

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECTS 8672

321 SCOM10: LOCAL GOVERNMENT STUDY 1979

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 465-3540

March 15, 1979

All Federal, State and
Private Agency Contacts

Enclosed is a copy of the Scope of Services of the agreement with Nunam Kitlusisti, Inc. (Protectors of the Land). This is sent to you for informational purposes only as program development has not yet been initiated. An organization election is pending to organize the Yukon-Kuskokwim area as a coastal resource service area. If the election passes, a board will be elected and program development will begin. At this point, comment sheets will be mailed to you and the official district record file opened.

If you do wish to comment or become involved at this time, please contact either myself or Mark Stephens, CRA (Anchorage).

Sincerely,

Jean Danielson

Jean Danielson
Deputy Coordinator for
District Program Assistance

Enclosures
cc: Mark Stephens
JD/MS/bjw



ALASKA
COASTAL MANAGEMENT PROGRAM

01-A17/LH

RECEIVED
MAR 15 1979
DEPT. OF COMMUNITY
AND REGIONAL AFFAIRS

APPENDIX "A"

SCOPE OF SERVICES

INTRODUCTION:

During fall, 1978, the Department of Community and Regional Affairs embarked on a pilot project in the Yukon/Kuskokwim Delta Region to inform residents about the Alaska Coastal Management Program and explain to these residents how they might participate. This effort was mounted in response to a longstanding interest in coastal management in the region, and to a directive issued by the Alaska Coastal Policy Council for the Department to work with existing organizations already possessing areawide ties to facilitate coastal resource service area organization in the unorganized borough.

The Association of Village Council Presidents (AVCP) is an areawide organization made up of elected representatives from 56 member villages in the region. AVCP, through resolutions by its Board of Directors, has shown a high level of interest in and support of organization for coastal management. Nunam Kitlutsisti, Inc. (Protectors of the Land, Inc.), the environmental planning area of AVCP, has solid existing ties with villages in the region, has closely followed the Alaska Coastal Management Program from its inception, and has land and water planning and management expertise. The Department of Community and Regional Affairs entered into the Yukon/Kuskokwim Delta Region project jointly with Protectors of the Land, Inc. to take advantage of existing local interest, expertise, and experience to facilitate coastal resource service area organization.

During October, 1978, field personnel of Protectors of the Land, Inc. visited villages within the region to convey basic informational materials on coastal management, and confirm arrangements for a series of meetings and hearings to be conducted during November. Protectors of the Land, Inc. provided extensive publicity to inform residents about coastal management, and to notify them about procedures and options for organizing a coastal resource service area. Radio, television and direct mailings were employed.

In November, the Department, with assistance from Protectors of the Land, Inc. conducted public meetings in villages in each of the 10 administrative areas of the Calista Region (which roughly conforms with the area covered by regional educational attendance areas 3, 4 & 5--the Lower Yukon, Lower Kuskokwim and Kuspuks School Districts). This effort was designed to inform residents, respond to their questions, and to assist the Commissioner of Community and Regional Affairs in rendering a determination under AS 46.40.120(b) as to which, if any, existing regional educational attendance areas (REAA's) within the region ought to be combined for coastal management purposes.

Based upon input received through these public meetings, in addition to comments solicited from a wide range of public agencies and private organizations, and research conducted by Department of Community and Regional Affairs staff, the Commissioner issued a determination on December 18, 1978. This determination placed REAA's 3 & 4 in a single coastal resource service area, with REAA 5 remaining separate. (See attached map.)

The next step in organizing a coastal resource service area consists of obtaining a resolution from at least one-fourth of municipal and IRA or traditional councils calling for an organization election, as provided for under AS 46.40.130(a)(2). The Department furnished a model resolution to Protectors of the Land, Inc., and that organization distributed it to Yukon/Kuskokwim Delta Region communities. Upon passage of the resolution by at least one-fourth of municipal and IRA or traditional councils, and transmittal of a resolution so passed to the Lieutenant Governor by the Coastal Policy Council, the Lieutenant Governor is obligated to conduct an organization election in not less than 60 days, nor more than 90 days. If this election is successful, a second vote to elect a seven-member service area board is scheduled for not less than 60 days nor more than 90 days after certification of the organization election. Upon election of this board, coastal management program development can begin.

WORK PROGRAM:

As the next critical stages of coastal resource service area organization in the Yukon/Kuskokwim Delta Region are reached, Protectors of the Land, Inc. will continue to furnish support to the Department in informing residents of the service area about coastal management, and explaining the organization and service area board election procedures. Educational materials will also be presented to prepare residents for subsequent planning to be initiated in the event of a favorable organization election.

TASK 1

Protectors of the Land, Inc., with assistance from the Department, will produce radio and television shows to complement efforts carried out under the previous contract to further inform Yukon/Kuskokwim Delta residents about coastal management, and how the program might be applied in the region. At least four radio shows will be produced for broadcast over stations KYUK, KNOM, KDLG & KICY. At least two television shows will be produced for broadcast over KYUK (TV). Programs will be in both English and Yupik languages.

Publicity encouraging a large voter turn-out for the organization election will also be provided by Protectors of the Land, Inc. This will include radio and television messages, and mailings to city councils, traditional and IRA councils, village corporations, and other appropriate local, regional and subregional organizations, informing them of the election and seeking their support in notifying their constituencies. Notices for posting will also be distributed. Copies of all relevant correspondence will be furnished to the Department, along with a distribution list of mass mailings. Any materials to be printed must be reviewed and approved by the Department before printing occurs.

TASK 2

Protectors of the Land, Inc. staff will furnish additional assistance to villages requesting more information prior to the organization election. Documentation of village visits and their results will be furnished to the Department.

In addition, staff will attend as many sessions as scheduling permits for: subregional fish and game advisory committee meetings (Lower Kuskokwim, Central Bering Sea, and Lower Yukon), Lower Kuskokwim Coast Corporation meetings, Village Land Managers Association meetings, Yugtak Corporation meetings, Calista Regional Corporation meetings, Nunam Kitlutsisti Board meetings, Association of Village Council Presidents Executive Committee meetings, and any other profit-making, non-profit regional, subregional, or village group meeting in which coastal management is an agenda item.

Efforts will be designed to inform a broad range of decision-makers within the villages of procedures for organizing a coastal resource service area.

By participating in meetings of various groups, representatives of more villages will be reached, since Protectors of the Land, Inc. staff members may not be able to visit all villages during the contract period. Documentation of attendance at these meetings and their results and copies of materials presented will be furnished to the Department. Travel will be coordinated with other programs to maximize direct contacts.

Particular emphasis in both Tasks 1 & 2 will be devoted to explaining organization and responsibilities of a coastal resource service area board, and to ensuring residents are fully informed as to how they can become candidates for a service area board election.

TASK 3

In conjunction with activities described in Tasks 1 & 2, Protectors of the Land, Inc. will assist the Commissioner of Community and Regional Affairs in dividing the service area into sections for the purpose of nominating and electing service area board members, pursuant to AS 46.40.140(c). The series of public meetings held in the region during November, 1978 indicated a widespread preference for establishment of sections for nominating and electing board members, as opposed to having the seven board members elected entirely at large.

Protectors of the Land, Inc. will assist the Department by including the topic of section boundaries in informational materials disseminated through Task 1 and at meetings attended through Task 2, and by conveying any recommendations received to the Department. Boundaries, to the extent practicable, will be based on those established for electing regional educational attendance area school boards.

TASK 4

Upon completion of the tasks listed in this work program, Protectors of the Land, Inc. will submit a summary report documenting work carried out, describing any major problems identified in the service area organization process, and presenting observations which would furnish guidance for actions taken subsequent to the election of a board for the coastal resource service area, and for efforts which might be undertaken in other portions of the unorganized borough to facilitate coastal resource service area organization. A draft of the summary report will be furnished to the Department for review 30 days before the end of the period of performance. The final version of the summary report, revised as necessary to reflect review comments by the Department, will be completed and submitted to the Department before the end of the period of performance.

The summary report must be in clear, nontechnical language, and must be reproducible by photocopy.

BUDGET.

The budget is \$13,500, consisting of \$10,800 of grant funds and \$2,700 matching share furnished through cash or in-kind services. Expenditures will be in personal services and travel categories. The Director and Assistant Director of Protectors of the Land, Inc. will be assigned approximately one-half time.

Personal Services

Director	\$2,400/mo. x 2.5 mo.	=	\$6,000	
Assistant Director	\$2,000/mo. x 2.5 mo.	=	<u>\$5,000</u>	
			\$11,000	\$11,000

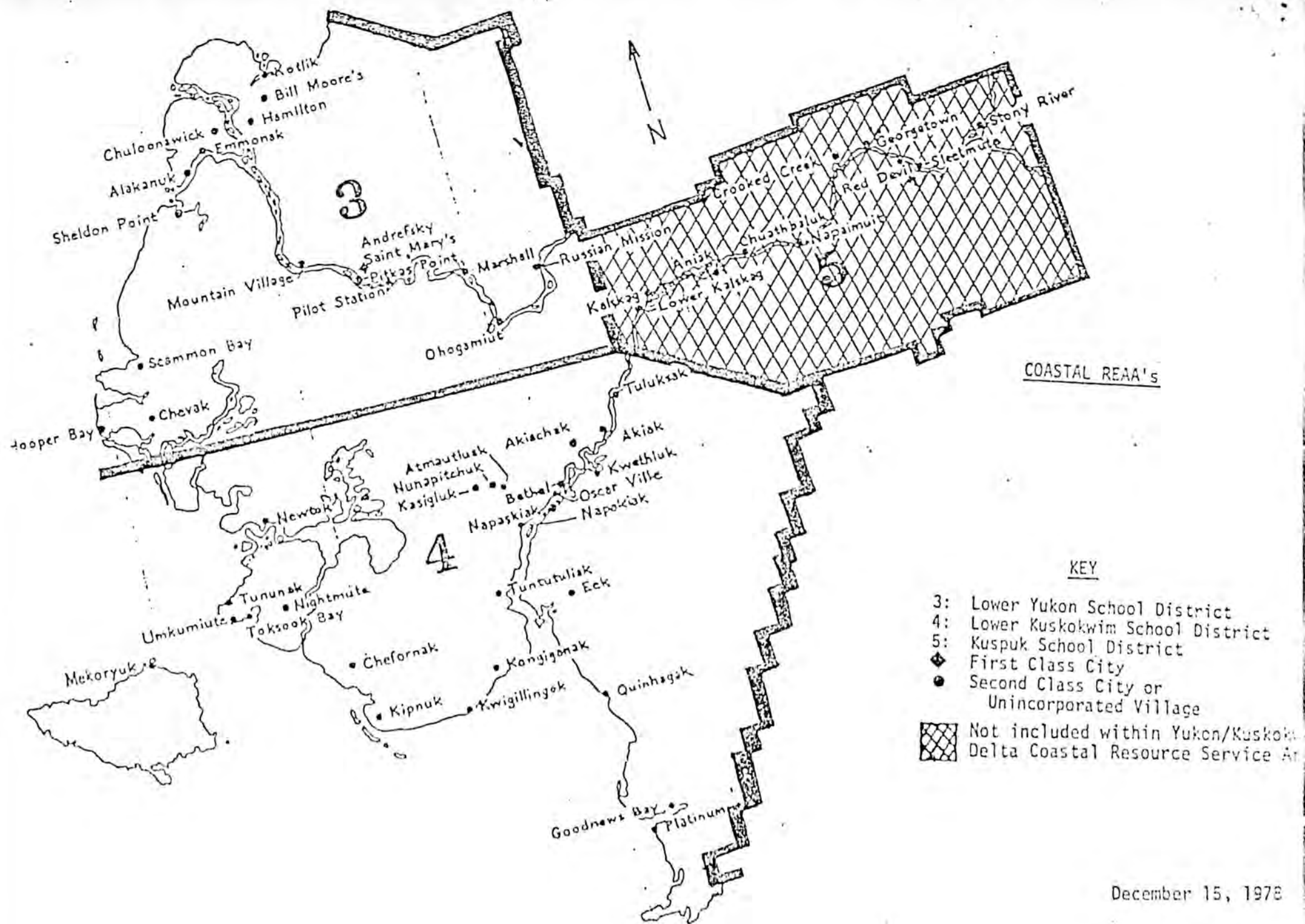
Travel

\$100/trip x 25 trips	=	<u>\$ 2,500</u>
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<u>TOTAL</u>	<u>\$13,500</u>
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SCHEDULE

The period of performance is from February 1, 1979 to May 31, 1979. All project billings will be submitted to the Department within two weeks of the close of the period of performance.



December 15, 1978

STATE OF ALASKA

DEPT. OF COMMUNITY & REGIONAL AFFAIRS
OFFICE OF THE COMMISSIONER

JAY S. HAMMOND, GOVERNOR

225 Cordova Street
Building B
Anchorage, Alaska 99501

November 16, 1978

COASTAL MANAGEMENT IN THE YUKON/KUSKOKWIM DELTA REGION

The Alaska Coastal Management Act of 1977 (AS 46.40) provides for creation of special service areas in the unorganized borough to allow development of regional coastal management programs. These service areas are to consist of one or more existing regional educational attendance areas (REAA's).

AS 46.40.120(b) allows the Commissioner of Community and Regional Affairs to include two or more coastal REAA's in a single service area. Because of strong regional ties which exist in the Yukon/Kuskokwim Delta Region, and because of longstanding interest in coastal management expressed by the Association of Village Council Presidents (AVCP), an existing regional organization, I am considering organizational options for coastal management there.

As shown on the attached map, three REAA's which fall at least partially within the coastal area are located in the region. During November, 1978, our department is conducting public meetings in each of 10 subareas within the region to inform local residents and obtain their views. Division of Community Planning staff members within our department are working with Nunam Kitlusi, Inc. (Protector of the Land, Inc.), the environmental planning arm of AVCP, in carrying out this public outreach program to present organizational options and procedures for coastal management.

We view this effort as a pilot project for approaching coastal management on a regional basis in rural Alaska's unorganized borough.

Since inception of our work in the Yukon/Kuskokwim Delta Region, we have made several presentations to the State Coastal Policy Council. I am circulating this memorandum to ensure you are aware I am actively considering inclusion of two or more adjacent coastal REAA's in the Yukon/Kuskokwim Delta in a single coastal resource service area. I would be pleased to receive any questions or comments you might have. I am requesting that comments be furnished to me by December 4, 1978.

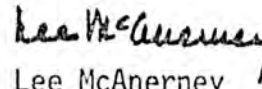
We have set this target date because considerable interest has been expressed within the region in organizing a service area, and initiating development of a coastal management program within the next year. In order for this to occur, we must adhere to the schedule outlined in a second attachment to this memorandum. Once I have determined whether there should be one or more service areas within the region, the next step toward actual organization of a service area (or areas) would be for at least one-fourth of city and village councils within a service area to approve a resolution requesting the State to conduct an election on the question of organization. If

November 16, 1978
Page Two

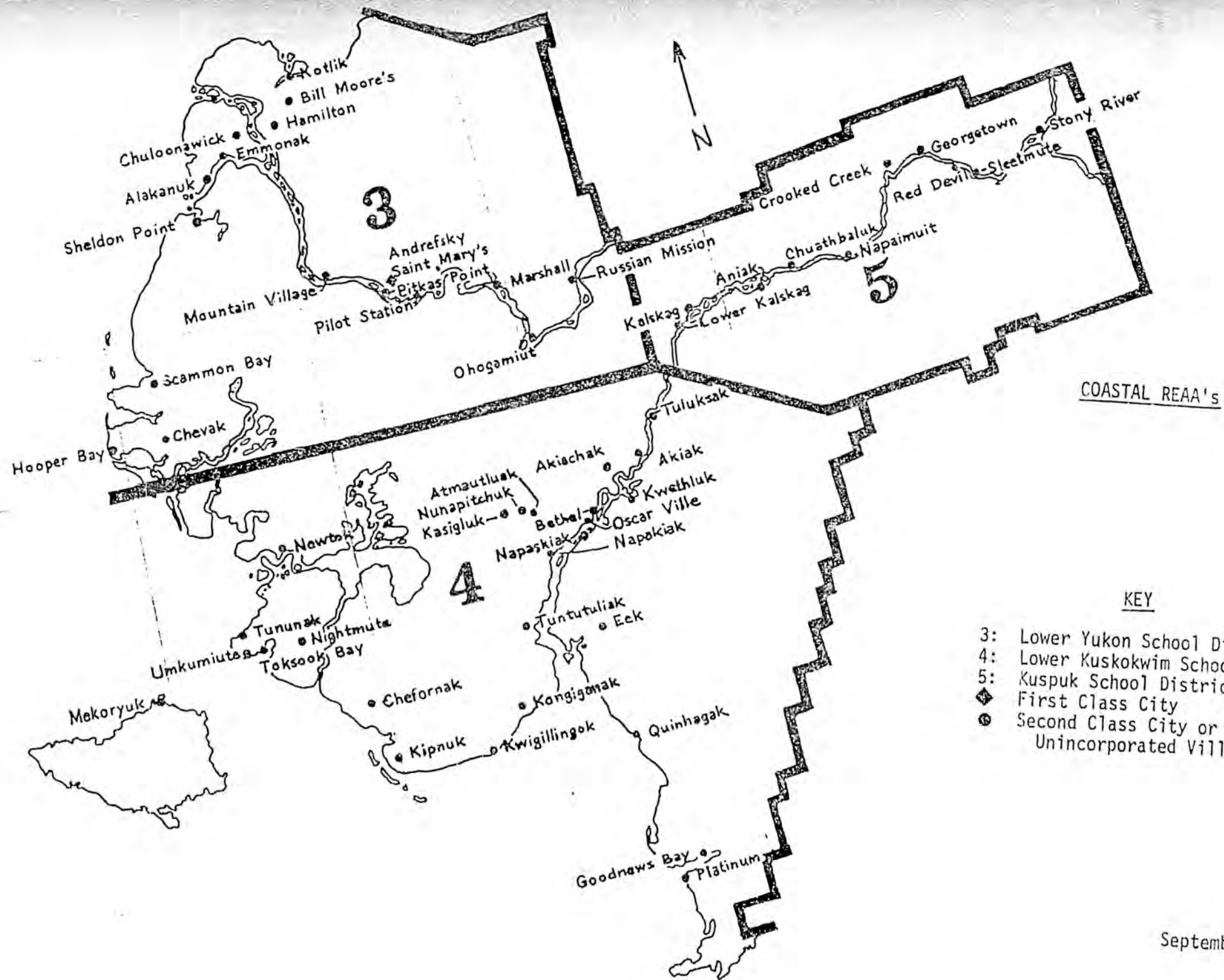
this occurs, and a majority of voters are in favor of organization, a seven-member service area board would then be elected to oversee the coastal program.

Should organization of a service area occur and a board be established, we anticipate a multi-year planning process which would require active coordination with a wide array of local, state, federal and private organizations. We therefore desire that your organization be informed and have an opportunity to be involved at an early stage.

Sincerely,


Lee McAnerney
Commissioner

Attachments (2)



September 29, 1978

PROPOSED SCHEDULE FOR COASTAL RESOURCE SERVICE AREA ORGANIZATION

Sept. 1 Oct. 1 Nov. 1 Dec. 1 Jan. 1 Feb. 1 Mar. 1 Apr. 1 May 1 June 1 July 1 Aug. 1 Sept. 1

Sept. on: Distribution of informational materials on coastal management, and radio and TV broadcasts to publicize this subject, answer questions, and prepare residents for meetings on whether region should consist of one or more coastal resource service areas, and subsequent questions.

Early Dec.: Commissioner of Community and Regional Affairs reviews comments from public meetings and hearings and other sources, and decides whether the region should consist of one or more coastal resource service areas.

Nov.: Public meetings and hearings on whether the region should consist of one or more coastal resource service areas, if a coastal program is undertaken; informational meetings held to discuss organization procedures and introduce a sample resolution calling for an organization election.

Mid-Mar.: Organization election held.

Late May: If organization election is successful, seven-member board to oversee coastal management program is elected.

Mid-Dec. to Mid-Jan.: Resolution calling for an organization election acted upon by villages within a service area, and conveyed to State. The resolution must be passed by at least 25% of city and village councils for an election to be scheduled.

Early Fall: Service area board meets, and work begins.

DISTRIBUTION LIST:

LETTER ON COASTAL MANAGEMENT IN THE YUKON/KUSKOKWIM DELTA

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Alaska Coastal Management Program

OFFICE OF THE GOVERNOR

POUCH AP

JUNEAU, ALASKA 99811

MURRAY WALSH, COORDINATOR,

JUDITH ANDEREGG, PUBLIC INFORMATION

465-3541

COASTAL MANAGEMENT

What is Coastal Zone Management?

Definition

Coastal management is a cooperative effort of the State of Alaska and local governments to do a better job of managing the valuable land and water resources along the Alaskan coast. The Program has three basic objectives:

- (1) to assist local governments in preparing plans and ordinances for their coastal areas;
- (2) to coordinate the activities of State and Federal agencies responsible for management of coastal resources; and
- (3) to give the State and local governments more influence in Federal decisions affecting the coast.

How did it come about?

THE FEDERAL COASTAL ZONE MANAGEMENT ACT

The Federal Coastal Zone Management Act was passed by Congress in 1972. The Act came about because of the recognition by Congress of the national interest in effective management, beneficial use, protection and development of the America's coast line. This interest stems from the importance of coastal living and non-living resources; of increasing and competing demands because of industry, commerce and population growth; of the need for energy production; and of natural, scenic and cultural values that are essential to the well-being of all U.S. citizens. In effect, Congress stated that the key to more effective protection and use of coastal land and water resources was to encourage the states to exercise their authority over lands and waters in the coastal zone. In cooperation with Federal and local governments, coastal states, including Alaska, are developing land and water use programs for the coastal zone, including unified policies, standards and processes for dealing with land and water use decisions.

The Secretary of Commerce was authorized by the Federal Coastal Zone Management Act to make annual grants to any coastal state for the purpose of developing land and water use programs. The 1972 Act specified that for every two

doars of Federal money given for planning, the state would put up one dollar. In 1976, the Act was amended, changing the ratio to four Federal dollars to one state dollar for coastal program development.

The state's planning effort must include an identification coastal boundaries, an inventory of coastal resource uses and activities, and a description of how the coastal land and water uses will be managed.

What is the Coastal Zone?

Defining the coastal zone is probably the most difficult part of the state's planning process. The definition given in the CZMA does not help much. In the Act, the coastal zone is defined as "coastal waters and the adjacent shorelands strongly influenced by each other and in proximity to the shorelines of the several coastal states, and includes transitional and intertidal areas, salt marshes, wetlands sand beaches. The zone extends. . seaward to the outer limit of the United States territorial sea. The zone extends inland from the shoreline only to the extent necessary to control shorelands, the uses of which have a direct and significant impact on coastal waters." So, we are left with subjective judgements of what should and what should not be included in the coastal zone.

Different states have defined it in different ways. Oregon chose a physical boundary: everything seaward of the crest of the state's coastal mountain range. Washington is using the 200-foot line landward from mean high water, except where an estuary or wetland extends further inland. Louisiana chose a three-mile inland limit for its coastal zone landward boundary. Texas is using coastal county lines for its landward boundary. So there is no set rule for what has to be part of the coastal zone.

Boundaries in Alaska will be based on an identification of those areas which are of importance to coastal residents, the state, and the federal government, because of their proximity to coastal waters and their potential for resource protection and economic development.

Why is it needed?

JURISDICTIONS

The coastal area is under the jurisdiction of the

State, the Federal Government, and, in many localities, local governments and private landowners.

Federal agencies will own over 60% of the State's land. Local governments (boroughs, municipalities and villages) will bear the brunt of large-scale change and growth. Rural residents (particularly in the unorganized borough) may fear State interference in their effort manage the development of their own lands. Citizen groups, both those who advocate rapid resource development, and those who fear destruction of the coast's fragile and intensely valuable living resources. The state must develop a program which recognizes and attempts to accomodate the needs and concerns of these groups.

