PROGRAM.

Sec. 46.35.010. DEVELOPMENT OF ALASKA COASTAL MANAGEMENT PROGRAM. (a) The Alaska Coastal Policy Council established in AS 44.19.891 shall approve, in accordance with secs. 10 - 210 of this chapter, the Alaska coastal management program.

(b) The council may approve the Alaska coastal management program for a portion or portions of the coastal area before approving the complete program under (a) of this section. Portions of the program approved under this subsection shall be incorporated into the Alaska coastal management program.

(c) The Alaska coastal management program shall be reviewed by the council and, when appropriate, revised to

(1) add newly approved district coastal management programs, or revisions and amendments to the Alaska coastal management program;

(2) integrate newly approved district coastal management programs, or revisions and amendments of district coastal management programs, with existing approved programs and with plans developed by state agencies;

(3) add new or revised state statutes, policies, regulations or other appropriate material;

(4) review the effectiveness of implementation of district coastal management programs; and

(5) consider new information acquired by the state and coastal resource districts.

(d) All reviews and revisions shall be in accordance with the guidelines and standards adopted by the council under sec. 40 of this chapter.

Sec. 46.35.020. OBJECTIVES. The Alaska coastal management program shall be consistent with the following objectives:

(1) the use, management, restoration and enhancement of the overall quality of the coastal environment;

(2) the development of industrial or commercial enterprises which are consistent with the social, cultural, historic, economic and environmental interests of the people of the state;

(3) the orderly, balanced utilization and protection of the resources of the coastal area consistent with sound conservation and sustained yield principles;

(4) the management of coastal land and water uses in such a manner that, generally, those uses which are economically or physically dependent on a coastal location are given higher priority when compared to uses which do not economically or physically require a coastal location;

(5) the protection and management of significant historic, cultural, natural and aesthetic values and natural systems or processes within the coastal area;

(6) the prevention of damage to or degradation of land and water reserved for their natural values as a result of inconsistent land or water usages adjacent to that land;

(7) the recognition of the need for a continuing supply of energy to meet the requirements of the state and the contribution of a share of the state's resources to meet national energy needs; and

(8) the full and fair evaluation of all demands on the land and water in the coastal area.

Sec. 46.35.030. DEVELOPMENT OF DISTRICT COASTAL MANAGEMENT PROGRAMS. Coastal resource districts shall develop and adopt district coastal management programs in accordance with the provisions of this chapter. The program adopted by a coastal resource district shall be based upon a municipality's existing comprehensive plan or a new comprehensive resource use plan or comprehensive statement of needs, policies, objectives and standards governing the use of resources within the coastal area of the district. The program shall be consistent with the guidelines and standards adopted by the council under sec. 40 of this chapter and shall include:

(1) a delineation within the district of the boundaries of the coastal area subject to the district coastal management program;

(2) a statement, list, or definition of the land and water uses and activities subject to the district coastal management program;

(3) a statement of policies to be applied to the land and water uses subject to the district coastal management program;

(4) regulations, as appropriate, to be applied to the land and water uses subject to the district coastal management program;

(5) a description of the uses and activities which will be considered proper and the uses and activities which will be considered improper with respect to the land and water within the coastal area;

(6) a summary or statement of the policies which will be applied and the procedures which will be used to determine whether specific proposals for land or water uses

or activities shall be allowed; and

(7) a designation of, and the policies which will be applied to the use of, areas within the coastal resource district which merit special attention.

Sec. 46.35.040. DUTIES OF THE ALASKA COASTAL POLICY COUNCIL. Through the public hearing process and the recording of the minutes of the hearings, the Alaska Coastal Policy Council shall

(1) by regulation, adopt under the provisions of the Administrative Procedure Act (AS 44.62), within six months of the effective date of this Act, for the use of and application by coastal resource districts and state agencies for carrying out their responsibilities under this chapter, guidelines and standards for

(A) identifying the boundaries of the coastal area subject to the district coastal management program;

(B) determining the land and water uses and activities subject to the district coastal management program;

(C) developing policies applicable to the land and water uses subject to the district coastal management program;

(D) developing regulations applicable to the land and water uses subject to the district coastal management program;

(E) developing policies and procedures to determine whether specific proposals for the land and water uses or activities subject to the district coastal management program shall be allowed;

(F) designating and developing policies for the use of areas of the coast which merit special attention; and

(G) measuring the progress of a coastal resource district in meeting its responsibilities under this chapter;

(2) develop and maintain a program of technical and financial assistance to aid coastal resource districts in the development and implementation of district coastal management programs;

(3) undertake review and approval of district coastal management programs in accordance with this chapter;

(4) initiate a process for identifying and managing uses of state concern within specific areas of the coast;

(5) develop procedures or guidelines for consultation and coordination with federal agencies managing land or conducting activities potentially affecting the coastal area of the state.

Sec. 46.35.050. ACTION AND SUBMISSION BY COASTAL RESOURCE DISTRICTS. Each coastal resource district shall make substantial progress, in the opinion of the council, toward completion of an approvable district coastal management program and shall complete and submit to the council for approval its program within 30 months of the effective date of this Act or within 30 months of certification of the results of the district's organization, whichever is later.

Sec. 46.35.060. REVIEW AND APPROVAL BY COUNCIL. (a) If, upon submission of a district coastal management program for approval, the council finds that the program is substantially consistent with the provisions of this chapter and the guidelines and standards adopted by the council and does not arbitrarily or unreasonably restrict or exclude uses of state concern, the council may grant summary approval of the district coastal management program, or may approve portions of the district program which are consistent,

(b) If the council finds that a district coastal management program is not approvable or is approvable only in part under (a) of this section, it shall direct that deficiencies in the program submitted by the coastal resource district be mediated. In mediating the deficiencies, the council may call for one or more public hearings in the district. The council shall meet with officials of the coastal resource district in order to resolve differences.

(c) If, after mediation, the differences have not been resolved to the mutual agreement of the coastal resource district and the council, the council shall call for a public hearing and shall resolve the differences in accordance with the Administrative Procedure Act (AS 44.62). After a public hearing held under this subsection, the council shall enter findings and, by order, may require

(1) that the district coastal management program be amended to make it consistent with the provisions of this chapter or the guidelines and standards adopted by the council;

(2) that the district coastal management program be revised to accommodate a use of state concern; or

(3) any other action be taken by the coastal resource district as appropriate.

(d) The superior courts of the state have jurisdiction to enforce orders of the council entered under (c) of this section.

Sec. 46.35.070. STANDARDS FOR COUNCIL REVIEW AND APPROVAL. (a) The council shall approve a district coastal management program submitted for review and approval if the program is consistent with the provisions of this chapter and the guidelines and standards adopted by the council.

(b) Notwithstanding an inconsistency of a district coastal management program submitted for review and approval with the guidelines and standards adopted, the council shall approve the program if it finds that

(1) strict adherence to the guidelines and standards adopted would result in a violation of another state law or policy;

(2) strict adherence to the guidelines and standards adopted would cause or probably cause substantial irreparable harm to another interest or value in the coastal area of the district; or

(3) the inconsistency is of a technical nature and no substantial harm would result to the policies and objectives of this chapter or the Alaska coastal management program.

(c) In determining whether a restriction or exclusion of a use of state concern is arbitrary or unreasonable, the council shall approve the restriction or exclusion if it finds that

(1) the coastal resource district has consulted with and considered the views of appropriate federal, state or regional agencies;

(2) the district has based its restriction or exclusion on the availability of reasonable alternative sites; and

(3) the district has based its restriction or exclusion on an analysis showing that the proposed use is incompatible with the proposed site.

(d) A decision by the council under this section shall be given within 90 days.

Sec. 46.35.080. EFFECTIVE DATE OF ALASKA COASTAL MANAGEMENT PROGRAM. The Alaska coastal management program adopted by the council, and any additions, revisions, or amendments of the program, take effect upon adoption of a concurrent resolution by a majority of the members of each house of the legislature or by a vote of the majority of the members of each house at the time the houses are convened in joint session to confirm executive appointments submitted by the governor.

Sec. 46.35.090. IMPLEMENTATION OF DISTRICT COASTAL MANAGEMENT PROGRAMS. (a) A district coastal management program approved by the council and the legislature for a coastal resource district which does not have and exercise zoning or other controls on the use of resources within the coastal area shall be implemented by appropriate state agencies. Implementation shall be in accordance with the comprehensive use plan or the statement of needs, policies, objectives and standards adopted by the district

(b) A coastal resource district which has and exercises zoning or other controls on the use of resources within the coastal area shall implement its district coastal management program. Implementation shall be in accordance with the comprehensive use plan or the statement of needs, policies, objectives and standards adopted by the district.

Sec. 46.35.100. COMPLIANCE AND ENFORCEMENT. (a) Municipalities and state agencies shall administer land and

water use regulations or controls in conformity with district coastal management programs approved by the council and the legislature and in effect.

(b) On petition of a coastal resource district, a citizen of the district, or a state agency, showing that a district coastal management program is not being implemented, enforced or complied with, the council shall convene a public hearing to consider the matter. A hearing called under this subsection shall be held in accordance with the Administrative Procedure Act (AS 44.62). After hearing, the council may order that the coastal resource district or state agency take any action which the council considers necessary to implement, enforce or comply with the district coastal management program.

(c) In determining whether an approved district coastal management program is being implemented, enforced or complied with by a coastal resource district which exercises zoning authority or controls on the use of resources within the coastal area, the council shall find in favor of the district if

(1) zoning or other regulations have been adopted and are being enforced;

(2) variances are being granted according to procedures and criteria which are elements of the district coastal management program, or the variance is otherwise approved by the council; and

(3) procedures and standards adopted by the coastal resource district as required by this chapter or by the guidelines and standards adopted by the council and subsequently approved by the legislature have been followed and considered.

(d) In determining whether a state agency is complying with a district coastal management program with respect to its exercise of regulation or control of the resources within the coastal area, the council shall find in favor of the agency if

(1) the use or activity for which the permit, license or approval is granted is consistent with the district coastal management program and regulations adopted under it; and

(2) the use or activity for which the permit, license or approval is granted is consistent with requirements imposed by state statute, regulation, or local ordinance applicable to the use or activity.

(e) The superior courts of the state have jurisdiction to enforce lawful orders of the council.

ARTICLE 2. COASTAL MANAGEMENT PROGRAMS IN THE UNORGANIZED BOROUGH.

Sec. 46.35.110. AUTHORITY IN THE UNORGANIZED BOROUGH. Under AS 29.03.020 and secs. 110 - 180 of this chapter, the legislature authorizes organization of coastal resource service areas in the unorganized borough and grants

authority to the service areas which may be organized to perform the duties required under this chapter.

Sec. 46.35.120. COASTAL RESOURCE SERVICE AREAS. (a) Except as provided in (b) of this section, each regional educational attendance area established under AS 14.08.031 containing a part of the coastal area may be organized as a coastal resource service area.

(b) The commissioner of the Department of Community and Regional Affairs may, after public hearings held in the area affected, consolidate two or more regional educational attendance areas as a single coastal resource service area.

(1) if a substantial portion of the coastal area contains land and water area owned by the federal government over which it exercises exclusive jurisdiction or land held in trust by the federal government for Alaska Natives over which the state would not exercise control as to use; or

(2) if, after giving due consideration to the standards applicable to incorporation of borough governments and the likelihood that a borough will be incorporated within the area, the commissioner determines that the functions to be performed under this chapter could be undertaken more efficiently through the combination of two or more regional educational attendance areas as a single coastal resource service area.

(c) A determination under (b) of this section shall be made before organization of the coastal resource service area and no later than six months from the effective date of this Act.

Sec. 46.35.130. ORGANIZATION OF COASTAL RESOURCE SERVICE AREA. (a) Organization of a coastal resource service area may be initiated by

(1) submission to the council of a petition signed by a number of registered voters equal to 15 per cent of the number of votes cast within the coastal resource service area at the last state general election;

(2) submission to the council of a resolution approved by the city council or traditional village council of not less than 25 per cent of the number of cities and villages within the coastal resource service area; or

(3) at the direction of a majority of the members of the council in the manner set out in sec. 160 of this chapter.

(b) Acting at the request of the council, the lieutenant governor, not less than 60 nor more than 90 days after receipt of a proper petition under (a)(1) of this section, a proper resolution under (a)(2) of this section, or at the direction of the council under (a)(3) of this section, shall conduct an election on the question of organization of a coastal resource service area.

Sec. 46.35.140. COASTAL RESOURCE SERVICE AREA BOARDS. (a) Each coastal resource service area, upon organization, shall have an elected board representing the population of

the service area. The board shall have the powers and duties and perform the functions prescribed for or required of coastal resource districts.

(b) A coastal resource service area board shall contain seven members. Board members shall be elected at large by the qualified voters of the coastal resource service area.

(c) The commissioner of the Department of Community and Regional Affairs, after consultation with residents of a coastal resource service area, may divide a service area into sections only for the purpose of nominating and electing board members. Division of a service area into sections for the purpose of nomination and election shall be in accordance with the provisions of AS 14.08.051(a). Division may be proposed in the petition submitted under sec. 130(a)(1) of this chapter, in the resolution submitted under sec. 130(a)(2) of this chapter, at the direction of the council under sec. 130(a)(3) of this chapter, or may be proposed at any time by the members of the coastal resource service area board. If proposed by the board, the division of the service area into sections is subject to approval of a majority of the qualified voters voting on the question in the coastal resource service area at the next regular election or at a special election called for that purpose and, if approved, takes effect at the next regular election of members of the coastal resource service area board.

(d) The term of office of a member of a coastal resource service area board is three years, except that the terms of the members of the first board elected after organization of a coastal resource service area shall be determined by lot, with two members serving one-year terms, two members serving two-year terms, and three members serving three-year terms. Members serve until their successors are elected and have qualified. Nothing in this section prohibits the reelection of a board member.

(e) The lieutenant governor shall provide for the election of the members of coastal resource service area boards. The first election of board members shall occur not less than 60 nor more than 90 days after certification of the results of an organization election under sec. 130(b) of this chapter in which a majority of votes cast favors organization of the coastal resource service area.

(f) Except for the first election of members of coastal resource service area boards, elections shall be held annually on the date of election of members of regional educational attendance area boards under AS 14.08.071(b).

(g) A vacancy on a coastal resource service area board shall be filled by appointment as provided in AS 14.08.041(a) for vacancies in the membership of regional educational attendance area boards.

(h) Members of coastal resource service area boards are subject to recall on the same grounds and in the same manner as provided for recall of municipal officials in AS 29.28.130 - 29.28.250. The lieutenant governor functions in place of the assembly or council and municipal clerk for receipt and review of recall petitions and the conduct of

recall elections.

Sec. 46.35.150. ELECTIONS IN COASTAL RESOURCE SERVICE AREAS. Organization elections under sec. 130 of this chapter and other elections, including recall elections conducted under sec. 140 of this chapter, shall be administered by the lieutenant governor in the general manner provided in the Alaska Election Code (AS 15.05 - 15.60). In addition, the lieutenant governor may adopt regulations necessary to the conduct of coastal resource service area board elections. The state shall pay all election costs.

Sec. 46.35.160. ORGANIZATION AT THE DIRECTION OF THE COUNCIL. (a) Whenever it appears that major economic development activity will occur in a coastal resource service area or in waters adjacent to a coastal resource service area which has not been organized, the council may direct the lieutenant governor to submit to the voters of the service area the question of organization. The council may require an election on the question only after holding at least one public hearing within the area proposed for organization.

(b) For purposes of this section, "major economic development activity" includes a call for nomination by the Secretary of the United States Department of the Interior for leasing of tracts within petroleum basins in waters of the outer continental shelf adjacent to the coastal resource service area or any other significant industrial or commercial activity which, in the opinion of the council, would commit the resources of the coastal area to a use of direct and significant impact upon the coastal waters of the state.

Sec. 46.35.170. PREPARATION OF DISTRICT COASTAL MANAGEMENT PROGRAM BY THE DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS. (a) If residents of a coastal resource service area reject organization of the service area at an election called for the purpose and the council finds, after public hearing, that major economic development activity has occurred or will occur within the service area, the council may direct the Department of Community and Regional Affairs to prepare and recommend for consideration by the council and for submission to the legislature a district coastal management program for the service area.

(b) At the request of the council, the Department of Community and Regional Affairs shall complete the district coastal management program in accordance with this chapter and the guidelines and standards adopted by the council for a coastal resource service area which has been organized but which has failed to make substantial progress in the preparation of an approvable district coastal management program within 18 months of certification of the results of an organization election or which has not submitted for approval to the council a program within 30 months of certification of the results of its organization election. Preparation of the program shall be conducted in consultation with the coastal resource service area and shall, to the maximum extent consistent with this chapter, reflect the expressed concerns of the residents of the service area.

(c) Before requesting the department to complete the district coastal management program under (b) of this

section, the council shall meet with the members of the coastal resource service area board to determine whether the board is able to complete a district coastal management program within the time limitations established in this section.

Sec. 46.35.180. APPROVAL OF PROGRAMS IN COASTAL RESOURCE SERVICE AREAS. (a) Before adoption by a coastal resource service area board, or by the Department of Community and Regional Affairs under sec. 170 of this chapter, a district coastal management program shall be submitted for review to each city or village within the coastal resource service area. The council of a city or traditional village council shall consider the program submitted for review. Within 60 days of submission, the council of a city or traditional village council shall either approve the program or enter objections to all or any portion of the program.

