

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 86/2

322 SCOM10: LOCAL GOVERNMENT STUDY 1979

Tatilgak

(Copper Eskimo Man, Musk Ox Folk, Bathhurst Inlet)

Bird Song

The great gull hovers
on wings spread wide
above us, above us.
He stares, I shout!
His head is white,
his beak gapes,
his small round eyes
look far, look sharp!
Qutiuk! Qutiuk!

The great skua hovers
on wings spread wide
above us, above us.
He stares, I shout!
His head is black,
his beak gapes,
his small round eyes
look far, look sharp!
Ijoq! Ijoq!

The great raven hovers
on wings spread wide
above us, above us.
He stares, I shout!
His head is blue-black,
his beak is sharp
(does it have teeth?)
His eyes squint!
Qara! Qara!

And then there is the owl,
the great owl!
He hovers
on wings spread wide
above us, above us.
He stares, I shout!
His head is swollen,
his beak is hooked,
and his round eyes
have lids turned inside out,
red and heavy!

Oroq! Oroq!

—Translated by
Tom Lowenstein



The peregrine falcon, along with the bowhead whale, is listed on the endangered species list, a victim of DDT poisoning which softens its eggs and makes nesting difficult. On the North Slope, it nests on the banks of the Colville River, an area of concern to conservationists because of its proximity to oil development operations.

The Peregrine has long been a favorite bird of people everywhere. A symbol of strength and agility, it is the only bird known to overpower a bald eagle. In Nixon's day, Henry Kissinger used to send the CIA to Alaska to poach these birds for gifts for foreign potentates into falconry. A resolution was introduced into the Alaskan State Legislature demanding the falcons be returned or exchanged for non-resident pipeline workers.

GET YOUR OWN NEWSLETTER!

Cut this out and mail to:

Arctic Coastal Zone Management Newsletter
P.O. Box 3035
Anchorage, Ak. 99510

Please send the Arctic Coastal Zone Management Newsletter to:
(please print)

NAME: _____

STREET ADDRESS _____

CITY OR TOWN _____ STATE _____ ZIP _____

ORGANIZATION OR FIELD OF INTEREST _____

NORTH SLOPE BOROUGH

P. O. BOX 69

BARROW, ALASKA 99723

TELEPHONE (907) 852-2611

ARCTIC COASTAL ZONE
MANAGEMENT PROGRAM

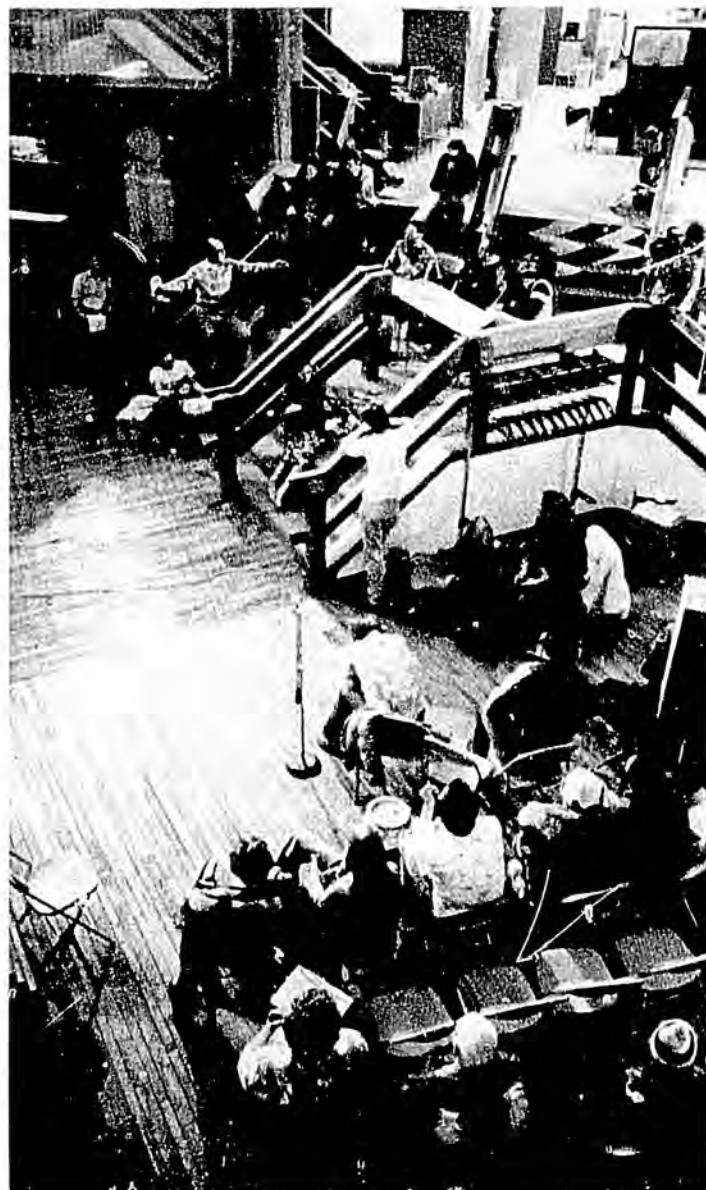
BULK RATE
U. S. POSTAGE
PAID
PERMIT NO. 143
ANCHORAGE
ALASKA

THE ARCTIC COASTAL ZONE MANAGEMENT NEWSLETTER

Issue No.: Twelve



Date: June 1978



Whalers, officials meet in Barrow. With the main speakers seated at a table on a stair landing, Eben Hopson, standing at left, spreads his arms as he addresses the crowd in the administration building of the North Slope Borough. At top right, Eddie Hopson shares the table with Richard Frank, Director of NOAA. (Photo: Alice Puster, Anchorage Times)

THE BOWHEAD

Villages Hit Hard as Quota Prevails Whalers Confront NOAA Chief

The 1978 Spring whaling season along America's Arctic coast should have been the best ever. Whales were seen in abundance--1700 counted! -- weather cooperating, and the ice conditions ideal. But tension ran high in all the eight whaling villages as whalers let the migrating herds pass unchallenged through the ice leads in observance of the quota imposed by the International Whaling Commission (IWC).

Ten whales were taken this year as compared to 27 last year and 48 the year before.

Both federal and local officials applauded the restraint of the whalers and the leadership of the Alaska Eskimo Whaling Commission in charge of implementing the regulations. All knew the hardship the quota imposed. It meant a loss of an average of 400 pounds of meat to many village families who are now apprehensive about legally obtaining enough food to get through the 10-month winter facing them. The high winter kill of the Western Arctic caribou herd and the menacing remarks of the National Fish and Wildlife Service about eliminating subsistence hunting of wildfowl has put them on notice once again that their culture is under serious attack.

But having bitten the bullet and proven their capacity for self-regulation, the Inupiat whalers are ready again to take their case before the court of world opinion and the IWC meeting in London late this month.

The season also proved to the whalers how little qualified are the government scientists of the National Marine Fisheries Service (NMFS) to regulate Inupiat whaling and how unnecessary and arbitrary was the IWC quota in the first place. The competence of the NMFS officials came under attack in early May when Barrow whalers took their fourth whale and other villages threatened to exceed their quotas by hunting another type of whale.