Statistics:

1. How much coastline is there? (See Map A)

47,300 miles	Total	Alaskan coastline
30,000 miles	(63%)	Southeast Alaska
6,500 miles	(14%)	Cape Spencer to Cook Inlet
500 miles	(1%)	Cook Inlet
7,500 miles	(16%)	Kodiak Island through the Aleutians
1,800 miles	(4%)	Between Aleutians and Bering Straight
1,000 miles	(2%)	Arctic shoreline

2. Population: Total Alaskans - 404,634 (1975)

27% increase by 1970, may double by 1990
75% (approximately) live within 10 miles of coast
43% (approximately) live in Anchorage
There are 14 coastal communities of 2,000+
There are about 200 coastal communities in Alaska

3. Who owns lands in Alaska?

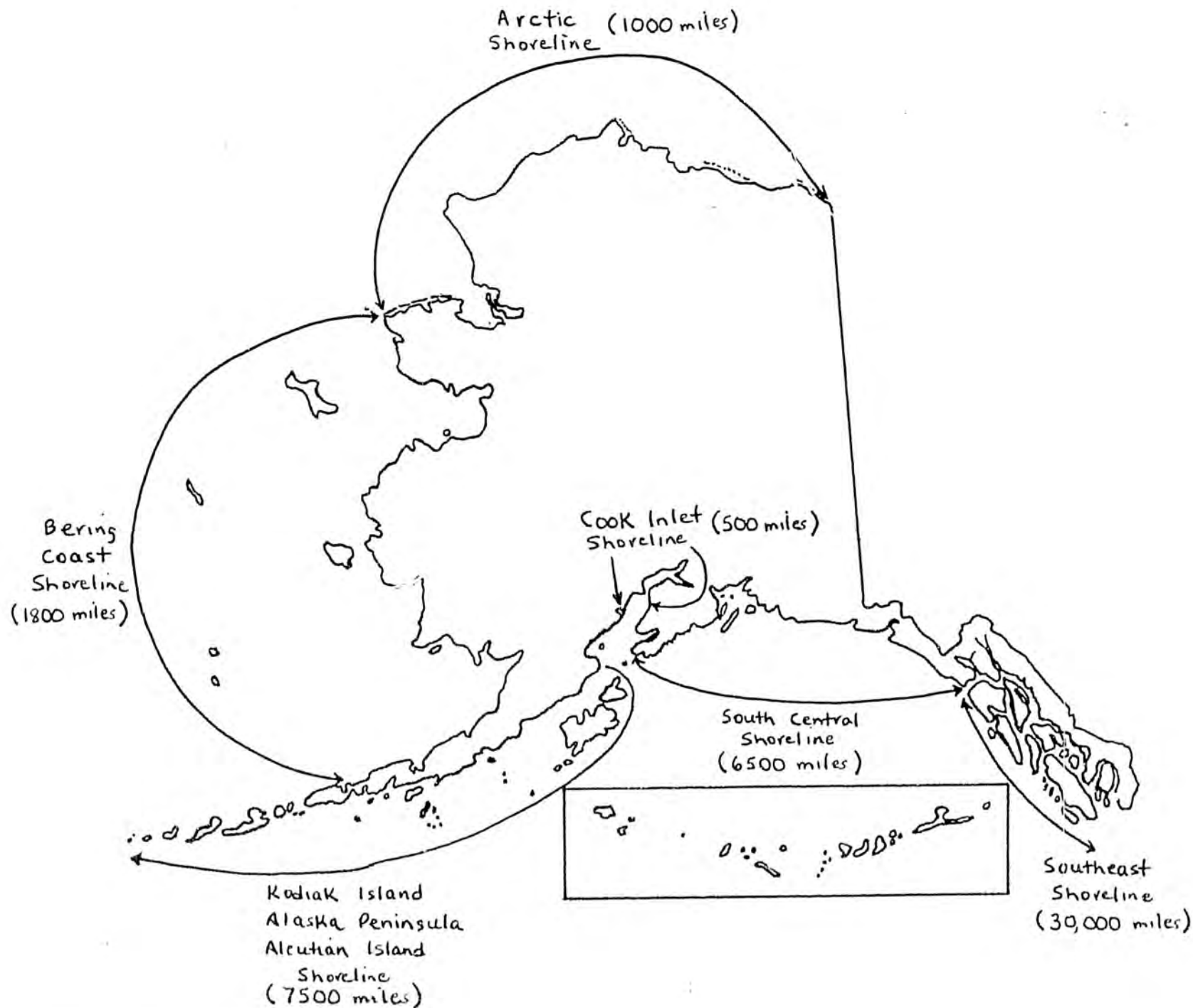
70% Federal ownership
18% State ownership
11% Native ownership
1% Other - Private ownership

4. Who will own the land?

59% Federal ownership
29% State ownership
12% Native and other Private ownership

How Much Alaska Shoreline

MAP A



Fragmentation of Responsibilities

There are a number of Federal Agencies involved in the Coast:

- Department of Agriculture -
 - Soil Conservation Service
 - U.S. Forest Service
- Department of Commerce -
 - Maritime Administration
 - Economic Development Admin.
 - Nat. Marine Fisheries Service
 - Economic Development Admin.
 - Domestic & International Bus. Administration
- Department of Defense -
 - U.S. Navy
 - Corps of Engineers
 - U.S. Air Force
- Energy Research and Development Administration
- Environmental Protection Agency
- Federal Energy Administration
- Federal Power Commission
- Federal Regional Council
- General Services Administration
- Department of Health, Education and Welfare -
 - U.S. Public Health Service
- Department of Housing and Urban Development
 - Housing and Urban Dev.
 - Federal Disaster Assistance Administration
 - Federal Housing Admin.
- Department of the Interior -
 - Bureau of Outdoor Recreation
 - National Park Service
 - Bureau of Indian Affairs
 - Alaska Power Administration
 - U.S. Geological Survey
 - Bureau of Land Management
 - Bureau of Mines
 - Fish and Wildlife Service

- Interstate Commerce Commission
- Nuclear Regulatory Commission
- Department of Transportation -
 - Federal Aviation Administration
 - Alaska Railroad
 - Federal Highway Administration
 - U.S. Coast Guard

There are a total of 43 Federal Offices to be contacted for coastal management activities in Alaska. 24 offices are located in Alaska and 19 offices are located outside of the state.

There are a number of State Agencies involved in the coast:

- Division of Policy Development and Planning
- Department of Commerce and Economic Development
- Department of Community and Regional Affairs
- Department of Environmental Conservation
- Department of Fish and Game
- Department of Natural Resources
- Department of Public Works

There are approximately 56 different permits required in the area of land use for the state of Alaska.

DEC has 6, DFG has 3, DOT has 4, DNR has 43

STATUTORY AUTHORITY AVAILABLE TO COASTAL MANAGEMENT EFFORTS

GOVERNOR'S OFFICE
Division of Policy Development and Planning

ENVIRONMENTAL CONSERVATION

DEC Organization
Environmental Conservation Policy
and Powers
Water Pollution Control
Air Pollution Control
Local Air Pollution Control Programs
Pesticide Control
Prohibited Acts and Penalties

NATURAL RESOURCES

DNR Organization
Alaska Land Act
Land Registration Law
Transfer of Tide/Submerged Lands
Right of Way Leasing Act
Parks and Recreation Facilities
Geological and Geophysical
Surveys
Forest Land Regulation
Water Use Act

FISH AND GAME

DFG Organization
DFG Code
Fisheries and Fishing
Regulation
Anadromous Fish Protection Act
State Game Refuges
DFG Critical Habitat Areas
Salmon Hatcheries

COMMUNITY/REGIONAL AFFAIRS

CRA Organization
Local Boundary Commission
Development Cities

HEALTH AND SOCIAL SERVICES

DHSS Organization
Interference with Salmon Spawning
Streams and Waters

COMMERCE

DOC Organization

HIGHWAYS

DOH Organization
DOH Administration

PUBLIC WORKS

DPW Organization

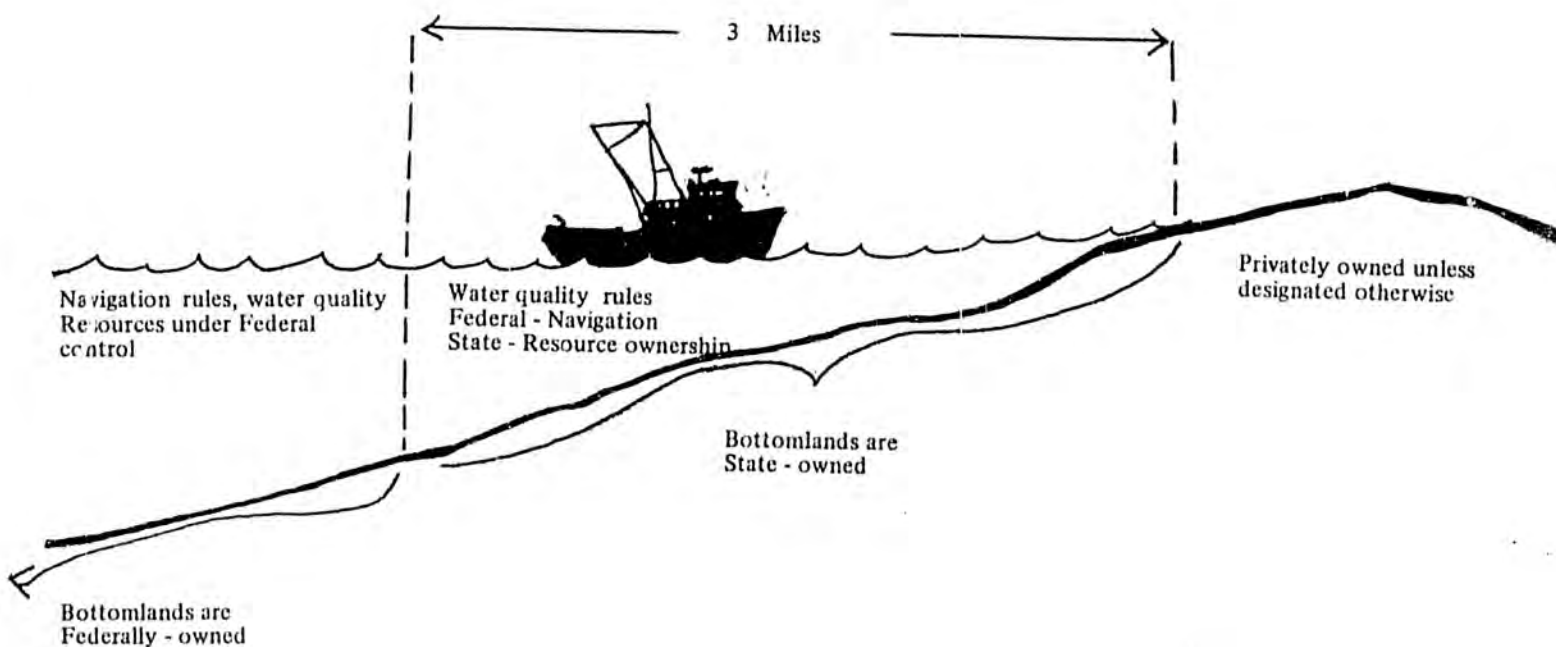
COMMISSIONS

<u>ALASKA COMMERCIAL FISHERIES ENTRY COMMISSION</u>	Regulation of Entry into Alaska's Commercial Fishery
3 Commissioners Appointed by Governor	Pacific Marine Fisheries Compact
Commission on the Conference of the Law Of The Sea	Position on Marine Resources
Borough Planning Commission and Assembly	Areawide Borough Powers and Policy
	Zoning

There are overlapping jurisdictions among agencies (both Federal and State).

Example - Waters out to the three mile limit.

State has jurisdiction over the submerged lands and national resources within the three mile limit. Federal has control over navigational rules within three miles, and submerged lands and natural resources outside of three miles. There will be joint Federal/State management of Fisheries. Federal has control over commerce, power production and flood control.



Values of Resources

1. Location, Catch and Value of Fisheries by species (1975) (See Map B)

	<u>Catch</u>	<u>Value</u>
Salmon	137.6 million lbs.	\$55,302,000
Shellfish	246.9 million lbs.	\$55,272,000
Other fish	52.8 million lbs.	\$14,357,000
Total	437.3 million lbs.	\$124,931,000

* The Russians and Japanese are estimated to have taken 4.3 billion lbs. of bottom fish. With the 200 mile limit and learned expertise on our part, we could vastly change our catch and value of fisheries.

Catch and Value of Fisheries by Region (1975)

	<u>Catch</u>	<u>Value</u>
Southeast	57.4 million lbs.	\$ 21,013,000
Central	256.8 million lbs.	\$ 60,971,000
Western	123.0 million lbs.	\$ 42,947,000
Total	427.2 million lbs.	\$124,931,000

2. Location and Amount of Timber Harvested (1975) (See Map C)

National Forest Lands	413,000,000 board feet
State Lands	33,500,000 board feet
Other	22,150,000 board feet
Total	468,750,000 board feet

Value of 468,750,000 board feet is approximately \$5.1 million.

Annual Average Monthly Employment and Payrolls for Forest Products 1975

Monthly employment	3,378
Payrolls	\$63,200,000

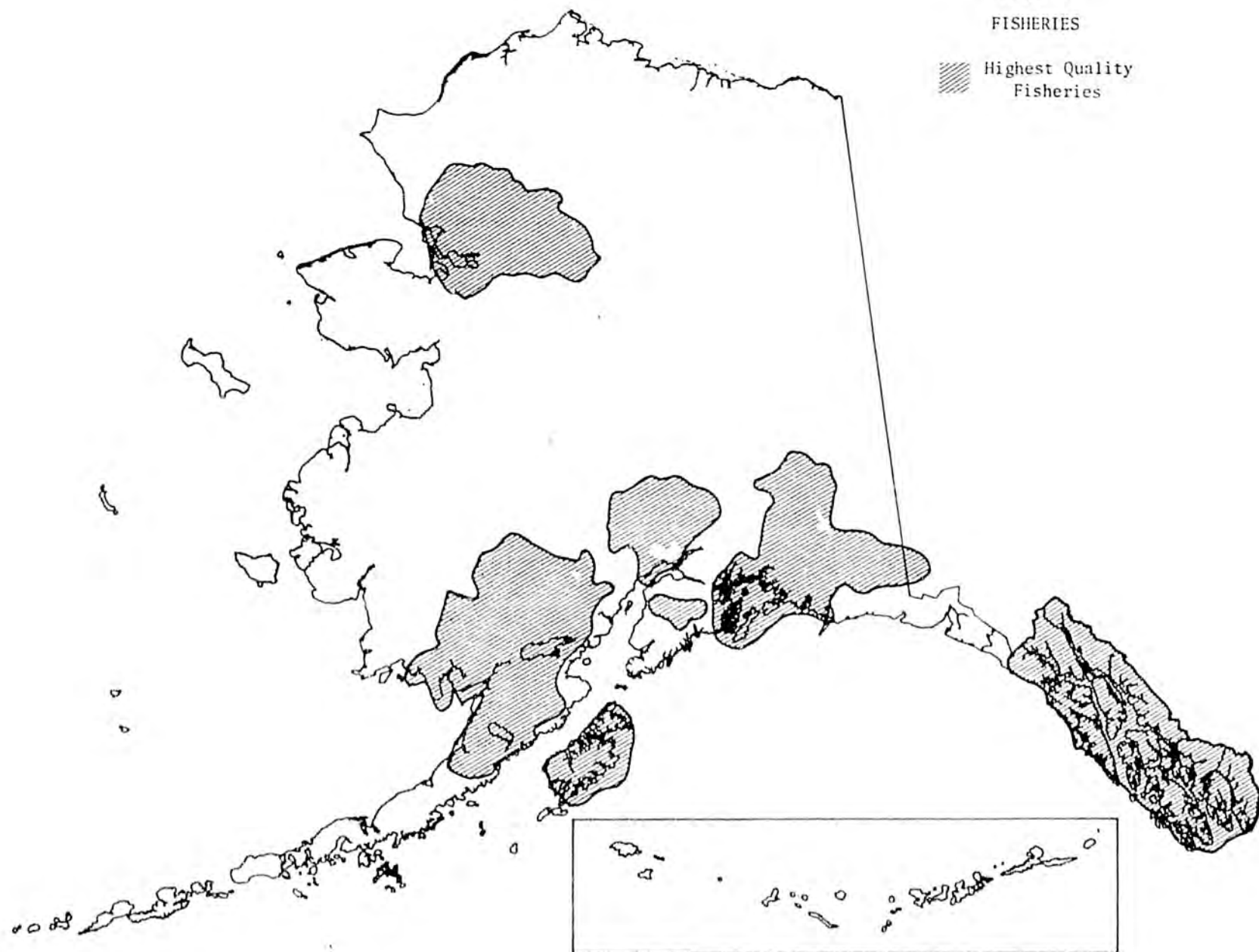
3. Location and Values of Mineral Production (See Maps D,E) 1975

Petroleum	\$360,371,000
Natural Gas	\$ 33,427,000
Sand & Gravel	\$100,041,000
Gold	\$ 2,866,000
Other Minerals	\$ 27,349,000
Total	\$524,054,000