(b) If a city or village within a coastal resource service area fails to approve a portion of the district coastal management program prepared and submitted for approval under (a) of this section, the governing body shall advise the coastal resource service area board or the department, as applicable, of its objections to the proposed program and suggest alternative elements or components for inclusion in the district coastal management program. New matter submitted by a city or village which is substantially consistent with the guidelines and standards adopted by the council shall be accepted and the district coastal management program modified accordingly. If a city or village fails to provide objections and suggested alternatives within the time limits established in this section, the coastal resource service area board or the department, as applicable, may adopt the district coastal management program as initially offered.

(c) Objection by a city council under (b) of this section is limited to objection to elements of the program affecting resources or the use of resources within the corporate limits of the city. Objection by a traditional village council under (b) of this section is limited to objection to elements of the program affecting resources or the use of resources within the village or within two miles of the village.

(d) For purposes of this section, "village" means an unincorporated community where at least 25 persons reside as a social unit as determined by the Department of Community and Regional Affairs.

ARTICLE 3. GENERAL PROVISIONS.

Sec. 46.35.190. COOPERATIVE ADMINISTRATION. (a) A city within the coastal area which is not part of an adjacent coastal resource service area may include itself for purposes of this chapter within an adjacent coastal resource service area if its governing body, by resolution adopted by a majority of its membership, consents to the inclusion of the city and a copy of the resolution is filed with the commissioner of the Department of Community and Regional Affairs.

(b) Nothing in this chapter restricts or prohibits cooperative or joint administration of functions between a municipality and a coastal resource service area organized under the provisions of this chapter upon initiation of a mutual agreement for the purpose.

Sec. 46.35.200. STATE AGENCIES. Upon the adoption of the Alaska coastal management program, state departments, boards and commissions shall review their statutory authority, administrative regulations, and applicable procedures pertaining to land and water uses within the coastal area for the purpose of determining whether there are any deficiencies or inconsistencies which prohibit compliance with the program adopted. State agencies shall, within six months of the effective date of the Alaska coastal management program, take whatever action is necessary to facilitate full compliance with and implementation of the program, including preparation and submission of recommendations to the council for additional or amended legislation.

Sec. 46.35.210. DEFINITIONS. In this chapter, unless the context otherwise requires,

(1) "area which merits special attention" means a delineated geographic area within the coastal area which is sensitive to change or alteration and which, because of plans or commitments or because a claim on the resources within the area delineated would preclude subsequent use of the resources to a conflicting or incompatible use, warrants special management attention, or which, because of its value to the general public, should be identified for current or future planning, protection, or acquisition; these areas, subject to council definition of criteria for their identification, include:

(A) areas of unique, scarce, fragile or vulnerable natural habitat, cultural value, historical significance, or scenic importance;

(B) areas of high natural productivity or essential habitat for living resources;

(C) areas of substantial recreational value or opportunity;

(D) areas where development of facilities is dependent upon the utilization of, or access to, coastal waters;

(E) areas of unique geologic or topographic significance which are susceptible to industrial or commercial development;

(F) areas of significant hazard due to storms, slides, floods, erosion or settlement; and

(G) areas needed to protect, maintain, or replenish coastal land or resources, including coastal flood plains, aquifer recharge areas, beaches and offshore sand deposits;

(2) "coastal resource district" means each of the following which contains a portion of the coastal area of

the state:

(A) unified municipalities established under AS 29.68.240 - 29.68.440;

(B) organized boroughs of any class which exercise planning and zoning authority;

(C) home rule and first class cities of the unorganized borough or within boroughs which do not exercise planning and zoning authority;

(D) second class cities of the unorganized borough, or within boroughs which do not exercise planning and zoning authority, which have established a planning commission, and which, in the opinion of the commissioner of the Department of Community and Regional Affairs, have the capability of preparing and implementing a comprehensive district coastal management program under sec. 30 of this chapter;

(E) coastal resource service areas established and organized under AS 29.03.020 and secs. 110 - 180 of this chapter;

(3) "council" means the Alaska Coastal Policy Council;

(4) "department" means the Department of Community and Regional Affairs;

(5) "use of direct and significant impact" means a use, or an activity associated with the use, which proximately contributes to a material change or alteration in the natural or social characteristics of a part of the state's coastal area and in which

(A) the use, or activity associated with it, would have a net adverse effect on the quality of the resources of the coastal area;

(B) the use, or activity associated with it, would limit the range of alternative uses of the resources of the coastal area; or

(C) the use would, of itself, constitute a tolerable change or alteration of the resources within the coastal area but which, cumulatively, would have an adverse effect;

(6) "uses of state concern" means those land and water uses which would significantly affect the long-term public interest; these uses, subject to council definition of their extent, include:

(A) uses of national interest, including the use of resources for the siting of ports and major facilities which contribute to meeting national energy needs, construction and maintenance of navigational facilities and systems, resource development of federal land, and national defense and related security facilities that are dependent upon coastal locations;

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(B) uses of more than local concern, including those land and water uses which confer significant environmental, social, cultural, or economic benefits or burdens beyond a single coastal resource district;

(C) the siting of major energy facilities or large-scale industrial or commercial development activities which are dependent on a coastal location and which, because of their magnitude or the magnitude of their effect on the economy of the state or the surrounding area, are reasonably likely to present issues of more than local significance;

(D) facilities serving statewide or interregional transportation and communication needs; and

(E) uses in areas established as state parks or recreational areas under AS 41.20 or as state game refuges, game sanctuaries or critical habitat areas under AS 16.20.

* Sec. 5. AS 44.47 is amended by adding a new section to read:

Sec. 44.47.095. PLANNING ASSISTANCE FOR DEVELOPMENT AND MAINTENANCE OF DISTRICT COASTAL MANAGEMENT PROGRAMS. The department shall conduct a program of research, training, and technical assistance to coastal resource districts necessary for the development and implementation of district coastal management programs under AS 46.35. The technical assistance shall include the direct granting to the coastal resource districts of a portion of any funds received by the state from the federal coastal zone management program, in amounts to be individually determined for each coastal resource district by the commissioner. State agencies shall assist the department in carrying out the purposes of this section.

* Sec. 6. The Administrative Regulation Review Committee established in AS 24.20.400 - 24.20.460 shall review the administrative regulations adopted by the executive departments of the state government which affect the resources and use of the resources of the state's coastal area. The committee shall, not later than January 20, 1979, make formal recommendation with respect to annulment of regulations adopted which, in the opinion of the committee, fail to implement, interpret or carry out the policies, objectives and standards of the Alaska coastal management program. The recommendations of the committee shall be transmitted to the first regular session of the Eleventh Alaska Legislature.

* Sec. 7. This Act takes effect immediately in accordance with AS 01.10.070(c).

Public Participation in the Alaska Coastal Management Program

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INTRODUCTION

I decided to write about my experiences with public involvement with coastal management in Alaska because I am concerned about the growing number of programs mandated to carry out public involvement efforts.

Most federal and state programs are required to have public involvement components. But the guidelines and rationale for such efforts are not usually well-defined. Effective and expanded public involvement, especially in Alaska, is very time-consuming and costly, yet every year more state agencies are required to do it.

When I submitted the abstract, Alaska's Office of Coastal Management had been carrying out public involvement projects for two and one-half years. Most projects were small in scope, did not involve much travel, and did not conflict with other state public involvement efforts. We were planning a series of statewide coastal workshops for the fall of 1977. As we began to set up the workshops, we realized that such factors as weather, distance, need for translators, other programs' public involvement efforts, and communication and media problems would complicate the project. Yet they had to be dealt with if our public involvement effort were to be successful. We saw how costly and time-consuming extensive public involvement is if it is to be effective.

In designing the fall program, we found ourselves facing the following questions time and again:

1. What constitutes public involvement?
2. How much should we coordinate our public involvement efforts with other state and federal programs?
3. How much participation is enough participation?
4. How much money and how many person months is it reasonable to expend?
5. Who are we trying to reach?
6. How is the information going to be used?

I would like to raise these questions and start some open dialogue about what a requirement for public involvement means. Given the federal and state mandates for public involvement in coastal management and the physical, cultural and governmental setting in modern Alaska, I would like to share with you Alaska's recent experience in coastal management public involvement.

FEDERAL-STATE MANDATE (Quoting from the laws)

"...It is national policy to encourage the participation of the public, of federal, state, and local governments and of regional agencies in the development of coastal zone management programs." (Federal Coastal Zone Management Act of 1972)

"It is the policy of the state to assure the participation of the public, local governments, and agencies of the state and federal governments in the development and implementation of a coastal management program." (Alaska State Coastal Management Act of 1977)

Both federal and state laws recognize the need for public involvement and require citizen participation in the planning process.

Our society supports public involvement. The need for public involvement in this country is upheld in the belief that the development of governmental programs affects individuals' lives; and therefore, people have a right to be involved in that development. In the case of coastal management, coastal planning by the state and federal governments affects people, their lands, surrounding natural resources, their livelihood, often their entire way of life. People expect, demand, and are granted the right to be involved in such planning.

People, particularly those who live and depend on the coast, need to be involved in the drafting of coastal plans if the plans are to be accurate, useful, and enforceable.

Public involvement programs have two components -- education and participation. Because of the technical nature of coastal management, an educational effort is particularly important. It should allow the public to learn enough to become involved in the planning process itself. Participation efforts should allow people with interests and special skills to take part actively in the planning process. Both educational and participation efforts are necessary if a public involvement program is to be successful.

There is no guarantee that public involvement will assure a coastal management program's development without controversy. In fact, just the opposite is likely to happen since such measures increase the visibility of coastal management, a highly volatile issue to many people. However, a citizen education and participation program does ensure that people have the opportunity to learn about and become involved in a program that affects their lives.

These two components are a part of coastal management programs throughout the country.

MODERN ALASKA

"Failure to anticipate will lead to tragedy in America. By the same token, long-range thinking that is unconnected to the ideas, energy, and imagination of our whole population, long-range thinking that is merely top-down and not equally

bottom-up, could also produce the end of democracy." Toeffler said this to a Senate subcommittee on December 15, 1975. His reference to America could be easily replaced by a reference to Alaska.

Alaska is an independent, isolated, and until recently, slow moving land. Weather, distance, intemperate seasons, and lack of roads and communication facilities have encouraged this way of life. For many years, even after statehood, the traditional native subsistence culture lived along side frontier homesteaders, commercial fishermen, and loggers. But times are changing and progress is coming, bringing with it people, technology and development.

Until recently, it was possible to live in Alaska away from government control. It was possible to do your own thing and not affect anyone else. In Alaska it was, and still is possible, to become isolated from the rest of the world. But it is becoming harder as growth and development come to Alaska. There are many reasons for this change of pace in Alaska -- mineral, oil and gas discoveries, Alaska native land claims, population growth, wilderness land selections (D-2).

Coastal management is planning that Alaska needs to do. Of her 418,000 people, 75% live within ten miles of the coast. There are about 200 coastal communities in Alaska. Not only do people live near the coast, many make their living from coastal resources. They are fishermen, loggers, oilmen and subsistence hunters. There are more than 47,300 miles of coastline. Most of it is still undeveloped and inaccessible. The coastline of Alaska ranges from mountainous fjords to marshy tundra, from often ice bound shores to temperate wetlands. Now is the time to decide how it should be used in the future.

The conflicts among uses of coastal resources are increasing as oil and gas discoveries are made, fishing and logging industries expand, and the population increases. Alaska has many choices to make about the use and protection of its coastal resources. Renewable resources have been the main-stay of Alaska and its economy since before the white man. People use the land and the sea for clothing, food, fuel and shelter. "Our coast is our grocery/drug/clothing store. It has been for many years." (Quote from mailed-in tabloid, Fall, 1977) Now non-renewable resources -- oil and gas -- are being discovered, extracted, transported and refined. They, too, are necessary to the state and the nation. Inevitably there are conflicts.

The development of a viable, well-balanced coastal management program can help to resolve some of these conflicts before irreparable damage has been done. Alaska needs to

plan if the government is to manage the resources, both renewable and non-renewable, and not be managed by them. Much of that planning can be done by the people, all of it must be done in response to the people.

There are many obstacles in involving citizens in government in Alaska, some are difficult to overcome. Alaska is isolated, both as a whole from the rest of the United States, and in part from other regions in the state.

Alaska spans five time zones from east to west; it is approximately four hours by jet from north to south. The distances are great and travel is time-consuming and expensive. Airplane is the most common mode of travel. Roads connect only major cities and many of the minor roads are still unpaved. Most of the state has only local roads near towns. Weather often stops all transportation for days, and in some places weeks at a time. Planning statewide public meetings is not feasible and regional ones not much better, unless the travel budget for participants is large.

The media does not cover the state well or equally. There is only one major newspaper. Many local newspapers are weeklies. There are many areas with no newspaper at all.

Live TV is now available via satellite in some parts of the state, but by no means in all. Cable TV is also available in selected areas. A handful of local stations have been established, but many areas still have no TV.

Many local AM and some FM radio stations now operate throughout the state, but their range is not far and their perspective is local. In some areas, news of national, and sometimes statewide significance is often incomplete and outdated.

Telephone service does not reach the entire state and is often intermittent, even between cities. It can take hours or days to get a call through from Barrow to "outside". Some villages only have one phone, and many still communicate by radio.

Culturally the state is divided in two: an urban and westernized society and a rural, predominantly native one. The gaps in transportation, media and communications between the two make the division more obvious.

There are language barriers in portions of rural Alaska. The three major native races are Eskimo, Indian, and Aleut. The Indian and Aleut peoples generally inhabit portions of the state closer to the urban areas and speak English fluently. But many of the Eskimos in the more rural areas still use their native language most often, and some of the older

Eskimos don't speak English at all. Translators must be used in many villages when government officials fly in to speak to the community. Translators must be selected carefully to ensure accurate translation. Modern terms and concepts often have no native equivalent. And if one desires to print in the native language, there is no standard written grammar.

One major government management problem in Alaska is the lack of municipal authority in a large portion of the state. Much of rural Alaska is so sparsely populated that there is no organized municipal government for vast stretches of land. The state is solely responsible for management of such areas. Of Alaska's 586,412 square miles, only about one-fourth is under some form of local government. Approximately 95% of Alaska's population live in that one-fourth of the state (398,472). Local government in Alaska consists of 10 boroughs, 11 home rule cities, 20 first class cities and 108 second class cities. With descending amounts of responsibilities and authorities, second class cities, in fact, do not exercise much local control. To comprehend the task before local coastal governments and the probable lack of resources, here are some statistics. The North Slope Borough with a population of 9,139 covers 88,281 square miles, which is an area 4,000 square miles larger than the state of Minnesota. The smallest borough, Bristol Bay Borough with a population of 1,311, covers 1,200 square miles and is approximately the size of Rhode Island. Local governments and their citizens need time, money and guidance to gain enough technical expertise to participate in programs such as coastal management.

The state government, responsible for Alaska's management, is located in Juneau. It is an hour and half by jet from Juneau to Anchorage and can be up to another three or four hours by air to one's final destination. The government is not often seen by the rural Alaskans that it governs. As a result, many native villages and small white rural communities do not trust government officials. Villagers have seen bureaucrats come and go, make and break promises. In many cases, people feel that they have been misled and misunderstood.

Many people came to Alaska to escape government interference in their lives and they are unhappy when they find it has followed them. They can tolerate it only if they have local control

Before statehood, the discovery of oil, the Alaska Native Claims Settlement Act, and other events it was possible for Alaskan government to be minimal, and difficult for it to be much more. But with today's increased population and conflicting pressures, government must develop as its function grows.

In the late 1950's, developers began to discover the non-renewable resources of the state, the first major discoveries since the Gold Rush. Large offshore oil and gas deposits were found off Alaska's shore to the south, the north, and the west. Industry began to discuss a pipeline from Prudhoe Bay to the South. Natives lobbied for settlement of the land claims dispute. Congress froze all development of lands until 1974 when the Alaska Native Claims Settlement Act was passed. This Act established native corporations, gave the natives 962,500 million dollars and title to approximately 40 million acres of land, and set aside another 80 million acres for conservation classification by the federal government.

During the 1960's and 70's the conflicts between development and conservation increased. After the passage of the Alaska Native Claims Settlement Act, the pipeline was built. The natives began selection of their lands and the federal government considered land selections for wilderness classification. This led to a new nationwide awareness of Alaska's scenic beauty.

People moved and are still moving to Alaska. Many come to make their fortunes, only a few come to stay. Community services, housing, roads, and schools have had to expand to meet the growing demands. An Alaskan court decided that a school must be provided for any area with a minimum of eight students. Somebody pays for this growth. Failure to anticipate such growth could lead to disaster in Alaska - economical, social and environmental.

Alaska must begin to plan comprehensively for the years ahead if it is to maintain any of the lifestyles which people here hold so dear. Coastal planning has become important to the nation just when the need for such planning has slowly begun to be recognized by Alaskans. In Alaska, planning may still be done before development occurs rather than after the fact.

People are trying to understand the effect of these issues on their lives and how each will interrelate. It is a difficult and slow process.