Richard Frank, Director of the National Oceanographic and Atmospheric Administration (NOAA) and U.S. Commissioner to the International Whaling Commission (IWC) flew to Barrow in the Coast Guard Commandant's personal jet to meet with the Alaska Eskimo Whaling Commission (AEWC) on Sunday, May 7th, to discuss a joint policy regarding further hunting of Ingutuk, a Right whale thought by many to be *Eubalaena Glacialis* or Black Right Whale, a species not

INSIDE: Whale quota impact alarms scientist, p.1 Prudhoe operators ugly again over village utilities, p. 10 Bowheads move west, p. 3 New study on U.S. Arctic Policy, p. 8 Alaska jumps the gun with Pt. Thomson oil lease, p. 4 Knud Rasmussen commemorated in Barrow by Greenland dignitaries, p. 9 Presbyterians honor Hopson, p. 14 And more.

covered by the recent Bowhead whale regulations. Such a whale had been counted by the National Marine Fisheries Service of NOAA against the Barrow quota of three, thus putting Barrow whalers one over their quota.

After a dispute with NMFS agents, some crews vowed to return to hunt more Black Right whales -- which biologists claim are easily distinguished from the larger Bowhead or *Balaena mysticetus* -- after they learned that the IWC had restricted only their hunting of the Bowhead. NMFS agents called foul and threatened to arrest crews taking any more great whales, saying they were convinced *Eubalaena glacialis* is not found in the Arctic, and that the Inupiat term for the other whale, "Ingutuk," referred to an adolescent Bowhead. They also asked AEWEC Chairman, Jacob Adams, whose crew earlier had also taken an "Ingutuk", to call the whalers back, to refrain from all further whaling.

Frank, accompanied by AEWEC attorneys, Lynn Sutcliffe and Ellen Partridge and other government officials, flew to Barrow to try to cool down what he regarded to be an honest difference of opinion and misunderstanding but which had been blown up by the national press to be an incident of defiance against the Federal Government. Arriving in Barrow Sunday morning, he moved smartly to set things right. He was immediately taken out on the ice by Jacob Adams where he inspected the NMFS research camp. Frank heard about the complaints about the NMFS Bowhead research program, and he wanted to see for himself how scientists counted whales. He learned that a lot of extrapolation had been used last year when only 350 Bowheads had been counted by the NMFS workers, a number that was then extrapolated to produce the IWC Technical Committee's Bowhead population estimate of 700-1300. This year, he was told, 600 whales had been counted from this station, and the run was just beginning. Three [3] whales were spotted and tallied during Frank's 30-minute visit to the research station. In normal times, he would have been able to visit with the crews out on the ice. But when Barrow's oldest whaler taped a plea from his sickbed for all crews to stop hunting and return, and this plea was broadcast by the local radio station, KBRW, they had all gone to the North Slope Borough offices with hundreds of their kinsmen to meet with Frank, the first U.S. Whaling Commissioner to visit Barrow.

It was an old-fashioned town-hall meeting filling most of the open space interior of the Borough building and Richard Frank conducted himself as a capable diplomat. He said that he wanted to be viewed as a friend who played no part of the seven-year campaign of NOAA during the Nixon administration to discredit Inupiat whalers, and which secretly negotiated the IWC regulation of Alaska's subsistence Bowhead whaling.

The controversy regarding the identity of the "Ingutuk" -- It is or is it not a Bowhead whale? -- was discussed at length, with both sides admitting the possibility of error and with the whalers agreeing to stop hunting the Ingutuk because of the possibility that it might be a type of Bowhead.

Frank told the crowd that he would work hard to separate subsistence whaling regulation from commercial whaling regulation and pointed to the increased tally of whales, together with the cooperation of the AEWEC, as reasons why the IWC can be expected to relax its restrictions on Bowhead subsistence whaling.

By the end of May, the Inupiat whalers had harvested ten whales, and the National Marine Fisheries Service had counted 1700, and were setting about to determine what extrapolation of this figure should be made to arrive at an official U.S. estimate of the Bowhead population for use by the IWC's Scientific Committee when it meets during the week of June 19, in Cambridge, England.

The Alaska Eskimo Whaling Commission was planning strategy for use at the IWC meeting the week of June 26th, in London. An AEWEC film documentation unit headed by famed Arctic Cinematographer Bill Bacon, had extensively photographed all aspects of the Spring hunt, and this film will be used to document the AEWEC's position at the IWC meeting in London.

AEWEC SEEKS RELATIONSHIP WITH IWC IN LONDON

The Alaska Eskimo Whaling Commission has reached agreement with Richard Frank and the U.S. IWC delegation on a common position to advance in London when the IWC turns to the Alaskan Bowhead controversy.

1. The IWC should organize itself to deal with aboriginal subsistence whaling separate and apart from commercial whaling.



Meat for the Winter. The villagers of the North Slope haul a large Bowhead onto the ice this April. The historic whaling season, first under the jurisdiction of the Alaska Eskimo Whaling Commission, supported the case for Native self-regulation. Whalers will seek an end to the quota at the IWC meeting in London this month.

2. All Native subsistence whaling should be self-regulated through whaler-controlled management regimes, such as the Alaska Eskimo Whaling Commission.

3. If there is need for setting quotas for any subsistence whaling species, they should be set and enforced by Native subsistence whaling management regimes.

Eben Hopson, along with AEWC Chairman Jake Adams and Arnold Brower, Chairman of the Barrow Whaling Captains Assoc., are preparing to fly to Washington, D.C. for a June 8 meeting of the U.S. IWC delegation to plan strategy for the IWC meeting in London June 26-30 at the Mount Royal Hotel. Part of that strategy will be to win world-wide support for Inuit participation in a second meeting to be held in Copenhagen, Denmark, July 4-7 to make plans and preparations for a future "Conference of Plenipotentiaries" to negotiate a new convention to replace the International Convention for the Regulation of Whaling (1946). It is the hope of Inuit leadership that the new convention contains special provisions for and recognition of aboriginal subsistence whaling.

Elders Conference Reveals Possible Westward Shift Of Bowhead Breeding Habitat

Over forty (40) of the North Slope Borough's most respected Elders gathered in Barrow during the week of May 22-25, to attend the 1978 Elders Conference conducted by the North Slope Borough's Commission on History and Culture. The conference was held to help document traditional land use and subsistence values, important criteria for the NSB's land use planning and zoning ordinances. The conference was planned and coordinated by Flossie Hopson, Consultant to the NSB Planning Department.

According to Ernie Frankson, Chairman of the Commission of History and Culture, the Elders spoke of reports over the past two years of an apparent westward movement of the breeding habitat of the Bowhead whale.

The Elders spoke of seeing unusual numbers of Bowhead breeding and calving in the area between Kaktovik and Herschel Island, far west of their usual breeding habitat near Banks Island. They speculate two things could account for this: population growth or habitat displacement caused by Canadian Beaufort offshore oil and gas operations. Many claim this phenomenon argues strongly against any summer oil exploration or development activities.