Map B

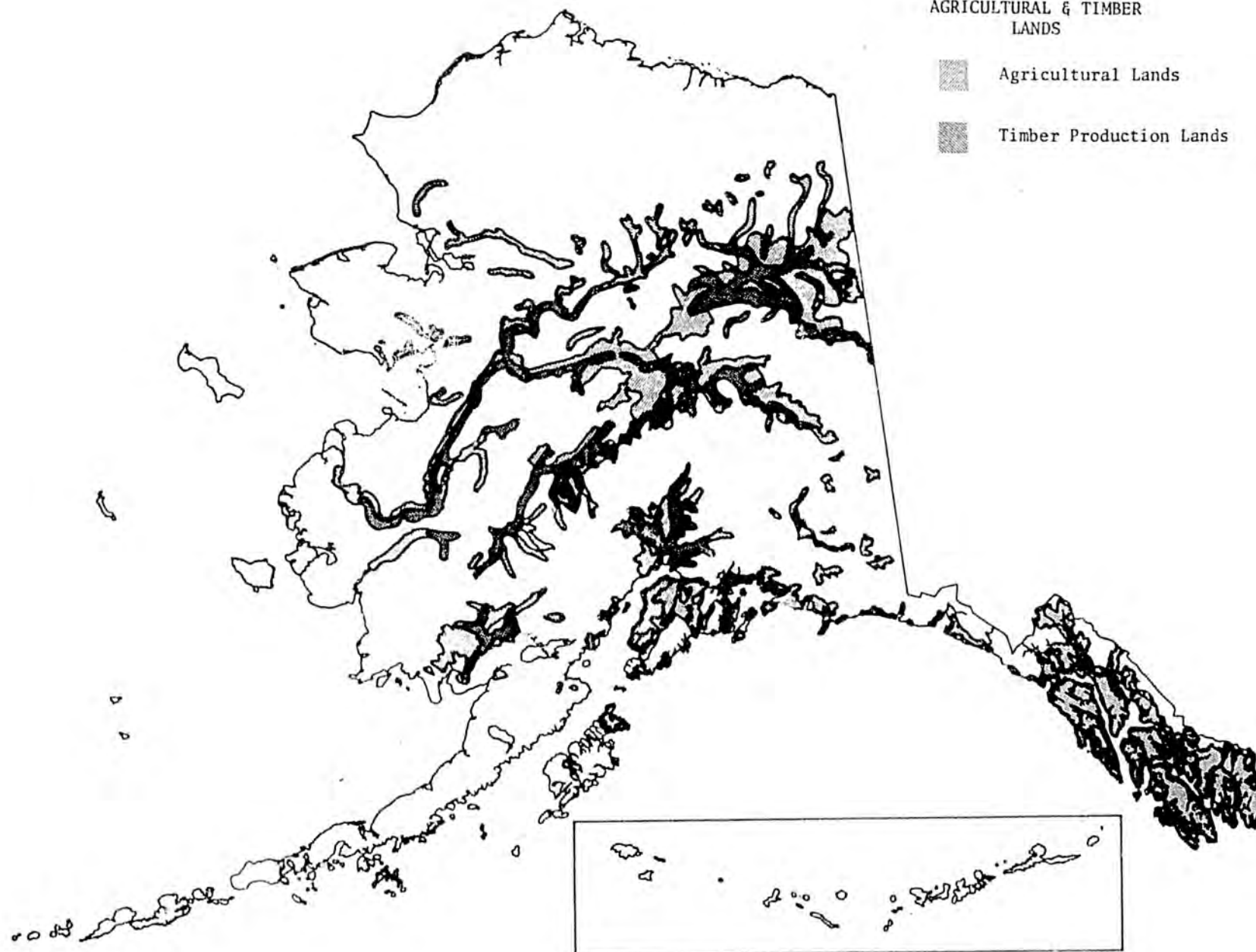
FISHERIES

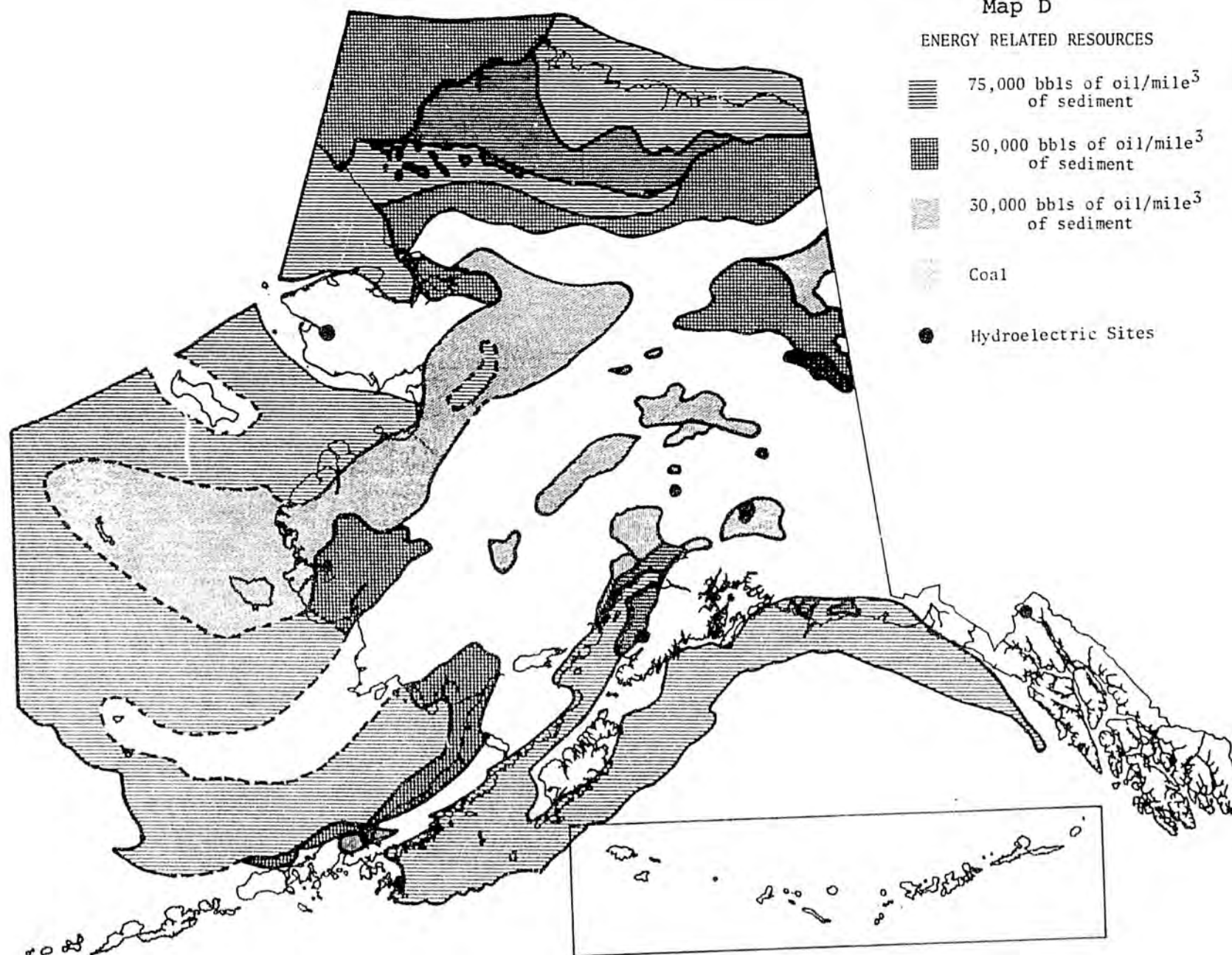
 Highest Quality
Fisheries



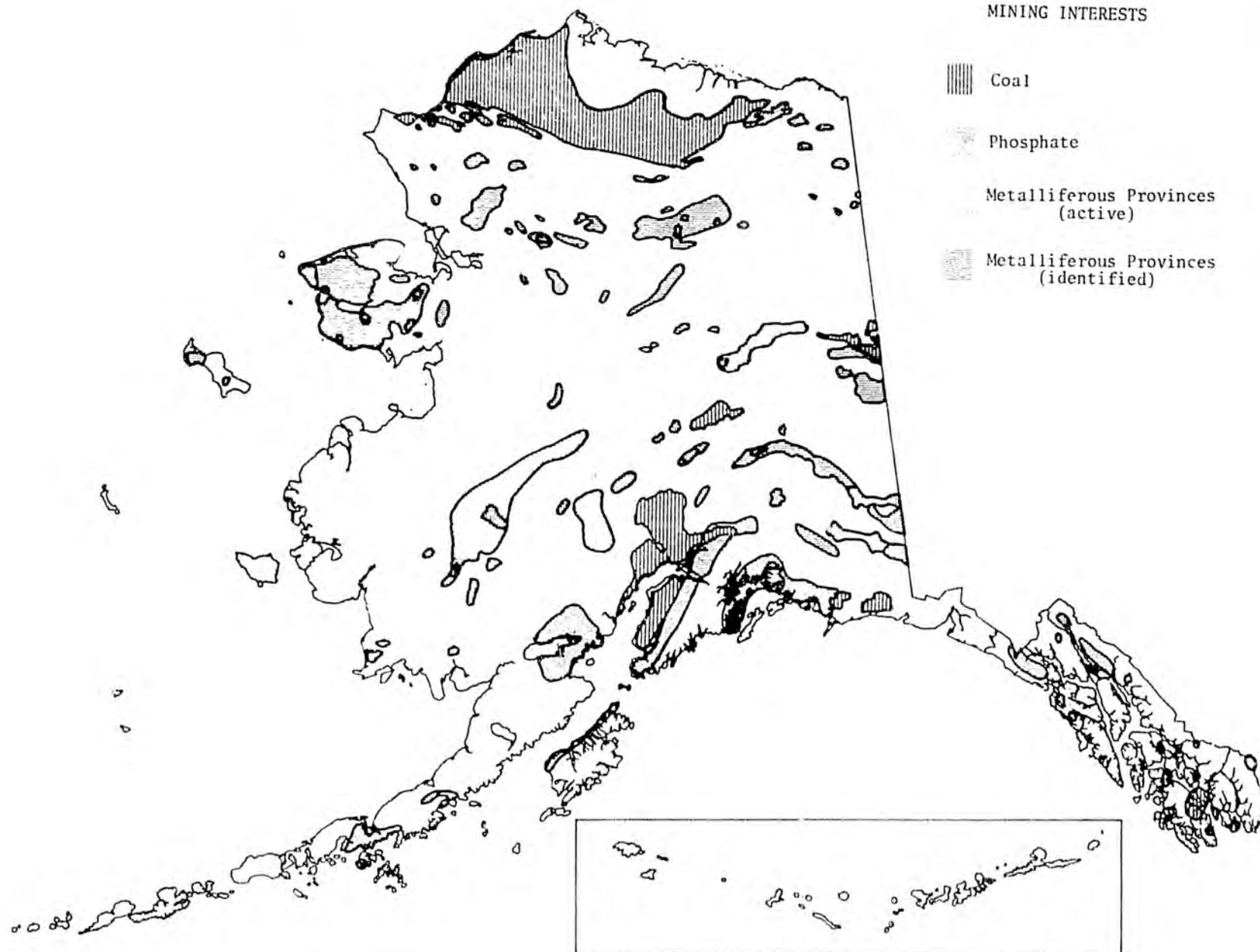
Map C
AGRICULTURAL & TIMBER
LANDS

-  Agricultural Lands
-  Timber Production Lands

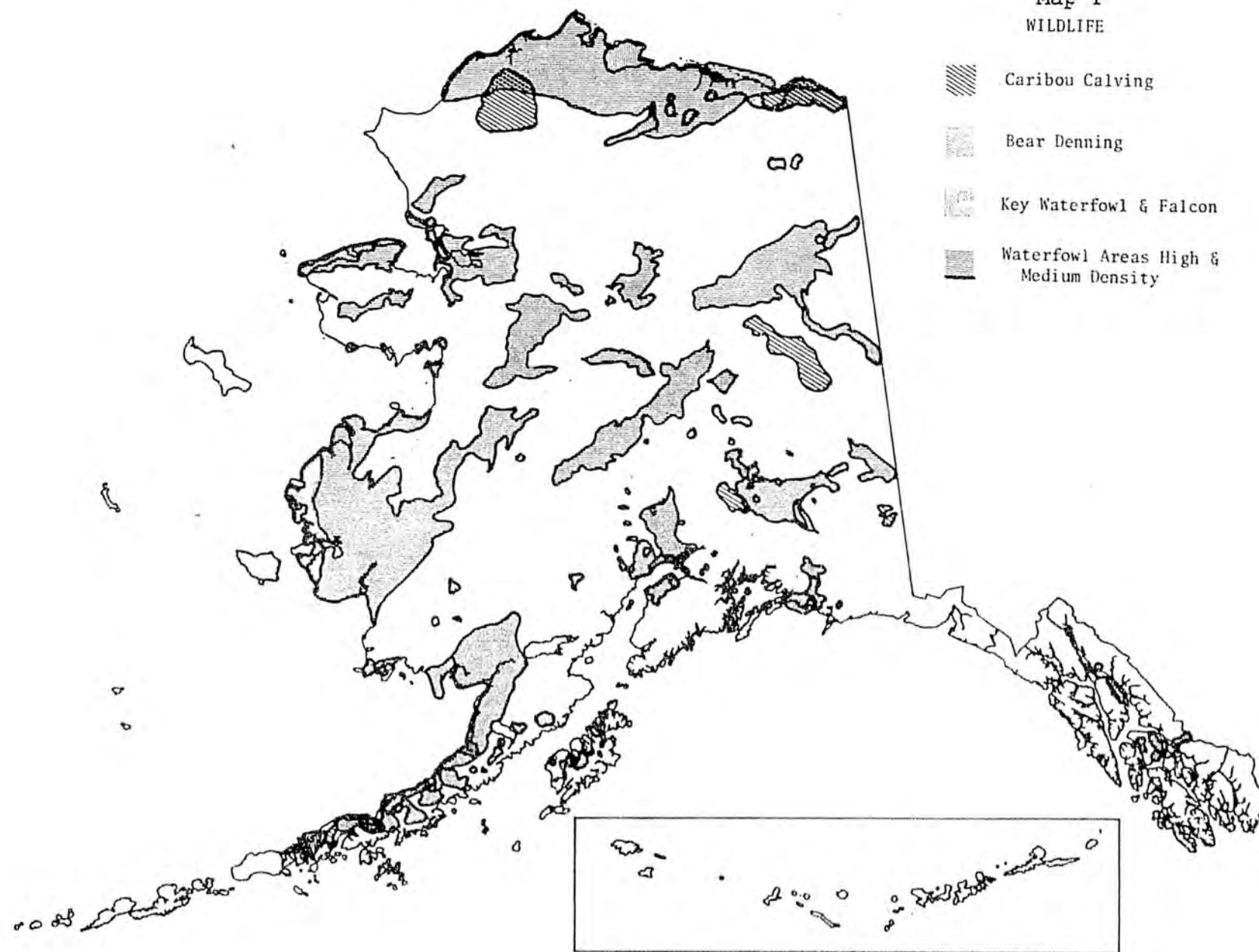




Map E
MINING INTERESTS



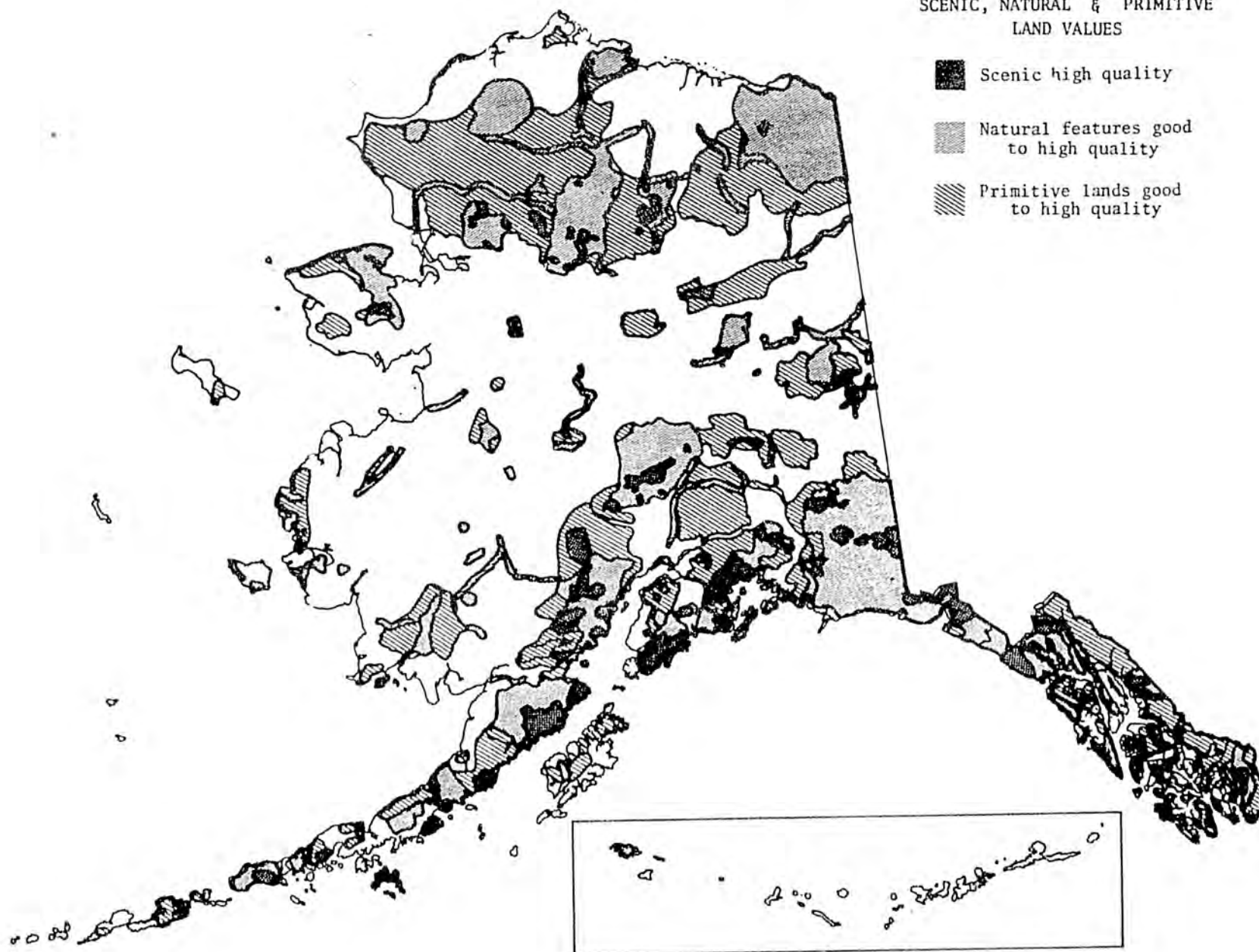
Map F
WILDLIFE



Map G

SCENIC, NATURAL & PRIMITIVE
LAND VALUES

-  Scenic high quality
-  Natural features good to high quality
-  Primitive lands good to high quality



4. Maps F & G show important wildlife, and scenic, natural and primitive values in Alaska.

Statistics are from The Alaskan Economy, Year-End Performance Report 1976 published by State of Alaska Department of Commerce and Economic Development

Maps are from University of Alaska Cooperative Extension Service Alaska's National Interest Lands (D-2) A Summary of Current Congressional Proposals

In Alaska, coastal resource management will be a state-local partnership in managing these coastal uses. When the state's program is completed the Secretary will review it to make sure that the state has adequate authority to manage coastal resources. Also, the Secretary checks to see that the state has consulted and coordinated with Federal agencies, local governments, and citizens.

When the state program has been approved by the Secretary of Commerce, the state is no longer eligible for planning funds, but may apply for implementation funds. These Federal dollars must also be matched by the state on a four-to-one basis. Once the state coastal management program is approved, the activities of Federal agencies must be consistent with the state coastal management program.

The stakes are high in the effort to assure that all resource values are considered in management Alaska's coast. It has been several years since mineral extraction surpassed in value the harvest of living resources. Nonetheless, fish, timber, and wildlife will continue to sustain coastal residents long into the future. The use of living coastal resources is also important for those who wish to maintain a rural or subsistence life style.

There is no shortage of issues or concerns. Establishing a process for resolving them, for dealing with those who have an inherent interest in Alaska's coast, will require great sensitivity, understanding, and effort. This is the reason for the coastal management effort in Alaska.

COASTAL MANAGEMENT ISSUES

(To be dealt with in the State Coastal Management Program)

TRANSPORTATION

- Airports (and Air Traffic)
- Major Highways and the Marine Highway
- Bridges
- Port Development (Docks, floats and breakwaters)
- Navigation Channels and Traffic (Including oil spills)

URBAN/INDUSTRIAL

- Sites necessary for water-related development (ports, boatyards, fish processing plants, energy facility sites, etc.)
- Large-scale waterfront commercial development
- Energy facilities (oil terminals, LNG plants, OCS service bases)
- Large subdivisions on shorelines
- Shoreline industrial

RECREATION

- Parks and large recreation areas
- Shoreline access

AGRICULTURE AND FORESTRY

- Pesticides and herbicides (application)
- Log rafting and storage (in coastal waters and tidelands)
- Forest practices along anadromous fish streams

FISH AND WILDLIFE PRODUCTION

- Protection of spawning streams
- Critical habitat areas (ADF&G designations) (Local nominations)
- Aquaculture (sites and facilities)
- Subsistence areas (identification and management)

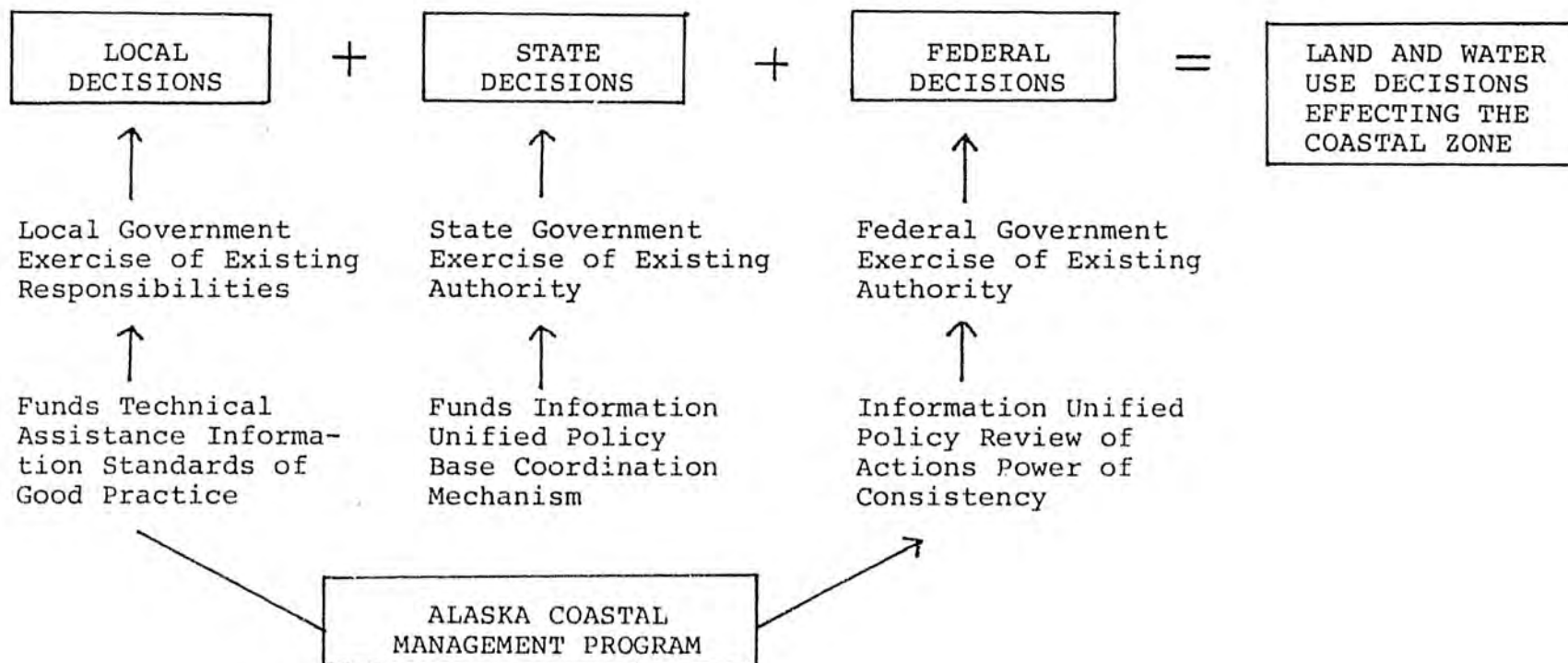
UTILITIES AND PUBLIC FACILITIES

- Transmission lines
- Pipelines
- Sewage services
- Public water supply
- Dams
- Bank stabilization

MINING, DREDGING AND FILLING

- Minerals mining
- Oil and gas drilling
- Dredge and fill in public waters and shorelines

WHAT DOES THE ALASKA
COASTAL MANAGEMENT PROGRAM DO?



The Alaska Coastal Management Act of 1977

"Management of Coastal Resources"

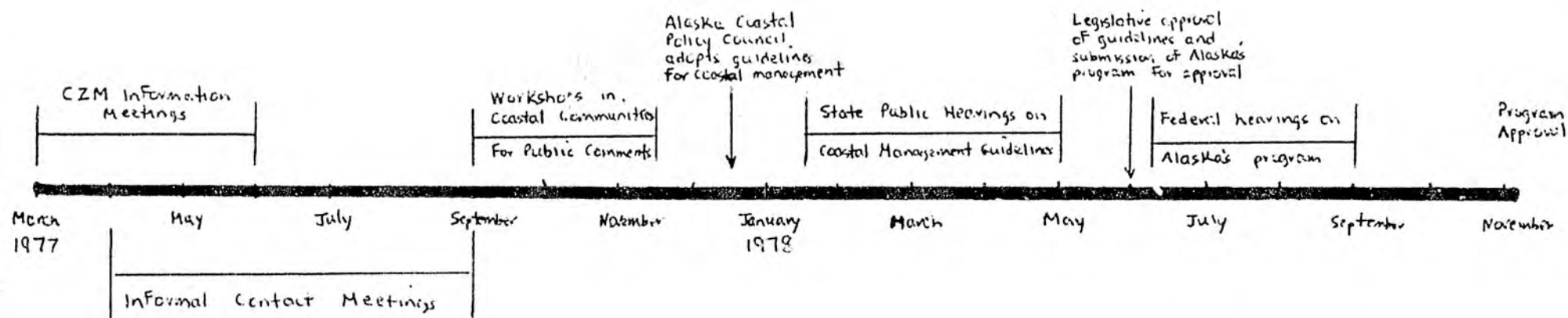
The Alaska Coastal Management Act resulted from several months of work by the Committee on Coastal Zone Management, established during the ninth session of the Legislature by House Concurrent Resolution No. 123.

The Act does three things:

1. A Coastal Management Policy Council is established. The Council has 16 members appointed by the Governor. Nine members are to be a mayor or a member of the assembly of a coastal municipality; seven members are commissioners of State departments. Each municipality representative will be from a different coastal region.
2. A system of coastal planning is established, which ties together State and local management of coastal resources. The Council will develop a set of guidelines for the management of coastal land and water uses. These guidelines will be used by municipalities to prepare local coastal plans. In many cases, the local plan may be the comprehensive plan which has already been prepared and adopted by the municipality. In another community, the local plan may need to be revised to meet the guidelines prepared by the Council. After approval by the Council, the State must respect the local plan in the granting of permits and other regulatory actions which affect coastal resources. State agencies must also coordinate their actions using the guidelines prepared by the Council.
3. In the unorganized borough, the legislation provides an opportunity for residents (within Rural Education Attendance Areas) to hold an election to form a "coastal area board". Once formed, the board would prepare a local coastal program. The Council would review and approve the plan from the local coastal area board in the same manner as it deals with plans from municipalities. However, the legislation does not give any zoning or other authority to the coastal area board to carry out the plan. The plan would be carried out by the State, but in a manner consistent with the locally-prepared plan.

The Act will provide for a single set of "rules" for the regulation of coastal resources by the State and local governments. Once Alaska's coastal program is approved by the Federal government, Federal agencies must respect the State program, and approved local plans.

The Council, acting through the Department of Community and Regional Affairs, would provide considerable technical and financial assistance to communities responsible for preparing local plans.



Basic Timeline For Formulation and Review of the Alaska Coastal Management Program

ALASKA COASTAL MANAGMENT PROGRAM PUBLIC PARTICIPATION SCHEDULE

The attached is a tentative schedule for the Alaska Coastal Management Program public information and participation effort. During the spring of 1977, ACMP held public information meetings in coastal Alaska communities to make preliminary community contacts, to disseminate information and to encourage public input.

During the summer of 1977, we have been establishing a communication network with interest groups, communities and other interested parties.

In the fall, workshops will be held in coastal communities to help formulate State coastal management policy. The Alaska Coastal Policy Council will use the results of public workshops to adopt guidelines for management of coastal land and water uses. These guidelines will be approved by the Legislature. The guidelines, along with the other component parts of the program (boundaries of the coastal zone, authorities for carrying out management responsibility, etc.), will be submitted to the Office of Coastal Zone Managment in the U.S. Department of Commerce, in June of 1978. The purpose of the Federal review is to insure that the State of Alaska has adequate authority to manage coastal resources, and that the State has coordinated with Federal and local governments.

After the draft document has been submitted to OCZM, public hearings again will be held, for further public review. The draft document submitted in June, 1978 will be revised based on comments from Federal and State agencies, and the general public. The document will then be re-submitted in final form to OCZM in September of 1978 for final approval.

STATE OF ALASKA

JAY S. HAMMOND, Governor

TERRY MILLER
LIEUTENANT GOVERNOR

OFFICE OF THE LT. GOVERNOR

DIVISION OF ELECTION

POUCH AA-JUNEAU 99811

April 6, 1979

FOR YOUR INFORMATION:

YUKON/KUSKOKWIM DELTA COASTAL RESOURCE SERVICE AREA

An election will be held on May 15, 1979 on the question of establishing a Coastal Resource Service Area in the Yukon/Kuskokwim Delta. This area includes REAA 3 and 4 in a single service area. The city of Bethel is excluded from the service area but the city of St. Marys is included in the service area. The precincts that will be voting are as follows: Alakanuk, Chevak, Emmonak, Fortuna Ledge, Hooper Bay, Kotlik, Mountain Village, Pilot Station, Pitkas Point, Russian Mission, Scammon Bay, Sheldon Point, St. Marys, Akiachak, Akiak, Atmautluak, Cheformak, Eek, Goodnews Bay, Kasigluk, Kipnuk, Kongiganak, Kwethluk, Kipnuk, Kongiganak, Kwethluk, Kwigillingok, Napakiak, Napaskiak, Newtok, Nightmute, Nunapitchuk, Nunivak Island, Platinum, Quinhagak, Toksook Bay, Tuluksak, Tununak, and Tuntutuliak.

The election supervisors will be in contact with each precinct to establish an election board for the May 15th election. Absentee ballots by mail are available from Lieutenant Governor Terry Miller, Pouch AA, Juneau, Alaska 99811. A small supply of absentee ballot applications is attached for distribution to any interested persons. For further information on absentee voting locations, please contact Election Supervisor in Nome or Election Supervisor in Fairbanks. Jo Ann Crane, P.O. Box 577, Nome, Alaska 99762, phone: 443-5285 and Anne Spielberg, 675 7th Avenue, Fairbanks, Alaska, phone: 452-5111.

The organization election will be held under the general procedures as prescribed for a General Election.

If the voters approve the organization of a Coastal Resource Service Area, another election will be held to elect the members of the Coastal Resource Service Area board. If voters disapprove establishment of the Coastal Resource Service Area, no other elections will be held.

If you have additional questions, please do not hesitate to contact Lieutenant Governor Miller, the Director of Elections, or any Election Supervisor.

Sincerely,

Patty Ann Polley
Patty Ann Polley
Director of Elections

YUKON/KUSKOKWIM DELTA COASTAL RESOURCE SERVICE AREA
CANDIDATES FOR BOARD

The election for the seven member board of the Yukon/Kuskokwim Delta Coastal Resource Service Area, is scheduled for September 11, 1979. The filing deadlines for candidates is August 10, 1979. The nominating petitions must be received by the Election Supervisor, P.O. Box 577, Nome, Alaska 99762, Election Supervisor, 675 7th Avenue, Fairbanks, Alaska 99701, or by Lieutenant Governor Miller, Pouch AA, Juneau, Alaska 99811, no later than 4:30 p.m., August 10, 1979. Do not wait to mail the nominating petition. The seven seats in the Yukon/Kuskokwim Delta Coastal Resource Service Area, have been designated as follows:

- | | |
|--------|--|
| Seat 1 | Kotlik, Emmonak, Alakanuk, and Sheldon Point |
| 2 | Scammon Bay, Hooper Bay, and Chevak |
| 3 | Mountain Village, Andreadsky, St. Mary's, Pitkas Point, Pilot Station, Fortuna Ledge (Marshall), and Russian Mission |
| 4 | Newtok, Tununak, Toksook Bay, Nightmute, Mekoryuk, and Cheforak |
| 5 | Kipnuk, Kwigillingok, Kongiganak, Tuntutuliak, Akolmiut (Nunapitchuk & Kasigluk), and Atmautua |
| 6 | Napakiak, Napaskiak, Oscarville, Kwethluk, Akiachak, Akiak, and Tuluksak |
| 7 | Eek, Quinhagak, Goodnews Bay, and Platinum |

The seat number for which you are a candidate must appear on the nominating petition. A candidate must live in the designated area in order to run for that seat. The ten registered voters who sign the nominating petition must live in the area of the seat designation. For example, a candidate who lives in Section 1, must run for Seat 1, and must get ten registered voters from Section 1 to sign the petition.