The state has attempted to explain its programs to the public, but each state agency has been concerned about its agencies' responsibilities. Foresight, mandate, staff, time and money have not encouraged coordination between state agencies' (and federal agencies' where applicable), public involvement efforts. Consequently the agencies have often found themselves part of a long string of "dog and pony" shows at public meetings in rural Alaska. People have complained about this lack of coordination between public involvement efforts and the amount of time they spend attending public meetings in their communities. Sometimes, people stop

attending. State agencies, too, are becoming aware of the duplication of public involvement efforts and the need for coordinating them, but their own deadlines, mandates and needs restrict such coordination.

These are the difficulties we faced and still face in designing an effective public involvement program for coastal management.

ALASKA COASTAL MANAGEMENT PROGRAM

The Alaska Coastal Management Program has existed for three years. In its effort to carry out a public involvement program it has had to deal with all the issues discussed here, providing education and opportunities for participation. From the first, we realized the need for education. We saw it and the public told us.

At first all involvement efforts were directed toward education. We had to create and produce our own materials. Other state and federal materials simply did not address the issues of coastal management in Alaska. Several movies were developed by our program and are available on request. They are about OCS and do not address coastal management as a whole. They were and still are borrowed, but only occasionally. The films have been seen by a limited number of people. There is not a well-established method for statewide advertising, due to the media situation discussed earlier.

Slide shows have been produced over the last few years, generally to be used by staff for workshops, but available to the public as well. Several slide shows are for general information, but one slide show on OCS was done by a native from the Yukon-Kuskokwim Delta in Yupik with an English translation. It is used frequently in his region. The director of the native environmental organization in the region (Nunam Kitlusi) piggybacks the slide show on other scheduled meetings throughout the region. Generally, he does not schedule special meetings to show the program. He explained that villagers will not come to a meeting to watch a slide show about something they do not understand. However, if they are already at the meeting they will stay and watch. He estimates it will take two years for all the villages in his region to see the OCS presentation. This will be the first major education effort in the region on coastal management. There are 57 villages in that region. The villages often do not have telephones, TV's, or radios. They are not organized municipalities who have planning and zoning capability. They need to learn how they can participate in the governmental processes which rule over them. Effective public involvement involving everyone out there is nearly impossible and very expensive. That slide show shown over a period of two years is probably as effective a beginning

in educating rural Alaska about coastal management as any program we could have designed. And it is more successfully received than many since it was done by a native of the region.

Our office publishes a newsletter, "The Alaska Current-ly". It is distributed to legislators, state and federal agencies, native corporations, coastal cities and boroughs, special interest groups, and citizens. It carries articles on issues related to coastal management and on the development of our program. It announces opportunities for participation. Its purpose is to keep people informed and we have been told it does.

A series of informational newspaper articles was written by our staff, but due to the diversity and spread of the state's newspapers, our attempts to get them printed met with limited success.

Brochures and fact sheets have been drawn up as handouts for interested people to help them understand our program better.

We held coastal management workshops in Southeast and Southcentral Alaska during the spring of 1977. At that time participation in our program was totally voluntary for communities. We were simply explaining the program and offering technical and financial assistance to communities wishing to draft local coastal plans. Because these workshops were in urban areas we had no translation or advertising problems, but we did have the usual weather and transportation delays.

ALASKA COASTAL MANAGEMENT ACT

In June, 1977, the Alaska Coastal Management Act was signed into law, and the emphasis of Alaska's coastal management program changed. The program needed this legislative recognition of the importance of management of the coast if the program were to be successful.

For two years before the legislation passed, the Alaska Coastal Management Program had been working under a directive from the Governor on coastal planning for the state. Research and planning by state agencies had been the goal. With the new law, the focus changed to coordination of planning efforts of local, state and federal agencies with an emphasis on communities writing their own plans.

Communities with planning and zoning authorities are required to write coastal plans within thirty months of the signing of the law. State agencies will continue to be

responsible for overseeing state interest in the coastal program. Areas in the unorganized boroughs (areas without municipal government) can form coastal resource districts to make a coastal plan.

The legislation mandated the organization of the Alaska Coastal Policy Council to oversee the statewide planning effort. The council is made up of nine local government officials and seven state agency commissioners. The Office of Coastal Management became staff to the council. The council has two important assignments. It is to make sure that coastal communities write local coastal plans, which the council will review for compliance with state guidelines and standards and that state and federal agencies respect the local plans once they are completed and approved. To carry out the above, the council was required to draft a set of guidelines and standards which could be used by communities to write plans and by state agencies in their planning efforts. The legislation mandated involvement of the public in the accomplishment of these tasks, and we continued our efforts to involve the public in our program.

PUBLIC INVOLVEMENT AFTER LEGISLATION

A second set of workshops (20) was planned for the fall of 1977, with two objectives. The first was education - to provide coastal communities with information about coastal management and the new law and the second was participation - to gather comments and recommendations from the public on policies which the council was going to be adopting for management of coastal lands and waters.

With those goals, we established our budget and a timeline for project completion. Then we began organizational details. We selected communities as workshop sites and the neighboring communities for whom we would provide travel money. Communities were chosen that were of some size and that would be required to write local coastal plans under the new law. There are about 200 coastal communities in Alaska. About 20 of them have a population of 2,000 plus. We selected sixteen communities and were asked to do four more.

Dates for the workshops were set on the basis of hunting and fishing seasons and other community activities already scheduled. Throughout coastal Alaska, communities hunt and fish for their living. Meetings are not scheduled during hunting and fishing seasons. Smaller communities only have one large meeting facility and one hotel. Activities have to be scheduled carefully so as not to conflict. (A sidenote: we found that we were a part of a long series of public meetings

being held by various state and federal agencies in the fall. They too had been holding off until fishing and hunting seasons were over.)

Weather also had to be considered in selecting dates. Workshops had to be scheduled far enough apart to allow for bad weather and cancelled flights. The entire twenty workshops took two and a half months of steady travel to complete.

The device for giving information to the people and collecting their feelings had to be designed. We decided to use a tabloid with educational information and a pull out questionnaire. It had to be comprehensive and easily understandable, useable in rural and urban areas alike. This was a difficult assignment. It had to hold the interest of people fairly well-versed in the field and yet be understood by people unfamiliar with the subject.

The tabloid was distributed extensively statewide through the newspapers with larger circulations. The tabloid gave enough background information so that a newspaper reader could fill it out and mail it to us if he was unable to attend a workshop but wished to participate.

Advertising was also an interesting experience. A half hour TV program introducing coastal management and individual spot announcements for each region were cut and shown before the workshops to encourage people to attend. We also advertised in newspapers and displayed posters.

Unalaska, in the Aleutian Islands, has only one TV cable station, no radio station and no newspaper. However, the scheduling of the TV station is so informal that the city manager had the TV program run three nights in a row preceding the workshop. Because there is relatively little entertainment in Unalaska, it is likely that anyone who has a TV did learn something about coastal management even if he didn't attend the workshop. The schoolchildren took questionnaires home the day of the workshop and reminded their parents about the meeting that night.

The North Slope Borough encompasses the entire northern section of the state. A workshop was scheduled in Barrow, the borough office's headquarters. They ran the TV program and radio spots in Barrow. There is no newspaper. The school superintendent sent the TV program and the tabloids out through the school system. This meant that most of the major villages, where the people see relatively little of state government, had an opportunity to view the half hour program and fill out the questionnaire. Two months later, we received in the mail a set of filled-out, typed questionnaires

(not our original but a typed copy) from Kaktovik, Barter Island in the Arctic Ocean. There was an attached explanation from the teacher that the students had wanted to have their families participate in the survey and they had not received enough questionnaires so it had been typed and duplicated. Their comments included:

"We do not want our camp to be ruined. We usually hunt ducks and fish. We do not want our camp for nothing else but camping."

"Every family has a camp for fishing and hunting for some meat. We eat the food and we don't hang the antlers on the wall like the white man do."

In Kipnuk, a village of 300 Yupik Eskimos on the edge of the Bering Sea, three quarters of the meeting was held in Yupik. There is no TV or newspaper in Kipnuk and we did not schedule a workshop there. If we had, probably no one would have come. We were invited to be on the agenda of a meeting of the village leaders from the surrounding area. About 25 villages were represented. Village leaders, unlike our more urban elected officials will not express opinions for their village without first discussing it with their people - so our meeting was an education process with little input presented to us. They took questionnaires home and had their people fill them out and mail them in.

In the more urban communities, we had radio, TV and newspaper coverage. We faced a lot of objections to the tabloid. We were not completely successful in reaching both rural and urban audiences with the tabloid. It was too simple without enough alternatives for people in urban areas.

Generally, however, the process worked. People came to the workshops, asked questions, expressed their opinions verbally, filled out the questionnaire, learned and participated.

Council members attended the workshops. Summaries of each workshop were presented to the council to help them understand community desires in drafting statewide policies on coastal management. Regional and statewide summaries were made to clarify issues of greater than local concern. People who participated in the workshops were so concerned about the validity of the questionnaire results that we summarized workshop input separately from an analysis of questionnaire results. The interesting thing was that they supported each other.

Approximately 900 attended the twenty coastal management workshops.

- 699 people registered

- approximately 600 registrants were from communities in which workshops were held
 - approximately 100 registrants were from other towns and villages
 - 64 Alaskan communities were represented at workshops
 - Coastal Policy Council members attended thirteen of the workshops
 - 1,963 questionnaires were filled out and returned at the workshops and through the mail
- 1.

We wanted to continue communication with the public after the workshops. Summaries of the workshops were sent to participants with a letter noting they would be kept informed of progress of the Coastal Management Program. Their comments were used in developing the guidelines and standards.

Many people did not favor the idea of government planning for the coast. However, they were beginning to recognize the need for it and some were glad it was happening before many irrevocable commitments of lands and resources were made. At the workshops and on the questionnaires, people said they wanted to participate in the planning process. They know they will be affected and they want to be involved in the decision making. People who live in the unorganized area are trying to understand how they too can plan. Planning has never been done in the unorganized area on a local level so there are many problems to be worked out between the state and local people in this effort.

After the workshops, the staff began to draft the guidelines and standards. On January 14, the Council adopted a hearing draft. Public hearings on the draft were scheduled in fifteen of the communities where workshops had been held the previous fall. We faced all the same problems we had during the workshops.

Only two hearings per week could be covered in most cases by one person due to distance, weather, and flight schedules. Since we only had two weeks allotted for hearings, we had to use five different hearing officers.

1. "Alaska Coastal Management Workshops, Fall of 1977," Produced by Northrim Associates; December 1977.

Legal notices were published in the larger newspapers and posters were put up in towns where there were hearings. An article was published in "The Alaska Current-ly", our newsletter, announcing the hearing schedule.

The half-hour program summarizing the results of the workshops mentioned earlier was aired in some communities. We wrote public service announcements for radio and TV stations and press releases for newspapers. Over 2,000 public information bulletins on the review period were sent to our entire mailing list including all people who registered at our fall workshops. We arranged for translators in appropriate communities. Due to irregular mail service in Alaska, we sent copies of the hearing drafts for distribution to the city offices of each community where the hearings were scheduled.

About 340 people attended the public hearings. Coastal management is still a new concept to Alaskans. Many people who attended the hearings did not testify but came to ask questions about the program. As a result, all the hearings also included a public meeting for general discussion of the draft guidelines and standards and the coastal management program.

The guidelines and standards will be revised on the basis of comments received during the review period. The council is then expected to adopt the guidelines and standards and send them to the legislature for approval. Once the guidelines and standards have been approved, coastal communities will begin writing local coastal plans.

There are requirements in the guidelines and standards for local citizens to be involved in the local planning process. To assist communities in this effort, we will provide technical assistance and other material. We are thinking of organizing a training seminar for local planners and interested citizens on what they have to do to write a coastal plan.

As our program has progressed, we have tried to organize public involvement efforts to match the needs. Sometimes, the emphasis has been on education, sometimes participation.

Our public involvement effort has not been static but malleable, forming and reforming to meet the needs of the program at a particular place and time. The components of the public involvement program have not been that different from other states - education and participation, but the problems we have surmounted have been unusual in 20th Century America.

CONCLUSION

In conclusion, I would like to say that I believe public involvement in state programs is important. I feel that as much as possible within our present situation, we are accomplishing our objectives of public involvement in the Alaska Coastal Management Program.

However, the more I work with the public and learn about the problems facing public involvement efforts, the more I feel that a study needs to be done on the actual goals and objectives of public involvement efforts. I feel that perhaps Alaska and other states should look at all their state programs before deciding which ones actually require individual public involvement programs. Then possibly, requirements for public involvement could be directed toward inter-agency coordination and less agency duplication of effort in public involvement programs.

Public involvement, particularly in Alaska, requires a technical expertise all its own. Differences in language, difficulties in transportation, gaps between rural and urban communities, the many ways of life - all contribute to making effective public involvement a time consuming, difficult, and challenging project. Possibly money and time could be better spent if government in Alaska were to develop more efficient ways of involving the public.

Many Alaskans (and I imagine other states have some of the same isolation problems) are far removed from the actual working of government, but they are concerned. They recognize their need for basic information about the government's actions. Alaskans know that land selections are being made by the state, local government and the native groups; that the federal government wants to put land into wilderness areas; that the oil and gas industry is expanding; that timber harvesting and the fishing industry are important; that the fishing limit is out to 200 miles and Alaskans will soon be bottom fishing; that Alaska is doing coastal management. What they do not know is how all these pieces go together, what their role ought to be, and how the program will affect them. And yet Alaska has no single, comprehensive and coordinated public information process underway. Each state agency is only responsible for public involvement in its programs.

I dare say that other states may have similar problems. How effective is public involvement in coastal management if it does not fit in with people's understandings or knowledge? How much time and money is wasted if public involvement efforts aren't coordinated?

The information we have gathered has been useful to the council in its newly appointed duties. Whether or not it was worth the time and energy it took to complete the project should be studied.

Just the twenty workshops we held last fall were estimated to have taken approximately twenty person months to accomplish. We have seven full time people and three temporary working on coastal management, including the public involvement phase, in our office. A consulting firm had to be hired to extend the staff for the public involvement project. Do all state programs required to carry out separate public involvement efforts actually need them? Could we have been a part of a larger and more comprehensive statewide effort and be more effective and cost efficient? I think possibly so. I feel public involvement is extremely important in government today, but I feel the method whereby it is carried out needs to be studied and improved.

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1 IN THE SENATE

BY THE RULES COMMITTEE BY
REQUEST OF THE GOVERNOR

2 SENATE BILL NO. 145

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to implementation of the Alaska
7 Coastal Management Program."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. AS 46.40.050 is amended to read:

10 Sec. 46.40.050. ACTION AND SUBMISSION BY COASTAL RESOURCE DIS-
11 TRICTS. Each coastal resource district shall make substantial progress,
12 in the opinion of the council, toward completion of an approvable
13 district coastal management program and shall complete and submit to
14 the council for approval its program within 30 months of the effective
15 date of this Act [JUNE 4, 1977] or within 30 months of certification
16 of the results of the district's organization, whichever is later.
17 If, in the opinion of the council, after receipt of a written request
18 for extension from the district which includes the reasons for the
19 extension, an extension is considered proper, the council may grant an
20 extension to a date not to exceed 54 months of the effective date of
21 this Act or within 54 months of certification of the results of the
22 district's organization, whichever is later.

23 * Sec. 2. AS 46.40.090(a) is amended to read:

24 (a) A district coastal management program approved by the council
25 [AND THE LEGISLATURE] for a coastal resource district which does not
26 have and exercise zoning or other controls on the use of resources
27 within the entire coastal area of the district shall be implemented by
28 appropriate state agencies, and by municipalities within the district
29 which have and exercise zoning power. Implementation shall be in

1 accordance with the comprehensive use plan or the statement of needs,
2 policies, objectives and standards adopted by the district.

3 * Sec. 3. AS 46.40.120(b) is amended to read:

4 (b) The commissioner of the Department of Community and Regional
5 Affairs may, after public hearings held in the area affected, consoli-
6 date two or more regional educational attendance areas as a single
7 coastal resource service area or set any other appropriate service
8 area boundary according to geographic, cultural, or other features
9 relevant to coastal planning

10 (1) if a substantial portion of the coastal area contains
11 land and water area owned by the federal government over which it
12 exercises exclusive jurisdiction or land held in trust by the federal
13 government for Alaska Natives over which the state would not exercise
14 control as to use; [OR]

15 (2) if, after giving due consideration to the standards
16 applicable to incorporation of borough governments and the likelihood
17 that a borough will be incorporated within the area, the commissioner
18 determines that the functions to be performed under this chapter could
19 be undertaken more efficiently through the combination of two or more
20 regional educational attendance areas as a single coastal resource
21 service area; or

22 (3) if the commissioner determines that another boundary
23 would be more appropriate to the needs of this chapter.

24 * Sec. 4. AS 46.40.080 is repealed.
25
26
27
28
29

STATE OF ALASKA

JAY S. HAMMOND, Governor

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

OFFICE OF THE COMMISSIONER

POUCH B-JUNEAU 99801

March 27, 1979

The Honorable Bill Parker, Chairman
Committee on Community & Regional Affairs
Alaska State House of Representatives
Pouch V
Juneau, Alaska 99811

Dear Mr. ~~Parr~~ Chairman:

In response to a request by Representative Parr, I have asked our staff member administering the Coastal Energy Impact Program (CEIP) to project possible funding of CEIP in Alaska over the next five to six years.