Native Subsistence Film Available

"Subsistence — A Way of Life is Dying" is a new 27-minute color 16 mm. film produced by the Bristol Bay Native Association. In the film, the people of Bristol Bay discuss the importance of preserving subsistence lifestyle and the many threats it now faces. For information regarding the film, contact:



Andrew Golia
Bristol Bay Native Assoc.
P.O. Box 179
Dillingham, AK 99576
Phone: (907) 842-5257

"Hunger Knows No Law"

As NOAA Director Richard Frank was facing up to the whalers of Barrow, Sam Talak in the audience could no longer contain himself and interrupted with these remarks: "I thought you were aware of how to treat the pussycats! United States listens while Japan and Russia ask for 3500 whales. United States gave them 6000 whales to kill off, and you come here, look like a Christian, we're allowed to kill only 12. We have to feed my kids!

"Take a good look at yourself white man, because I'm going to take a good look at myself. You come from a long ways off, but under the same token I live here.

"You gave Russia, Japan double what they asked for, and you're telling me 12 is too much for us, and you make an issue of it. Let there be peace in your conscience, man. I have to live by your comments. Hunger knows no law. Hunger — in our system, blubber — knows no law."

Subsistence Study Attacks Whale Quota

U.A.A. SOCIOLOGIST SAYS THAT ARCTIC SUBSISTENCE LIFESTYLE THREATENED.

A study of eight subsistence whaling communities in the Arctic has determined that the bowhead quota "seriously threatens the subsistence lifestyle." Completing a report for the Dept. of Interior, University of Alaska, Anchorage sociologist Jack Peterson said that the cutback in whale meat would have a dramatic impact on the villagers' diets.

Peterson was contacted by the Department of Interior about the project which began in March and which was completed May 10. The study involved a survey of 217 heads of households of the eight whaling villages of America's Arctic: Gambel and Savoonga on St. Lawrence Island, Wales, Point Hope, Kivalina, Wainwright, Barrow, and Kaktovik. The Peterson survey found that 85 per cent of the sampling obtained more than half their food supply through subsistence hunting and fishing. More than 40 percent of those in Barrow, Wainwright and Kaktovik each received more than 400 pounds of whale meat in 1977, an average of eight to ten pounds a week.

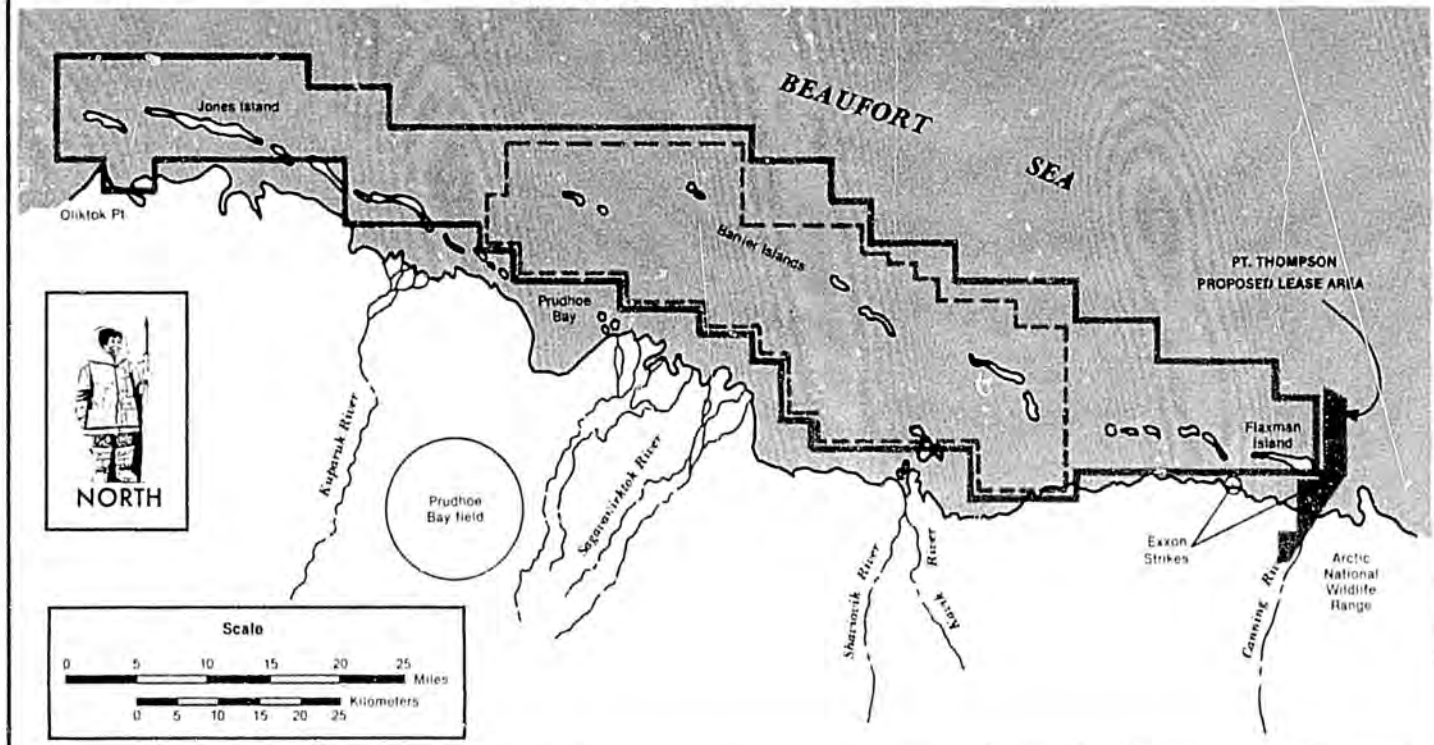
Peterson commented, "I find it pretty dramatic to take that much meat out of the diet each week. I know that much would make a big difference in my own family's diet."

The researchers also found that in none of the villages was whale the primary source of meat, although in most cases it ranked number 2. Northern villages eat more caribou and the Saint Lawrence villagers eat more ugruk, or seal, and walrus. Of particular concern to the villagers is whether enough food is legally available to feed everybody.

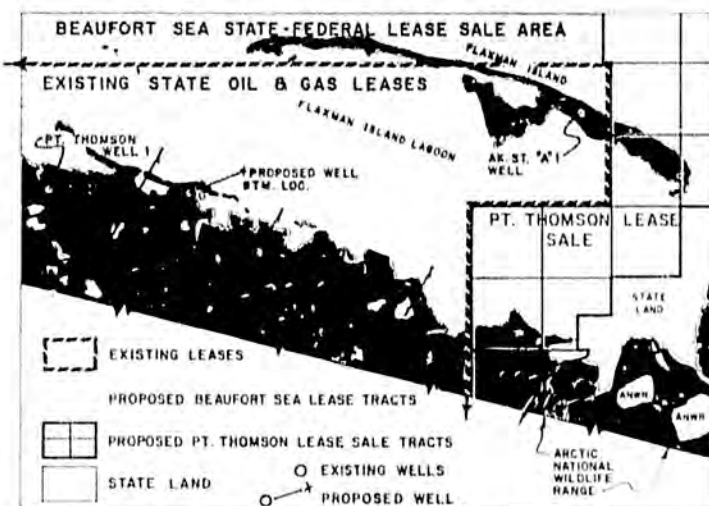
Peterson mentioned that he was "surprised" at the amount of caribou that was eaten in the northern villages. "If there is not enough caribou and there's not enough whale, it could be a real problem," he said. "The people there are in a double bind with both supplies limited. And I have heard that there was a large (wolf) kill of the caribou this last winter."