**STATE OF ALASKA
SAMPLE BALLOT**

FOLD BALLOT TO THIS LINE

**NORTHWEST ARCTIC COASTAL RESOURCE SERVICE AREA BOARD ELECTION
June 26, 1979**

- Mark only by use of cross marks, "X" marks, checks or plus signs. Place marks in square at the left of the candidates.
- Marks must be inside or touching the square so as to indicate the intent of the voter. Erasures and corrections will invalidate only that part of the ballot in which it appears.
- Do not vote for more than the indicated number of names for each office. To vote for a person whose name is not printed on the ballot, you may write his or her name in the blank spaces provided. Stickers with candidates' names may be used in lieu of writing in the name.
- If you spoil or mar your ballot, you may return it to the election judge and receive another ballot. Your spoiled ballot will be destroyed in your presence.

SEAT 1

(Vote for One)

☐ BARR, SAMUEL P., SR. 406

☐

(Candidates must reside in Kivalina or Noatak)

SEAT 2

(Vote for One)

☐ SMITH, MARTIN L. 39

☐ WELLS, ALFRED, SR. 155

☐ WESTLAKE, LARRY, SR. 246

☐

(Candidates must reside in Kiina or Noorvik)

SEAT 3

(Vote for One)

☐ BLOWER, JOHN 85

☐ CLEVELAND, LEVI 355

☐

(Candidates must reside in Ambler, Kobuk or Shungnak)

SEAT 4

(Vote for One)

☐ CARTER, JOHN K., SR. 215

☐ MOTO, RONALD R. 116

☐ MOTO, TAYLOR, JR. 100

☐

(Candidates must reside in Buckland, Deering or Selawik)

SEAT 5

(Vote for One)

☐ SCHAEFFER, JOHN W., JR. 401

☐

(Candidates must reside in Kotzebue)

SEAT 6

(Vote for One)

☐ ADAMS, ALBERT P. 195

☐ CONWELL, EVELYN L. 164

☐ WHITE, GEORGE 91

☐

(Candidates must reside in Kotzebue)

SEAT 7

(Vote for One)

☐ SCHUERCH, TONY 208

☐ TIEPELMAN, DENNIS J. 238

☐

(Candidates must reside in Kotzebue)

NORTHWEST ARCTIC COASTAL RESOURCE SERVICE AREA
CANDIDATES FOR BOARD

The election for the seven member board of the Northwest Arctic Coastal Resource Service Area, is scheduled for June 26, 1979. The filing deadlines for candidates is May 25, 1979. The nominating petitions must be received by the Election Supervisor, P.O. Box 577, Nome, Alaska 99762, or by Lieutenant Governor Miller, Pouch AA, Juneau, Alaska 99811, no later than 4:30 p.m., May 25, 1979. Do not wait to mail the nominating petition. The seven seats in the Northwest Arctic Coastal Resource Service Area, have been designated as follows:

- | | |
|--------|--------------------------|
| Seat 1 | Kivalina/Noatak |
| 2 | Kiana/Noorvik |
| 3 | Ambler/Kobuk/Shungnak |
| 4 | Buckland/Deering/Selawik |
| 5 | Kotzebue |
| 6 | Kotzebue |
| 7 | Kotzebue |

The seat number for which you are a candidate must appear on the nominating petition. A candidate must live in the designated area in order to run for that seat. The ten registered voters who sign the nominating petition must live in the area of the seat designation. For example, a candidate who lives in Section 1, must run for Seat 1, and must get ten registered voters from Section 1 to sign the petition.

An information sheet which gives information on the Coastal Resource Service Area and the duties of the seven board member is attached. Other information is also attached.

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 Chefnak, 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.

ning Seminar
rch 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

Charlie Kairaiuak
President

CK/hr

Enclosure: 1

Planning & Applied Research Center

P.O. Box 2217
Anchorage, Alaska 99510
(907) 333-8260 or 263-1767

ing In:
ing
nomic Studies
cial Science
Geology
Local Government
Architectural Design

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).

is 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:

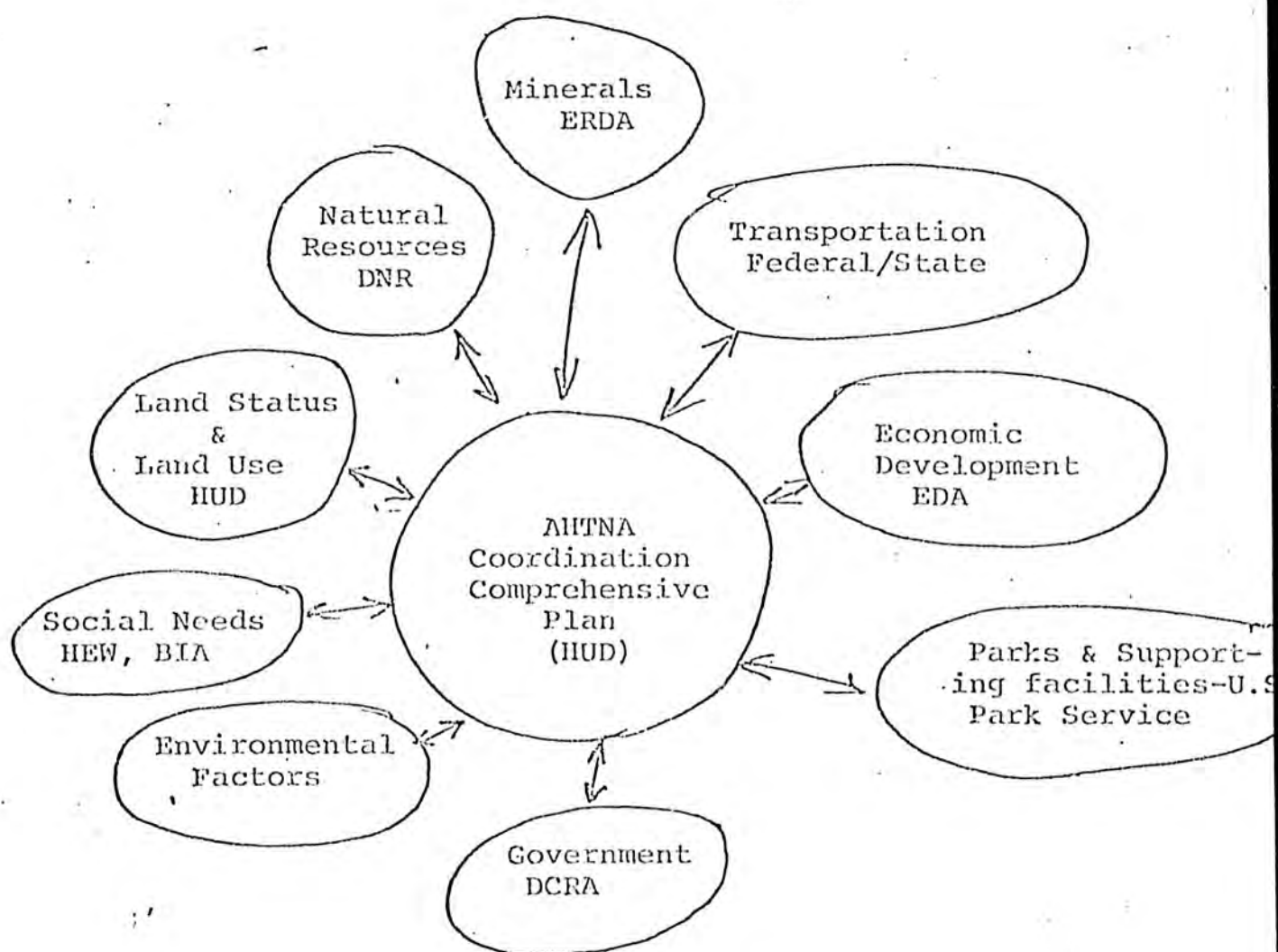
- (1) Develop a final budget and commitment of AHTNA participation,
- (2) Set a date for a meeting with selected federal and state representatives to explain this concept of a "Model Region" and ask their cooperation,
- (3) Contact writers and assign projects,
- (4) Develop a timetable of deadlines to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

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

jp

Fig 1

Possible funding from Participating Agencies



"Model Region Program"
1979

Lidia Selkregg

ALASKA HOUSE OF REPRESENTATIVES

FIRST SESSION

1979
ROLL CALL

ELEVENTH LEGISLATURE

YEA N-Y NAY

• Anderson _____
 • Barnes _____
 • Beirne _____
 • Bettisworth _____
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 • Phillips _____
 • Randolph _____
 • Rogers _____
 • Schaeffer _____
 • Smith _____
 • Zharoff _____

Cross

Speaker

*adoption
of C.S. for
AC K12*

PROCEDURAL MOTIONS

• Amended _____
 • Amended Senate _____
 • Amended House _____

• Special _____
 • Effective Date _____

TITLES

• Free Conf Comm Sub _____
 • House Comm Sub _____
 • Senate Comm Sub _____

• Comm Sub _____
 • Sponsor Sub _____

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 Sept. 6
 Oct. 7
 Nov. 8
 Dec. 9

NORTH SLOPE BOROUGH

P. O. BOX 69
BARROW, ALASKA

TELEPHONE (907) 85

REP. BILL PARKER

POUCH V

JUNEAU, AK

ARCTIC COASTAL ZONE
MANAGEMENT PROGRAM

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ALASKA

THE ARCTIC COASTAL ZONE MANAGEMENT NEWSLETTER

Issue No.: Nineteen

Date: April 1979

The Borough Offshore Ordinances

NSB Thwarts Industry Opposition

Culminating a 3-year effort by Mayor Eben Hopson to join formally with environmental groups to plan the environmental defense of the Arctic, the Borough employed the services of Trustees for Alaska to design a legal regime for implementing its Arctic Coastal Zone Management Program (see ACZM Newsletter, Oct., 1978). Trustees for Alaska (TfA) is Alaska's only public interest environmental law firm, a non-profit organization established in 1975 to serve as the legal arm of the environmental movement with a membership of about 1,000. TfA recently completed its draft ordinances designed to "fill in" until the Borough Assembly formally approves its Coastal Zone Management Program. These draft ordinances were circulated in the state for comment from industry and government officials.

Reaction to the proposed interim ordinances reached highwater when SOHIO-BP joined with the Alaska Department of Natural Resources in mid-March to seek legislation suspending the NSB's planning and zoning authority at Prudhoe Bay.

On Friday, March 9th, TfA attorney, Rob Mintz, notified NSB officials of rumors of a deal having been cut in Juneau to seek legislation to suspend NSB planning and zoning authority until the Borough's District Coastal Zone Management Plan could be approved by both the Alaska Coastal Policy Council, and the State Legislature. NSB officials confirmed the truth of these rumors over the weekend, and consulted with Senator Frank Ferguson (D-Kotz), whose Senate District includes all of the North Slope Borough. Acting with the quick strength for which he has reputation, Senator Ferguson put a stop to SOHIO's legislative plans by arranging for the defeat of Senate Concurrent Resolution 12, by holding the Resolution hostage upon notice of recon-

sideration.

NSB officials were disappointed by SOHIO-BP's tactics, but by the end of the week they were optimistic that the episode had forced oil industrial lawyers to finally sit down with TfA to discuss their anxieties about the NSB's assertion of planning and zoning authority over the Arctic oil fields. It was felt much of the negative reaction to TfA's draft ordinances could now be replaced with constructive cooperation leading to the introduction of planning and zoning ordinances all could support at public hearings of both the NSB Planning and Zoning Commission and Assembly.

Background

The national Coastal Zone Management Program began in California as a beach and water-front conservation program able to deal with both coastal resource development, coastal urbanization, and natural erosion. The California state program became the ideal model for what became the national Coastal Zone Management Program created by the Coastal Zone Management Act of 1972. Through later amendments, Federal coastal zone management emerged as important OCS facilitation legislation providing money for badly-needed planning necessary for State and local cooperation with the national Outer-Continental Shelf (OCS) oil and gas development program.

Alaska's legislation was slow and reluctant to enact the Alaska Coastal Management Act of 1977. CZM seemed to have high potential for political mischief, and to insure adequate legislative oversight over Alaska's new CZM program, the Legislation required all CZM

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regulations implementing the Act to be approved by both houses of the legislature. Drafting these regulations would be the first task of the new Coastal Policy Council, to which Governor Jay Hammond appointed NSB Mayor Eben Hopson and eight other elected local government leaders from throughout the State. These nine local government officials sat with seven cabinet-level State officials. The 18 person commission was presided over by Juneau Borough Assemblyman, Roger Allington, and Fran Ulmer, Director of the Governor's Division of Policy Development and Planning (DPDP), part of which became the new Office of Coastal Management (OCM). OCM staff served as staff for the Coastal Policy Council, and developed the draft regulations for the new A.S. 46.40, Water, Air and Environmental Conservation Chapter 40—The Alaska Coastal Management Program.

Most of the new coastal policy commission viewed CZM with the same suspicion in which it was held by the legislature.

This suspicion was fueled by the Act's misty definition of land "uses of state concern" (A.S. 46.40.210(6)):

(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 to 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 dependent upon coastal locations;
- (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 their effect on the economy of the state or surrounding area, are reasonably likely to present issues of more than local significance;
- (d) facilities serving statewide or inter-regional transportation and communication needs; and
- (e) uses in areas established as state parks, or recreational areas under A.S. 41.20 or state game refuges, game sanctuaries or critical habitat areas under A.S. 16.20.

As the Coastal Policy Council worked to write regulations to implement the State's new Coastal Management Program, it adopted the policy to steer clear of further definition of "uses of state concern," although at the specific request of SOHIO-BP the Council did include the following language in the regs: "Districts shall consider the uses authorized by the issuance of state leases for mineral and petroleum resource extraction are uses of state concern. District programs and plans must be consistent with those uses."

There was considerable debate over how the Alaska

Coastal Policy Council should deal with District CZM plans restricting or excluding land uses of state concern. This was particularly important for the NSB's desire to regulate the siting of oil field activity in order to protect and rehabilitate critical subsistence habitat from unnecessary harm.

The State's CZM law prohibits unreasonable or arbitrary restriction or exclusion of land and water use of state concern, and authorizes the Coastal Policy Council to reject District plans containing such exclusions or restrictions. However, Section 46.40.060 say that "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 restrictions or exclusion on an analysis showing that the proposed use is incompatible with the proposed site."

If the Coastal Policy Council were to find parts of the NSB's District CZM plan to be arbitrarily or unreasonably restrictive of uses of state concern, the law provides a mediation process involving public hearings. If a dispute about such restrictions cannot be settled through mediation, the law says that the Coastal Policy Council can call a hearing under the State's Administrative Procedures Act to arrive at findings of fact and issue an order to resolve the dispute. If necessary, the Council's order could be appealed in court.

With all this in mind, the NSB Planning Department began CZM planning early in 1977 by focusing upon the coastal area under pressure from proposed offshore lease sales between the Colville River to the West, and the Canning River to the East, the greater Prudhoe Bay area. Phase I of a proposed four-phase District CZM plan. This plan was prepared in close cooperation with State authorities, and was partly funded by Federal CZM planning grant funds from NOAA's Office of Coastal

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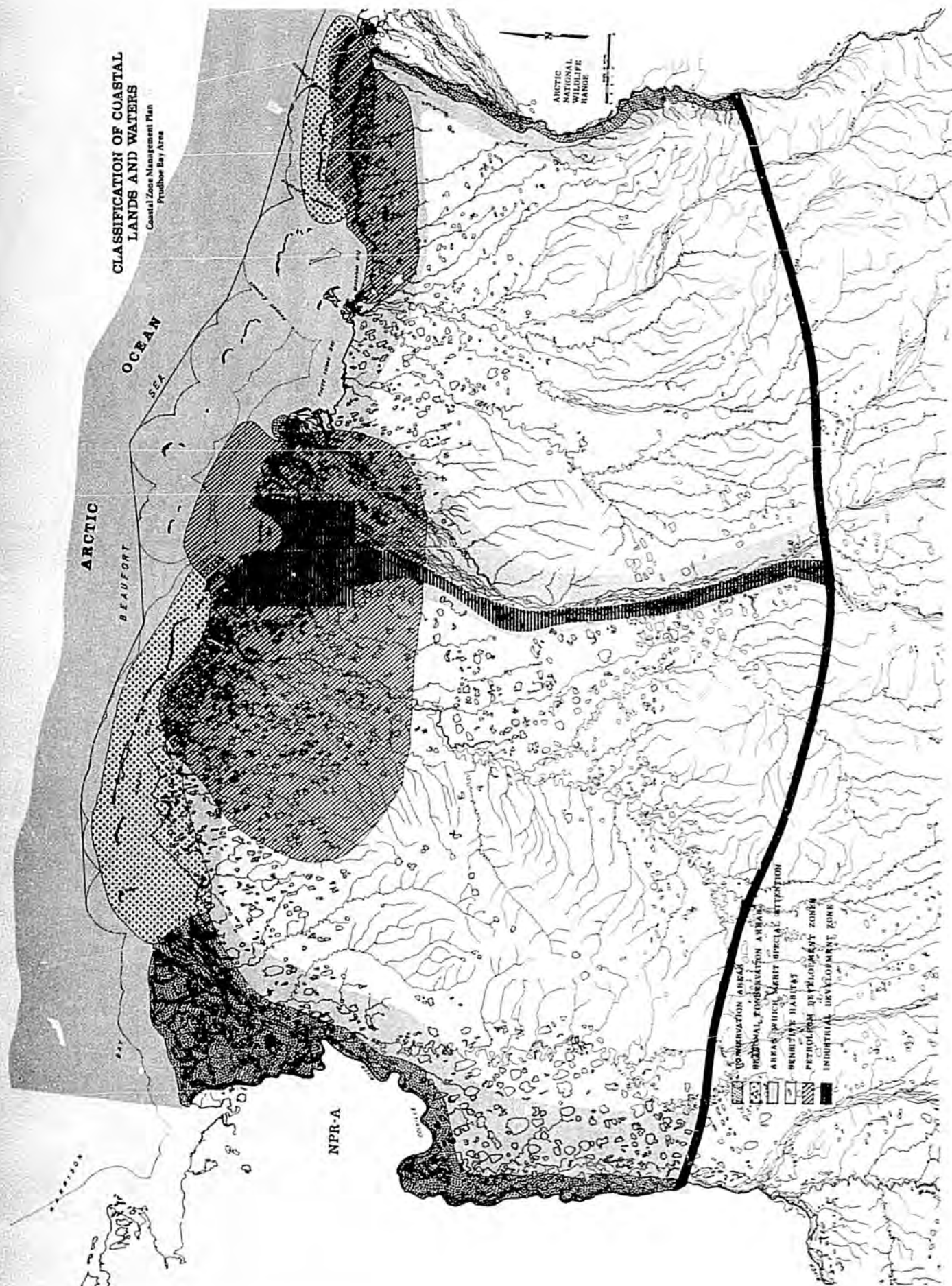
The Text of Sohio's Language

Ed Note: SOHIO-BP's plan was to amend SB 145, a governor's bill aimed at amending Alaska's Coastal Management Program, by adding the following language to A.S. 46.40.100(a):

Sec. 46.40.100. 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.

If a coastal resource district exercising zoning or other controls has not received approval of its district coastal management plan from the Council and the Legislature, then the coastal resource district may not enforce zoning or other controls inconsistent with the Alaska Coastal Management Program, if such zoning or other controls relate to uses of state or national concern.

**CLASSIFICATION OF COASTAL
LANDS AND WATERS**
Coastal Zone Management Plan
Prudhoe Bay Area



[continued from preceding page]

Zone Management funneled through the Alaska Department of Community and Regional Affairs.

The NSB's Prudhoe Bay area CZM planning document spoke of four land waters classifications: Conservation areas; seasonal conservation areas; areas meriting special attention; sensitive habitat; and zones of preferred development.

Under normal circumstances, this plan would have been the subject of public hearings and ultimate acceptance by both the NSF Planning and Zoning Commission and the NSB Assembly. But normal circumstances did not prevail due to the sudden announcement of the Pt. Thomson lease sale by Governor Hammond which obscured general reaction to the plan, and made NSB officials take a wait-and-see attitude before submitting it for

Assembly approval. It was clear that rules of the game were subject to change and it was deemed early to submit anything to the Alaska Coastal Policy Council. It wasn't clear the Council would approve plans covering only a portion of the Borough's coastline. And the Federal Office of Coastal Zone Management hadn't even approved the State's CZM statutes or regulations.

The Alaska Coastal Management Act established a 30-month deadline for submission of District CZM plans to the Coastal Policy Council. The deadline is December 4, 1979, just two weeks before the joint State/Federal Beaufort Sea Lease Sale scheduled for December 17, 1979. It was clear the Coastal Policy Council would not be able to act upon the NSB's District Plan in time for it to influence the lease sale. Even if the NSB

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Beaufort Sea Sale Coming

Because it presents good insight into how the NSB's Arctic Coastal Zone Management Program is regarded by the oil industry, we have reprinted the following article as it appeared in the February 23rd issue of *The Alaska Economic Report*, edited by Mike Bradner of Fairbanks. Bradner was Speaker of Alaska's House of Representatives in 1975-76. In addition to publishing newsletters like *The Alaska Economic Report*, Bradner is a Juneau Lobbyist for Northwest Alaska Gas Pipeline. Mike Bradner is elder brother of SOHIO-BP lobbyist Tim Bradner who contributes to his brother's newsletter and may have written the following.

Borough Moves to Regulate Offshore

Industry leaders and some state officials are increasingly concerned over the direction that coastal zone management planning seems to be taking in the North Slope Borough.

The North Slope is a home-rule municipality covering Alaska's Arctic Slope area from the Canada border west to the Point Hope area, and from the Brooks Range continental divide to the Arctic coast. Of prime concern to petroleum officials is the fact that the borough includes the Prudhoe Bay field and some 160 miles of the trans-Alaska pipeline, as well as coastal areas planned for the State-Federal Beaufort Sea lease sale this December.

As a home-rule municipality, the borough has extensive zoning and planning powers as well as tax, utility and other powers common to municipal governments. Some 4,000 mostly Eskimo villagers make up the voting population of the borough, and although roughly another 4,000 industrial and government workers are included in the borough's official population figures for purpose of state and federal revenue-sharing, these people do not vote in borough elections.

The problem:

The problem that may be developing is that the borough, responding to state requirements that it draft a local coastal zone management plan as part

of the state coastal zone plan (legislation enacted in Juneau in 1975), has drafted an interim zoning ordinance that will regulate industrial activity and Beaufort Sea exploration through a strict zoning and permitting process.

What has industry and state officials concerned is that the ordinance is being drafted by Trustees for Alaska, an environmental legal-action group with a history for litigation in environmental-development conflicts in Alaska. Since the interim zoning ordinance is aimed primarily at the State-Federal Beaufort Sea lease sale, which will be a major environmental issue in Alaska late this year, state officials are concerned that the ordinance may not meet state coastal-zone guidelines. In fact, one North Slope Borough official, Jon Buchholdt, told the State Coastal Zone Council that the borough does not intend to submit a local plan drafted under the act, but intends to enact zoning and permitting requirements under its home-rule municipal authority.

The ordinance

At this point, the draft ordinance being worked on by Trustees for Alaska sets up a classification of special zones in the borough's coastal zone area. It would also require anyone wanting to drill or construct a facility in the coastal area to secure a permit from the borough's planning and zoning commission, as in other municipalities. If development activity is to take place within areas zoned for special classification, stipulations may be placed on the borough's permit.

In the ordinance, the borough would establish special "conservation areas," areas of "seasonal sensitivity" and "buffer areas." Development would either be prohibited, or be required to proceed under special stipulations. One other classification the borough has developed is a special "hazardous area" classification, which will be applied to all offshore areas north of the barrier islands in the Beaufort Sea. Borough officials will be working out the maps to define these special zone areas through this summer, with the idea being that the ordinance will be in place and effective at the time of the proposed December lease sale. The ordinance covers only the sale area.

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were to be able to submit a comprehensive CZM plan for its entire coastline by December 4, it would face weeks of Coastal Policy Council deliberations, and then it would have to be approved by the State Legislature next spring.

The NSB had early on decided to actively participate in the Federal/State CZM program because it seemed a good way to achieve State and Federal cooperation with the Borough's stated intention of bringing oil and gas activity under local control and regulation. Approved District CZM plans bring Federal and State "consistency" with local planning and zoning ordinances. State and Federal land and water uses would have to conform with NSB statutes and regulations under the terms of both the Federal and State CZM laws.

Faced with the rapidly-approaching Beaufort Sea lease sale, NSB Mayor Eben Hopson decided to begin drafting planning and zoning ordinances to enable his Planning and Zoning Commission to zone and regulate land and water use at Prudhoe Bay in the interim period until the Borough's District Plan could be approved next year. Working with the Alaska Dept. of Community & Regional Affairs, Federal CZM planning funds were secured to engage the public interest environmental law firm of Trustees for Alaska (TFA) to draft recommended ordinances based upon the Borough's Prudhoe Bay area CZM plan, with some modifications. A preliminary draft of these ordinances was circulated by TFA to State and Federal officials, and to oil and gas industrial leaders active in monitoring State and local CZM planning.