First, a word of explanation about the program: The bulk of funding for planning (or possibly for construction) comes from the formula grants section of the program (color red on the attached Figure 1). Formula grants are allocated among states based on activity during the prior fiscal year in the areas of: 1) Outer Continental Shelf (OCS) acreage leased (50%), 2) oil produced in the OCS off that state (25%) and 3) oil first landed on that state's shores (25%).

Barring an immediate major find in the Lower Cook Inlet with accompanying rapid development, we do not believe that the oil produced or oil first landed factors will come into play in determining the Alaska CEIP allocation in the next five years. For purposes of "guestimating," however, we have assumed low end-of-the-range allocations during the first four years and the high end-of-the-range allocation during the final year. Put another way, the Alaska entitlement will be based only on acreage leased through FY '83, but will rise somewhat in FY '84 as oil production begins.

Other assumptions are:

1. Federal appropriations over the five year period will remain constant*, at the level of the FY '80 budget request:

Formula Grants	\$27,750,000 (same as FY '79--red on Figure 1)
Planning Grants	3,500,000 (green on Figure 1)
Environmental/Recreational	-0- (yellow on Figure 1)

*Although the Office of Coastal Zone Management-CEIP, is considering requesting a doubling of formula grants in FY '81, an official there feels that such a request is not likely. This official has written an article for Practicing Planner (December 1978), in which he points out that "the anticipated energy boom town will be the exception," and that "few areas will be impacted by tremendous...growth and...increased demand for public facilities..."

The Honorable Bill Parker
March 27, 1979
Page 2

2. Congress will not pass an amendment to the Outer Continental Shelf Lands Act Amendments of 1978 to provide Alaska with a minimum of two percent of the total national CEIP formula grant appropriations each year. (The Department is working with the Congressional Delegation in an effort to insure that Alaska would receive at least the 2% minimum in years following years in which there is no OCS acreage leased.)

3. During the entitlement years, Alaska OCS acreage leased will account for between 20 and 40 percent of the total acreage leased nationally in any one year (Lower Cook Inlet sale in October 1977 covered 42% of acreage leased nationally in FY '78).

4. Lease sales shown on the Department of Interior March 1979 Planning Schedule will be held; thus, there will be a sale off Alaska in FY '80 (Beaufort Sea, Dec., '79), three sales in FY '81, none in FY '82, two in FY '83 and one in FY '84.

Under the above assumptions, formula grant funds, useable for planning or for construction, would be available as follows:

FY '79	\$4,234,000
FY '80	0
FY '81	\$2.8 million (20% x 50% x \$27.8 million) (FY '81 allocation dependent on questionable lease sale in FY '80.)
FY '82	2.8 million
FY '83	0
FY '84	<u>5.5 million</u> (40% x 50% x 27.8 million)

FY '80-FY '84 = \$11 million [Probable Range: \$10 million to \$25 million]

Although formula grants (red on Figure 1) may be used for construction, the amounts are so small that we have agreed with municipal officials that Alaska allocations should be limited to planning and design. A single grant for construction in even one of the smaller municipalities could require all or most of our available allocation of formula grant funds.

In addition to formula grants, it probably is reasonable to assume award of between \$300,000 and \$350,000 for each of the five years for planning grants (80% federal--green on Figure 1).

Please let me know if I can provide additional information.

Sincerely,

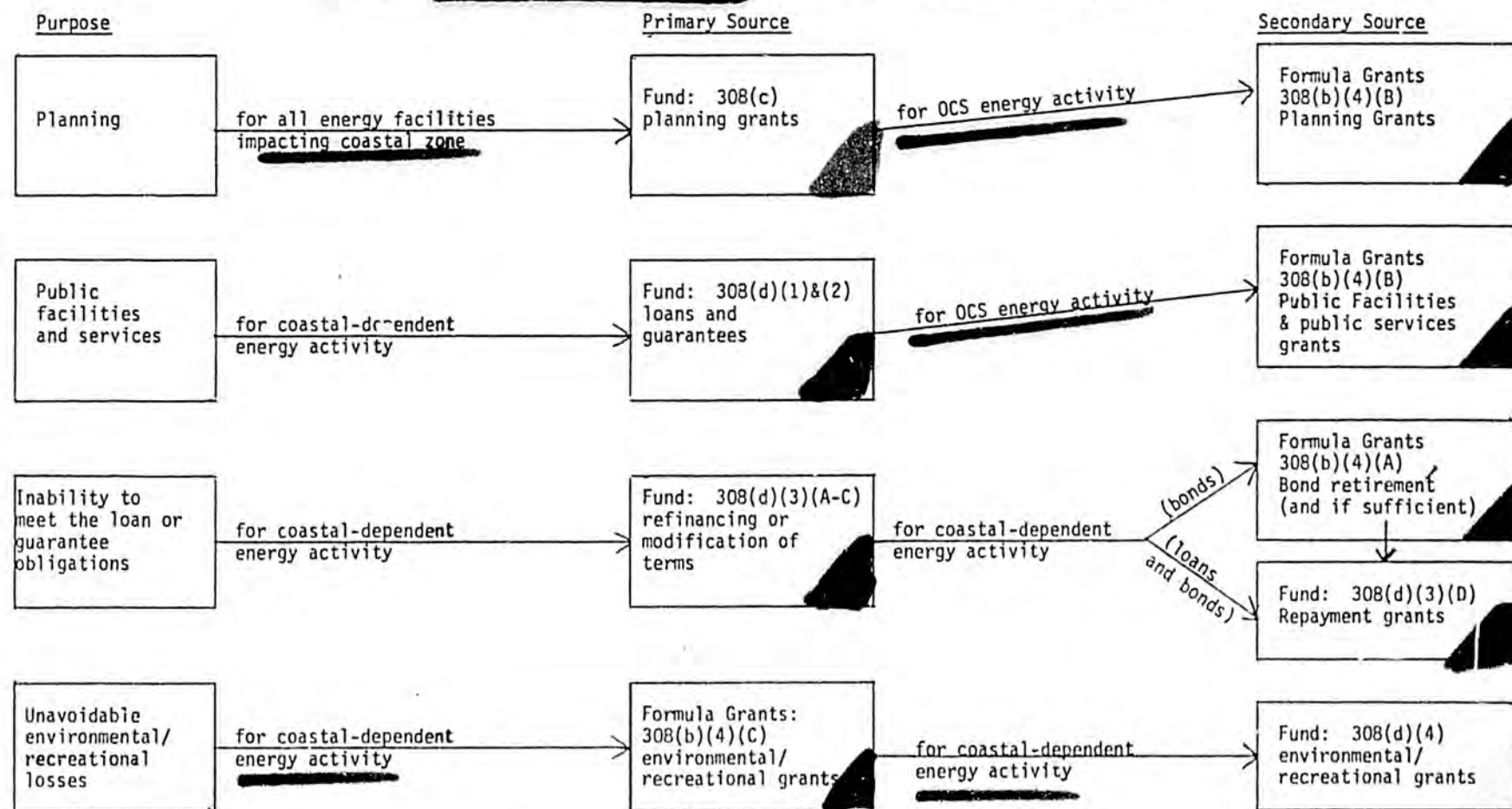
lee

Lee McAnerney
Commissioner

Attachments

Figure 1

PL 94-370 Coastal Energy Impact Program: Primary and Fund 308(c) Planning Grants



		FY 77	FY 78	FY 79
Formula Grants		1,178,643	211,372	4,235,000
"Fund" (Credit Assistance)		48,612,973	20,348,664	0
Planning Grants (80% Federal)		365,466	303,219	0
Environmental/Recreational		662,904	278,700	0

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MAYOR EBEN HOPSON'S TESTIMONY BEFORE THE
JOINT FINANCE - RESOURCE COMMITTEE HEARINGS
ON THE JOINT FEDERAL/STATE BEAUFORT SEA LEASE SALE

MARCH 31, 1979

Mr. Chairman, I am thankful for this opportunity to discuss the politics of the joint Federal/State Beaufort Sea offshore lease sale planned for this coming December.

I do not expect the lease sale will be conducted as planned. We look for it to be put off, or at least greatly modified.

The Beaufort Sea lease sale must be viewed in the context of the expanding Prudhoe Bay area oil fields. And these fields must be viewed in the context of the entire Arctic oil and gas industrial region of North America. And this region must be viewed in relationship with other operational regions throughout the world. Most of the major oil corporations are organized to operate around the world on a regional basis.

Regional managers must compete with each other for the limited amount of money available to their corporations for oil field exploration and development.

The recent decision by Atlantic Richfield to invest \$350 Million in Kaparuk field development is an example where ARCO's Arctic regional management was able to compete successfully with other ARCO regional investment proposals.

Naturally, all Arctic regional managers want a Beaufort Sea sale, and they must maintain an optimistic and positive public attitude toward the Beaufort Sea sale. But privately, they are pessimistic about chances the sale will be held as planned. One senior Manager has predicted to us the sale will be delayed until at least 1982.

It begins to appear both the money market and the oil and gas market are not yet ready for U. S. Beaufort Sea operations. Even with Canada's many Arctic operational and tax advantages, the Dome/CANMAR OCS operations in the Mackenzie Bay, apparently Canada's most promising offshore project, is barely able to secure necessary investment, and has turned to Japan for money to continue.

The bankers are worried about the great economic cost of environmentally-safe Arctic offshore operations, and they see large technology gaps making Arctic offshore investment premature when compared to other oil field investment proposals from other regions, and when compared to Alaskan on-shore oil field investment. It was these on-shore alternatives to which Senator Ted Stevens referred when he became the first statewide political leader to publicly acknowledge the technical and economic prematurity of the Beaufort Sea sale. The fact Senator Stevens chose to take his public position against the sale in the currently depressed community of Fairbanks last month underscores the political importance for Alaska to adjust her offshore plans to meet the requirements of changed oil and gas, and money markets.

Senator Stevens' public acknowledgement of the technical, environmental and economic problems of the Beaufort Sea sale was much needed. I hope the Senator's example will be followed by our State administration and our regional oil and gas industrial managers. If there can be no sale, we ought to stop behaving as if there are no problems with it. It should be canceled, or it should be modified to include only tracts where safe operations can be conducted.

Because official policy continues to insist that the sale will be held, a number of difficult political and legal problems are developing for the North Slope Borough as well as the State of Alaska.

The North Slope Borough's policy toward the sale has been one of cautious cooperation aimed at insuring adequate protection of our subsistence hunting and fishing habitat and resources. We have channeled our cooperation through participation in the Outer Continental Shelf environmental assessment program, the coastal zone management program, and the Alaska Advisory Committee on Leasing. Our specific objective in this cooperation has been to convince State and Federal lease managers to either delay the sale, or at least restrict the sale to the environmentally safer nearshore tracts landward from the Barrier Islands, with buffers to protect the Kaparuk and Canning River Estuaries.

However, our ability to cooperate was badly politically damaged by the unfortunate Point Thomson lease sale announcement last summer. When our villages discovered the State could not be trusted to honor agreements and commitments made in our cooperative Beaufort Sea lease sale planning, they engaged the services of the Alaska Legal Services Corporation to resist any offshore operations on existing nearshore

leases, and to oppose any further offshore leasing, even in the nearshore area adjacent to existing leases from the 1969 sale.

Over the months since the aborted Point Thomson sale, through the work and community organization of Alaska Legal Services with the cities of Barrow, Nuiqsut and Kaktovik, widespread political opposition to any level of Borough cooperation with the Beaufort Sea lease sale has developed throughout the Borough, and my cooperative attitude is being maintained at increasing political cost.

And even my patience is wearing thin. Over the past month I have had to deal with a plot to suspend our planning and zoning authority at Prudhoe Bay and an unwarranted decision to extend pre-sale geophysical testing in spite of our opposition as well as that of the Department of Fish and Game, both justified as necessary for the Beaufort Sea lease sale.

Governor Hammond and I met yesterday to discuss the geophysical testing extension, and we were able to come to an agreement to restrict further testing to within the Barrier Islands where it will end before April 30th.

SOHIO-B.P.'s attempt to secure legislation restricting local planning and zoning authority must be viewed in national context. As SOHIO-B.P. moved against local planning and zoning in Alaska, it announced its abandonment of its California-Texas oil pipeline, blaming the Los Angeles Planning and Zoning Authority for failure of the project.

We were impressed with the national storm of political reaction against Los Angeles, and wonder if we can trust national rules to continue to trust and honor the strong American tradition of local government in the development of our national offshore oil and gas reserves. I'm hoping our State Legislature today is as strongly committed to strong local government as it was when I served in the Legislature.

I do not think I need to worry that an Alaskan Legislature will surrender local planning and zoning authority to accommodate the Federal government's Outer Continental Shelf program. As for me, so long as I am Mayor, the North Slope Borough will make a diligent effort to accommodate the great national interests vested in the Prudhoe Bay oil fields.

We have provided for this accommodation through the National Coastal Zone Management Program. Our District Coastal Management Plan will continue this accommodation by providing for effective and environmentally safe land and water uses of State concern.

This phrase "uses of State concern" will become a very familiar and controversial political term in the State Legislature, in future months and years.

We feel new national oil and gas legislation and policy will encourage the industry to try to consolidate the greater Prudhoe Bay on-shore oil fields into a single production system stretching between the eastern part of NPR-A eastward to include production within the national Arctic Wildlife Refuge.

We feel the industry investment will seek to maximize proven and producible reserves able to build corporate credit at the bank, and to strengthen deregulation of the oil and gas industry. It will take between 5 to 7 years to accomplish this scope of on-shore field development. Industrial interest in Arctic offshore leasing may well be high in 1982-83.

The ARCO Kaparuk field development begins this on-shore field consolidation. The process will include eastern NPR-A tract lease sales and U. S. Geological Survey-managed industrial exploration of certain lands within the Arctic Wildlife Refuge. For all of the controversy and environmental challenge this course of events will mean for us, I prefer this consolidation to any offshore Beaufort Sea leasing.

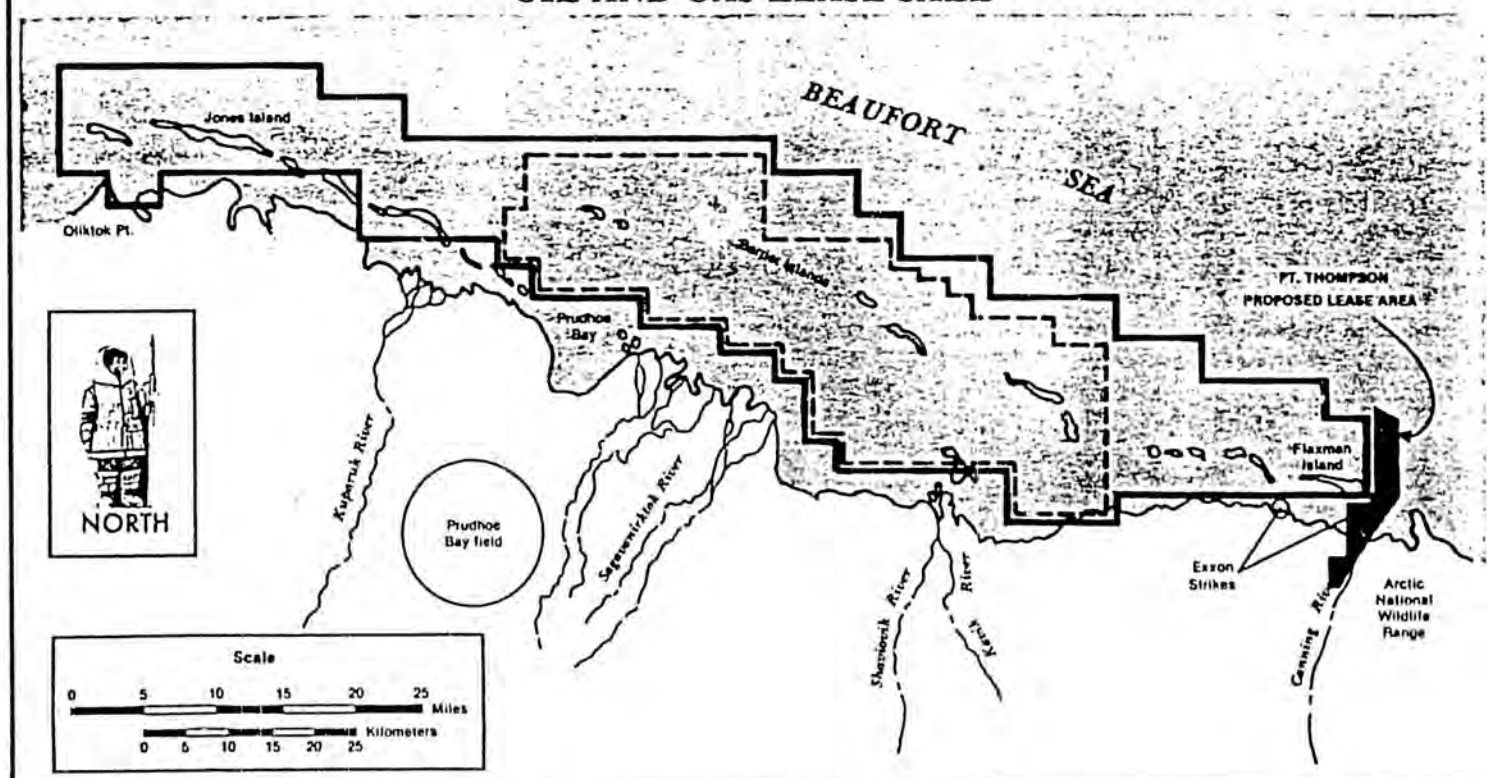
But if a Beaufort Sea lease is a political necessity in an oil-bust Alaskan economy, we must not lease beyond the Barrier Islands. Governor Hammond and I reached agreement on this point yesterday. And we have been assured of this by Guy Martin.