Regarding the Western Arctic Caribou herd, biologist Jim Davis of the state Department of Fish and Game said the average calf survival rate for the herd was 27 to 30 calves per 100 cows, compared with 51 calves to 100 cows last spring. The herd has been seriously depleted in the last ten years.

PROPOSED STATE/FEDERAL BEAUFORT SEA OIL AND GAS LEASE SALE



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



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

STATE PT. THOMSON SALE COMPROMISES NEW ARCTIC OFFSHORE SAFEGUARDS

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

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

When President Carter was elected, he appointed Governor Hammond's Commissioner of Natural Resources, Guy Martin, to the job of Assistant Secretary of the Interior for Lands and Waters, with supervision over the Bureau of Land Management and its conduct of the National OCS leasing schedule calling for Beaufort Sea nearshore leasing in September, 1979. Martin was able to create a political climate at Interior within which the Hammond administration was able to negotiate the first joint State-Federal Offshore Lease Sale Agreement in U.S. history. The basis for cooperation was conflicting State/Federal claims to waters within and around the Beaufort Islands off the Prudhoe Bay oil field, still an issue in Federal court when the joint leasing agreement was reached.

Throughout all of this, the State was strongly involved in the work of the OCS Environmental Assessment Program (OCSEAP) which began its Beaufort Sea investigations in 1975. Dr. David Norton, of the Governor's Division of Policy Planning and Development has been assigned to the OCSEAP where he has impressed NSB CZM planners by his efforts to draw the NSB Planning Department into the work of OCSEAP. Norton has been a strong advocate for the NSB's subsistence habitat conservation policies and has fought for rights of local government in all aspects of offshore development.

Meanwhile, unknown to the NSB in 1975 Exxon discovered what appeared to be a large new oil field from a well on West Flaxman Island, but this discovery was kept secret until it was announced in November 1977. Earlier, a confirmation well was brought in four (4) miles west of the Flaxman Island discovery, (Pt. Thomson No. 1). The find was kept secret in the belief that Alaska would conduct a Beaufort Sea Sale in 1976, and Exxon wanted to keep lease bid competition as low as possible.

When Exxon disclosed the discoveries on Flaxman Island and Pt. Thompson No. 1, State negotiators were working on the joint lease sale agreement with Interior. The State tried to get the Pt. Thompson-Flaxman Island included in the joint sale area, but its inclusion was nixed by the Department of Interior for reasons unknown to the NSB.

In March 1978, Governor Hammond and Interior Secretary Andrus signed an agreement to jointly lease and manage the nearshore area of 650,503 acres between the Colville and Canning Rivers, and both the State and Federal government called for nominations and comments. Also, the State's Division of Minerals and Energy Management organized the Alaska Advisory Committee on Leasing (AACL) which included the NSB, to develop new lease stipulations for the joint sale, and select sensitive tracts for deletion from the sale.

When the State leased Prudhoe Bay oil field tracts in 1968, there were few environmentally protective lease stipulations, and Prudhoe Bay operators have been complaining about the State's restrictions on land, water and gravel use on their leaseholds, saying they should not be held to requirements not stipulated in their leases.

Under the leadership of Pat Dobey, the State's Petroleum Manager, the AACL was organized to draft stipulations on a tract-specific basis for the joint Beaufort nearshore sale. These would provide prior notice to bidders of the environmental obligations of lessors operating on their nearshore leases.

In preparing NSB comments, CZM planners consulted with the State Department of Fish and Game, the OCSEAP Leadership in Fairbanks, and Trustees for Alaska. All agreed the joint sale block includes the most biologically productive and sensitive areas in the Arctic.

Fish and Game identified three (3) "biologically sensitive" areas: The Narwhal Island boulder field inshore of Narwhal

Island for its rich benthic fauna; Cross Island, an Eider Duck habitat; and Colville River Delta/Simpson Lagoon, particularly rich habitat area for many species all the way up and down the fragile Arctic food chain. Fish and Game Commissioner, Skoog, however, said that even these biologically sensitive areas could be leased with "stringent" lease sale stipulations for resource protection.

NSB comments identified both the West and Eastern ends of the joint sale block as too sensitive to lease, and also, asked that there be no drilling permitted yet beyond the barrier islands.

Trustees for Alaska asked that none of the tracts in the Block be leased.

By the end of March, it appeared to NSB CZM planners the joint sale area would be reduced to protect both the Simpson Lagoon on the West, and the Maquire-Flaxman Island area to the East, based upon assurances from State employees working on the joint sale. It appeared to the NSB the State would convince BLM to take an environmentally conservative approach to Beaufort nearshore sale. But, NSB CZM planners failed to take Exxon's oil politics into account. On March 31, Governor Hammond announced he would hold a "Pt. Thomson" lease sale on fifteen (15) tracts abutting the Eastern border of the joint sale block, mostly in the nearshore waters inshore and seawards of the Western end of Flaxman Island and the Flaxman Island Lagoon, in the outflow of the Canning River next to the National Arctic Wildlife Refuge.

Moreover, Hammond announced the sale would be held in Mid-October, 1978 — in time for the fall gubernatorial election.

Apparently, Hammond made his decision without consulting those employed on the joint sale, and his announcement was viewed by State employees as compromising of their efforts to protect the most sensitive tracts in the joint sale. The NSB regards the Pt. Thomson sale to be a serious breach of faith, a politically inspired effort to evade the State's new protective leasing regulations and which dishonors the principles of "cooperative management" inherent in the OCSEAP Program, the State-Federal joint sale agreement, and the State's Coastal Zone Management Program. By the end of May, NSB CZM planners were referring to the Pt. Thomson sale as the "Exxon Sale" as other oil corporations pointed out only Exxon has adequate geophysical data upon which to base a bid.

Clearly embarrassed, State oil and gas employees began putting the best possible face on the affair, pointing out that most of the Flaxman Island Lagoon was leased earlier in 1969, and with the new Exxon discovery, the area is vulnerable to development anyway. State Petroleum Manager, Pat Dobey is trying to sell the "Exxon Sale" as a 1978 dress rehearsal for the joint sale in 1979, complete with the same tough lease stipulations which will result in better overall Arctic Offshore Management. NSB CZM planners were skeptical. And NSB Mayor, Eben Hopson asked Conrad Bagne, new NSB attorney, to draft the Borough's first zoning ordinance to try to zone drilling out of the Borough's most sensitive offshore habitat areas.

Arctic Villages Respond to Beaufort Oil Plans

In April, the leadership of Kaktovik and Nuiqsut, responded to Interior's "Call for Nominations," which asked for tract proposals and comments on federal and state plans to proceed with lease sales of the near-shore areas in the Beaufort Sea next year. The following are the resolutions issued:

**CITY OF KAKTOVIK
RESOLUTION NO. 78-01**

WHEREAS

our village has received no official notice, maps, or other materials about the "Call for Nominations" for the Beaufort Sea oil lease sale in our ocean, but we have been verbally advised by persons outside the government that the nominations are in process this month; and,

WHEREAS

we are the closest village to the proposed lease area, and we have hunted and fished throughout the proposed lease area for centuries and we depend on it at this time for our food and our life; and,

WHEREAS

because of our location, we would be the most directly and immediately hurt by any oil spill from development in the proposed lease area; and,

WHEREAS

there has not been sufficient evidence produced to show that any of the proposed activities can be safely carried on without any possibility of an oil spill, especially with the Arctic ice conditions of our coast; and,

WHEREAS

from the expert knowledge of our people about ice movements and the breeding and living conditions of the fish, birds, and animals in the proposed lease area, we believe that any oil spill would produce a catastrophe for these living creatures we depend on for our food and life and would therefore destroy the ability of our village to survive.