All of the several meetings of the Coastal Policy Council in 1978 were closely monitored by a rapidly-growing corps of oil corporation government relations people. The best of these were SOHIO-BP's Tim Bradner, Judy Tessier and attorney James K. Barnett III, a trio who have been watching the North Slope Borough closely.

Tim Bradner is regarded by NSB officials to be the most knowledgeable oil company employee regarding the history and political significance of the North Slope Borough. A long-time political reporter, Tim Bradner has been personally involved in this history and is regarded to be a friend, and enjoys safe conduct between all parties involved in the oil politics of the NSB. He counsels patience, trust and moderate behavior to his employer, SOHIO-BP. Judy Tessier is a one-time employee of the State Legislature where she became familiar with Alaskan bush problems, economics and politics. She and Tim Bradner work as a team.

Between them, they have sat through nearly every meeting ever conducted by both the NSB Assembly and the Alaska Coastal Policy Council. Bradner and Tessier work with Jim Barnett who is a active member of the Sierra Club in Alaska, as well as a staff attorney for SOHIO-BP. He appears to be in charge of building the oil industry's legal challenge to the NSB assertion of its planning and zoning authority over the oil field. TFA attorneys were asked by NSB officials to make a special effort to bring Barnett into their work in the development of legally-defendable planning and zoning ordinances for use in coastal management at Prudhoe Bay. Efforts were made, but SOHIO-BP adopted a prudent

wait-and-see attitude and Barnett kept his distance, choosing instead to participate formally in record-building fashion.

When TFA circulated their first rough-draft version of their proposed NSB planning and zoning ordinances, Barnett responded by writing a 25-page critique, which generally concluded that the ordinances would certainly lead to arbitrary and unreasonable restriction and exclusion of uses of state concern, and theorized that Alaska's Coastal Management Act of 1972 suspended NSB Planning and Zoning authority at Prudhoe Bay until such time as the legislature might approve the Borough's district CZM plan. Then he wrote to the Pacific Regional Manager of the Federal CZM program in Washington, D.C. in response to a formal environmental impact statement required before Federal approval of the Alaska Coastal Management Program. Barnett appears to have changed his mind about existing NSB planning and zoning authority when he wrote to the Federals: "We believe that significant authority has been ceded to local governmental entities under the present state enactment. Not only has the state delegated substantial authority to municipalities to control the future economic and environmental development of the State of Alaska in a manner essentially uncontrolled by the State, but the State has in fact given near control of its own operations to these entities pursuant to their local CZM programs. A.S. 46.40.200 requires 'upon adoption of the Alaska Coastal Management Program, State departments, boards, and commissions...within six months of the effective date of the Alaska Coastal Management program (to) take whatever action necessary to facilitate full compliance with the implementation of the program...' By allowing the adoption by local governmental entities of programs not adequate protecting 'uses of statewide or regional concern,' in which there may even be a national interest, and then requiring adherence by State governmental entities and agencies to those programs, the State of Alaska has granted a significant amount of economic control over the future of the State to these local governmental entities without adequate safeguards." Barnett asked the Federals to withhold approval of Alaska's CZM program until the State Legislature could remedy the problem.

As Barnett wrote to the Federals, subscribers to the highly-regarded *Alaska Economic Report* read about worried "industry leaders and state officials increasingly concerned over the direction that coastal zone management planning seems to be taking in the North Slope Borough."

While TFA circulated their draft ordinances and monitored reaction, the NSB Planning Department continued with CZM planning by documenting traditional use and other values requiring zoned protection throughout the greater Prudhoe Bay area. SOHIO-BP wanted NSB Planning Director Herb Bartel to indicate where restrictive zoning might take place, but Bartel refused, holding any linedrawing should be reserved for the Planning and Zoning Commission after the Assembly enacts legislation to give the Commission the tools it needs to zone in a reasonable, non-arbitrary manner.

The NSB Planning and Zoning Commission is comprised of respected leaders of the village communities, and they

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What Happened in Juneau — A Chronology

It should be understood the following happened during a week of hectic political maneuvering which was necessary to move priority legislation into each House's Rules Committee by the 60th day of the current session of the Alaska State Legislature. Had this rush to meet this self-imposed deadline not existed, NSB officials doubt SOHIO-BP's Juneau strategy described below would have been attempted.

February 26, 1979

SOHIO-BP attorney, James K. Barnett III, writes to Trustees for Alaska Lawyers questioning NSB's legal planning and zoning authority at Prudhoe Bay without a State-approved Coastal Resource District CZM plan, and says proposed NSB planning and zoning ordinances would illegally restrict land and water uses of State concern.

March 2, 1979

Barnett writes Federal Office of Coastal Zone Management to ask delay in approvals of Alaska's Coastal Management Program pending legislative changes in Alaska's CZM law to weaken municipal planning and zoning authority over land and water uses of State concern.

March 5-8, 1979

SOHIO-BP lobbyist, Tim Bradner, discusses legislation to restrict municipal planning and zoning authority by amending SB 145 in Senate Rules, without public hearing, a strategy apparently concurred with by key Resource Dept. and Coastal Management officials. But SOHIO-BP's suggested language is a bit raw, so the Dept. of Community and Regional Affairs works with Office of Coastal Management to write language delicate enough to snip NSB Prudhoe Bay planning and zoning authority without compromising municipal planning and zoning power statewide.

March 9, 1979

Tipped off by scandalized State employees, TFA contacts NSB officials who hear about SOHIO-BP's Juneau maneuver for the first time.

March 12, 1979

NSB officials in Juneau confirm SOHIO-BP's sponsorship of planning and zoning legislation amending SB 145, informs Senator Frank Ferguson, Kotzebue,

who termed the strategy "predictable."

March 13, 1979

Senator Frank Ferguson organized eight (8) other votes to defeat SCR 21 1C-9 (eleven (11) votes needed to pass) thus endangering new Coastal Management Program regulations sought by Federal OCZM as condition to Federal approval of Alaska CZM program, and millions of dollars in follow-on Federal CZM planning funds. Notice of reconsideration is made. Office of Coastal Management Director establishes first state contact with NSB regarding plot to amend SB 145, explains SOHIO-BP feels vulnerable to possible arbitrary and unreasonable restriction of oil field operations in the interim period until State approval of the NSB District CZM plan, and has threatened to sue to hold Federal approval hostage to secure remedial amendment with a Rules Committee substitute Senate Bill 145. But Ferguson has SCR 12 defeated with only one day to make a deal with the NSB or badly-needed CZM regulation revisions will remain defeated. After negotiated agreement to discuss problem, NSB asks Ferguson to permit passage of SCR 12.

March 14, 1979

Senate CRA Chairman Arliss Sturgulewski, former long-time chairman of the Greater Anchorage Area Borough Planning and Zoning Commission, asks Rules Committee to hold SB 145 pending resolution of SOHIO-BP's complaint to everyone's satisfaction. SCR 12 passes the senate 13-7.

March 16, 1979

All parties to the dispute meet in Anchorage to discuss SOHIO-BP's anxiety about NSB Planning and Zoning authority. SOHIO-BP feels there should be clear legislative authority for the State to over turn NSB's restrictions of land and water uses of State concern, but perhaps some kind of voluntary mediation process to be used until the State can approve NSB's District CZM plan will serve. Meeting ends with agreement to wait for SOHIO-BP to suggest any mutually satisfactory amendment to SB 145.

March 19, 1979

For the first time, serious talks begin between TFA and SOHIO-BP attorneys about proposed NSB planning and zoning ordinances. House CRA Chairman Bill Parker (D-Anchorage) begins CZM hearings on SCR 12 approving new State CZM regulations.

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bring strong village subsistence-centered economic views to their work.

These views have become very sharp and critical toward the offshore plans of the oil and gas industry since the aborted Pt. Thompson offshore lease sale. This resulted in the retention of Alaska Legal Services, Inc. as counsel be the cities of Barrow, Nuiqsut and Kaktovik, and a broad Borough-wide community debate over NSB offshore oil and gas policy has continued. When Mayor Eben Hopson refused to join NSB with other plaintiffs in the Duck Island litigation to stop Exxon

from drilling on an existing nearshore State lease, Alaska Legal Services sought on behalf of their clients to force the NSB Assembly to override Hopson's decision, which was based upon the weakness of Alaska Legal Service's legal case rather than support for any offshore operations, even in the nearshore shallows. Two policy resolutions are being studied by the NSB Assembly, one submitted directly to the Assembly by the Barrow City Council. As a political fact of life, Mayor Hopson and the NSB Assembly must now deal with the views of a large number of NSB citizens who

[continued on page 9]

The Report to the Legislature on the AEWEC

In 1978, the Alaska Legislature appropriated \$250,000 to the University of Alaska's Arctic Environmental Information and Data Center (AEIDC) for disbursement to the Alaska Eskimo Whaling Commission (AEWC) and other entities to help insure whale stock viability. Studies were to:

- Gather data on the population, migration, and habitats of the bowhead whale;
- Monitor the subsistence harvest of whales;
- Reduce the number of whales struck and lost;
- Present data gathered and otherwise represent the interests of Alaska's subsistence whalers to the federal government and the International Whaling Commission (IWC).

On February 21, spokespersons for AEIDC submitted a report to the Legislature on the results of objectives. The written report is 17 pages plus an appendix containing 5 pages of the AEWEC management plan. It is available from AEIDC, University of Alaska, 707 "A" Street, Anchorage, AK 99501.

The report begins with a brief history of traditional Inupiat subsistence whaling and the events that led up to the IWC's lifting of the aboriginal exemption and the formation of the AEWEC. It makes the point that the conflict between the Inupiat whalers, now suing in court (*Hopson vs Kreps*, see February ACZM Newsletter), is of importance to all Alaskans:

The first question is one of welfare. The bowhead whales taken by Eskimos, in addition to their social and cultural value, are also an important nutritional resource. If this resource were for some reason unavailable, it would be difficult to replace...

It is conceivable that the State would be drawn into expensive programs to assist in meeting such a need. Assuming conservatively, on the basis of a report by the National Oceanographic and Atmospheric Administration (1978), that the 12 whales taken in 1978 provided an average 7.2 metric tons each of edible protein; 190,000 pounds of meat would be required to replace this harvest. At a conservative cost of \$3.00 per pound delivered to the whaling communities, such a program would involve costs more than \$500,000. Much testimony has also been presented to the effect that 12 bowhead whales are not enough to meet the nutritional needs of the whaling communities and that imported food does not replace whale meat.

In addition to the societal issues, there are also unresolved questions on the effects of industrial development on bowhead whales. Under the terms of Section 7 of the Endangered Species Act of 1973, as interpreted by current regulation, such activities as the various phases of oil and gas production cannot proceed until regulatory agencies have been assured that they will not cause the loss of a single bowhead whale. Even if this interpretation were relaxed within the framework of the

act, present knowledge is insufficient to determine what types of activities could be conducted without significant adverse effects on bowhead whales or their habitat... Until these problems are resolved, many industrial activities, particularly petroleum development, will be held in abeyance, and even the Beaufort Sea lease sale may not be possible.

The report then addresses the activities of the AEWEC in the fields of legal and administrative services, cooperative research, bowhead management, and education and communication. The legal issues involved representing the whaling communities before the courts and the IWC. The AEWEC also participated in several government research activities in 1978, including providing crews in several communities on the coast to aid the important National Marine Fisheries Services (NMFS) in order to assure the best possible count of the whales. The AEWEC also helped fund the aerial surveys and undertook research on improving the whaling equipment.

Regarding management, the report noted:

AEWC, through its management plan and participation by its members, achieved a responsible leadership position that provided an equitable division of the bowhead quota between whaling communities. It also achieved a change in harvest methods and standards that brought about a dramatic reduction in the number of whales struck but lost. The strong leadership stance in implementing a management plan adopted by the whalers themselves was instrumental in reducing tensions and achieving a hunt within the framework of government regulations, and avoiding confrontation between enforcement officers and whalers.

The report also contains a report on the Bowhead Whale Conference (ACZM Newsletter, Feb., 1979) and a summary of bowhead whale knowledge, research programs, and concerns. The listing of major "data gaps" is impressive, pointing up how little is known about one of our largest mammals. The AEIDC report concludes with a plea supporting the Eskimo position, that future scientific efforts make full use of the local knowledge of the Inupiat whalers themselves:

We recognize that integration of such varied skills can be difficult. With the best intentions in the world, scientists pressed for time and funds find it difficult to undertake training and restructuring of crews during the field season. Future programs of this kind should, however, include time and funds for careful selection and training of participants. AEIDC believes coordination of research also requires that AEWEC appoint a coordinator responsible for personnel selection and training and liaison between various research agencies.

The IWC Subsistence Workshop

Although the legal question of IWC jurisdiction has been challenged in court by the Eskimos, the IWC is currently proceeding with the development of a regime for management of aboriginal subsistence whaling. This included a week-long workshop at Seattle in early February that included three panels: anthropology,

[continued on page 9]



Whaling Commissioners Confer on Whale Allocation. Captains from Alaska's whaling communities met in Barrow on February 19 to formulate AEWG policy for the coming whale season. Pictured seated, left to right are Waldo Bodfish, Wainwright; AEWG Chairman Jake Adams, Barrow; Herman Aishanna, Kaktovik; Winton Weyapuk, Jr., Wales; and AEWG Executive Director Dale Stotts, Barrow.

Photo by Bill Bacon.

Alaska Eskimo Whaling Commission Proceeds With 2 Percent Regime

**by Jacob Adams
Chairman of AEWG**

Whaling Commissioners from across Alaska's northern coast met in Barrow February 19 to allocate the 45 whales allowed under the two percent regime determined last year. At the conclusion of the meeting, the following statement was issued.

The Alaska Eskimo Whaling Commission, during its meeting, agreed to impose upon Eskimo whalers, a management plan whereby no more than two percent of the known number of bowhead whales would be killed in the 1979 season. As AEWG Chairman Jacob Adams explained, "This management scheme is consistent with the scheme that the AEWG and the United States Government agreed to last June and proposed to the International Whaling Commission. The action of the Commission today assures that there will be self-regulation of the bowhead whale hunt this season."

Eskimo whalers have said that they will not abide by the unfair and illegal quota imposed by the International Whaling Commission—a quota which would limit the nine Alaskan whaling villages to a total of 18 whales between them. As Adams explained: "Our people lived under an unjust and illegal quota last year in the hope that the outside world would learn about our hunt and act responsibly toward us. The U.S. Government did just that, but the IWC did not. We will abide by our original agreement with the U.S. Government for this whaling year."

The U.S. Government has established regulations to limit the bowhead hunt to 18 whales in order to carry out the International Whaling Commission quota. However, its own recommendations to the IWC were for a domestic management scheme that would have permitted harvest of not more than two percent of known stock size. This is the scheme which the AEWG will impose upon itself.

When asked what he expected the U.S. Government to do when more than 18 whales were landed, Chairman Adams said: "We have been assured that the U.S. Government will act reasonably and will not undertake heavy-handed enforcement actions as long as the Eskimos act reasonably. Since we are going to follow the government's own proposal, we will, by definition, be acting reasonably. We don't expect any trouble this spring. We will be cooperating with the government and they will be cooperating with us."

In response to those who claim that the Eskimo whaling villages will be breaking the law, Chairman Adams noted that it is the position of the Alaska Eskimo whaling communities that any regulations pursuant to IWC action are illegal. Therefore, the Eskimos will not be violating any valid laws. A federal district court in Anchorage refused in January to rule on whether regulation of Eskimo subsistence hunting by the International Whaling Commission was legal. The judge said he was without jurisdiction to decide the issue. Eskimo plaintiffs have appealed that decision and requested a federal court of appeals to find that the IWC has no jurisdiction over Eskimo subsistence whaling. It is unlikely there will be a decision before the spring hunt commences.

Asked how the AEWG was going to assure compliance with the two percent limitation, Chairman Adams said: "Each village has a view of its own needs and recognizes the need for other communities. As the hunt proceeds, AEWG commissioners will monitor its progress and discuss with the villages the actions which seem appropriate. We will have to balance hunting opportunity with subsistence need. A fixed village-by-village quota will not work, but we will stay within the overall limits."

In addition to the adoption of the 1979 interim regulations, the Commission also adopted research objectives that would insure both the needs of the Eskimos and the continued viability of the bowhead whale stock. In doing so, the Commission committed itself to cooperate with the bowhead research programs, such as the National Marine Fisheries Service Program and the Naval Arctic Research Laboratory's "Project Whales," being undertaken as part of the Beaufort Sea Assessment.

The major research objectives identified by the Commission are reproduction information, historical information on bowhead behavior from an Eskimo viewpoint, population count, biological dynamics, distribution and habits of the bowhead whale, according to Chairman Adams.

The meeting ended with great enthusiasm for the coming whaling season.

Inupiaq Language Meeting Held at Barrow

The North Slope Borough Language Commission sponsored an All-Alaskan Inupiaq Workshop in Barrow from January 10 to 12. The purpose of the meeting was for Inupiaqs from around the state to gather and discuss the linguistics and writing system of their language, assisted by linguists from the Alaska Native Language Center in Fairbanks. Molly Pederson and Edna MacLean arranged the meeting to stress the importance of the Inupiaq language as a binding force which unifies Inupiaq people.

Representatives from other Inupiaq areas came to Barrow, including Elmer Jackson, Hannah Loon, Susie Sun, and Nita Towarak from the Northwest Region as well as Bernadette Alvanna, Marianne Davis, Albert Ningeulook, Edith Sagoonick, Margaret Seeganna, John Sinnok, and Elvina Swanson from the Bering Strait Region. In addition, the North Slope Borough School District brought their bilingual instructors and the staff of their Inupiaq Materials Development Center to the meeting. Other local participants included Rachael Craig and Janna Panigeo of Inupiat University.

The meeting began with presentations on linguistics by members of the Alaska Native Language Center. Larry Kaplan talked about Inupiaq consonant palatalization, followed by Jeff Leer, who discussed some special considerations of Seward Peninsula consonants. Edna MacLean presented an historical overview of the modern Inupiaq writing system and how it has changed since Roy Ahmaogak of Barrow and Eugene Nida designed it in 1946. Dr. Michael Krauss spoke last, talking about the status of Eskimo-Aleut languages in terms of the number of people who speak in them. He emphasized the fact that there are Eskimos living in Alaska, Canada, the U.S.S.R., and Greenland, and that exchanges among the various groups will promote the cause of unity among a people which has been artificially divided by international boundaries.

Dr. Krauss also stressed the negative influence which English language television has on native languages and the positive role which local broadcasts in Inupiaq

could play in keeping that language alive. Dave Fauske of the Arctic Slope Regional Corporation Media Center spoke to the group about possibilities for local production of television shows.

Throughout the conference, questions of orthography were brought up. The group recognized that some spelling differences which exist among Alaskan Inupiaq dialects are unnecessary, and greater consistency could be achieved by some minor spelling changes. For example, the word for "belt" is written *tavsi* on the North Slope and *tapsi* in the Kobuk and Seward Peninsula areas. A change of *v* to *p* on the North Slope would make the spelling of this and other words the same in all areas.

Canadian and Greenlandic Inupiaq spelling were also mentioned, since a common writing system internationally would allow a freer exchange of printed material and correspondence among all Inupiaqs. For example, the Inupiaq word for 'woman' is the same all over, yet this word is spelled *agnaq* in Alaska and *arnaq* in Canada and Greenland.

The purpose of this meeting was not to propose any changes nor make any decisions about spelling but to present linguistic information about Inupiaq writing across the Arctic. Presentations stressed the fact that a change in spelling does not in any way change pronunciation, and differences in dialects add to the richness of the Inupiaq language.

In all, the group expressed satisfaction with the exchange made possible by the meeting and the presentation of the greater international picture for the Inupiaq language. On the last day, meeting participants decided to form language commissions in the Northwest and Bering Strait regions in addition to the already existing North Slope Borough Language Commission. The three commissions will meet individually to discuss local language affairs and as a single body to take up matters of interest to all, especially concerning orthography and international exchange.

To further the goal of increased contact with other Inupiaqs, the North Slope Borough Language Commission has sent Martha Aiken, of the Inupiaq Materials Development Center, and Edna MacLean to Canada where they will attend a primary curriculum development workshop in Eskimo Point, followed by a Montreal meeting to work on Inupiaq high school grammar materials.

Offshore Ordinances

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would oppose any cooperation with the oil industry's offshore program, including accommodation of "uses of State concern" in the NSB's District. Much of this polarization resulted from the community organization and legal counseling of Alaska Legal Service attorneys not bound by the NSB's political and legal constraints.

Caught between an important segment of the North Slope population which seeks a delay on all industry exploration in the Arctic and the attempts of industry to trim the Borough's planning and zoning powers by sneaking through legislation without a public hearing, NSB officials are more impressed than ever with the need for an effective Coastal Zone Management Program which may hold the only answer for reconciling the concerns of village residents and the Borough's Prudhoe Bay taxpayers.

Report to Legislature

[continued from page 7]

nutrition, and wildlife. These panels prepared reports on aboriginal subsistence whaling including the possible use of alternative wildlife food resources.

The AEWC, because of its legal case, did not attend this workshop, and the absence of Inupiat whalers and others with expertise on the subjects considered greatly hampered the work. The panels recognized that because of time constraints and the absence of particular expertise, the reports prepared lacked scientific vigor. In spite of this, the wildlife committee concluded from a biological perspective, the quota should be reduced to zero. The focus on food alternatives such as other sea mammals raises further questions about the jurisdiction of the IWC in allocating migratory food resources already governed by U.S. and Alaskan law.

The Pond Inlet Hearings

CARC Testimony on the Norlands Proposal

Norlands Petroleum Ltd., a wholly-owned subsidiary of a U.S. utility—Northern Natural Gas, which operates out of Omaha, Nebraska—is applying to drill one exploratory well in Lancaster Sound, an internationally recognized area of biological importance. On October 18-19, the Canadian government held hearings to provide public input into the new Environmental Assessment and Review Process (EARP) at Pond Inlet in the Northwest Territories.

The proposal to drill in Lancaster Sound raises important questions not only for Canadians, but for all concerned about the Arctic. Is the risk to this unique area worth the possibility that oil might be found? Should the risk of finding oil be taken even though there is not proven technology for producing the oil should it be found? Should Canada entrust an international treasure to a corporate developer with no proven record or experience and with no revenue?

Among many other participants, the Canadian Arctic Resources Committee (CARC) offered testimony on the Norlands proposal. The following is a condensation of that testimony as reported in *Northern Perspectives*, Vol. 6, No. 6, 1979, published by CARC, 46 Elgin St. Room 11, Ottawa, Ont. K1P5K6.

This drilling proposal should not be viewed simply as the first pioneering venture of industrial man in a hostile frontier setting. It is one element of an ongoing series of intrusions by Europeans and Euro-Canadians into the lands of the Inuit peoples. The history of these intrusions is mixed—some have been beneficial to the Inuit whereas others have been disastrous. The whiteman has come and gone and come again according to the market fortunes and bureaucratic imperatives of the day. The Inuit people remain and live with the consequences all their lives.

From the South we tend to view various excursions into the North as isolated ventures—whether it's a hearing like this one or an exploratory drilling program like that proposed by Norlands. However, for the local residents and the environment the cumulative effect is of utmost concern. The Inuit know, as we know from our own experience in the South, that a process once started always seems to push forward, first by small increments then by larger ones, and the end result is never what it was originally intended.

Tax Incentives

It is important here to understand fully the reasons that Norlands has for pursuing the action in Lancaster Sound. There is no question that the Lancaster Sound area holds some promise for hydrocarbon discoveries. But there are a number of other factors that compel this drilling to proceed as quickly as possible. First, the exploration permits (with work obligations) were for twelve years, and they expire in the early 1980's.

But perhaps most important is the tax incentive scheme. Norlands says that if there is a delay "there is some question whether Norlands will be able to take advantage of the Federal Tax incentive for frontier drilling which is scheduled to expire in April 1980." In essence, frontier work is a compelling tax shelter. And the financial incentive does not end there. The government recently announced plans for a three-year holiday for the progressive incremental royalty for any discoveries in the frontier region before 30 October, 1982. That royalty is for 40 percent tax on profits that can be taken wherever the company chooses after production begins.

These are all important ingredients of the government's "need to know policy," but they clearly conflict with the government's other policies related to the North, its environment and indigenous peoples, and hence the work of this panel.