This all means we must stop wasting our time and energy preparing for premature Beaufort offshore operations, and devote it to meet the challenge of environmentally responsible on-shore oil field consolidation.

Mr. Chairman, on-shore consolidation will result in better short-term economic stimulation than would result from an offshore lease sale. And we will be better prepared for offshore operations in the 80's than we are now.

Thank you Mr. Chairman for hearing me today about my view of the Beaufort Sea lease sale.

PROPOSED STATE/FEDERAL BEAUFORT SEA OIL AND GAS LEASE SALE



JOINT STATE FEDERAL BEAUFORT SEA NEARSHORE LEASE SALE UNIT — The solid line marks the boundaries of the joint State-Federal Beaufort nearshore sale unit. The dotted lines mark the area to which the NSB has asked first-round leasing be restricted to protect sensitive habitat areas in the Simpson-Lagoon-Gwydyr Bay area to the West, and the Maguire-Flaxman Island area to the East off Point Thomson. The black area is the State's Point Thomson "Exxon" sale area slated for lease this coming September. State and NSB CZM planners regard the Exxon sale to seriously compromise the State's ability to protect subsistence habitat values in the joint sale area, and a serious breach of faith. The State's decision to ignore NSB requests to protect the Maguire-Flaxman Island lagoon area is tied to Exxon's new oil field discovery on Flaxman Island and Pt. Thomson on leases bought in 1969. The State says adequate protection will be afforded through new protective lease stipulations.



This drawing was prepared for the Newsletter to illustrate the relationship of the Pt. Thomson Lease Sale tracts to the already leased Flaxman Island Lagoon; the sites of existing Exxon wells on Flaxman Island and across the lagoon on Pt. Thomson. The new lease sale tracts would narrow the development buffer protecting the Canning River Delta and outflow, and the Western Coast of the Arctic National Wildlife Refuge. The existing Flaxman Island Lagoon leases were made in 1969 when there were no protective pre-leasing regulations, and no protective lease stipulations. State oil and gas officials say tight new regulations and stipulations drawn up for the joint State-Federal Lease Sale next year will also govern all drilling in both the existing Flaxman Island Lagoon leases, as well as in the new Pt. Thomson sale area. Of course, NSB officials have expected this to happen anyway without regard to any new leasing in the Canning River area.

STATE PT. THOMSON SALE COMPROMISES NEW ARCTIC OFFSHORE SAFEGUARDS

NSB CZM planners began to worry about U.S. Beaufort Canadian near-shore exploration in 1975 when the Western Arctic Inuvialuit asked NSB Mayor, Eben Hopson for help in resisting Canadian government approval of DOME/CAM-MAR's deepwater wildcat operation off Tuktoyuktuk in the Mackenzie Bay. At the same time, the NSB was asked to

cooperate with Union Oil's East Harrison Bay Ice Island Project. The Department of Interior was planning to conduct a Beaufort Sea Sale in 1977. And Governor Hammond began talking about holding a State Beaufort Sea Lease Sale to raise money to make up for projected state revenue shortfalls caused by the delay in oil pipeline construction.

Coastal Management Corporation

Nelson Island • Toksook Bay, Alaska • 99637

CONFIDENTIAL

March 29, 1979

Dr. Lidia Selkregg
University of Alaska
2651 Providence Drive
Anchorage, Alaska 99504

Dear Lidia:

This is a follow-up letter per our discussion on March 16, 1979 regarding my inquiry for future training in land use planning and resource management for villages in the Coastal Management area.

In order to give you some idea why CMC is interested in future training, it is necessary to explain some of its history and desire to achieve an ultimate goal on behalf of the people it was organized to serve.

About fifteen years ago, the villages of Chefornak, Nightmute, Toksook Bay, Mekoryuk, Tununak and Newtok formed an organization called United Villages. This organization came to being because the above villages realized that the non-profit regional Native association, AVCP, was working with 52 villages and setting their priorities according to village populations. Realizing that the CMC villages were close to the bottom of the list for services, the villages realized they could not afford to wait for three or four years to pursue solutions to existing problems and needs. As a result, following the passage of the Alaska Native Claims Settlement Act, the Coastal Management Corporation came into being to be the overseer of the lands and monies from the Alaska Native Fund that the above seven village corporations would be entitled to. Refer to the attached management agreement between CMC and the respective village corporations.

Because the United Villages organization was somewhat inactive at the time CMC was organized, CMC inherited the responsibilities of the United Villages, Inc.

As discussed with you earlier this month, there is an immediate need for training and technical assistance in the field of land use planning and future management of resources. It is of great importance that the CMC villages become involved in planning for future use and management of their lands prior to some of the following outside agencies initiating enforcement of rules and regulations in the CMC area--1) OCS; 2) CZM; and 3) Effects of D-2 legislation. All of the CMC villages fall under the jurisdiction of rules and regulations resulting from the above and because the CMC villages are subsistence-oriented, negative effects can result if involvement of the people is not insured through land use planning and future management within the near future.

Planning Seminar
March 29, 1979

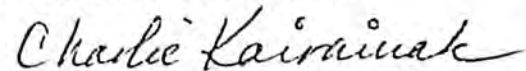
As discussed with you earlier, the best time for training in our area is in the winter; however, the first part of June is also acceptable. If in fact, the training does materialize, it is highly recommended that the sessions be progressive -- starting with basics, reinforcing what was covered and moving on to another step in planning.

It is my belief that with your assistance in the field of planning and resource management that the people in the CMC area will have a much better opportunity to be involved in the process of planning land uses and manage those lands effectively in the future.

Your consideration of the above will be greatly appreciated. Should you have any questions of me please contact me by calling CMC at 243-1121 in Anchorage, or by writing CMC, P.O. Box 4-1168, Anchorage, Alaska 99509.

Respectfully,

COASTAL MANAGEMENT CORPORATION



Charlie Kairaiuak
President

CK/hr

Enclosure: 1

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July 5, 1979

M E M O R A N D U M

TO: Bob and Dean
FROM: Lidia
SUBJECT: AHTNA "Model Region Program"

As per our meeting of July 3, 1979, following is an outline of events and documents to be prepared by the end of September to insure the development of a long range program for planning, coordination, and implementation of activities directed to the physical, social, and economic development of the AHTNA Region.

Because the region has no local planning capability or a recognized governmental structure that could initiate short and long range studies and coordinate the activities of state and federal agencies with programs in the region, AHTNA, as it has in the past, must take the leadership and develop a mechanism for interagency planning and funds allocation for this Region.

It is my recommendation that to accomplish the first step of a long range program of planning coordination and projects development, we prepare a "Feasibility Study" comprising papers prepared by experts in various topics. This study should be done as soon as possible.

The "feasibility study" will be prepared in a way as to satisfy the requirements of government applications of various agencies, including but not limited to HUD, EDA, DPDP, DNR, DCRA, BLM, DEC, Park Service, State Department of Transportation, Department of Energy, etc. I will get a copy of a standard feasibility study outline for EDA and HUD. I have prepared similar studies for both agencies; they are suitable as a general outline for federal, state, or private agencies.

A preliminary outline of a feasibility study and possible participants and contacts to be informed of the AHTNA intent is as follows:

1. Title - the AHTNA FUTURE - A Model for development of a mechanism of federal/state/private coordination to maximize the participation of various agencies in the development of the region.
2. Intent - It is the intent of AHTNA, INC. to initiate the interagency coordination necessary to develop a strategy for funding of studies directed to the development of a comprehensive plan including the following: transportation, mineral resources, timber, farming, fishing, subsistence, new concepts of economic developments, social needs, land status, future land use, environmental considerations, development of parks and tourism, future land use and governmental structure, community expansion and growth centers.
3. Description of the region - A brief summary will be presented mostly through maps and charts with a brief narrative (use previous material developed for AHTNA).

as exhibits papers on the following topics:

- a) Transportation - Roads, rails, airport - ports - (This will lead to the special study requested as part of the D-2 legislation - Denali Highway)

State contact: Commissioner Bob Ward

Possible Writer: Walt Parker (unless the state offers to do it).

- b) Mineral Resources - Evaluation of possibility of involving private and public interests in determining the mineral value of the region.

State contact: Ross Schoff, WGM Ted Foss (private)

Federal: USGS (?)

Writer: Ted Foss

- c) Natural Resources other than mineral - farming, fishing, timber, subsistence - This paper should point to the need of evaluating these resources in relation to the short and long range growth of the region. (see Section I)

State Contact: Ted Smith

Federal: Jimmy Fisher

Writer: Lidia, Dean

- d) New Concepts for Economic Development Strategies

Federal Representative: Clyde Courtnage

State Contact: Commissioner Webber

Writer: Dean

- e) Land Status - Land availability for trade and development, evaluation of state disposal policies.
State Contact: Ted Smith
Federal: Kirk McVee
Writers: Bob, Herb, Lidia
- f) Social Structure and Present and Future Needs - An evaluation of needed statistical facts, citizen involvement, to arrive at delivery of federal and state programs - health, education and welfare.
State Contact: Commissioner Beirne
Federal: (?)
Writer: AHTNA representative, Dean, Bob, Lidia
- g) Parks and Support Facilities - Prepare a document insuring AHTNA involvement in the implementation of D-2 legislation and developing overall coordination between Federal/State/private land use.
State Contact: Terry McWilliams
Federal: Janet McCabe, Fritz
Writers: Fritz, McCabe, Selkregg
- h) Environmental Considerations - Evaluation of present laws; development of new methodologies for environmental protection and safety; evaluation of need for water/sewer studies.
State Contact: Commissioner Muller
Federal: EPA (?)
Writer: Peg Tileston

i) Future Land Use and Growth Centers

State Contact: Fran Ulmer, Ted Smith

Federal: BLM, HUD (?)

Writer: Lidia, Dean

j) Governmental Structure - Need to evaluate future governmental systems - service areas - P/Z commission - others.

State contact: Department of Community & Regional Affairs (?)

All position papers will follow the same outline, tentatively listed below:

- (1) Present Conditions
- (2) Proposed Study Areas
- (3) Invisioned Applications and Results
- (4) Funding Agency - estimated time and cost of study
- (5) Methods for Interagency Coordination - Citizen participation and input - tentative schedule of meetings. Participating agencies' letters of support.
- (6) Time Table
- (7) Budget
- (8) AHTNA ability to perform the task - (Staff and consultants' resumes)

As stated at the July 3 meeting, this first effort should lead to funding for:

- (1) Establishing a permanent method for coordination among agencies and private interests in the Region.

(2) Specific projects and studies.

As shown in Fig. 1, regional development must be coordinated through one central planning and programming system (comprehensive plan). AHTNA could do this well with our assistance. It is a type of coordination that has occurred only once in the state - the development of the recovery programs that followed the 1964 earthquake. I participated and directed some of those programs and I feel we can develop a model that may lead to the formation of permanent "Regional Interagencies Coordination Systems."

The history of AHTNA from the beginning of the land selection process to the present involvement in this program reflects AHTNA has ability to perform as a coordinator for this project. I feel that we are going to be extremely successful. Both federal and state agencies are looking for new ways to improve their participation and coordination of planning projects' development and citizens' input.

As soon as possible, we must develop a schedule for:

- (1) Develop a final budget and commitment of AHTNA participation,
- (2) Set a date for a meeting with selected federal and state representatives to explain this concept of a "Model Region" and ask their cooperation,
- (3) Contact writers and assign projects,
- (4) Develop a timetable of deadlines to meet specific dates.

I would appreciate reviewing this memo with you as soon as possible and finalize a strategy for future action.

jp

Unorganized Borough RSA - July 9, 1979 to June 30, 1980

The Department of Community and Regional Affairs will allocate the following personnel for fulfilling the terms and conditions of this agreement:

See Attached.

FUNDING REQUIREMENTS

	<u>Federal</u>	<u>State</u>	<u>Total</u>
100 Personnel	\$ 8,320	\$ 2,080	\$10,400
200 Travel	\$12,000	\$ 3,000	\$15,000
300 Contractual	\$56,080	\$14,020	\$70,100
400 Supplies	\$ 160	\$ 40	\$ 200
500 Equipment	<u>\$ 640</u>	<u>\$ 160</u>	<u>\$ 800</u>
Total	\$77,200	\$19,300	\$96,500

unorganized borough or contemplated for the future, (2) subsistence is a valued and irreplaceable way of life for many residents of the unorganized borough, (3) land ownership patterns are changing with millions of acres of federally owned land passing into private, State, or municipal ownership, and (4) provision of public services in the unorganized borough entails massive public investment and extraordinary logistical efforts.

Planning and implementation of coastal management programs in the unorganized borough present many problems. Two regions in the unorganized borough have already organized into coastal resource service areas according to procedures outlined in the Alaska Coastal Management Act and associated regulations. Both regions are predominately Native and are served by Native non-profit organizations which functioned as catalysts in organizing the service area. Similar conditions are not found in all remaining regional education attendance areas (upon which the coastal resource service areas may be formed). Unorganized areas in the Aleutian Islands, Prince William Sound, and Southeast Alaska have a sizeable non-Native population and in the latter two vast stretches of federal land holdings separate State and private land, which will be most directly affected by coastal management programs developed for the unorganized borough.

Though organization of coastal resource service areas in the Northwest Alaska (NANA) region and the Yukon/Kushokwim Delta region have commenced, concerns about subsequent stages in program development and implementation for these service areas and organizational problems anticipated in establishing other coastal resource service areas have prompted the Department of

Community and Regional Affairs to propose the attached work program.

The purpose of the study is to assess the coastal resource service area and examine options now available or possible to effectively plan for and manage coastal resources in the unorganized borough.

The study will provide perspective on the unorganized borough in general and organizational aspects of service delivery in particular. Key person interviews and case studies will be primary information sources for this part of the study. The interviews will be supported by a literature search and data from secondary sources.

The study will also evaluate coastal resource service areas and identify and assess planning and management options in the unorganized borough. An interim product under this agreement will be a "white paper" discussing major coastal resource planning and management issues in the unorganized borough, recommending improvements, and identifying two or three specific areas of further study by experts in law, finance, or public administration. The study approach is described in Attachment 1 of the agreement.

Where appropriate, the department will coordinate its study activities with the Joint Senate and House Committee on Regional and Community Affairs Local Government Study in its efforts to prepare a legislative package on the unorganized borough and with the Governor's Office, Division of Policy Development and Planning, in its development of a state rural policy.

B. Products and Schedule

1. On March 31, a quarterly progress report.
2. By April 30, a draft of a "white paper" discussing issues in planning and management in the unorganized borough (to be shared with the Joint Senate and House Committee on the Regional Affairs, Local Government Study); detailing further areas of investigation to be undertaken by experts in law, finance, and public administration; and requesting contractual funds from the Office of Coastal Management for specific tasks during fiscal year 1980-1981.
3. By May 15, requests for proposals on investigations identified in the "white paper."
4. By July 1, 1980, conclusion of contracts for further study and publication of final version of the "white paper," which will include recommendations on legislative and administrative changes (both state and federal) which could improve the management of coastal resources in the unorganized borough.

C. Costs and Contracts

	Federal Share	State Share	Total
Personal Services	\$ 8,320	\$ 2,080	\$10,400
Travel and per diem	\$12,000	\$ 3,000	\$15,000
Contractual	\$56,080	\$14,020	\$70,100
Commodities	\$ 160	\$ 40	\$ 200
Equipment	<u>\$ 640</u>	<u>\$ 160</u>	<u>\$ 800</u>
Total	\$77,200	\$19,300	\$96,500

The proposed budget would fund 3 person-months of a Planner IV position (range 19) and one person-month of a Clerk Typist III position. The planners assigned to this study would have educational background and professional experience in public administration and planning. Travel and per diem would be used to finance participation by rural residents in a series of informal meetings on planning and management in the unorganized borough.

Contractual services would enable the Division to (1) enter into small contracts with research institutes, non-profit organizations, or consulting firms to conduct literature searches and parts of the analysis, especially

financial and legal considerations, (2) fund a public involvement component (workshop series and/or survey) and (3) print final products.

Attachment 1

Study Approach

1. Perspective

The first step in the proposed study would be to provide perspective on the unorganized borough in general and organizational aspects of service delivery in particular. Key person interviews and case studies will be primary information sources for this part of the study. The interviews will be supported by a literature search and data gathering from secondary sources.

Specific questions to be addressed include the following:

- a. Who lives in the unorganized borough and why?
- b. What economic activities (market and non-market) provide sources of livelihood to residents of the unorganized borough?
- c. How are coastal resources now managed and by whom? What difficulties or inefficiencies are encountered?
- d. How are "local" decisions made?
- e. What has been the history of local government in the unorganized borough, i.e., why have certain communities in the unorganized borough incorporated, which settlements or regions have attempted incorporation and failed (or considered it and then rejected it) and why, how effective have

incorporated cities in the unorganized borough been and what has contributed to their success or failure?