NOW, THEREFORE,

BE IT RESOLVED THAT

1. We oppose any drilling or other oil development activity in the proposed Beaufort Sea outer continental shelf oil lease area.
2. We demand that future hearings on the lease sale include formal hearings in our village so that we can give our opinions directly to the decision makers on this sale.
3. The federal, state, and local governments, especially the Alaska Outer Continental Shelf Office of the U.S. Bureau of Land Management in Anchorage should begin immediate education efforts to inform our people about the effects of oil development in the Beaufort Sea especially about oil spills and the dangers of ice movements for such operations.
4. We support the full partnership of local government in all aspects of the proposed oil leasing and activity.

DATED at Kaktovik, Alaska,
the 4th day of April, 1978.

Marx W. Sims, Mayor

**KUUKPIK CORPORATION (NUIQSUT)
NUIQSUT VILLAGE COUNCIL**

JOINT RESOLUTION 78-1 (amended)

WHEREAS, the native village of Nuiqsut is one of the closest villages to the proposed Beaufort Sea Outer Continental Shelf oil lease area, as we are only sixty (60) miles west of Prudhoe Bay. We have received no official notice, maps, or other materials about the "Call for Nominations" for the proposed sale, although we have heard from persons outside the government that comments can now be made; and,

WHEREAS, the people of our village have hunted and fished in the area covered by the proposed sale for centuries. Our people have seen how, near the mouth of the Colville River and eastward along the coast there are at this time plentiful fish, birds, eggs, migratory birds, sea mammals like seals and walrus. The bowhead whales also pass through the area each year on their way to their calving grounds in Canada; we depend on these living creatures for the food we need to survive; and,

WHEREAS, we know from our experience that the entire proposed lease sale area has strong ocean currents and sudden large ice movements in the nine (9) months of the year that it is covered with ice; and,

WHEREAS, we believe that any oil development would sooner or later cause oil spills, and even one such oil spill would destroy countless fish, birds, or sea mammals we depend on for food. In addition, there would be noise, drill mud pollution, use of scarce resources of gravel and fresh water, and changes to the sea bottom and beaches; and we feel these things would hurt the fish and wildlife in the area; and,

WHEREAS, we have no faith in the promises of the oil companies. When a test well was being drilled at Harrison Bay, near our village, Union Oil promised us that native people in our village would be hired for the project. None were in fact hired; and,

WHEREAS, we are the closest village to Prudhoe Bay, but the oil development has been of no benefit to our village. Our heating oil still costs between \$75.00 and \$130.00 a barrel and we need three barrels per month in the winter to heat each home. Only two of our villagers have jobs at Prudhoe Bay.

NOW, THEREFORE, BE IT RESOLVED THAT:

1. we oppose any oil development activity in the proposed Beaufort Sea OCS oil lease area.
2. we call on the Governments of the United States, Alaska, North Slope Borough, as well as the Arctic Slope Regional Corporation and the Inupiat Community of the Arctic Slope, to use their funds to help bring people to our village to give us more information immediately about all aspects of the Outer Continental Shelf oil drilling in the Arctic ice Area like the Beaufort Sea.
3. We demand that formal hearings be held in our village of Nuiqsut about any proposed oil development activity so that we can make our opinions known to the decision makers over the proposed sale.

DATED this 13th day of April, 1978, at Nuiqsut, Alaska.

Kuukpik Corporation
President: Thomas Napaqak

Nuiqsut Village Council Mayor:
Alice Woods

Arctic Publications

UNITED STATES ARCTIC POLICY

by
Brian P. Smith
Center for Oceans Law and Policy
University of Virginia
Published by
The Mienie Company
Charlottesville, Virginia
January, 1978

When the NSB began its organized work with the Inuit Circumpolar Conference in 1976, Alaska's U.S. Senator Mike Gravel recommended the NSB work with John Morton Moore who had just recently resigned as head of the U.S. delegation to the Law of the Sea Conference. Senator Gravel had represented the Senate on the U.S. LOS delegation, and had come to know and respect Moore, and NSB Mayor, Eben Hopson invited Moore to Barrow in March, 1976 to participate in the International Planning Conference which led to the organization of the Inuit Circumpolar Conference in June, 1977.

Ambassador Moore advised the ICC planners of the need for well-developed national and international arctic policy, and the quest for such policy became important to the work of the NSB Environment Protection program, and of the Inuit Circumpolar Conference which passed ICC Resolution 77-06, a Resolution concerning Environment policy (see box).

United States Arctic Policy is the first of a series of Oceans Policy Studies to be published for the Center of Oceans Law and Policy. Its author, Brian Smith, is a young San Francisco Lawyer who studied Canadian and Soviet Arctic policy as a law student before becoming a research fellow at the Center for Oceans Law and Policy.

United States Arctic Policy focuses upon international arctic environmental and strategic significance, and upon the need for strong national and international policy agreements capable of assuring safe and responsible arctic non-renewable resource development while protecting natural arctic subsistence values. From the point of view of Barrow, the study is somewhat spotty, or hit-and-miss, but it is the only such study known to detail, in recognizable terms, the need for strong national and international arctic policy development and cooperation.

Who writes about the Arctic?

Taken from *U.S. Arctic Policy* by Brian Smith

1. ARCTIC
1020 Pine Avenue West
Montreal, Quebec
Canada H3A 1A2

The journal of the Arctic Institute of North America. The periodical publishes research work on the full range of subjects relative to the Arctic. Descriptive materials concerning the extensive activities of the Institute and other developments in the region are included.

2. ARCTIC & ALPINE RESEARCH
Institute of Arctic & Alpine Research
University of Colorado
Boulder, Colorado

A quarterly publication which began in 1969 with the support of a National Science Foundation grant. It generally publishes technical research papers or notes dealing with any scientific or cultural aspects of the arctic or alpine environment.

3. ARCTIC BIBLIOGRAPHY
1020 Pine Avenue West
Montreal, Quebec
Canada H3A 1A2

The comprehensive annotated bibliography of Arctic literature. This is the standard reference work on all aspects of high-latitude research and development. Published in a multi-volume set by the Arctic Institute of North America.

4. ARCTIC BULLETIN
Office of Polar Programs
National Science Foundation
Washington, D.C. 20550

Quarterly publication of the Interagency Arctic Research Coordinating Committee. Light scientific papers and materials concerning U.S. activities in the Arctic — including technological developments, research activities, strategic and economic development, etc.

5. ARCTIC COASTAL ZONE MANAGEMENT
NEWSLETTER
323 Fireweed Lane
Anchorage, Alaska 99503

Monthly publication focusing on the interests of the residents of the North Slope Borough of Alaska. Outlines work in education, technology, resource exploitation, legislative activity, etc. — with the emphasis on offshore/coastal development.