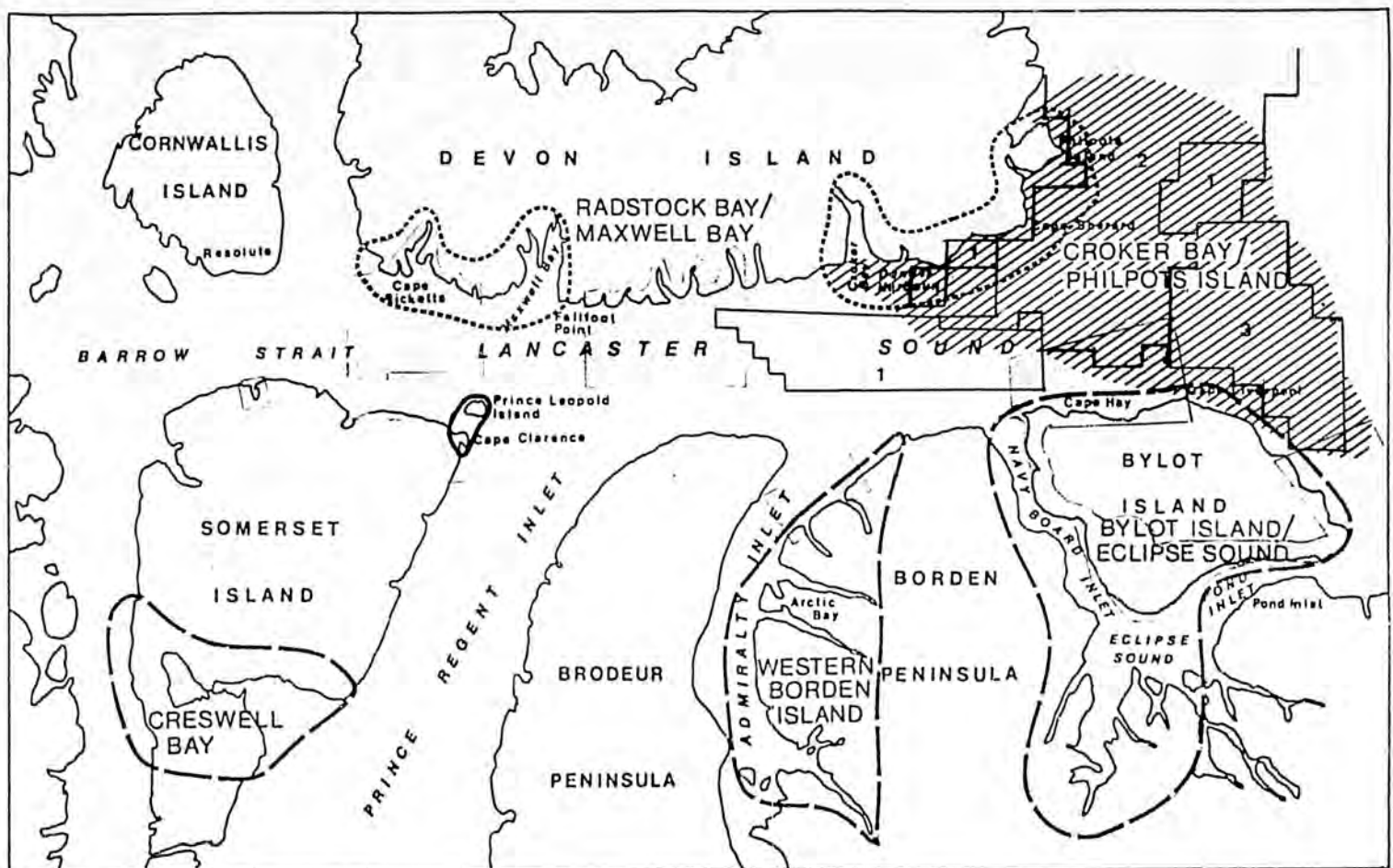
"Even in the Arctic, where great technological risks seem commonplace, the proposal to drill in Lancaster Sound has a science-fiction air about it."
Oil under the Ice, (CARC), 1976.

Norlands has limited its project description to the drilling of a single well in the middle of Lancaster Sound. Norlands Petroleum wants to find oil—more specifically, it hopes to find a reservoir containing as much oil as the Prudhoe Bay field in Alaska. It says that crude oil, if found, could readily be shipped to eastern Canadian markets by tanker. Yet what we are asked to address is the environmental impact of only one solitary exploratory well!

Blowout Debate

The odds of a "serious oil blowout" occurring are less than one in one million according to Norlands. (Note the careful use of the words "serious" and "oil.") In a recent publication entitled *Environmental Protection Service (EPS) says that blowout probabilities range from 1.5 in one thousand per well for a blowout probably devoid of oil, to 2.3 in one million for one associated with a major uncontained oil discharge.* EPS adds that drillship blowouts can be expected approximately *four times as often as artificial island blowouts.* In an EPS report entitled "A Study of Environmental Concerns, Offshore Oil and Gas Drilling and Production," written by Robert Baker, we are advised that in the North Sea, where the industry has considerable experience, about one well in every 200 is a blowout. Although the sediments are substantially

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- | | | | | |
|-----------------------|----------------|-------|--|---|
| Oil & Gas Permit Area | 1 NORLANDS | ----- | Candidate N.A.C.S. | International Biological Programme Sites (proposed) |
| | 2 PETRO-CANADA | — | N.A.C.S. | |
| Map Courtesy of CARC | 3 SHELL | — | N.S.C.S. | |
| | | //// | Marine Park (preliminary identification) | Inuit land use not shown |

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different from Lancaster Sound, the chances of a blowout in the Beaufort have been estimated by F.G. Bercha and Associates Ltd. to be one in 200. Actual experience shows what Dome calls "controlled flows" (i.e. blowouts) in 25 percent of the wells spudded. The U.S. deputy assistant secretary of state for Canadian affairs has said that one of every 100 wells drilled in the state of Alaska (on and offshore) is a blowout.

Perhaps it would help if we knew what the probability of a major oil discovery were if we took the blowout risk, whatever it is, by drilling one hole as Norlands suggests. For instance, are we risking a unique and internationally important arctic environment for a one in one hundred or a one in a thousand or a one in ten thousand long shot? If this hole were unsuccessful, what is the probability that we would have to risk everything again for another try by Norlands or others? What is the probability of success after this single exploratory well or after the additional 10 or 20 more times we face the risk of environmental disaster that Norlands admits would accompany a blowout?

Russian roulette may be worth the risk if the rewards are very high and certain.

Blowout Liabilities

Looking back to the corporate structure of Norlands and the incentive schemes it is apparent that the government subsidy for Norlands' well drilling is about 200 percent. If there is a disaster, who will be expected to pick up a major portion of the clean-up costs?

Under current law, Norlands' liability is limited to \$10 million per well. There is no relief provided for non-Canadians (i.e. Greenlanders) and there is no incentive to clean up beyond the liability limit. Victims, such as the Inuit of North Baffin or Greenland and the fishermen of Labrador, must pursue civil remedies under common law. Their chances of success are doubtful.

Ten million dollars sounds like a lot of money, but it is trivial when it comes to a spill anywhere, to say nothing of the Canadian Arctic. The French government currently has a suit for about \$300 million

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for one tanker disaster off its coast. Baker quotes damage clean-up figures of up to \$1,200/ton of oil based on world-wide experience in a non-arctic environment. Assuming \$1,800 is applicable (it is probably too little in an arctic location) and taking Norlands' worst case blowout scenario of 6,000 barrels per day for one year, the cost can be expected to be at least \$500 million.

Norlands is a limited company with total listed assets of only \$20.335 million. Most of that is probably Lancaster Sound interest. Norlands has no revenue. Assuming that it could meet the maximum \$10 million liability for the well, that would still leave at least \$540 million unaccounted for. Who will pay? Will anyone, or will the area be simply left? Is Norlands being used as a corporate liability shelter by the participants in Magnorth Consortium? And what about Canada's international obligations? Certainly, no drilling should be allowed until these issues are resolved by the government.

Can You Cleanup?

Having said all that, CARC is the first to recognize that the cost of clean-up in the Arctic is somewhat academic. There is nothing to indicate we can control or clean up an oil spill in the Arctic even with unlimited money.

The difficulty is that the public may be lulled into believing that a technological solution is likely to be forthcoming. The fact is that there is no likelihood of any technological capability to contain or to clean up an oil spill in the Arctic within any foreseeable time, and therefore the decision to continue drilling in Arctic waters is simply proceeding on the basis that the benefits outweigh the detriments that would result from the oil spills. That is the basis on which the issue should be addressed—not on some notion

that a few years' research will produce workable results or that booms or slickers are or not available to Norlands within half a day if a spill occurs.

The fact is that the experts pretty well agree that there is no acceptable technology for containing and cleaning up large oil spills anywhere, let alone in remote Arctic regions. At the moment, technology can deal only with minor spills in harbors or other areas where equipment is readily available and where there is no exposure to winds and tides of the open seas.

Killing a Blowout

If a blowout does occur, the attempts to control and clean up the spill are important, but more important is the ability and time required to kill the blowout. CARC recognizes that blowout and relief well issues are complex. It is extremely difficult to obtain useful information from other Arctic operations. But the one lesson that can be learned is that the greatest cause of blowouts is human error. That is something that Norlands will certainly be plagued with and something it has not addressed properly. In his report Baker described the problem this way:

DINA reports that Canmar personnel (Beaufort Sea, 1976) had little or no Arctic experience. Many drillers were totally inexperienced with risers, tensioners, subsea BOP Systems and vertical pipe rackers, etc., although they did have land rig experience. Some of them had well control certificates that were over three years old. Crane operators and roughnecks also lacked experience. Many accidents (e.g. two minor blowouts and one death) and near-accidents occurred. In one instance the casing cementing

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The Inuit village of Resolute on the Barrow Strait, just west of Lancaster Sound. Resolute would be one of the communities impacted in the event of oil operations in Lancaster Sound. The UNESCO Man and the Biosphere Program has identified six regions in the Lancaster Sound area near here as significant biosphere reserves or world heritage sites (See map).



Brodeur Peninsula on Lancaster Sound. Lancaster Sound is regarded as supporting one of the richest bodies of marine life in the world including 50-60 percent of all eastern arctic birds such as northern fulmar, black-legged kittiwake, thick-billed murre and the dovekie. Among the marine mammals present are the beluga whale (30-40 percent of the North America population use the area), the narwhal (85 percent of the North American population), the bowhead whale, harp seal, ringed seal, and polar bear.

Photos by Bill Bacon.

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system was not used properly. The gauge tanks of the units were calibrated in 1/10 of a cubic meter but were being read as barrels. This discrepancy meant that cement casings only received 63 percent of the quantity of cement that was designated for them. It may have been the reason for the failure of the casing in the Kopanoar D-14 well.

Fire drills and BOP drills were seldom held as required and promised by Canmar. On board equipment training was inadequate. Safety and anti-pollution procedures were not aggressively enforced by supervisors. In fact, supervisors were not always aware of Canmar's own safety policies as laid down in their safety manual. Nor did they comply with many of the operating conditions attached to the drilling authority.

The oil company operating the runaway well in the North Sea admitted...that a vital piece of equipment (a blowout preventer) had been installed upside down. According to the Phillips Director of Engineering, Ekofisk field, there was a good possibility that the well could have been sealed if the blowout preventer had not been installed in an inverted position. "If something like this happens in the Beaufort Sea, I shudder to think what might happen," said Kennedy (a top U.S. expert in cleaning up oil spills)...

"Need to Know"

If a meaningful assessment is to be made of Norlands' proposal to drill an exploratory well, it obviously

"I am a little nervous about talking tonight because I feel that the future of our lives is at stake. It took me a few years to be in control of my own life. I used to feel that I had some amount of control over it, but now I am looking at the proposed drilling in Lancaster Sound and now I know that I do not have control over my own life...in fact, all of the people here do not have control over their own life, because there is a panel in front of us who is listening to everything we say and everything that Norlands and the scientists say and the panel is going to make a decision to present to the government. I know that the government will make the decision and it is very frightening because the wrong decision could destroy us. I can only say that I hope—that you will listen to what we have to say tonight and that you understand what we are trying to say."

—Maggie Allooloo, Hamlet Council

cannot be considered in isolation. Each proposal is not a mutually exclusive event for industry, for the environment, or for the people who live in the region.

The government has a "need to know policy." It is a policy dictated by very real national energy concerns. But what is deceptive in that policy is the implication that once we do know, the pace of subsequent events can be wisely decided or could be stopped. Our experience shows that that is not the case. Once hydrocarbons are found, there is a rush, and the industry quite understandably exerts irresistible pressure to have the hydrocarbons exploited. For example, the present gas bubble in Alberta has the industry clamoring for exports. They say this is vital to the continued health of the industry. Huge sums invested in exploration and development are cited as reasons to push ahead. Dome Petroleum is particularly adept at this kind of argument.

This kind of confrontation is the logical result of a hyperactive industry being led by conflicting policies. In a more direct sense it is the result of a complete lack of proper assessment and planning.

The "need to know policy" and the determination it has bred in the oil and gas industry are predicated on the basis of the "public (national) interest." It is assumed by some people that that policy takes precedence over Native interests, regional interests, environmental interests, and so on. But does it?

It is ultimately really in the national or even international interest to prejudice against these other interests? Who is this public? Is it this generation? The next? Who benefits? Who pays? And how?

Lancaster Sound is as good a place as any to start. It is right here that we can begin to assess the devastating implications of our unrestrained consumption on our own environment and natural resources.

Wedge Edge

What we must understand is that the Norlands proposal if approved will be the first step in the establishment of a major hydrocarbon province in the eastern Arctic. This is not just one exploratory well. It is the thin edge of the wedge which when driven home may well see a great many exploration and production wells for both oil and gas. We can anticipate offshore structures, seabed flow lines, onshore storage facilities and processing plants. More people will flood into the area. Existing towns will grow and new towns will be built. Airports and communication facilities will be built and pipelines will be laid. Icebreakers and tankers will frequent the area.

The Inuit Homeland

And there are other quite different but equally exciting plans. The Inuit people have occupied this area for thousands of years. The land is not just real estate—it is an identity, a culture, a way of life, a people. The Inuit have legal and moral rights that dominate our southern claims to their lands and resources. The courts and the Government of Canada now recognize that. The just resolution of aboriginal rights will see

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Hopson, Biologists Protest ARCO Seismic Extension

In early March, it was learned that the Department of Natural Resources had ruled that seismic operations conducted by ARCO in the Beaufort Sea can continue until May 31. The department's action to extend five permits came despite protests from the Department of Fish and Game and other consultants who have warned about the effects of the seismic work on the local ringed seal population.

The Division of Game had reported that there are only half the number of ringed seals now in the area than in control areas. The seals have probably fled, rather than died, but the displacement constitutes harassment illegal under the Marine Mammal Protection Act of 1972.

Tom Cook, director of the Division of Minerals and Energy Management, defended the permit extensions on the basis that ice conditions prevented completion of the work before the March 20 deadline. "There will be some displacement," he is reported to have said in the *Anchorage Times*, "but they are not an endangered

species. And the seismic work is necessary if we're going to have a lease sale." The work is being carried on in the eastern end of the proposed sale area.

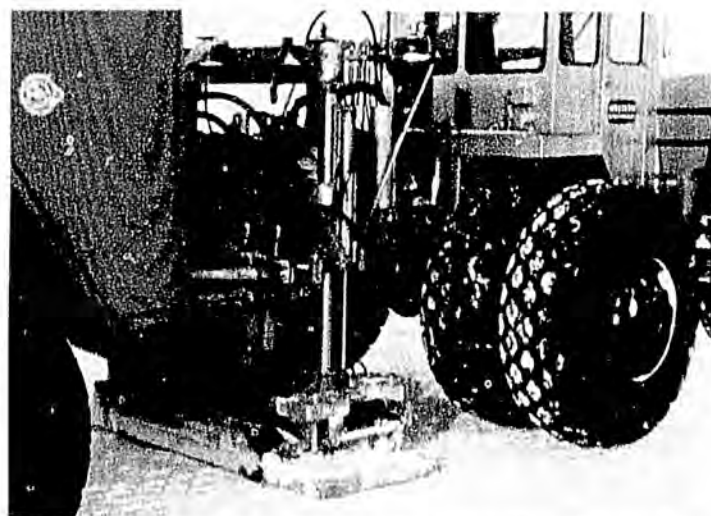
Among those who protested the action was the state marine mammal biologist Kathy Frost who spent parts of three winters on the ice examining seal population and birth rates. She claims the noise of the tests causes the mothers to desert their young before they are able to fend for themselves. "We did find the dens were reduced one half or more in seismically tested areas," she said.

Although the Beaufort above Barter Island is not noted for a heavy seal population, Frost estimated that as much as 10 percent of the state's ringed seal population could be affected.

On March 20, NSB Mayor Eben Hopson joined the protests in a telegram to Governor Jay Hammond calling for an end to the tests. In part, his message read: "Issuing special permits over the strong objections of the National Marine Fisheries Services, the Alaska Fish & Game Department and the North Slope Borough people without even an announcement, much less without a public hearing or notice, adds to the violations, mismanagements, and dictatorial procedures not called for." As the Newsletter is being printed, Hopson is conferring with Juneau officials there about the matter. □



Seismic equipment being used in the Prudhoe Bay area. Pictured are four "vibrasizing" units on the left and a detail of the vibrating plate on the right. This method sends sound waves through the land-fast ice and the rock beneath it. When they bounce back, sensors pick them up and technicians translate them into a sketch of the strata. Another method uses 120,000-pound machines called Thunder Wagons which drill four holes



in the ice and detonate guns to acquire the geologic information. The charges penetrate several thousand feet below the bottom. Both methods are said to be responsible for the displacement of the ringed seal which evacuate areas of any human disturbance. The tests were conducted with dynamite until 1970 when the practice was outlawed because it damaged marine life.

Photos by Bill Bacon.

Hunger Knows No Law

A Whaling Film

This 28-minute film documentary on the subsistence bowhead whale hunt at Barrow in the Spring of 1977 has been recognized as an important statement on the rights of traditional hunting societies. It carefully reveals the insights of members of a community still dependent on

subsistence hunting on their environment, their culture, and their times. Rental, \$10, purchase, \$350.00

Available at the Anchorage Office, North Slope Borough, 835 "D" St., Anchorage AK 99501. Phone: (907) 276-4374.

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the definition of new Inuit objectives and plans for this area that most of us cannot even imagine. The only thing that is certain is that the Native peoples will not allow us to push them aside, as in the past, so that we in the South can get what we want.

Parks Canada has only begun to explore the natural and cultural significance of the region and its marine resources. Parks Canada advises us that areas in Lancaster Sound will have potential for inclusion in the United Nations World Heritage list. The UNESCO Man and the Biosphere (MAB) Program gave rise to a ten-year international biological program (IBP) that identified six areas of significance in Lancaster Sound as shown on the attached map.

All of these considerations—those of the military, the Native peoples, industry, and conservation—represent exciting opportunities. But many of the elements of each will pre-empt or prejudice the others. It is apparent that even within one government department—Indian Affairs and Northern Development—there is no attempt to reconcile and plan that ministry's responsibilities for Native peoples, parks, and historic sites, renewable resources and non-renewable resources. The shocking thing is that most civil servants responsible for these areas are not even aware of the work of their colleagues even though their plans conflict.

Conclusions

Lancaster Sound may contain hydrocarbon resources that will provide limited short term economic benefits to Canada.

The Lancaster Sound region now sustains the culture of a people and living resources that Canadians and the world cannot relinquish guiltlessly.

The compelling conclusion is that the benefits of stopping the drilling of one exploratory well outweigh the benefits of proceeding.

CARC therefore recommends that the Norlands project be rejected. Norlands is simply the wrong company with plans to do the wrong thing at the wrong

Other Oil News

Dome Petroleum in Trouble?

Dome Petroleum's exploration program in the Canadian Arctic is considerably ahead of adequate production technology for the ice-scaped region, too far ahead, some investigators think. Investment has sagged in recent months, but that trend could end shortly. Japan National Oil Co. has taken an interest in Dome's work and is apparently seeking to bolster the program.

—Offshore, January, 1979.

Dome Contracts for New Icebreaker

St. John Shipbuilding and Drydock of New Brunswick is constructing a class-four icebreaker for Dome Petroleum for use in its Canadian Arctic operations. Completion is scheduled this September. Dome wanted a \$125 million class-ten vessel but could not obtain government participation in the financing and use of the unit.

—Offshore, February, 1979.

Esso To Explore Eastern Arctic

If the government approves, Esso Resources Canada will begin exploratory drilling off the coasts of Newfoundland-Baffin Island early this year. Tentative plans call for the first hole to be spudded in April in the Flemish Pass. A second effort is expected to begin mid-July in the federal water off Davis Strait.

—Offshore, February, 1979.

Arctic Island pipeline decision expected soon

Canada's National Energy Board is expected to rule soon on Polar Gas' application to build a 2,300 mile pipeline from the high Arctic Islands to the Canadian mainland. Five marine channels totaling 90 miles in length will have to be crossed, either by lay barge or bottom

WEST GREENLAND
(Southern Upernivik)

A Little Song

I sing a little song,
someone else's worn little song,
but I sing it as if it were my own,
my own dear little song.
In this way, I play
with a secondhand song,
and give it life again.

—Translated by Tom Lowenstein



(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. (§ 4 ch 84 SLA 1977)

Sec. 46.40.050. 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 June 4, 1977 or within 30 months of certification of the results of the district's organization, whichever is later. (§ 4 ch 84 SLA 1977)

Sec. 46.40.060. 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. (§ 4 ch 84 SLA 1977)

Sec. 46.40.070. Standards for council review and approval. (a) The council shall approve a district coastal management program submitted

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NORTH SLOPE BOROUGH
P. O. BOX 69
BARROW, ALASKA 99723
TELEPHONE (907) 852-2611

ARCTIC COASTAL ZONE
MANAGEMENT PROGRAM

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THE ARCTIC COASTAL ZONE MANAGEMENT NEWSLETTER

Issue No.: Fifteen

Date: October 1978

Natives Win Pt. Thomson Scrimmage Offshore Projects Scrutinized

One of the important political results of the recently-aborted State Pt. Thomson lease sale is increased village-level sensitivity to offshore facility siting and operational plans of the oil and gas operators at Prudhoe Bay. Much of this sensitivity has resulted from the work of Alaska Legal Services attorneys Don Clockson in Anchorage and Michael Jeffries in Barrow, representing the villages of Nuiquist and Kaktovik.

NSB Mayor Eben Hopson has beefed up his Department of Conservation and Environmental security with the appointment of Lester Suvilu as the NSB Environmental Protection Officer; the transfer of Art Oomittuk to be the NSB Marine Mammal Protection Officer; and Flossie Hopson's transfer from the Planning Department to be the NSB Traditional Use Coordinator.

With the Pt. Thomson sale cancelled by Governor Jay Hammond in September (with one of the causes cited by the Governor being Native opposition to the sale), Suvilu and his associates are looking hard at existing and planned offshore operations at Prudhoe Bay, including ARCO's West Dock Causeway, EXXON's No. 1 Duck Island Unit; EXXON's proposed ice island experiment; and the proposed gravel island project near Niakuk Island.

The ARCO West Dock

In 1973-74, ARCO built a new 4200-ft causeway and dock to receive barges bringing modular buildings and equipment for the new Prudhoe Bay oil field. In 1975-76, the causeway was extended another 5,000 ft. for a structure which today extends to a point 6300 ft. offshore to a depth of 9.5 ft.

Apparently, more attention was given the West Dock extension in 1975 by state officials than was given to the dock's initial construction earlier. The extension was conditioned by stipulations giving the Alaska Department of Natural Resources the right to monitor the environmental impact of the causeway and to order its removal or modification if necessary.

In a letter to NSB Mayor Eben Hopson, attorney Michael Jeffries raised the question of the impact of the causeway upon coastal ecology, and NSB officials are investigating. The West Dock's impact upon fish migration, coastal currents, the move-

ment of detrital materials essential to the food chain, and coastal erosion has been closely monitored by both state and industrial earth scientists. Both are studying the need for a sea-culvert which was considered but not required by the DNR in 1975. ARCO has engaged the national science and engineering firm of Woodward-Clyde to carry out its own evaluation. According to Richard Firth of the firm's Anchorage office, 18 formal studies of the Dock's environmental impact have been funded by ARCO since 1974, including a fish movement study conducted by the Alaska Dept. of Fish and Game.

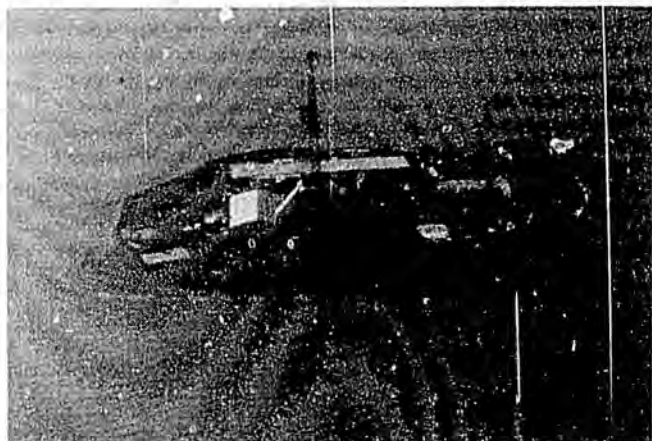
EXXON No. 1 Duck Island Unit

Now sunken below water surface, Duck Island is located north of Sag (Sagavanirktok) River. Northeast of Duck Island at 70° 19' 22" EXXON has developed an artificial gravel island some 400 ft in diameter where exploratory drilling is underway (Continued on next page)



ARCO WEST DOCK. Built to handle barged freight, ARCO's West Dock is being studied to determine its impact upon fish migration and coastal erosion.