- f. How effective have the regional educational attendance areas and other service delivery mechanisms been and what problems have they encountered?
- g. What trends are anticipated in any of the factors addressed above?

2. Evaluation of Coastal Resource Service Areas

- a. Summarize the organization as well as possible inducements and discuss problems with and alternatives to local match requirements.
- b. Identify problems of districts lying in the coastal resource service areas.
- c. Provide a summary of existing governmental structures, regional entities, other service delivery organizations and how they may be of use to the Coastal Resource Service Area.
- d. Provide a brief socio-economic overview, with pertinent information drawn from community profiles on major population centers in each Coastal Resource Service Area. Discuss how coastal resources are tied to socio-economic life of the area.
- e. Discuss likely development impacts (OCS, bottom fisheries, herring fisheries, ports, etc.) expected for each Coastal Resource Service Area over next 10 years.
- f. Develop scenario for Coastal Resource Service Area development

and completion of coastal management plans with specific recommendations for accomplishment within general time frame.

- g. Estimate costs for organization and plan development in each Coastal Resource Service Area and identify sources of assistance.
- h. Discuss possible effectiveness or ineffectiveness of existing implementation mechanisms for each of Coastal Resource Service Areas.
- i. Prepare an overview of problems common to all areas, recommendations on policy, legislative, and administrative changes which would facilitate Coastal Resource Service Area formulation, Coastal Zone Management planning and implementation, plus discussion of how coastal management would blend with regional government creation should that occur.

3. Identification of Planning and Management Options

The study will also identify planning and management options now available to the unorganized borough, or possible with certain legislative changes. Options will be identified through a literature search, supported by key person interviews. In addition to the Alaska Statutes, sources to be tapped include literature and pertinent expertise on Maine (which has a relatively large unorganized area) and Canada (especially its management system in territories), and prominent public affairs research institutions.

Planning options to be considered include organizational alternatives to the service area concept described in the Alaska Coastal Management Act. Management options include concrete mechanisms whereby a district program developed by a coastal resource service area board or other planning organization could be implemented.

4. Evaluation of Planning and Management Options

Planning and management options would be evaluated against the following criteria:

- a. Costs and Incidence of Costs: There will be costs associated with any planning or management options. It is important that the total costs be assessed for each alternative; it is equally important to identify all entities directly and indirectly absorbing the costs.
- b. Availability of Funds: One elementary requirement for any successful planning effort is financial resources; the funds may come from grants, tax revenues, revenue sharing, or some other source, but they must be available for both the development and implementation of a plan. All alternatives for the availability of funds should be evaluated for all stages of the planning program.
- c. Availability of Staff: In line with funds, planning efforts will need and must have easy and continual access to capable staff resources for both plan development and implementation tasks.
- d. Existing or Politically Feasible Mandates: The viability of a planning structure or program for Alaska's unorganized borough is largely

dependent upon a mandate for that planning program. A mandate may occur in a number of ways: a legislative act, an administrative act of the Governor, public referendum or local election, or through a State agency program or regulation.

e. Public Acceptability: Akin to political feasibility is the need for public acceptability of a planning or management option. A planning program is not viable unless it is acceptable to the involved and affected citizens, particularly if the structure or program depends upon formal (electoral) approval of the people.

Assessing the public acceptability of planning and management alternatives could be accomplished through an opinion survey of residents and public leaders in the unorganized borough and of various State leaders. A case study of public reactions in the past to proposed planning structures and programs might be another means of determining public acceptability.

f. Quality of Service Delivery: This is a multi-faceted criterion by which alternative planning structures and programs are to be evaluated. The quality of service delivery depends on a number of things, many of which are included in the other criteria. The objective, however, is not to repeat previous analyses, but to consider whether or not the planning alternatives are based upon "logical" planning units and how they will affect other public services and service areas.

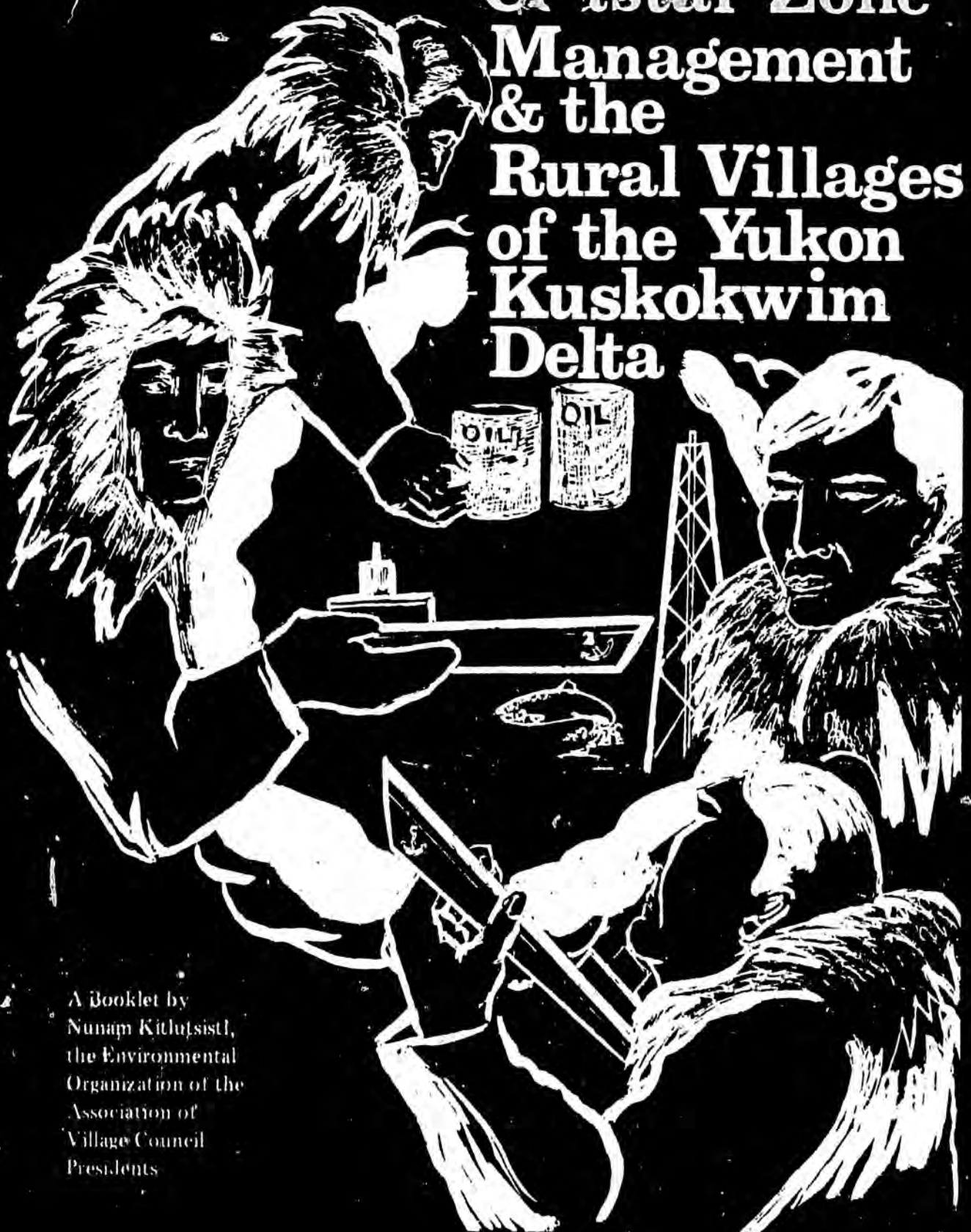
For an unorganized borough, public services such as schools, utilities, and fire protection are usually provided on a service area basis, and individual service areas are established to provide specific services.

In general, the rationale and purpose of the service areas vary, so do their boundaries and jurisdiction.

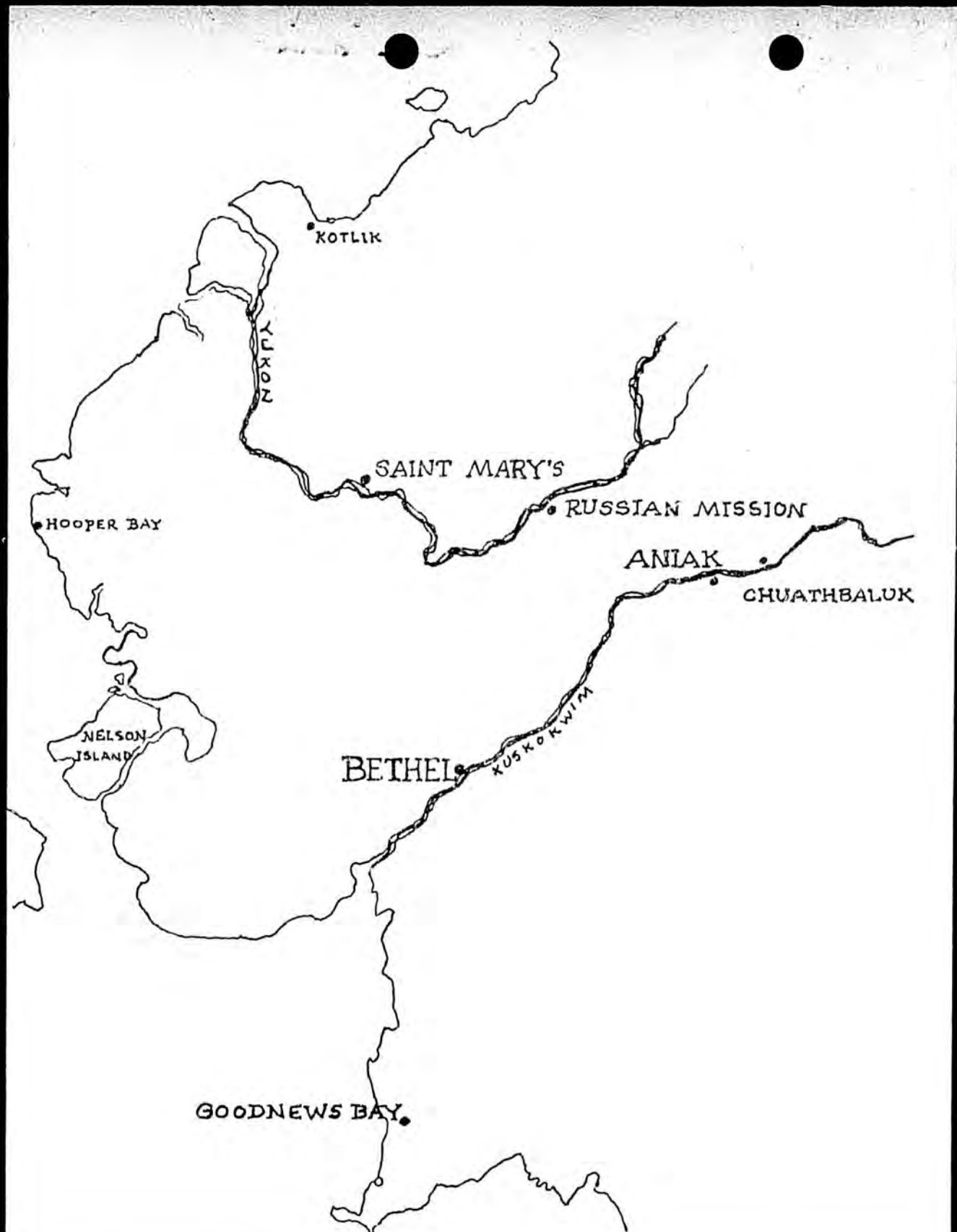
In identifying and evaluating possible planning structures for an unorganized borough, it is important to consider the logic and efficiency of the unit or area of service. The rationale for and the boundaries of existing service areas may not be appropriate for the delivery of planning services. Geographic features (e.g., mountain ranges, rivers, watersheds), for instance, may be more important than regional corporation boundaries or cultural features for defining a planning area.

g. Implementation Authority (planning options only): In almost all cases, a plan is only as good as its implementation. Therefore, an effective planning structure or organization must have appropriate implementation authorities and powers.

Coastal Zone Management & the Rural Villages of the Yukon Kuskokwim Delta



A Booklet by
Nunam Kitlutsistl,
the Environmental
Organization of the
Association of
Village Council
Presidents



Coastal Management Legislation

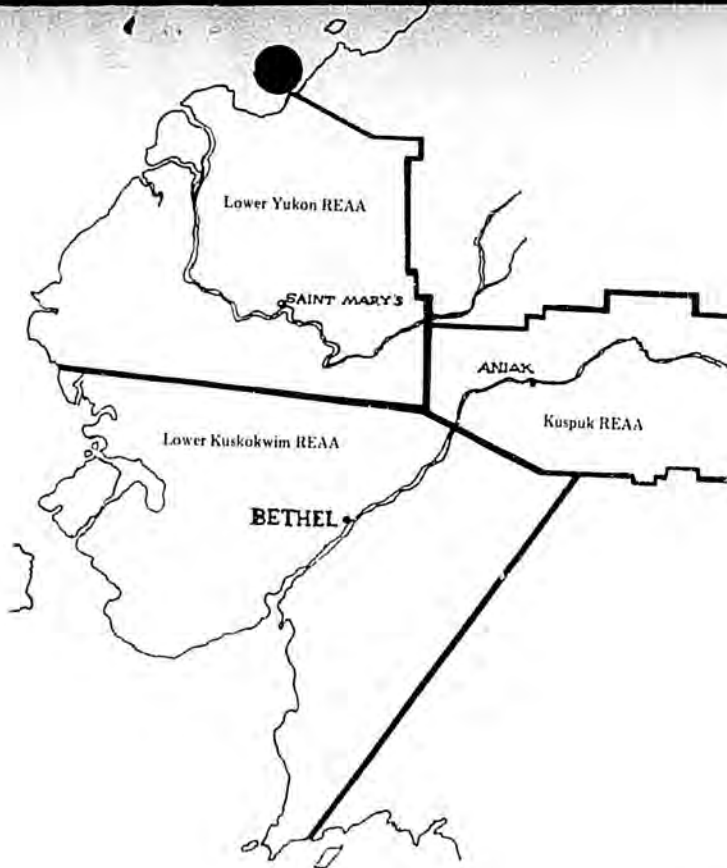
The State of Alaska passed its own Coastal Management legislation in 1977. Under this act, the State agreed to begin development of a comprehensive plan for the coastal area. An important ingredient of this plan is the description of the coastal zone. Marine or coastal weather and tides affect places as far upstream as Russian Mission on the Yukon River and Aniak on the Kuskokwim River.

This means the majority of the Association of Village Council Presidents area is within the coastal zone of the Yukon-Kuskokwim Delta.

Coastal Management Act

In the AVCP region there is no locally elected borough government. The state law allows first class cities like St. Mary's and some second class cities like Bethel, which has its own planning commission, to do their own coastal planning. The remainder of the AVCP villages, however, as part of the unorganized borough, must take special steps to prepare for coastal planning in their area.

The State Coastal Management Act allows communities within the unorganized borough to form their own coastal resource service area organization. If an unorganized borough does not choose to form its own coastal resource service area organization, the State could develop a plan for the area and would be responsible for implementing the plan in the State's own time frame. If this would occur there would be less local supervision than if an unorganized borough chose to form a local CRSA with oversight. For these reasons, the AVCP voted in 1977 that it wanted a local CRSA formed and asked the Department of Community and Regional Affairs to begin the process to determine how and when a CRSA would be formed in the Yukon-Kuskokwim Delta.



Boundaries of Coastal Resource Service Area will follow REAA School District boundaries.

Villages Have A Choice

Because there is no areawide local government within the AVCP region, the State Legislature made the Regional Educational Attendance Areas, (REAA's) the land areas to be used as building blocks for the Coastal Resource Service Areas (CSRA). Within the AVCP region, these include the Lower Yukon School District (REAA 3), the Lower Kuskokwim School District (REAA 4), and the Kuspuk School District (REAA 5). Villages within these three areas can state at public hearings to be held whether they want to be included in a CRSA, whether they want to be combined together, or whether they want to form a CRSA separate from the other REAA areas. Any combination made would be for coastal planning purposes only. School districts themselves would remain separate.

Once the public hearings are over, the Commissioner of the Department of Community and Regional Affairs will make a determination on the composition of CRSA in the AVCP region based on the testimony received.

Coastal Resource Service Area Established by Vote

Once the Commissioner makes a decision, at least 25% of the villages within the areas outlined by the Commissioner's decision must pass a resolution to institute an organizational election for creation of a CRSA. When at least 25% of the villages pass the resolution the State Coastal Policy Council would notify the Lieutenant Governor of the State of Alaska and an organizational election would take place to determine if voters want to establish a CRSA 60 to 90 days later.

MODEL RESOLUTION

(City/Village) of _____, Alaska

RESOLUTION NO. _____

Resolution of the (City/Village) of _____, Alaska, calling for an election on the question of coastal resource service area organization.

Whereas, local participation in coastal management is essential for effective management of coastal resources, and;

Now, therefore, Be it resolved by the (city/village) council of _____ that the Lieutenant Governor conduct, an election on the question of organization of a coastal resource service area in REAA districts pursuant to the Alaska Coastal Management Act.