6. CENTER FOR POLAR ARCHIVES
National Archives and Records Service
General Services Administration
Washington, D.C. 20408

Depository of individual, institutional and United States government records, maps, documents, etc. relevant to U.S. activities in the polar regions. Presently engaged in a compilation of a comprehensive documentary history of all U.S. activities.

7. NORTHERN PERSPECTIVES
Canadian Arctic Resources Committee
46 Elgin Street, Room 11
Ottawa, Ontario, Canada K1P 5K6

Publication of private Canadian citizen's group — intent is to provide independent, i.e., non-governmental perspective on critical issues related to northern development. Periodical contains work on a range of issues with the goal of providing sufficient background to stimulate and inform public constructive criticism.

8. POLAR RECORD
Scott Polar Research Institute
Cambridge University
Cambridge, England CB2 1ER

The journal of the Scott Institute publishes research articles on the spectrum of Arctic subjects. Of particular note is the companion publication, *Recent Polar Literature*. Originally published as a supplement to the *Polar Record*, this periodical is now published separately as a fully indexed current bibliography of recent literature concerning polar subjects.

Who's who in Arctic Policy Development

The Arctic Institute of North America
3426 N. Washington Blvd.
Arlington, Va. 22201

The Institute, a joint Canadian and American enterprise, is perhaps the leading private organization engaged in Arctic research and scholarly activities. The work of the Institute includes sponsorship of symposia, direct contract work for the U.S. government and publication of a sizeable body of literature on the Arctic.

Arctic Environmental Information and Data Center
University of Alaska
707 A Street
Anchorage, Alaska 99501

The Center was established to gather, synthesize and disseminate environmental data. To achieve this end, the Center maintains extensive research information and data analysis services.

The Institute for Polar Studies
Ohio State University
125 South Oval Mall
Columbus, Ohio 43210

These two University centers sponsor and direct research in a host of matters related to the Arctic region — including bioscience, earth science and physical science investigations.

The Institute of Arctic and Alpine Research
University of Colorado
Boulder, Colorado 80302

Canadian Arctic Resources Committee
46 Elgin Street, Room 11
Ottawa, Ontario
Canada K1P 5K6

A rather unique organization, the Committee is an interested citizen's group dedicated to the investigation of Arctic issues, stimulation of public awareness and discourse, and suggestions as to the proper course for Canadian policy.

Scott Polar Research Institute
Cambridge University
Cambridge, England

The Scott Institute, established in 1926, is the focal point for stimulation of research and dissemination of information on polar subjects in Great Britain. The Institute offers a one — year program leading to a Diploma in Polar Studies.

From U. S. Arctic Policy, Brian Smith, Center for Oceans Law and Policy, University of Virginia.

Kissinger's Arctic Policy Memo An Aborted Attempt At Arctic Policy Development Revealed

In December, 1971, Henry Kissinger signed National Security Decision Memorandum 144 to establish the Interagency Arctic Policy Group, chaired by the U.S. Department of State. NSB officials first heard about this action in April, 1978 when the Memorandum was published in U.S. Arctic Policy, an oceans policy study published by the Center for Oceans Law and Policy.

At no time during many conferences between NSB and State Department officials about the need for protective national and international Arctic policy was this policy group ever mentioned. The Interagency Arctic Policy Group is apparently dormant.

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

December 22, 1971

National Security Decision Memorandum 144

TO:

The Secretary of State
The Secretary of Defense
The Secretary of Interior
The Secretary of Commerce
The Secretary of Transportation
The Director, National Science Foundation
The Chairman, Council on Environmental Quality

SUBJECT: United States Arctic Policy and Arctic Policy Group

The President has reviewed the NSC Under Secretaries Committee's recommendations, conclusions and report regarding United States Arctic policy and organizational arrangements for its implementation, as forwarded by Under Secretary Irwin on August 9, 1971.

The President has decided that the United States will support the sound and rational development of the Arctic, guided by the principle of minimizing any adverse effects to the environment; will promote mutually beneficial international cooperation in the Arctic; and will at the same time provide for the protection of essential security interests in the Arctic; including preservation of the principle of freedom of the seas and super-jacent airspace.

In furtherance of this policy, the President has:

Directed that the NSC Under Secretaries Committee review and forward detailed action programs, including plans and specific projects (with budgetary implications as appropriate), for increasing mutually beneficial cooperation with Arctic and other countries in areas such as exploration, scientific research, resource development and the exchange of scientific and technical data; for improving the U.S. capability to inhabit and operate in the Arctic and the understanding of the Arctic environment; and for developing a framework for international

cooperation with particular attention given the Northlands Compact approach. (These action programs should be forwarded for the President's consideration not later than March 1, 1972.)

Directed that an Interagency Arctic Policy Group be established, chaired by the Department of State and including the Departments of Defense, Interior, Commerce and Transportation, the National Science Foundation, the Council on Environmental Quality and representatives of other agencies as appropriate. (The Department of State is responsible for providing the administrative support, including staff, necessary to enable the Arctic Policy Group to carry out its responsibilities.)

The Interagency Arctic Policy Group will be responsible for overseeing the implementation of U.S. Arctic policy and reviewing and coordinating U.S. activities and programs in the Arctic, with the exception of purely domestic Arctic-related matters internal to Alaska. In discharging these responsibilities, the Arctic Policy Group will report to and coordinate with the NSC Under Secretaries Committee. Any substantive policy issues requiring the President's decision will be referred to the NSC Senior Review Group for consideration.

Approved the development of a coordinated plan for scientific research in and on the Arctic, including possible cooperative projects with Arctic and other countries, and the investigation of the feasibility of developing a comprehensive transportation system capable of meeting U.S. requirements in the Arctic, with appropriate recommendations to be made to the Arctic Policy Group.

There should be no public statements concerning U.S. Arctic policy and the other decisions set forth herein pending the President's review of the action programs requested above.

Henry A. Kissinger

[Declassified: May 18, 1977]

GREENLAND PRIME MINISTER VISITS NORTH SLOPE

SPIRIT OF KNUD RASMUSSEN DOMINATES
ARCTIC TALKS:

EBEN HOPSON AND LARS CHEMNITZ PLAN INUIT
CIRCUMPOLAR UNITY AND COOPERATION

When Knud Rasmussen, famed Inuit Arctic explorer, pulled into Barrow in the spring of 1924 on his famous dogsled trek from Greenland to Siberia, he bore living witness to the ancient Inuit tradition of the oneness and unity of the Circumpolar Inuit community of the North American Arctic. His message to the people of Barrow, and to all Inuit villages he visited during his historic three-year trek, confirmed what they had always known: they were but part of a Circumpolar Arctic Inuit homeland bound by common language, culture, and kinship. Rasmussen became a national folk hero in Greenland, and a symbol for the idea of the circumpolar Inuit homeland.