(See photo). This project was approved by the U.S. Army Corps of Engineers on February 27, 1978. Stipulations for the permit call for removal of the island when the island is abandoned. Regulatory stipulations for operations and management of the island are under supervision of the State Oil and Gas Conservation Committee of the Dept. of Natural Resources. When Sohio-BP dismantled its operations on its Sag No. 1 gravel island, after having plugged its two exploratory wells, the State ruled that because the island had become an important nesting ground, the island was not to be removed.



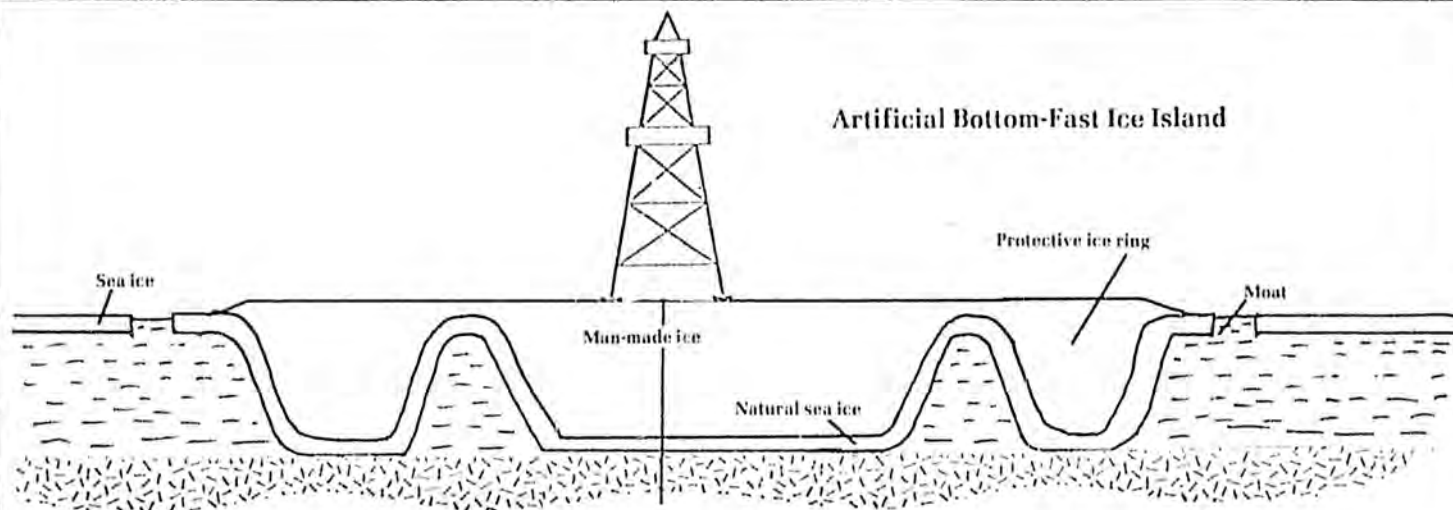
EXXON NO. 1 DUCK ISLAND UNIT. Authorized in Jan., 1977, the near shore gravel island was built on an existing lease this summer, and drilling was begun. The proposed BP gravel island would appear similar.



Union Oil's East Harrison Bay Ice Island near Thetis Island was the first man-made offshore structure in the U.S. Beaufort Sea. The well was plugged and the island melted in 1977. Union has not revealed the results of the exploration. The proposed EXXON experimental ice island would be larger, designed to survive annual breakup.

EXXON's Experimental Ice Island

On September 20th, the U.S. Corps of Engineers issued public notice of its receipt of a permit application for the construction of a 1200-foot diameter ice island approximately 6 miles north of the ARCO East Dock and about 3 miles northeast of Gull Island in Prudhoe Bay (where ARCO has also drilled and plugged at least two exploratory wells. The findings of all the above-mentioned explorations will be kept confidential until after the joint Federal/State Beaufort Lease Sales.)



The structural properties of ice have long been known to be suitable for construction purposes. The construction of an ice island consists in pumping sea water from below the ice onto the pad site, flooding the area to a depth of a few inches, and waiting for the water to freeze. The process is repeated several times. As the weight of the man-made ice increases, the natural ice stretches down until it is firmly anchored on the sea-bottom.

Next, a huge bottom-anchored ring of ice and snow is built around the pad to receive the brunt of the lateral thrust of the ice.

Then a moat is excavated part way around the island to protect against any ice movement threatening the ring.

Finally, snow fences are constructed around the island to prevent blowing snow from covering the drill site.

Union's Harrison Bay ice island was built up to a height of 12 feet above the sea floor, 3 feet above the water. The outside diameter of the protective ring was 1,000 feet. The width of the moat was 11 ft.

The purpose of this ice island will be to determine if a permanent ice island can be built to permit 12-month operation in water up to 10 feet deep. In 1976, Union Oil was successful in constructing the first ice island in the Arctic in 9 feet of water off Thetis Island in East Harrison Bay. This island was only large enough to sustain a winter-only exploratory operation. EXXON's new ice island experiment would try to demonstrate the year-round potential of larger man-made ice islands and thus ease the offshore need for gravel, a scarce and expensive item in the Arctic. No drilling would occur on this island, scheduled for construction beginning November of this year.

Sohio-BP Gravel Island

The Army Corps of Engineers received the application for the Sohio-BP gravel island operation in 10 ft of water 1 mile north of the Niakuk Islands. This project would begin in November with the removal of shore-fast ice and replacement with gravel. Rig-up would occur in January for stratigraphic core testing with a chance that oil or gas could be discovered in the process.

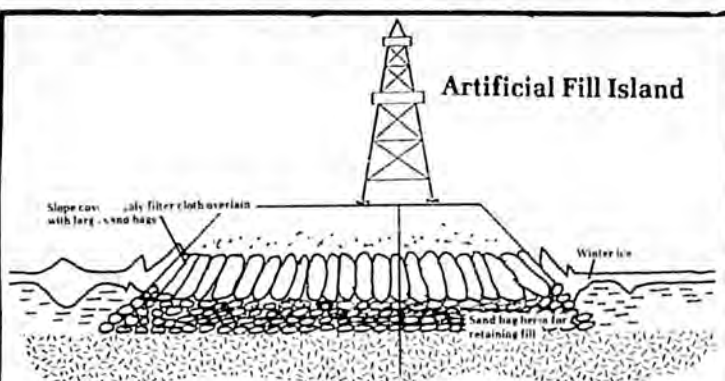
Sohio-BP has joined with the villages of Nuiqsut and Kaktovik in asking the Corps of Engineers to hold public hearings on this project, and the Corps has agreed. In the meantime, Sohio-BP has begun flying village leaders from the two villages to view the actual site before freezeup.

Reindeer Island Stratigraphic Test

BP spokesperson Tim Bradner has acknowledged BP's desire to take over the proposed Reindeer Island stratigraphic test program for which state permit has been made by a small earth science consulting firm. BP would lead a consortium of 15 companies interested in drilling a stratigraphic test on an off-structural location where chances of hitting oil are nil.

The island is within the proposed joint Federal/State lease sale, and the test would yield geological data to be used to

plan how to bid in the sale, planned for late 1979. BP's consortium is asking the state to agree to keep its test results secret until after the sale is held, even if the sale is delayed. □



Artificial fill islands, constructed from sand, gravel, and silt, must be made strong enough to withstand tremendous lateral pressures caused by ice movements against the islands.

In construction of a typical island, a berm of 2 cu. ft. sandbags is built up to water level to retain the fill material. Then the fill is dumped in. After the island is built up to the desired height above water level, the slopes are protected with a layer of poly-filter cloth overlain with large 2 cu. yard sandbags. This provides the island armor against which the ice fails as it rides up the slope.

Oil companies have drilled exploratory wells from 16 artificial fill islands in Mackenzie Bay area. A typical island costs \$2.5 million to construct, requiring 48,000 cubic yards of fill material plus 50,000 2 cu. ft. sandbags and 8600 2 cu. yd. bags. Construction can often be accomplished in 30 days.

EXXON Announces Results of Second Pt. Thomson Well

ANCHORAGE—Exxon USA announced today that the Pt. Thomson Unit No. 2 well on Alaska's North Slope has been completed after reaching a total depth of 14,117 feet.

A test of the interval from 11,580 to 11,678 feet flowed 21 degree API gravity oil at a rate of 248 barrels per day with a gas/oil ratio of 500 cubic feet per barrel, according to Rod L. Boone, manager of Exxon's Alaska Exploration District.

This well is located four miles west-southwest of the Pt. Thomson Unit No. 1 well on a farm-in from a group of companies including Phillips, Mobil, Pennzoil, Al-Aquitaine, Star Oil & Gas, Coastal States Gas, Gas Producing Enterprises, Forest Oil, Grace Petroleum, Newmont Oil, Sunlite International, and Trans World Oil & Gas Limited. □

Greenies, NSB Team Up

Culminating a 3-year effort by Mayor Eben Hopson to join formally with environmental groups to plan the environmental defense of the Arctic, the North Slope Borough has agreed to join in a comprehensive program of legal research with Alaska's only public interest environmental law firm, Trustees for Alaska,

in a Beaufort Sea Project. The research will include the review of the draft environmental impact statement for the joint Federal/State Beaufort Sea lease sale scheduled for December, 1979, and the review of the proposed Pt. Thomson lease sale stipulations developed this past summer by the Alaska Agency Advisory Committee on Leasing. This work will be followed with the design of a legal regime for implementing the Borough's Arctic Coastal Zone Management program.

Heading up this project for Trustees will be Robert E. Mintz, 30, an attorney specializing in environmental law. Mintz is a 1975 graduate of Yale Law School, and in the same year graduated from Princeton's Woodrow Wilson School of Public and International Affairs with a Masters degree in Public Affairs (Economics & Public Policy). After graduation, Mintz clerked for Federal Circuit Judge Robert P. Anderson in Connecticut for a year before joining the staff of Trustees for Alaska. Mintz has handled Trustees' Beaufort Sea work since it began in early 1978.

Mintz will be joined on the project by Susanne Weller, 26, a recent graduate from the University of Michigan Law School, specializing in environmental law.

Trustees for Alaska is a non-profit Alaska corporation established in 1975 to serve as the legal arm of the environmental protection movement in Alaska, and has a membership of about one thousand from both within and outside of Alaska. The Executive Director, attorney Wilson A. Rice, served with Alaska Legal Services, Inc. for five years before joining Trustees. □

The Bowhead

Weather Blocks Bowhead Hunt

The potential for conflict on America's arctic coast during the Fall hunt for the bowhead whale attracted the attention of the national news media when Alaska Eskimo Whaling Commission Chairman Jacob Adams announced his commission's decision to ignore the quota imposed by the International Whaling Commission (IWC) and to take over regulation of the whale from the National Marine Fisheries Service (NMFS).

But the contest over regulatory jurisdiction was called because of weather. Poor wind, fog, and ice conditions prevented Barrow whalers from challenging the IWC quota.

At Kaktocik, on Barter Island, whalers were successful in taking two whales this Fall, with one struck and loss.

The IWC had conceded another 4 to the 1978 quota of 12, bringing the quota for this year's hunt to 16. The NMFS had issued statements that no prosecutions would take place in the event of a violation, but merely that investigations would be made.

The following remarks are taken from Adams' September 13 press release.

"Those who don't live with my people can ask them to go hungry, but I cannot" said Jacob Adams at the conclusion of a meeting of Barrow whaling captains. During the last month the Alaska Eskimo Whaling Commission (AEWC) has worked out plans for the fall whaling season in northern Alaska. The fall hunt will be conducted in accordance with AEWC regulations on hunting methods. The level of harvest for the villages of Kaktovik and Nuiqsut is based on nutritional needs for 1978-79. The level of harvest for the village of Barrow is based on nutritional needs between the 1978 fall hunt and the 1979 spring hunt.

The Eskimos' attitude toward possible governmental attempts to enforce the IWC quota is not one of hostility but rather one of disbelief: "The U.S. government can't and won't enforce the illegal IWC quota. It's illegal and unfair; and our

government knows it. We are regulating ourselves. They can't take away our way of life," said one Eskimo whaling captain.

The Eskimos maintain their position that the IWC has no authority to regulate their whaling. A lawsuit was filed in the district court in Anchorage on July 14 to contest the jurisdiction of the IWC over aboriginal whaling. Attorneys in the case are not optimistic that the suit will be concluded before the fall hunt begins.

Eskimos are not conducting their own research on the Bowhead. They have adopted the maxim that if you want it done right, do it yourself. A vessel survey in the Beaufort Sea has been planned for the fall in conjunction with the Naval Arctic Research Lab, an institution with long-standing ties to the Eskimo community, located outside of Barrow. Joint research efforts with the National Marine Fisheries Service have run into some difficulties because of a lack of consultation with the AEWC. The AEWC is hopeful, however, that joint research which will not interfere with the hunt can be conducted. Eskimos are as convinced as ever that the results of research will bear out their knowledge about the whale and remove any pressures for outside regulation.

When asked for his reaction to the continuing attacks by preservationists on Eskimo culture and lifestyle, AEWC chairman, Jake Adams had this to say: "Our position is just and reasonable. Maintaining our way of life will not destroy the whale. We want to continue to live in harmony with our environment. Congress recognized our rights in the Marine Mammal Protection Act and we believe our position that the IWC has no jurisdiction will also be upheld by the courts. I have no need to respond to ignorant and misguided comments of those who waste their time and money attacking us when they should be directing their efforts against commercial whaling which caused the decline in the bowhead whale population to begin with."

Hopson Calls for Monitoring Native Media Relations

The following is the text of North Slope Borough Mayor Eben Hopson's October 9th letter to Alaska Federation of Natives (AFN) President, Byron Mallot regarding the AFN's Media Relations Workshop scheduled as part of the Federation's annual Convention in Anchorage. The workshop was scheduled for October 25, 1978 at the Captain Cook Hotel.

Thank you all at AFN for your work leading to the AFN Media Relations workshop.

The North Slope Borough is a co-sponsor for this workshop because of Barrow's first hand experience with the political and economic harm caused by press media distortion.

This distortion last year led to a visit to Barrow last year by the U.S. Department of Justice's, Community Relations Service (CRS) personnel, and the CRS has been assisting us to deal affirmatively with our problems with the press.

The problems with which we are dealing are not peculiar to us in rural Alaska. As you can see from the enclosed copy of Shashi Thakor's paper, our problem is suffered by village people all over the world. This problem of press distortion has become an important foreign relations problem for our country.

The international scope of our problems of press coverage was illustrated this past July when the Alaskan press media failed to report the Dome/CANMAR blowout in the Canadian Beaufort, a front page story in Canada. And, you may have noticed now little is reported in Alaska about Canada's land claims movement. We are working with the Associated Press (AP) in New York to determine how to overcome this news blockage across the border.

I'm hoping the AFN Media Relations workshop will become a permanent part of the AFN's annual Convention agenda. An annual review of press relations in our region will be helpful to all concerned with better reporting of news and life in rural Alaska.

Thank you for your help.

Sincerely,
Eben Hopson, Mayor

Inupiat Announce Barrow Museum

7th International Congress of Northern Libraries Paris September 19-23



Silvio Zavatti, director of Polar Geographical Institute donates a collection of Arctic artifacts to future Barrow museum. Rachel Craig accepts.

A group of Alaskans travelled to attend this conference last week and to speak on the status of resource information available on the Arctic in books, articles, news, films or information retrieval systems. Professor Jean Malurie, well-known French anthropologist, author, and paleoclimatologist hosted the 5-day event at the Center for Northern Scientific Research (CNRS) to about 100 research workers and Arctic librarians. Others from Scandinavia, Canada, Europe, and the Soviet Union also submitted reports and films representing their latest research and findings on the Arctic.

Rachel Craig, vice president of Inupiat University came from Barrow to address the Congress and to request that all institutions and librarians provide the Inupiat with current bibliographies and access to these materials. She cited the Elders Conference held in Kotzebue and Barrow as "our way of preserving oral history and identity as a people."

Tony Vaska, subsistence coordinator from the Bethel region expressed concern that traditional Native perspectives & knowledge of their own environment was not considered academic from the Western point of view, and emphasized that Native academics had to be developed and respected by all Western institutions and universities in the future.

Mrs. Craig also addressed curators of Arctic Museums who were represented at the Congress. She added that Barrow will be constructing a museum next Spring and has begun an artifacts acquisition task force with the North Slope Borough Commission on History and Culture. The University of Alaska Museum and Alaska State Museum will cooperate in this effort to make the Arctic a repository for Inuit artifacts to be studied by Inupiat. She said, "These artifacts are not just a curiosity to us. They are the materials and tools that our ancestors used in their survival in the harshest environment in the world. To retain a sense of identity with our past, it is essential that we have these artifacts to study from." She along with the help of others will negotiate with museums for permanent acquisition, loan, and study of Inuit artifacts. Professor Silvio Zavatti, director of the Polar Geographical Institute in Italy was moved

by this effort, and donated his entire collection to Inupiat University.

The last day of the Conference was devoted to the screening of Arctic films. Professor Jean Malurie premiered his film, "Inuit, the Universal Cry of the Eskimo." This hour and a half film paints an anthropological fresco of today's Eskimos from the circumpolar region and how they have been afflicted by the encroaching institutions of white society, anything from Campbell's soup to punk rock. Malurie's aim is to shock, and he does this very well. This film is to be followed by a series of 5 one-hour films produced for French television which goes into greater detail on Siberia, Canada, Greenland, and Alaska's Eskimos and their condition today as citizens of these respective countries and as circumpolar aboriginals.

The Soviet films shown on the Arctic avoided showing their Eskimos as much as possible, and instead showed films on natural wildlife, and one film about a day in the life of an island inhabited by seals. A Soviet first was a film featuring a nuclear powered ice breaker cracking its way through Russian refractions all the way to the North Pole. This impressive achievement was heralded by the planting of the Soviet flag and a bouquet of fresh daisies followed by a ring-around-the-flagpole promenade of the ship's crew and others who went along for the ride.

Filmmaker Bo Boudard presented two Inupiat-produced films, the first, "Inuit" which documents the first Inuit Circumpolar Conference, and the second called, "Hunger Knows No Law" about Spring whaling this year in Barrow. Both were enthusiastically received and valued as films whose approach was to see people speaking out for themselves rather than being examined. An excellent film was shown on the Saami, reindeer herders of northern Sweden. The Saami's plight is that Sweden's government is rapidly taking away their land by clearcutting forests, building dams for hydroelectric power for the south, and expanding recreational areas. The film is a sensitive portrait of a people whose land rights are being ignored and whose entire culture of reindeer herding is in jeopardy because of this injustice.

Boudard recommended that an International Arctic film library be started in order that these and other films be seen by more people, especially to those living in northern communities. J.M. Arnold, director of CNRS Films endorsed this idea and has offered this center as a future depository for films on the Arctic. Information regarding this Arctic Film Library can be addressed to:

J.M. Arnold
CNRS
Serdav-27, Rue Paul Bert and
94200 Ivry, France
Tel: 672-4051

Jean Malurie
Social Sciences
6, rue de Tournon
75006, Paris
Tel: 325-58-38

or Arctic Films
610 H Street
Anchorage, Alaska 99501
Tel (907) 274-2414
279-3023

abstracts

Oil in the Arctic: Historical, Environmental and Regional Perspectives

Dr. David W. Norton, *The Geophysical Institute, University of Alaska, Fairbanks.*

Nowhere in the wealth of scientific information generated over the last few decades do we find reasons for considering the arctic regions of the world as mere northward extensions of temperate latitude systems in matters of environmental understanding. The Arctic is fundamentally and qualitatively different. The sea is dominated by ice; the seafloor underlain by relict permafrost of variable quality and quantity on the continental shelf; the system is occupied by biota of restricted variety which nevertheless occurs in local pockets in astonishing abundance—and hence is vulnerable to disturbance. Arctic systems are not simple, in contrast to early dogma.

Jurisdiction by five different sovereign powers with north-south communication and administration systems further fractionates and complicates our understanding of the whole Arctic basin. The oil industry's technological state of the art in the Arctic is presently too frail to guarantee a low acceptable level of risk of well blowouts, pipeline and tanker ruptures, or other massive petroleum catastrophes, in the face of arctic hazards.

A spill or accident in the Beaufort Sea could have greater adverse consequences than an equivalent spill at lower latitudes, because: 1. microbial attack and natural oxidation would be generally slower at the prevalent low temperatures; 2. potentially a far larger proportion of the biota would be directly affected if caught in zones of concentration such as leads in the ice, or areas of upwelling; 3. the capability for oil containment and cleanup simply does not exist, since it depends on either manpower or special technology neither of which are currently available in the Arctic; and 4. a blowout under the ice might continue unchecked for more than a year because drilling of a relief well could be prevented by adverse ice conditions.

Yet the specter of arctic oil spills is not the only problem that motivate scientific inquiries in the Arctic. Away from the coastal environment, lessons can be learned from the construction of the Alaskan pipeline. The building of the pipeline has caused massive environmental and ecological problems and has met with mixed success, just as North Sea oil developments have caused numerous environmental and human-centered problems without oil being spilled.

Gravel requirements for road and workpad construction on the pipeline threatened to put numerous streams and rivers out of action as productive fisheries habitats. Road and workpad encroachments on drainages also threatened permanently to block fish passage, notably of spawning grayling, and serious attention is still focused on whether the pipeline itself will intimidate barren ground caribou from crossing back and forth in their migratory movements.

Freshwater requirements in the Prudhoe Bay field has probably killed a significant proportion of the fish populations that concentrate during winter in that area. A continuing problem has been the "Walt Disney Mentality" which

makes construction workers think it is cute to feed wild creatures. It is expected that many of the same problems and resource conflicts will occur offshore. Arctic foxes, seal, and polar bear are naturally attracted to sewage wastes and then are shot as health and safety menaces. There have been no systematic inquiries into the problems of water quality for effluent and receiving waters in the Arctic or the consequences of massive removals of gravel from the nearshore areas for building causeways and construction pads.

Before we can evaluate the results of research into these areas, the author would like to review the present condition of the multidisciplinary environmental studies in the Arctic and the historical and political context in which they operate.

The same scientists who in the early 50s aided Native groups in opposing "Operation Plowshare," a U.S. proposal to detonate an atomic bomb at Cape Thompson, were also successful in defeating the proposed Rampart Dam on the Yukon and establishing in 1960 the Arctic National Wildlife Range. The National Environmental Policy Act of 1971 took much of its precedents from the Cape Thompson report as a model for future Environmental Impact Statements (EIS). The first major test of the NEPA law was the proposed TransAlaska Pipeline.

Alaskan opposition to the pipeline (and to the Vietnam War) became the occasion of then Secretary of Interior Wally Hickel's forced departure from the Nixon Administration. As that administration deteriorated, environmentalists succeeded in stalling the pipeline. The Alaska Conservation Society was the prime source of information for the national coalition that had formed. But the coalition and the scientists of the Tundra Biome of the International Biological Programme were lacking a sufficient biological model to hold the line for long. Congress gave the green light for the pipeline as industry stepped-up an anti-environmental offensive based on the Energy Crisis of 1973-74. It was Vice-President Spiro T. Agnew who cast the tie-breaking vote in the Senate to bring the Trans-Alaska pipeline into being.

Thus, at the beginning of 1974, a big share of the human resources of the sparse population of Alaska was about to be committed to responding to the onslaught of big money, big deals, high speed construction, and what environmental protection could be salvaged from this onslaught.

The scientists learn how ill-prepared they were to deal with high-speed construction. They often found themselves short of needed information such as "Does this stream contain fish?" As environmental policemen they had not been adequately forearmed. Fish and Wildlife had not done it; the Tundra Biome scientists had not done it; the pipeline industry had not been candid about high speed construction techniques; and last, the Environmental Impact Statement was a long-forgotten monument to irrelevancy.

The monumental state-wide problems of impact that were occasioned by the building of the pipeline were reflected in the disenchantment of Alaskan voters in 1974 with the election of Governor Jay Hammond, a bearded conservationist, poet, and Republican. With the Hammond administration, conservationists were able to become state policy-makers, in time to gird themselves to meet the challenges of "Operation Independence" that spurred the oil exploration of Alaska's Outer Continental Shelf. With its high potential of off-shore oil reserves, Alaska

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The last day of the Conference was devoted to the screening of Arctic films. Professor Jean Malurie premiered his film, "Inuit, the Universal Cry of the Eskimo." This hour and a half film paints an anthropological fresco of today's Eskimos from the circumpolar region and how they have been afflicted by the encroaching institutions of white society, anything from Campbell's soup to punk rock. Malurie's aim is to shock, and he does this very well. This film is to be followed by a series of 5 one-hour films produced for French television which goes into greater detail on Siberia, Canada, Greenland, and Alaska's Eskimos and their condition today as citizens of these respective countries and as circumpolar aboriginals.