_____ (Mayor/President)

_____ (Councilmember)

_____ (Councilmember)

Dated this _____ day of _____, 197_____.

Attest: _____
(Clerk)

PROPOSED SCHEDULE FOR COASTAL

SEPT. 1

OCT. 1

NOV. 1

DEC. 1

JAN. 1

Sept. 1: Distribution of information materials on Coastal Management, and Radio and TV interviews to publicize this subject, answer questions, and prepare residents for hearings on whether region should consist of one or more coastal resource service areas.

Dec. 1-15: Commissioner of Community & Regional Affairs reviews comments from public hearings & other sources, & decides whether the region should consist of one or more coastal resources service areas.

Oct. 20-Nov. 30: Public hearings help on whether the region should consist of one or more coastal resource service areas, if a coastal management would also be help to discuss organization procedures and introduce a sample resolution calling for an organization election.

Dec. 1-Jan 10: Re- ing for an organ- tion considered an- by villages within- The resolution mu- by at least 25% of- lage councils for a- be scheduled.

RESOURCE SERVICE AREA ORGANIZATION

FEB. 1

MAR. 1

APR. 1

MAY. 1

JUNE 1

Mar. 20: Organization election held.

Jan. 10-20: If passed, resolution sent to State Coastal Policy Council, which requests Lt. Governor to hold an organization election.

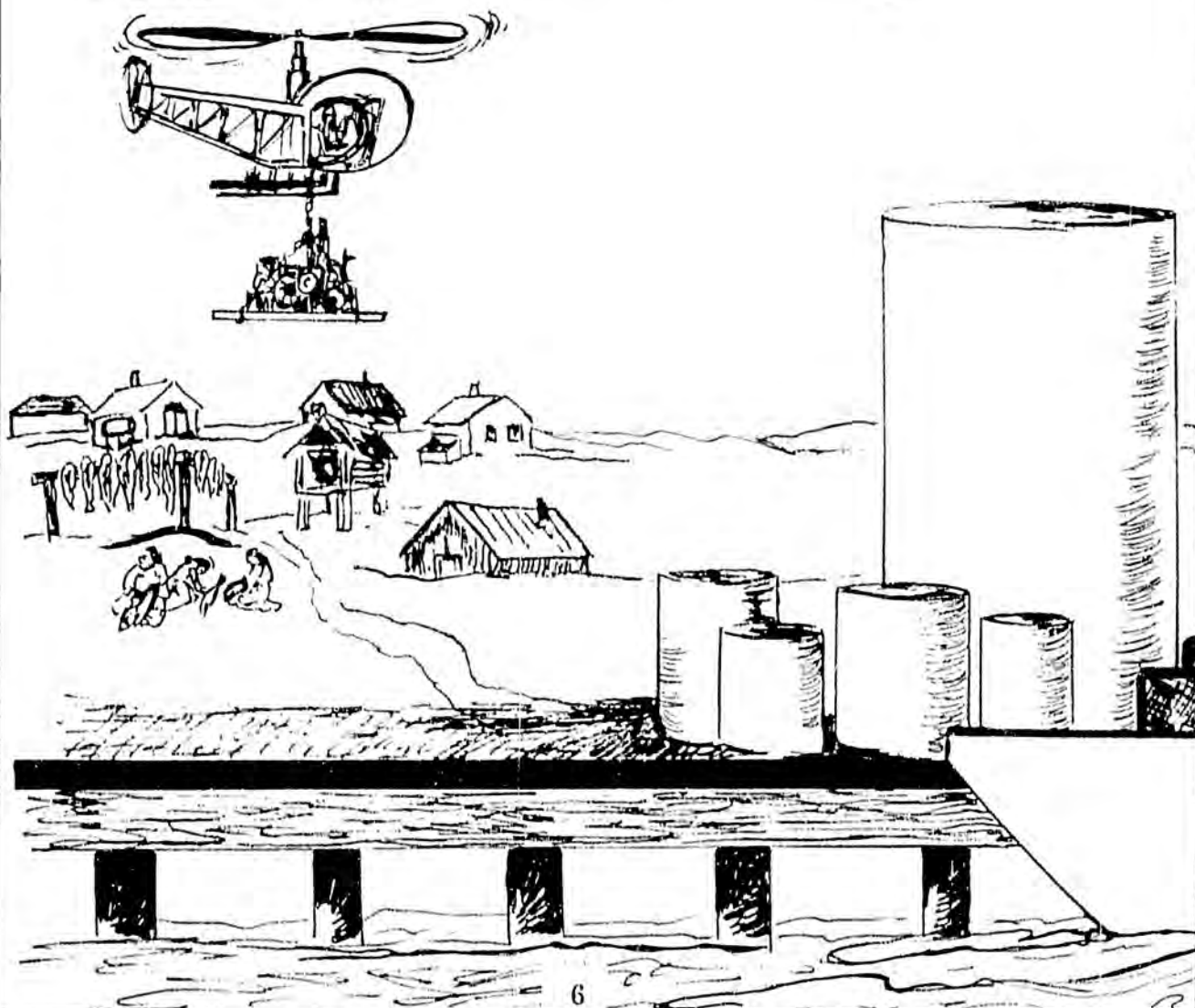
May 20: If organization election is successful, seven-member board to oversee Coastal Management Program is elected.

Resolution call-
tion elec-
ected upon
the region.
be passed
ty and vil-
election to



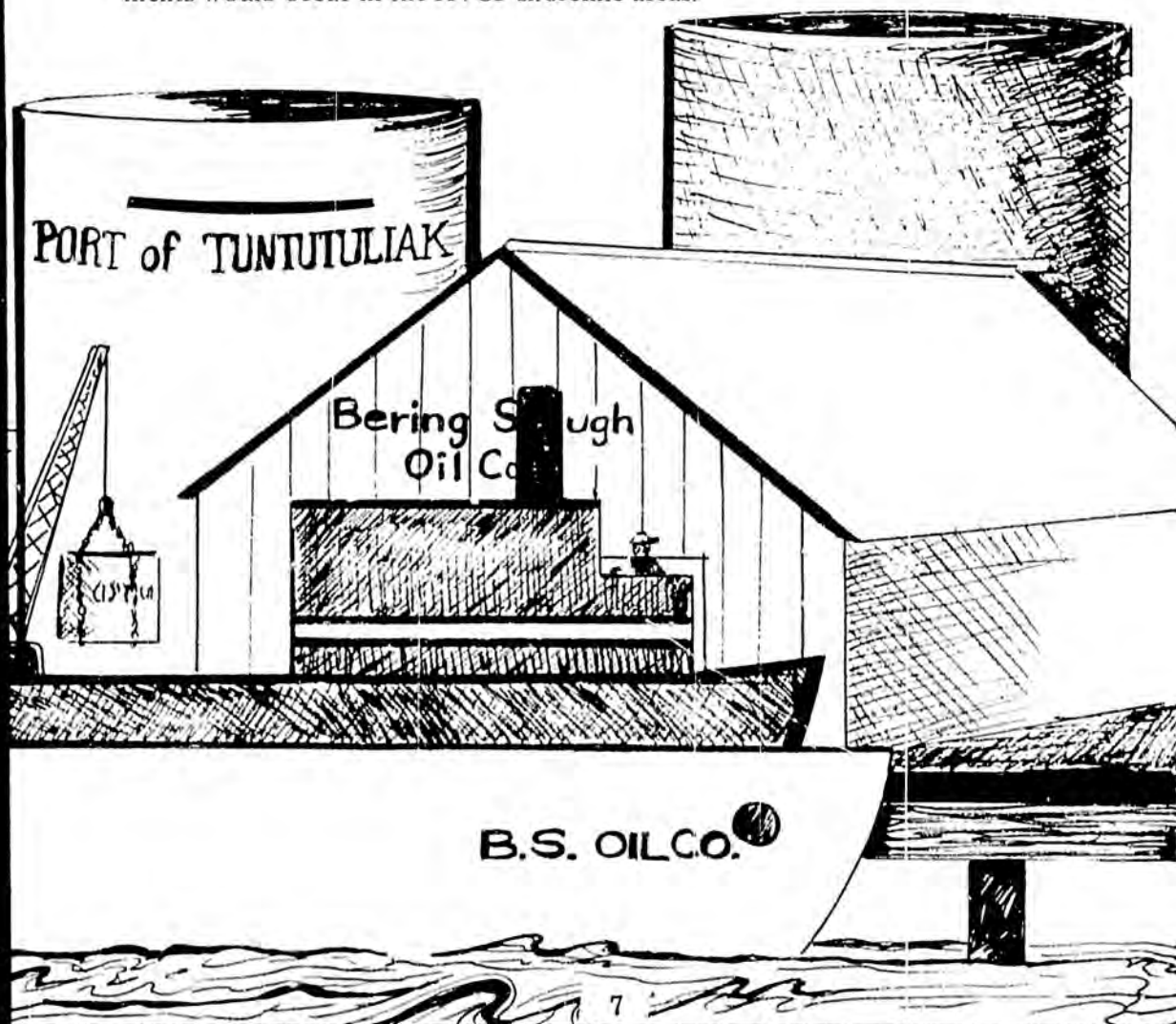
Choosing a Board

If the election results support the creation of a Coastal Resource Service Area (CRSA), then a second election to elect a service area board would be called from 60 to 90 days after the organizational election's results are certified. People interested in serving on the 7 member Board would then have their names placed on the ballot similar to the REAA election system. After this election, the Board would begin to work on planning for the coastal zone in the AVCP region.



AVCP Wants CRSA Formed

The Association of Village Council Presidents believes that a CRSA must be formed in the Yukon-Kuskokwim Delta. AVCP Resolution 77-11-03 resolves that a single body composed of at least REAA 3 and 4, the Lower Yukon and Lower Kuskokwim areas be formed. Unifying the district would improve communications and objectives of the Yukon, Kuskokwim, and Bering Sea coastal villages on common issues of future development. AVCP is specifically concerned that the Norton Sound Outer Continental Shelf (OCS) lease sale, scheduled for December, 1981, will bring new shoreline activities to the region. Unless the region is prepared in advance for the various development forms that onshore support of off-shore oil drilling brings, the region could lose out in the industry and government decisions as to the placement of the facilities, the scale, and at what pace these developments would occur in the AVCP shoreline areas.

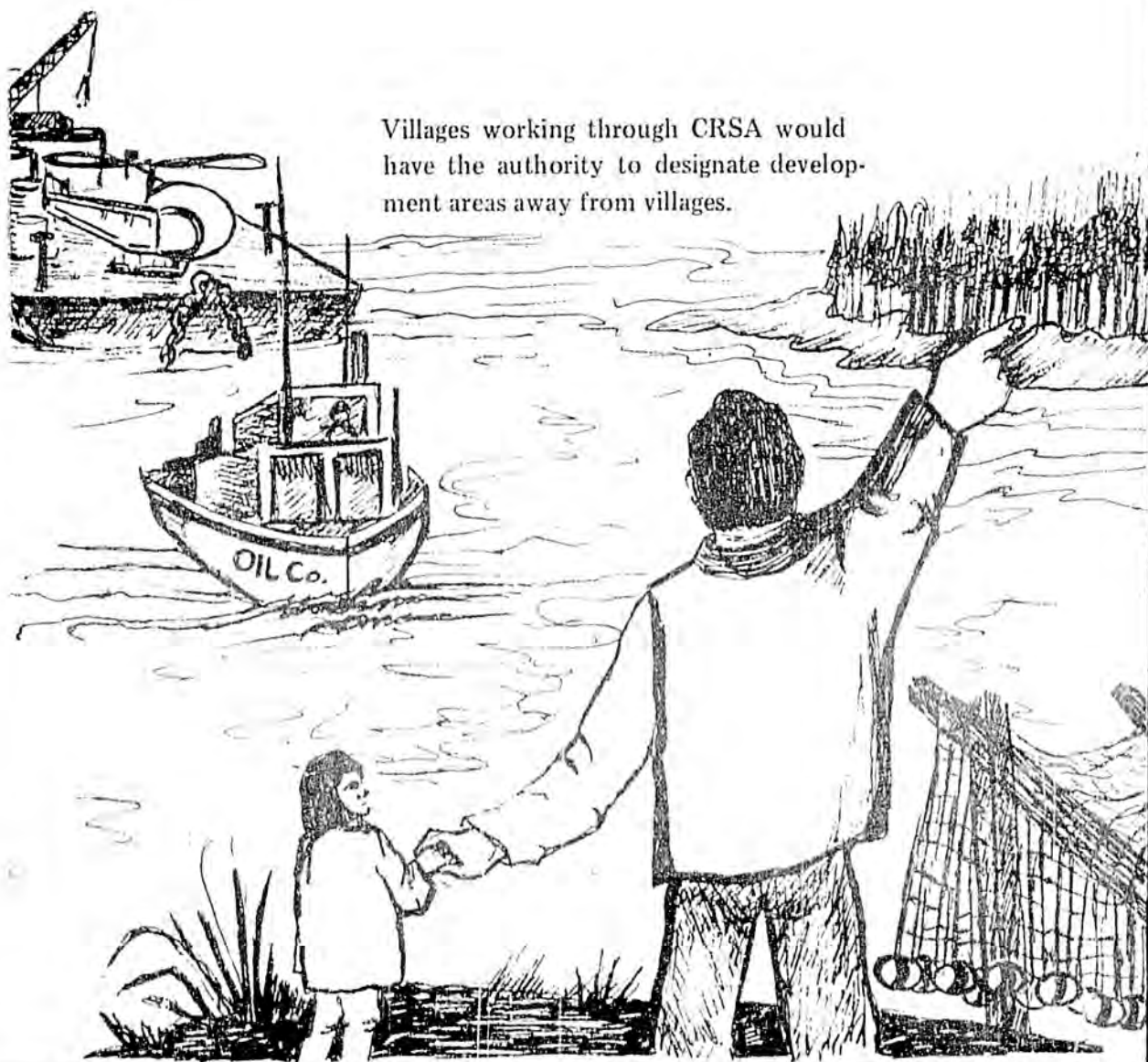


CRSA Would Set On-shore Guidelines

The CRSA would be responsible for setting up the guidelines to locate, and control the scale of activities on-shore, where marine support bases would be located, how these bases can be used, marine traffic off-shore, and submerged or on-shore pipelines. Oil activities in Norton Sound may lead to off-shore oil/gas pickups by ice-breaking large tankers, or construction of an overland pipeline and highway across the delta, and through Aniak, which would become a major terminal for pipeline activities from Norton Sound.

The plan would control the coastline, and would attempt to prevent any disruption of subsistence habitat or wildlife by on-shore or off-shore activities in the AVCP region.

Villages working through CRSA would have the authority to designate development areas away from villages.



PROPOSED HEARING SCHEDULE

LISTEN TO KYUK, KNOM AND KICY FOR NOTICE OF HEARING DATES.

Area	Location	Tentative Date
ADMINISTRATIVE UNIT 1	Alakanuk	
ADMINISTRATIVE UNIT 2	St. Mary's	
ADMINISTRATIVE UNIT 3	K.N.A. meeting	
ADMINISTRATIVE UNIT 4	Akiak	
ADMINISTRATIVE UNIT 5	Bethel	Nov. 17, 18, 19
ADMINISTRATIVE UNIT 6	Nunapitchuk	
ADMINISTRATIVE UNIT 7	Kipnuk	
ADMINISTRATIVE UNIT 8	Toksook Bay	
ADMINISTRATIVE UNIT 9	Chevak	
ADMINISTRATIVE UNIT ¹⁰	Quinhagak	

Tentative Dates for travel will be between October 23 and November 30. Two days will be scheduled for each administrative unit. Villages in each Administrative Unit are asked to have their Council President or Mayor travel by boat or snow machine to the meeting to represent the village at the hearing. Contact Nunam Kitlutsisti for travel information and for more copies of this booklet, if needed in your village.

CONTACT THE FOLLOWING ORGANIZATIONS FOR MORE INFORMATION:

Nunam Kitlutsisti
Box 267
Bethel, Alaska 99559
543-2956

Association of Village Council Presidents
Box 219
Bethel, Alaska 99559
543-3521

Department of Community and Regional Affairs
State of Alaska
Division of Community Planning
225 Cordova Street
Building B
Anchorage, Alaska 99501
279-8636

Glossary of Coastal Management Terms

coastal zone (or coastal area): the coastal waters and adjacent shorelands strongly influenced by each other, including islands, transitional and intertidal areas, salt marshes, wetlands, and beaches

coastal management program: a comprehensive statement in words, maps, illustrations, or other media of communication, setting forth objectives, policies, and standards to guide public and private uses of lands and waters in the coastal zone

OCS: outer continental shelf (usually in reference to oil and gas resources present there, and on-shore and offshore effects associated with their exploitation)

area which merits special attention: a delineated geographic area within the coastal area which is sensitive to change or alteration and which, because of plans or commitments or because a claim on the resources within the area delineated would preclude subsequent use of the resources to a conflicting or incompatible use, warrants special management attention, or which, because of its value to the general public, should be identified for current or future planning, protection, or acquisition; these areas, subject to council definition of criteria for their identification, include:

- (A) areas of high natural productivity or essential habitat for living resources;
- (B) areas of substantial recreational value or opportunity;
- (C) areas where development of facilities is dependent upon the utilization of, or access to, coastal waters

region: one of the nine coastal regions in Alaska from which Coastal Policy Council members are appointed by the Governor--these regions include: southwest Alaska, including, generally, the area within the Lower Yukon, Lower Kuskokwim, Southwest, and Lake-Peninsula regional educational attendance areas and the Bristol Bay Borough

regional planning: an interagency program of comprehensive coastal resource planning to be initiated by the Coastal Policy Council in each region

major economic development activity: a call for nomination by the Secretary of the United States Department of the Interior for leasing of tracts within petroleum basins in waters of the outer continental shelf adjacent to a coastal resource service area or any other significant industrial or commercial activity which, in the opinion of the council, would commit the resources of the coastal area to a use of direct and significant impact upon the coastal waters of the state

June 8, 1979

The Honorable Terry Miller
Lieutenant Governor
State of Alaska
Pouch A
Juneau, Alaska 99811

Dear Lieutenant Governor Miller:

Pursuant to AS 46.40.140(c), I have determined that the coastal resource service area for the Yukon/Kuskokwim Delta Region should be divided into election districts for the purpose of nominating and electing coastal resource service area board members.