When the North Slope Borough hosted the first Inuit Circumpolar Conference in Barrow last summer, Greenland's delegation provided the leadership to establish the Inuit Circumpolar Conference as a permanent organization. Thus it was that Lars Chemnitz, chairman of Greenland's provincial



Greenlandic dignitaries visit Barrow. Standing in front of historic Cape Smythe Whaling and Trading Company (now Brower's Cafe) where Inuit explorer Knud Rasmussen was hosted in 1924 during his journey from Greenland to Siberia are: Jens Lyberth, President of the Canadian Inuit Development Corporation who served as translator; Lars Chemnitz, Chairman of the Greenland Land Council; Tom Brower, son of Charles Brower who hosted Rasmussen during his visit to Barrow; Jon Buchholdt, Assistant to Mayor Eben Hopson; Emily Nusunginya, Assistant to the Mayor for ICC Affairs; Alibak Steenholdt, Assistant to Lars Chemnitz; and Peter Frederick Rosing, News Director, Radio Greenland.

land council, and leader of government in Greenland at a time when home rule was negotiated with Denmark, responded to the invitation of North Slope Borough Mayor Eben Hopson to visit Alaska's Arctic slope to discuss cooperation between Greenland and Alaska, and build new strength for North America's Inuit Community of some 100,000 people. Forty thousand of these Inuit are in Greenland, where a new home rule government is being formed, an important political development for the other sixty thousand Inuit of Canada and Alaska.

Lars Chemnitz, 52, an educator before becoming leader of government in Greenland, arrived in Anchorage Tuesday, April 16, where he was met by Willie Hensley, who briefed him about the history of relations between the United States and her native American people in general, and with Alaska's Inuit community specifically. Hensley, a prominent Inuit land claims leader and businessman, and one of the principal architects of the Inuit Circumpolar Conference, provided Chemnitz with a thorough briefing on land claims developments in Alaska. Chemnitz and his party met with General Boswell, Commander of the Alaska Air Command, as he showed them around Elmendorf Air Force Base which supplies U.S. Air Force facilities in Greenland, strategically important in the North American Air Defense network.

On Wednesday, Chemnitz flew to Prudhoe Bay where he was given an intensive technical tour of all oil production facilities maintained by ARCO and SOHIO-BP. Northern Greenland and the Davis Strait between Greenland and Canada are regarded to be high in oil and gas potential, and Chemnitz will figure prominently in decisions relating to the exploration and development of these resources.

On Thursday, Chemnitz flew to Nuiqsut where he met with village leaders to get a sample of small village life alongside Arctic coastal oil and gas development. He was briefed about Nuiqsut's land selections and village development program following the settlement of the Alaska Native Land Claims in 1971. Unlike Greenland, where economics have required the closure of small coastal villages, in the North Slope Borough small villages like Nuiqsut have been reestablished and developed with new homes and community facilities, thanks to North Slope Borough tax revenue from Prudhoe Bay.

From Nuiqsut, Chemnitz flew across the National Petroleum Reserve under exploration by the Department of Interior to Barrow where he met Mayor Eben Hopson for the first time. He toured the Naval Arctic Research Laboratory. That night he was hosted by Thomas Brower, patriarch of Barrow's Brower family, founded by Charles Brower, who hosted Knud Rasmussen when he stopped over in Barrow in 1924. Chemnitz stayed where Rasmussen stayed, and pored over Tom Brower's scrap books containing photographs and mementos of Rasmussen's visit. Brower was a teenager when Rasmussen passed through, and Rasmussen left dogs in his care when he passed through on his return to Greenland.

On Friday, Hopson and Chemnitz spent the day in conference with topics ranging from strategy to use at the forthcoming meeting of the International Whaling Commission, to the development and operation of the North Slope Borough as the first Arctic regional home rule government in North America, to Greenland's participation in the Inuit Circumpolar Conference. Chemnitz invited Hopson to Greenland to address his land council during the week of October 10, 1978.

Friday evening, the North Slope Borough hosted a dinner reception for Chemnitz in the building in which Knud Rasmussen and his party were housed, now housing Brower's Cafe, where Chemnitz spoke of Knud Rasmussen as a symbol of the unity of North America's Inuit community, and answered questions about Greenland's new home rule charter and government now under development.

Chemnitz was accompanied to Alaska by his aide, Alibak Steenholdt, and by Peter Frederik Rosing, director of Greenland Radio's News Services, and by Jens Lyberth, president of the Inuit Development Corporation of Canada, but native of Greenland, who served as Chemnitz' English translator. Chemnitz' tour of the Arctic Slope was covered by Alaska Advocate Reporter-Photographer Ken Roberts. Also on the Arctic Slope to cover Chemnitz' visit as well as the Bowhead whaling story was Danish television's Jørn Mathiesen and Arqal K. Lyngø.

As to emphasize Greenland's role in seeking circumpolar unity and cooperation among North America's Inuit communi-

ty, while Chemnitz was in Barrow meeting with Hopson, Gunnar P. Rosendahl and Hans Ollgaard, from the Greenland Technical Organization, visited Kotzebue to attend a housing conference, and 16 Greenlandic coastal village mayors met in Yellowknife with their counterparts from Canadian Inuit villages along the Arctic coast of the Northwest Territories.

Lars Chemnitz flew from Anchorage to Seattle to meet with the Danish consul before flying back to Greenland where he stayed but a few days before setting out again, this time to the Soviet Union where he visited Murmansk and Moscow with Denmark's Greenland minister, Jørgen Peder Hansen.

OIL FIRMS OPPOSE NSB VILLAGE UTILITY SERVICES

In a move regarded by NSB officials as another constitutional attack by Prudhoe Bay oil firms on the Borough's taxing authority, ARCO and Sohio-British Petroleum have intervened in the Borough's application to operate an electrical utility service for seven North Slope villages. The objections of the oil companies, if supported by the Alaska Public Utilities Commission, would effectively make the cost of utilities prohibitive to North Slope residents and the systems themselves inoperable. Testimony offered by the firms before the PUC during a hearing May 16-17 in Anchorage indicated that they oppose the use of tax money to partially subsidize any public utility in that area.

This intervention was taken by the Prudhoe Bay firms, whose surface properties are taxed by the Borough under questionable limitations imposed by state law, in spite of the well-known fact that utilities provided by the companies in the Prudhoe Bay industrial district are themselves subsidized by the tax payers of the rest of the state. The oil field operators supply utilities to each other and charge exorbitant rates for the services. These costs, along with other overhead costs, are then deducted from the "wellhead value" of the oil upon which the state's 8 percent royalty is based.

Testifying before the Commission, ARCO property tax specialist Walter Webb stated that he believed his company's position was that the user of any utility provided by the Borough should pay the full cost of that utility. The reason given was that the Prudhoe Bay taxpayers were paying approximately 97 percent of the Borough property tax and that they did not feel that the Borough should provide electrical service, or any other service such as sewers or water at less than cost. It was the industry's position not to oppose the PUC granting of the franchise, but only that a stipulation be included that rates cover the full cost of the service.