The Soviet films shown on the Arctic avoided showing their Eskimos as much as possible, and instead showed films on natural wildlife, and one film about a day in the life of an island inhabited by seals. A Soviet first was a film featuring a nuclear powered ice breaker cracking its way through Russian refractions all the way to the North Pole. This impressive achievement was heralded by the planting of the Soviet flag and a bouquet of fresh daisies followed by a ring-around-the-flagpole promenade of the ship's crew and others who went along for the ride.

Filmmaker Bo Boudart presented two Inupiat-produced films, the first, "Inuit" which documents the first Inuit Circumpolar Conference, and the second called, "Hunger Knows No Law" about Spring whaling this year in Barrow. Both were enthusiastically received and valued as films whose approach was to see people speaking out for themselves rather than being examined. An excellent film was shown on the Saami, reindeer herders of northern Sweden. The Saami's plight is that Sweden's government is rapidly taking away their land by clearcutting forests, building dams for hydroelectric power for the south, and expanding recreational areas. The film is a sensitive portrait of a people whose land rights are being ignored and whose entire culture of reindeer herding is in jeopardy because of this injustice.

Boudart recommended that an International Arctic film library be started in order that these and other films be seen by more people, especially to those living in northern communities. J.M. Arnold, director of CNRS Films endorsed this idea and has offered this center as a future depository for films on the Arctic. Information regarding this Arctic Film Library can be addressed to:

J.M. Arnold
CNRS
Serddav-27, Rue Paul Bert and
94200 Ivry, France
Tel: 672-4051

Jean Malurie
Social Sciences
6, rue de Tournon
75006, Paris
Tel: 325-58-38

or Arctic Films
610 H Street
Anchorage, Alaska 99501
Tel (907) 274-2414
279-3023

abstracts

stood in the limelight again.

To date, there has been no formal federal review or rethinking of the policy of providing the petroleum industry access to all of the nation's oil and gas as soon as possible for the short-term goal of lessening dependencies on foreign oil supplies. The State of Alaska, while not wishing to be uncooperative with national energy policy, foresees and extreme stress upon its renewable resources, leading it to question the underlying assumptions of Project Independence.

Moreover, the state specifically questions the utility of the environmental assessment program. The state agencies ask whether ongoing studies by the feds are going to lead to useful information for regulation or help the cause of conservation. The wisdom of many elements of the Outer Continental Shelf Environmental Assessment Program (OCSEAP) are continually questioned within the organization. This research generates intense internal debates.

This confusion is intensified by a general widespread disaffection for academic-based scientists. This distrust results in erosion of university contracts in favor of both consulting firms and direct research by federal agencies. And secondly, a larger amount of money tabbed for research is taken each year for an expanding science-management bureaucracy. All this is compounded by the traditional Washington view of Alaska as a colony to be exploited for natural resources. It is significant that the head office for the Alaskan environmental assessment effort is in Boulder, Colorado.

The circumpolar Native community has already served notice of its multinational intent to have a say in arctic oil development, beginning with a request for recognition of Arctic sciences as a regional industry, and continuing with proposed Native representation in the Law of the Sea Conference.

—*Interdisciplinary Science Reviews*, Vol. 2, No. 3, 1977
Heyden and Son Limited, Septrum House
Alderton Crescent
London NW4 3XX, England

Informational Imbalances

by Shashi Thoor

"Informational imbalances" are the international media's latest cause for concern, a concept referring to the lack of equilibrium in the structure of communication that results in the preponderance of Western, and specifically American sources of information in the world today. With the Third World's acquisition of an "international class-consciousness" these principles have come increasingly into question. While the United States has not quite succeeded in making the world safe for democracy, the less developed countries have begun to doubt whether democracy is quite safe for the world.

Democratic ideas like "the free flow of information" are thus being challenged not so much because they are in themselves unsupportable, but because they are seen as masking the reality of a "one-way flow" from the developed countries to the developing—with attendant deleterious effects on the latter's

economic, political and cultural independence.

The end of colonialism has not changed the hierarchical nature of the transnational power structure, which still involves the dominance of the developed West and the subjugation, even exploitation, of the former colonies. Historically and naturally, the news networks have developed in parallel with and depending on the transport and telecommunication resources. All three responded to commercial needs and today their patterns are still linked to their colonial origins.

The inequality of the relationship between the big transnational new agencies, perceived in the Third World as representatives of alien interests, and the average less-developed country, is astonishing. It has been estimated that a day's worth of resources of these multinationals often exceeds the total annual expenditure of many small countries in Asia. Competition is virtually inconceivable. The big agencies have developed financial and personal resources the developing countries cannot challenge. What is more, the inadequacy of alternative channels leads the smaller agencies around in a vicious circle: they have fewer subscribers because their services are more expensive, and in India, for example, are available only for two to four hours at night, while the transnationals are received around the clock. UPI, only the third largest of the multinational agencies, has 238 bureaus, is represented in 62 countries, employs a staff of over 10,000 and has over 6,500 subscribers, and circulates 4.5 billion words a day.

The economics of the situation is such that most of this free flow of information has been moving in only one direction—from the developed countries to the developing. It is a commonplace that mass media, whatever their forms, reflect the power-structure of the societies they emanate from. The principle of "free-flow" becomes the formal consecration of a laissez-faire marketplace in the informational field resulting in an out-of-context message whose content is determined by the logic of the market.

Commentators in undeveloped countries claim that western-oriented news is often harmful to the progress of development in these countries. The result is that cultural, economic, and political progress is steadily under-reported and indeed undermined by the concentration on wars, pestilence, murders, sensation. Such journalistic sensational values stressing aberration are actually counterproductive to development. That charge leads on to one of "cultural imperialism," the selling by western society of its lifestyles with a view to co-opting the cultural norms of the rest of the world.

The antidote to this problem is not seen in government censure, banning of publications, or expulsion of news agencies—which have a mere cosmetic effect—but in the demand that transnational media be placed within a framework of legal and social accountability which ensures that national developmental goals not be subverted. A new international information order is seen as vital as a new international economic order. International conferences have already been held seeking a decisive assault against these structures of misinformation and denigration.

—*The Fletcher Forum, A Journal of Graduate Studies in International Affairs*, Vol. 1, Spring, 1977, published by The Fletcher School, Tuft University, Medford, Mass. 02155

Alcohol Abuse and the Police in Rural Alaska: The North Slope Borough and City of Barrow Experience

by Kim L. Moeller, Director
NSB Department of Public Safety

In 1974 a landmark case that had originated on the streets of Barrow came to the attention of the Alaska Supreme Court. The case involved a person who had been arrested for Drunk in Public, was searched before being placed in detention, and afterwards charged with a felony crime as a result of stolen property found on his person.

The result of that court review struck down both the Drunk on a Public Highway (DOPH) and Drunk in Public (DIP) laws as infringements upon the right of the individual and treating an intoxicated person who had committed a crime by being drunk.

The decision was hailed throughout the state for decriminalizing intoxication and it took the huge burden off the shoulders of police departments of managing drunk tanks. It became a medical problem rather than a police problem.

But, while urban police cheered, rural police were puzzled. What were they going to do about intoxicated persons when no medical facilities were available? People in the Arctic, incapacitated ten steps from their front door, let alone out on the streets, would quickly freeze to death. Rural police knew they had to find another answer.

Kim Moeller, NSB head of public safety, writes in this paper of the creative responses of his department to the problem. For Barrow, the problem was particularly acute because the

Hopson Re-elected

North Slope Borough Mayor Eben Hopson was sworn in the evening of Oct. 10 for another term as the mayor of the world's largest municipality. The Barrow Inupiat Eskimo told the Tundra Times in a telephone interview, "I got sworn in last night and feel pretty good about it."

Hopson defeated challenger Billy Neakok by a large 522 to 340 margin. Twelve bonding propositions on the ballot, totalling more than \$66 million, also received voter approval, along with a 13th proposition providing the Arctic Slope Regional Corporation with a bus transportation franchise for the North Slope Haul Road.

In his campaign, Hopson stressed the borough-wide accomplishments of the Borough Capital Improvements Program, a massive construction project that is building schools, housing, utilities, roads, and medical facilities for the people of America's Arctic Coast. □

Sorry about that!

Apologies to Anthony Vasca and Michael Jeffries who were pictured over each other's captions on page 7 of the September Newsletter; to Herman Aishanna who was called Herbert on page 6; and to Marx Sims, Mayor of Kaktovik, whose real name is not Mark Sims, and who testified at the Point Thomson hearings on July 27, not June 27, as we printed on page 8.

New Film on Bowhead Whaling Available

Alaskan filmmakers Bill Bacon and Bo Boudart were in Barrow this spring to film the spring whaling season and that community's reaction to the bowhead quota imposed by the International Whaling Commission.

The results of their work are now available in a 26-minute color film, "Hunger Knows No Law," produced by the Alaska Eskimo Whaling Commission.

For information concerning rental or purchase of the film, contact North Slope Borough, 835 D St., Anchorage, AK. 99501.

experience of both the fire department and the police in Barrow—later confirmed by compilation and review of statistics—showed a cause and effect relationship between alcohol on the one hand and fire deaths, suicide, and crime on the other.

Aided by new legislation that enabled police to "detain" inebriates if no medical treatment facility is available when it appears necessary for the protection of a person's health or safety, the department found a pragmatic answer clearly defined. The answer was in temporary detention, intervention between alcohol abuse and its ultimate anti-social effects.

With community support and work by a task force, the North Slope Borough began the new intervention program in January, 1977. The program, which did not involve alcoholism treatment or rehabilitation, is fully described in the paper. The administrative statute setting up the program is printed, along with important discussions on results, problems, costs, and evaluations. The findings will have significance for all communities in the rural North as shown in these impressive results:

1. No deaths occurred by freezing.
2. Two suicides occurred as compared to an annual average of five to seven.
3. An overall decrease in crime.
4. Arrests decreased by 35%.
5. Two fire deaths occurred as compared to an annual average of five.
6. A significant reduction in investigative case work allowing a huge increase in time available for the detention program.

A complete three-year data base analyzing alcohol abuse as it relates to the incidence of crime will be available by January of 1979.

Alcohol Abuse and the Police in Rural Alaska: The North Slope Borough and City of Barrow Experience. By Kim L. Moeller, Director, NSB Department of Public Safety. Published by the North Slope Borough, Barrow, Alaska, 1978. 59 pp. □

reviews

Prudhoe Bay CZM Program First Phase of NSB Plan Published

In recent years, coastal areas of the United States have experienced burgeoning populations and continued development. The results have been reflected in continuing and magnified conflicts among alternative land uses, especially between those of a business and industrial nature and those of an open space, recreation and conservation nature.

In response to these and other overwhelming coastal development activities throughout the United States, Congress passed the Coastal Zone Management Act of 1972, and the State of Alaska initiated its own coastal management program in 1974.

In the North Slope Borough, the conflicts that originally engendered Federal and State Coastal management programs are exemplified by the Prudhoe Bay experience. Just over 10 years ago, the Prudhoe Bay area was, for all practical purposes, one of America's last great wildernesses used by the indigenous Eskimo residents for fishing and hunting activities. Since that time, the country's largest domestic reserve of oil and gas has been discovered in the area, a road has been built connecting Prudhoe Bay to the rest of North America, and a multitude of oil industry support activities have been located in the area.

The prospect of new discoveries of petroleum offshore in Prudhoe Bay and adjacent areas and the possibility of opening the Haul Road to the public pose the very real possibility of additional development and degradation of the coastal environment. These actions could prove detrimental to the lands and waters of the coastal area and threaten the subsistence resources which are the basis of the age-old Inupiat culture and economy.

Because of these circumstances, the North Slope Borough has long recognized the need for a coastal management program and has actively participated in the Alaska Coastal Management Program since its inception. It was represented at the Association of Coastal Mayors Workshop, convened by the state Office of Coastal Management in 1976 to consider state rules and regulations for the Coastal Energy Impact Program and other coastal management issues, and it is represented on the Alaska Coastal Policy Council. The Borough planning staff has worked closely with the Department of the Interior's Beaufort Sea OCS program and with the NPR-A study team to ensure that Borough coastal management concerns are adequately represented.

The North Slope Borough's concern with the coastal environment extends beyond Borough, State and national boundaries. In response to oil and gas operations offshore Greenland, Canada, the Soviet Union, and the U.S., the Borough in 1976 set out to organize the circumpolar Inuit Community to work toward the development of an international Arctic policy by which all five Arctic states would agree to the same set of regulations governing industrial development in the Arctic. This



effort led to the first Inuit Circumpolar Conference in Barrow in 1977, at which Inuits from three nations adopted a program of Arctic environmental protection.

In 1976, the Borough issued a paper which stated that because of the great size of its coastal area, the coastal management program would be developed in four phases, each phase dedicated to a separate geographical area of the Borough. Phase one would focus on the Prudhoe Bay area, that space between the Arctic National Wildlife Range and the National Petroleum Reserve-Alaska. It was obvious that the immediate demands of industrial development in the Prudhoe Bay area, especially the forthcoming joint State/Federal oil lease sales, established this priority. Phase two would include the Kaktovik-Arctic National Wildlife Range area; phase three the area within the NPR-A; and phase 4, the western Point Hope area.

This publication presents the Coastal Zone Management Program for Phase One, the Prudhoe Bay area. The following is a brief description of that program.

Chapter one reviews the same matter as above, giving a more complete description of the authorizing legislation and the development of federal, state and local coastal zone programs.

Chapter II sets forth the North Slope Borough's rationale for determining coastal management boundaries and delineates the specific boundaries for the Prudhoe Bay Coastal Area. Chapter III, Assessment of Planning Activities and Needs, describes various studies being undertaken by the Federal, State and North Slope Borough governments that are relevant to the Borough's Coastal Management Program and relates these specifically to the Prudhoe Bay Area Coastal Management Program. Primary contacts within the various agencies are also identified. In addition, this chapter identifies areas that require further study.

Chapter IV enumerates and briefly analyzes local issues pertinent to coastal management in the North Slope Borough. In Chapter V, lands and waters of the Prudhoe Bay Coastal Area are classified according to their importance to the preservation of fish and wildlife resources and habitat and their suitability for development. Chapter VI, Objectives, Policies and Standards, sets forth the objectives of the North Slope Borough

in the management of the Prudhoe Bay Coastal Area, proposes policies or plans of actions for implementing these, and describes in general terms existing federal, state and local government standards available to effectuate North Slope Borough policies for the conduct of activities in the Prudhoe Bay Coastal Area. Strategies for implementing the Prudhoe Bay Area Coastal Management Program are described in Chapter VIII.

Chapter VIII, Prudhoe Bay Coastal Area Inventory, describes the natural and man-made environment of the study area and identifies traditional and current use of the land and its resources. In Chapter IX, the Prudhoe Bay Coastal Area is analyzed for its potential to accommodate several different uses—oil and gas development, tourism and recreation, mining, and fish and wildlife. Constraints and conflicts related to each potential use are also identified.

Chapter X, Forecast of Demands, Capabilities, and Impacts, discusses the demands that potential uses would place on the lands and waters of the Prudhoe Bay Coastal Area, assesses the capability of the lands and waters to accommodate these demands, and describes the impacts that are likely to occur as a result of each potential use.

Since NSB officials consider this document the basis for any discussion about development and planning in the crucial Prudhoe Bay area, the Newsletter will cover the above chapters in more detail in future issues. But a few of the more salient points of the program are the following.

1. **Need for additional studies.** In spite of the massive amount of research, study, and planning by local, state, and federal agencies, there are several issues not covered and which warrant further study: a. critical water and gravel resources, exploitation and impact; b. commercial fishery potential; c. bowhead whale management; d. Porcupine caribou herd management; and e. the "Narwhal Island Boulder Field (pp 11-12).

2. **Need for a national and international Arctic policy** that would establish firm guidelines for all agencies involved in the Arctic and would treat the Arctic as a single ecosystem (pp 13-15, 30-32).

3. **Development of national alternatives to Arctic resources** (pp. 24-25).

4. **Protection of Inupiat subsistence lifestyle has a priority in all considerations.** Aggressive management of fish and wildlife should not be abandoned simply because petroleum development exists in that area. The Borough believes that management and programs of habitat improvement should be more intensive during this period of habitat consumption and fish and wildlife disruption. The bowhead whale and the peregrine falcon, two endangered species of international significance, are both threatened by North Slope industrial development. (p. 28).

5. A thorough set of stipulations dealing with noise pollution, erosion, siltation, gravel extraction, water usage and waste disposal should be included in lease sale stipulations. The Borough considers strict regulation in these matters to be invaluable to the protection of the area (p. 29).

6. NSB standards developed at the local level, being the most comprehensive and structured to attain Borough goals must guide federal and state agencies in the attainment of those goals. (p. 32).

7. The Borough envisions that all lands and waters within the Borough, including the Prudhoe Bay area with the exception of the village selections will be zoned by the Borough as a **wildlife enhancement zone** requiring a conditional use permit for all industrial extraction activities, tourism, and recreation. Subsistence hunting and fishing would not require such a permit (p. 36).

North Slope Borough Coastal Management Program: Prudhoe

Bay Area prepared by Alaska Consultants. Barrow: The North Slope Borough, 1978. 118 pp. □

'Northern Transitions' Published

Northern Transitions, Volume II: Second National Workshop on People, Resources and the Environment North of 60 Degrees edited by Robert F. Keith and Janet B. Wright was published this month by the Canadian Arctic Resources Committee. The 470-page book containing the proceedings of the Second National Workshop of CARC held in Edmonton, Feb. 20-22 is available from the offices of CARC, 46 Elgin St., Rm. 11, Ottawa, Ontario K1P 5K6 for \$10.

Like the publication issuing from the first workshop in 1972 entitled **Arctic Alternatives**, this hefty volume will be an important textbook for all involved in the Arctic: Native groups, government agencies, and developers. Within the pages are the stormy controversies that engulfed the proceedings in Edmonton, mostly centering around the issue of Native land claims in Canada and CARC leadership. But within that framework, there appeared several papers that are genuine products of research and scholarship that should benefit all those involved in the Arctic.

Northern Transitions contains good presentations by Native groups on the status of the land claims settlements in Canada, working papers on science in the North, land use planning for frontier regions, renewable resource development, the political development in the North and marine transport on the Arctic seas, and the management of Caribou as a vital resource. The reactions of many northern residents to the positions taken in the conference are also recorded in detail. □

letters

Canadian Energy Official Plugs Labrador Oil Development

To the Editor:

Oil spewing uncontrollably over the ocean is an image that comes to the minds of many people when they first think about offshore oil and gas activity. It is an unfortunate impression, however, for when we look at statistics compiled by the U.S. Academy of Sciences, the Commonwealth Secretariat and the National Petroleum Council, we find that of all petroleum wastes dumped into the world's ocean, no more than 1.3% come from offshore oil production. This compares with the 34.9% contributed by the operation of oil tankers and the 31.1% that comes from urban areas, largely from automobile crankcases and industrial lubricants. Furthermore, much of the oil carried in tankers along the East Coast is refined, such as Bunker "C," which when spilled into the ocean is far more difficult to handle than the natural crude that would flow from an oil well blowout. Also, the quantity of oil dumped into the sea by a supertanker accident can be well over a million barrels, and this entire amount is frequently released over a very short time. By contrast, the rate of emission from an offshore well accident varies with subsurface pressure and the size of the bore hole, which would be approximately the size of a garden hose if compared to a supertanker. For example, the blowout at the Ekofisk - of which approximately 40% evaporated before landing on the sea surface - as compared with 100,000 tons for the Torrey Canyon and 220,000 tons for the recent accident of the

Amoco Cadiz). It becomes readily apparent from these figures that domestic offshore oil and gas production is environmentally preferable, as far as the supply of oil and gas is concerned, to the alternative of importing greater quantities of oil by tanker.

As regards exploratory drilling, it is extremely rare for exploration wells to "blowout." Because the drill-bit is penetrating an unknown structure where some surprises can be expected, safety procedures are most stringent and equipment, casings, and cement are of the highest capacity and standard. Well pressures which might indicate an oil or gas find are monitored constantly. If an increase in pressure develops, or if a "kick" is noticed, they are normally controlled by adjusting the density of drilling mud circulating around the drill pipe or by closing the blow-out preventers. Over 20,000 exploration wells have been drilled on the world's continental margins. More than 140 have been drilled in Canada's offshore alone, without a single significant pollution incident. The routine operation of offshore production wells linked to a web of collection and transportation systems, such as at Ekofisk, is rather different from exploratory drilling; the familiarity of routine procedures tends to increase the margin of human error and hence the nature of the risk they pose to the environment is quite different.

This is not to assert that offshore exploration is without some potential for causing environmental damage. No human endeavour is devoid of risk; certainly no form of energy development, be it nuclear, hydro-electric or coal.

Although the statistical probability of having a major oil spill associated with exploratory drilling is extremely small, officials are well aware that repercussions in local communities adjacent to such an incident could be extensive. It is for this reason that companies drilling off Labrador, for instance, are required to file with the Canadian government detailed contingency plans on how they will combat an oil spill should it occur. The plans are designed so that if the situation warrants, they can be coordinated with national and international contingency plans for the containment and clean-up of accidental spills. For this reason too, the government requires companies to carry pollution liability insurance that will pay for damages regardless of whether the operator can be shown to be at fault. New legislation introduced to Parliament for first reading on December 20, 1977, will make this arrangement a formal part of Canadian statute law. It may be worth noting at this point that only gas has been found so far off Labrador. Since gas dissipates quickly, it is not considered to be a pollution hazard.

Other studies to enable an assessment of possible biological effects should an oil spill occur have also been underway for a number of years by the Labrador Group of companies and by various government departments. These ongoing studies are being speeded up through the approximately \$1.5 million Offshore Labrador Biological Studies (OLABS) referred to in your February article. OLABS data, combined with what has already been collected, will make it possible to assess accurately the probable extent of biological risk inherent in oil and gas activity. After evaluating the evidence of marine pollution studies in other maritime regions, we feel confident that any threat from oil and gas activities to species in the Labrador Sea will be temporary and will lie within a range of acceptability. More biological information is necessary in order to fully describe the marine resources of the Labrador area, however, and that is the reason for proceeding more quickly with these ongoing studies.

Analysis of any such risks must also take into consideration the benefits to be derived from the activity. If exploration is successful off Labrador, we feel that the benefits could be quite substantial. Additional domestic supplies of petroleum would have advantages for the Canadian economy and especially the Maritime region which currently imports over \$1 billion

worth of oil annually.

Such things as weather information and rescue facilities will improve in the region of operation for the equal benefit of local fishermen. Increased commercial expenditures in the region combined with taxes and royalties from the operation will be available for reinvestment in alternative enterprises such as refitting and enhancing the Labrador fishery. For example, the government of Great Britain expects revenue from its sector of North Sea operations to be about \$8 billion/year in the 1980s. The Alberta Heritage Fund, which has grown from oil and gas royalties in that province, now stands in the neighborhood of \$4 billion and is being used to finance programs across the country. Local inflationary pressures and other socio-economic problems which can distort these benefits should be manageable if precautions that have been identified in other areas such as the North Sea, Alaska and the Canadian North are adapted and implemented in Labrador.

In the Labrador Sea area a time delay of approximately 6 to 8 years will affect any proposal for production if a commercial discovery is made. It has been estimated that this amount of time will be necessary to design, test and construct the equipment and installations required for offshore production in that area. This period will also provide considerable time for additional environmental studies and for Labrador to prepare to take advantage of the potential offered by oil and gas activities. If sufficient quantities of oil or gas can be found in the Labrador region, it can be managed to complement and to augment returns from the traditional, long-term renewable resources.

D.G. Crosby, Director-General
Resource Management and Conservation Branch,
Energy Mines and Resources Canada, Ottawa

No Offense Intended

Dear Editor:

Recently you reprinted a satire column I wrote in support of Eskimo people in your newsletter. It was called, "Are Eskimos For Real?"

The point of that column, directed at non-Native people, was that Eskimo people are very real indeed whether or not television, magazines and non-Natives understand this to be true.

The column was written to make non-Natives realize that there are still people who live and hunt in the Arctic who do not have to watch Johnny Carson to learn how to live.

Eskimos may be the last real people on Earth.

My article was an attack on people who do not believe that Eskimos are real unless somebody on TV tells them this is true. These people think Kojak is real, Big Bird is real, but not Eskimos who hunt and fish. It was not an attack on Eskimos.

Some people on the North Slope did not understand my article this way. They think I am against the Eskimo, that I was writing that modern Eskimos are not real anymore.

This is not true. I have spent more than six years in work that took me into the homes and villages of many Eskimo people. I have fought for justice in the Bush during all of this time.

I would no more suggest that Eskimos are not real than suggest that my own mother and father were not real.

I apologize to those readers that misunderstood my column and especially to my friends on the North Slope who thought I betrayed them.

I would never betray Eskimo people by word or deed. I respect them too much.

Sincerely,
Steve Conn
Criminal Justice Center
U. of A., Anchorage