The service area divisions to accommodate the required seven-member board are as follows.

- A: Kotlik
Emmonak
Alakanuk
Sheldon Point
- B: Scammon Bay
Hooper Bay
Chevak
- C: Mountain Village
Andreafsky
St. Mary's
Pitkas Point
Pilot Station
Fortuna Ledge (Marshall)
Russian Mission
- D: Newtok
Tununak
Toksook Bay
Nightmute
Mekoryuk
Chefornak
- E: Kipnuk
Kwigillingok

The Honorable Terry Miller
June 8, 1979
Page 2

Kongiganak
Tuntutuliak
Akolmiut (Nunapitchuk & Kasigluk)
Atmautluak

F: Napakiak
Napaskiak
Oscarville
Kwethluk
Akiachak
Akiak
Tuluksak

G: Eek
Quinhagak
Goodnews Bay
Platinum

A map illustrating general boundaries of the election districts is enclosed for your reference. Additional back-up information is being conveyed directly to the Division of Elections with the carbon copy of this letter provided to Ms. Patty Ann Polley, Director.

I would welcome any questions or comments you might have on this subject.

Sincerely,

Lee McAnerney
Commissioner

LMcA:MS:rw

Enclosure

cc: Ms. Patty Ann Polley
Director
Division of Elections

Mr. Murray Walsh
Coordinator
Office of Coastal Management

bc: Lawrence H. Kimball, Jr. ✓
Mark Stephens ✓
Veronica Clark ✓
Palmer McCarter
Eric Lee
Harold Sparck

PO:Nunam Kitlutsisti, Inc. (CZM)

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

Patty Ann Polley
Director
Division of Elections

June 8, 1979

Lee McAnerney
Commissioner

Election Districts in the
Yukon/Kuskokwim Delta
Coastal Resource Service Area

AS 46.40.140(c) allows the Commissioner of Community and Regional Affairs, after consultation with residents of a coastal resource service area, to divide the service area into sections for purposes of nominating and electing service area board members. This step was recently taken in the Northwest Coastal Resource Service Area (covering REAA 1) following the successful organization election held there April 3, 1979.

Preliminary indications are the outcome of the May 15, 1979 organization election held for the Yukon/Kuskokwim Delta Coastal Resource Service Area (REAA's 3 & 4) will also be favorable. Because extensive public meetings attended by staff of the Department of Community and Regional Affairs during November, 1978 indicated a widespread preference for establishing such election districts, I am, by way of the attached letter to Lt. Governor Terry Miller, establishing election district boundaries for the region. We have attempted to reflect preferences expressed by residents of the region in drawing these lines, but have been forced to set boundaries not entirely consonant with stated local desires because of the limitations imposed by the inflexible number of board members (seven) mandated by statute, and the need to maintain roughly equal population representation in each election district. We have also attempted to parallel boundaries of existing REAA election districts, and those of the 10 administrative units recognized in the region by the Association of Village Council Presidents (AVCP), the regional nonprofit corporation.

The attached map shows the service area and recommended election district boundaries. The individual districts are labeled "A" through "G." The boundary lines are not precise, but are rather intended to indicate which villages are located within each district. Precise lines are to be based upon election precinct boundaries. The districts are as follows. Population estimates are also provided.

A:	Kotlik	305	
	Emmonak	556	(1537 Total)
	Alakanuk	533	
	Sheldon Point	143	
B:	Scammon Bay	193	
	Hooper Bay	648	(1302 Total)
	Chevak	461	

C:	Mountain Village	537	
	Andreafsky	80	
	St. Mary's	436	
	Pitkas Point	84	(1851 Total)
	Pilot Station	301	
	Fortuna Ledge (Marshall)	210	
	Russian Mission	167	
D:	Newtok	154	
	Tununak	299	
	Toksook Bay	336	(1314 Total)
	Nightmute	135	
	Mekoryuk	186	
	Chefornak	204	
E:	Kipnuk	356	
	Kwigillingok	148	
	Kongiganak	200	(1721 Total)
	Tuntutuliak	240	
	Akolmiut (Nunapitchuk & Kasigluk)	608	
	Atmautluak	186	
F:	Napakiak	307	
	Napaskiak	215	
	Oscarville	41	
	Kwethluk	444	(1784 Total)
	Akiachak	354	
	Akiak	192	
	Tuluksak	231	
G:	Eek	307	
	Quinhagak	451	(1064 Total)
	Goodnews Bay	248	
	Platinum	58	
(10,573 Grand Total)			

Population estimates were derived from State Revenue Sharing data when possible, and from a combination of U.S. Census data and other sources for unincorporated communities where revenue sharing estimates were not available. The City of Bethel is a separate coastal resource district, and is not included in the Yukon/Kuskokwim Delta Coastal Resource Service Area.

We feel confident that, based upon best available information, election districts A, B, C, and D represent logical units for the purpose of nominating and electing coastal resource service area board members. Each of these units is approximately equal in population, and each is characterized by considerable interaction and commonalities amongst their component villages. The only discrepancies with existing REAA

election district boundaries are in the case of Russian Mission and Fortuna Ledge (Marshall) in the Yukon River drainage, and Cheformak in the Nelson Island area. The former two communities simply lack the population (377) to stand alone as a separate area, and can logically be included with the villages immediately downriver. Cheformak has ties with both the Nelson Island villages in D, and the Lower Kuskokwim River villages in E. For purposes of coastal resource service area board representation, we have included Cheformak with Nelson Island villages because it is in the same AVCP administrative unit, and to effect a more balanced population with respect to other districts.

The remainder of the Lower Kuskokwim area presented a quandary to us. Several logical units are apparent. The villages of Kipnuk, Kwigillingok, Kongiganek, and Tuntutuliak have close ties, but the combined population (944) is insufficient to support an individual seat on the service area board. The same is true of the three-village grouping of Nunapitchuk, Kasigluk (which together with Nunapitchuk forms Akolmiut) and Atmautluak, where 794 people reside. The latter three villages are most closely tied to Bethel, the regional center. To include these villages with those upriver from and immediately surrounding Bethel would, however, result in too many individuals (over 2500) in a single district. The less than ideal solution to this dilemma was to place Nunapitchuk, Kasigluk and Atmautluak together with Kipnuk, Kwigillingok, Kongiganak and Tuntutuliak.

Remaining inland (Napakiak, Napaskiak, Oscarville, Kwethluk, Akiak, and Tuluksak) villages were placed in district F, and remaining coastal villages to the south (Eek, Quinhagak, Goodnews Bay and Platinum) were included in district G. District G also represents a logical unit with respect to subregional ties, but its limited population (1064) makes it less desirable as an independent unit. The option of including other inland villages within G was foregone because such a step would have raised the possibility of majority representation on the service area board by individuals residing in inland, rather than coastal villages. Likewise, the option of creating a lesser number of districts with more than one board member elected from the most populous district(s) would raise the same specter.

Thus, while the boundaries arrived upon are less than ideal, especially with respect to the two sub-areas combined in E, and in terms of parity concerning comparative district populations, we feel the determination put forward is the best option available under the circumstances. We certainly would prefer to be able to devote more time and effort to receiving public input from affected residents, but the time frames contained in AS 46.40 simply do not allow for it. We feel the imperfect divisions drawn are preferable to none.

AS 46.40.140(c) does appear to provide for the service area board elected to propose adjustments in election district boundaries, subject to voter

Patty Ann Polley
June 8, 1979
Page 4

ratification. In addition, the 1980 census should provide more accurate and up-to-date demographic data, and may require reapportionment.

Please contact us should you have any questions on the preceding information. We look forward to the coastal resource service area board election expected to be held in the Yukon/Kuskokwim Delta Region, and offer any assistance we might be able to offer in your efforts there.

LMcA:MS:rw

Attachments

cc: Murray Walsh
Office of Coastal Management

bc: Lawrence H. Kimball, Jr. /
Director
Division of Community Planning

Mark Stephens
Eric Lee
Palmer McCarter /
Veronica Clark ✓
Harold Sparck

PO:Nunam Kitlutsisti, Inc., (CZM)

STATE OF ALASKA

JAY S. HAMMOND, Governor

OFFICE OF THE GOVERNOR
DIVISION OF POLICY DEVELOPMENT AND PLANNING

POUCH AP
JUNEAU, ALASKA 99811
(907) 465-3541 OR 465-3542

March 19, 1979

RECEIVED

MAR 21 1979

DEPT. OF COMMUNITY
AND REGIONAL AFFAIRS

Federal, State and Private Agency Contacts
and Coastal Policy Council Members

This is to inform you that the Unorganized Area of the Yukon-Kuskokwim Delta Region, which corresponds with Rural Education Attendance Area (REAA) 3 and 4 (see attached map), has submitted a resolution to this office for submittal to the Council pursuant to AS 46.40.130(a)(2) requesting that an election be held on the question of coastal resource service area organization in that area. A determination was issued by the Commissioner of Community and Regional Affairs on December 18, 1978 under AS 46.40.120(b) placing REAA's 3 and 4 in a single coastal service area. The resolution was approved by over one-fourth of the cities or traditional village councils within the coastal service area fulfilling the statutory requirement under AS 46.40.130(a)(2).

The region has 45 communities as indicated on the attached map. These include one first class city (St. Mary's); 30 second class cities, and 14 unincorporated villages. 21 city and village councils have passed the resolution. The second class cities which submitted resolutions are: Akiachak, Alakanuk, Chefnak, Chevak, Eek, Hooper Bay, Kotlik, Kwethluk, Mekoryuk, Pilot Station, Platinum, Mountain Village, Quinhagak, and Scammon Bay. The unincorporated villages which submitted resolutions are: Andreafski, Kasigluk, Kipnuk, Newtok, Oscarville and Nunapichuk.

AS 46.40.190(a) enables a city within the coastal area which is not part of an adjacent coastal resource service area to include itself in the coastal resource service area, i.e., a first class city. The first class city of St. Mary's pursuant to AS 46.40.190(a) passed a resolution to include itself within the service area and subsequently filed a resolution with the Commissioner of Community and Regional Affairs. The city of St. Mary's therefore will participate in the organization election.



ALASKA
COASTAL MANAGEMENT PROGRAM

01-A17LH

AS 46.40.210(2)(d) enables a second class city which has a planning and zoning commission and in the opinion of the Commissioner of Community and Regional Affairs has the capability to prepare and implement a comprehensive district coastal management program to be a separate coastal resource district. The city of Bethel, a second class city, has a planning and zoning commission and was found by the Commissioner of Community and Regional Affairs to have the capability to prepare and implement a comprehensive district coastal management program. This means that the City of Bethel is a separate coastal resource district, and will not participate in the organization election, nor the subsequent service area board election if citizens vote in favor of organization.

The proposed schedule for organization of a coastal resource service area in the Yukon-Kuskokwim Delta Region:

March 15, 1979: Resolution calling for organization election and supporting materials submitted for Lieutenant Governor.

May 15, 1979: Organization election scheduled. If deemed desirable, election district boundaries for service area board election should be drawn by this time.

Mid-June, 1979: Certification of organization election.

If the organization election passes, the following schedule is in effect:

August, 1979: Nominations and declarations of candidacy for the Coastal Resource Service Area Board filed. (Deadline for nomination filing will be specified in the notice certifying the organization election.)

Mid-September, 1979: Coastal Resource Service Area Board election.

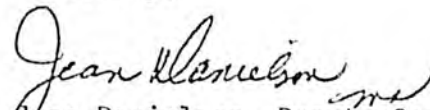
Upon successful completion of an organization election and a board election, the Yukon-Kuskokwim Delta Region will be an official coastal resource district and will then be responsible for developing a coastal management program.

The Department of Community and Regional Affairs and the Office of Coastal Management will work with the elected board to assist in drafting their plan.

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March 19, 1979

If there are any questions or need of further information, please feel free to contact this office.

Sincerely,

A handwritten signature in cursive script, appearing to read "Jean Danielson".

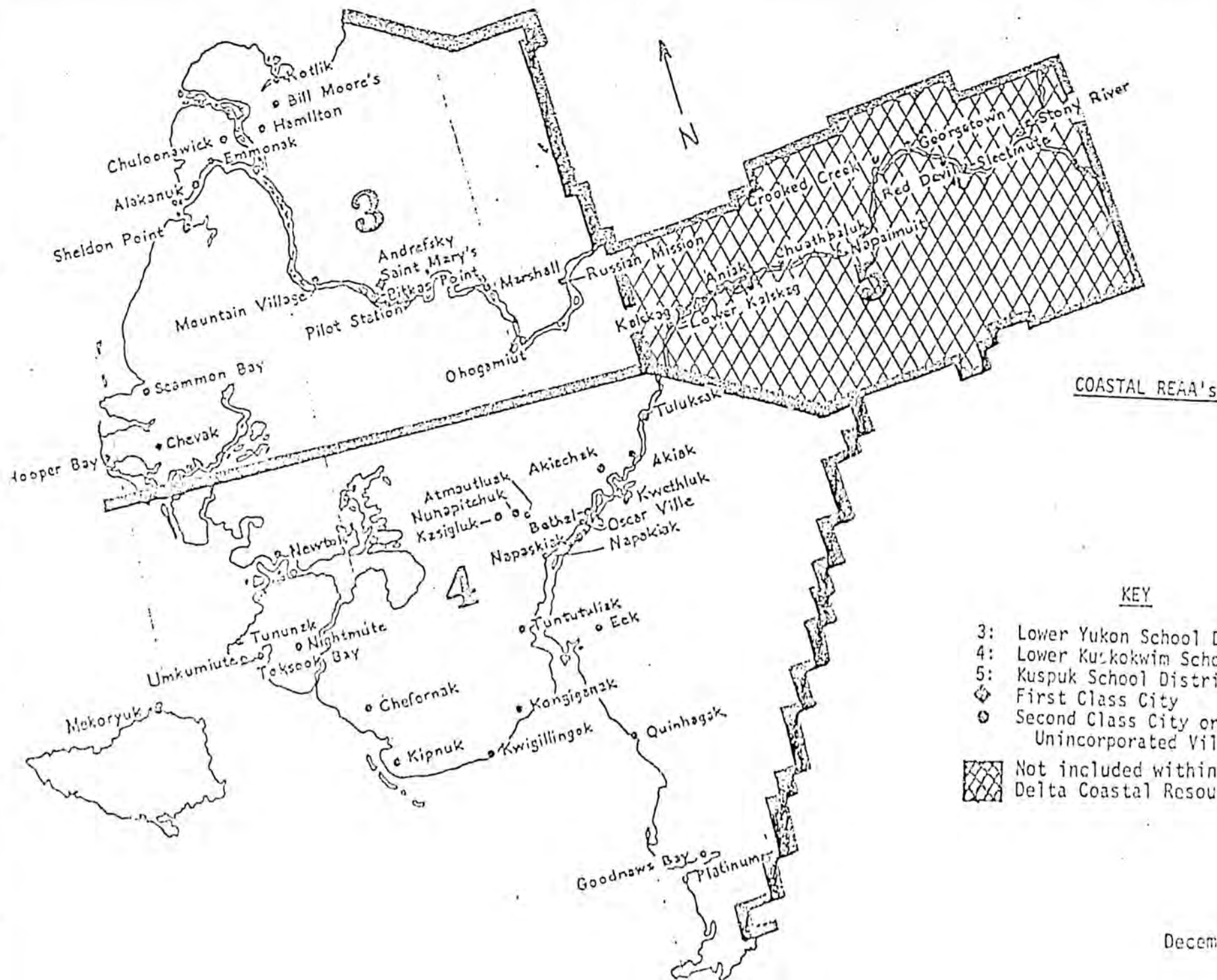
Jean Danielson, Deputy Coordinator
for District Program Assistance

Enclosure

cc: Patty Ann Polley
Division of Elections

Lieutenant Governor's Office

JD/MS/bjw



COASTAL REAA's

KEY

- 3: Lower Yukon School District
- 4: Lower Kuskokwim School District
- 5: Kuspuk School District
- ◆ First Class City
- Second Class City or Unincorporated Village
- ▨ Not included within Yukon/Kus Delta Coastal Resource Service

December 15, 198