On August 11, 1977, the Borough, doing business as the North Slope Borough Power and Light System, filed an application with the commission for a certificate of public convenience and necessity to operate an electric public utility service at Point Lay, Anaktuvuk Pass, Nuiqsut, Kaktovik, Point Hope, Atkasook, and Wainwright. NSBP&L noted in its application that the total revenues to be realized from the proposed rate structure probably would be insufficient to cover the cost of owning and operating the system. Presumably, any revenue deficiencies would be offset by tax levies or other forms of system subsidy. This application was made public on September 2, 1977. On September 29, the Commission received a statement of interest and a petition to intervene from Atlantic Richfield Company, and BP-Alaska, Incorporated (now Sohio-BP Alaska, Productions Division of Sohio

THE LAST ANCHOR — NSB WHALING FILM SCORES HIGH

The 16 mm. color-sound 8-minute film on Inupiat aboriginal subsistence bowhead whaling has proven to be a valuable tool in fighting the IWC bowhead moratorium and also in making the case for conserving subsistence aboriginal lifestyles. The film is on loan for free and is also available for purchase for \$50.00. It is also available in 35 mm. and Super-8 sound prints. Those wishing to show or review the film should contact Whaling Film, 610 H St., Anchorage, Alaska 99501. Phone: 907/274-2414

Petroleum), noting that the applicant did not propose to provide electrical service at Prudhoe Bay, and while they did not directly oppose the application, they did express concern about the economic impact the proposed subsidization might have on the oil firms operating in Prudhoe Bay.

NSBP&L replied on October 2 that the PUC lacks jurisdiction to review and approve the rates of the utility, in as much as NSBP&L was exempt from rate regulation. Additionally, NSBP&L contended that a determination by a municipality to furnish services at less than cost was strictly within its own province.

On November 3 there was further response from ARCO and BP-Sohio, who noted, in part, "The economic structure of the applicant as regards its ability and means of financing the proposed service are an integral part of the determination of public convenience and necessity, which consideration is the foundation of the granting or denial of the certificate by the commission."

After reviewing this disagreement regarding the nature and extent of the requirements to be filled for certification, the Commission saw the need for "interpretation of statutory areas which to date have not been addressed." Accordingly, the petition to intervene was granted by a PUC order on February 10 of this year. This order contained a dissenting opinion by two commissioners who held that the decision by a municipality to provide services at less than cost was within its own province. They also contended that the rate-setting authority was given to the local government by the state legislature, and that the Commission should address itself only to the question of whether the applicant was fit, willing and able to provide the service and whether public convenience and necessity would served by the applicant. Finally, they contended that the level of the Borough's financial fitness was not affected by its intent to subsidize the proposed service.

Another order was issued April 13 inviting all parties concerned to the formal hearing on May 16. Charles Cranston, the attorney representing the NSB, began the testimony with a statement reiterating the NSB position that the setting of rates is within the jurisdiction of the Borough and not that of the PUC, and that the Commission should limit itself to the issue of whether the certificate should be issued. At issue was the power of the municipality to set its rates.

Cranston advised the commission that these matters have been raised numerous times by the intervenors going back to their opposition to the formation of the Borough itself and the suit brought against the Borough's powers to tax the Prudhoe Bay operators, with the argument that the tax base in Prudhoe Bay should not support the needs of other communities in the North Slope Borough. They lost "hands down" before the state Supreme Court which gave the Borough the power to incorporate, to tax the Prudhoe Bay firms, and to use that tax base to provide services for other areas. At that time, the oil operators indicated that they did not want Borough services. "We view this hearing here simply as an attempt to once again litigate before this commission an issue which has already been decided by the Supreme Court," Cranston said. "The fact the tax monies involved are going to be spent in part for utilities rather than for schools, roads, marine facilities, police and fire protection makes no difference. The ability of a municipality and particularly of a Borough, to furnish power and light and electric facilities on an area-wide basis is one title provided under Title 29 as are all the other municipal functions. There should be no distinction as to whether tax money can be spent for one and not the other."

Jeff Lowenfels, representing the Attorney General's office entered a caveat advising that the jurisdiction of the Commission did not cover matters of rate setting.

James Hendershot, a consultant to various utilities

Inuit

"Inuit" is a 28 minute 16mm film in color produced by the North Slope Borough, the northernmost self-governing region of Eskimos in Alaska. Inuit means "the people" which all Eskimos call themselves.

The film depicts the issues and events of the first Inuit Circumpolar Conference held in Barrow, Alaska in June, 1977. The meeting is a political one. Inuit leaders from the U.S., Canada, and Greenland declared their solidarity in confronting governmental policies and industrial development threatening their culture and environment. United, they have declared their spirit: One hundred thousand strong and growing!

"Inuit" is a film about a people's declaration of rights. It is the story of their political awareness in our time. It is "Eskimo Power." The film also shows their celebration during this event with each nation's dancers and singers which reflect tradition and popular music. Their celebration includes the Spring Whaling Festival which is triggered by a successful hunt of the Bowhead whale. This festival is the soul of the Conference, for the whale gives life, feeling, and a constant renewal of what it means to be "Inupiat"—the real people.



For further information regarding rental or purchase of "INUIT" contact:

Inuit
610 H Street
Anchorage, Alaska 99501
Phone 907/274-2414

throughout the state in matters of regulatory rates, testified at the hearing that the cost of producing electricity for sale on the North Slope would be at least 50 cents a Kilowatt hour, as opposed to 3 to 6 cents per KWH in urban communities of Alaska. Kent Grinage, NSB Director of Public Utilities testified that recent increases in the cost of oil have raised the cost of producing electricity in Anaktuvuk Pass to over 80 cents per KWH.

Walter Webb, the ARCO property tax specialist, testified that the annual combined deficit under the proposed rates would be \$437,656 and that the Prudhoe Bay taxpayers did not want to pick up the tab for that deficit, as they would not be receiving any of the benefits. When directly questioned by the NSB attorney, he admitted that his company's position was that the users should pay for the full cost of all NSB utilities, including water and sewage.

Commissioner Marvin Wetherly also questioned Webb on whether he concurred that rate-setting was a matter of social policy in which factors of social concern dictate that utility rates be set lower than cost and thereby subsidized. Webb stated that he was "not familiar with rate-setting of utilities and so forth."

Wetherly continued, "Then you do not know in all the other areas where Atlantic Richfield pays its property tax whether in fact there are rates established that are below cost for any utility service which might be subsidized by tax dollars of Atlantic Richfield?" "I don't know of any," stated Webb, a fifteen-year property tax employee of ARCO.

Wetherly pressed on: "Do you feel that the North Slope Borough has an obligation to their people, that in fact when cost of service exceeds the ability of the community to absorb those costs, they have an obligation as they do in water and as they do in sewage treatment facilities to take over that cost burden and subsidize the operation — not as a legal requirement but as a moral commitment to the people they represent?" Webb answered, "I would have to be in their position. I don't believe I could answer that."

When asked by Commission Chairperson Gordon Zerbetz, "It is your opinion from your being here on the scene since February (of this year) that your firm does not receive any benefits from the payment of taxes?" "It is, yes," Webb answered.

The PUC has yet to announce its decision regarding the application.

THE CALGARY CONFRONTATION

U.S. PRESBYTERIAN CHURCH HOLDS CONSULTATION IN CALGARY WITH INUIT AND ARCTIC OIL OPERATORS.

On April 23-25, the "Consultation on Oil and Gas Exploration and Development in the Circumpolar Region of Greenland, Canada, and Alaska" took place in Calgary, Alberta. While the main objective of the conference was not realized — obtaining oil company support for Canadian Inuit land claims — it did result in an important decision on the need for a comprehensive international Arctic policy which would govern all interested countries in their use of the Arctic.

When Inuit Circumpolar Conference planners developed their list of invitees, they worked with the Rev. Charles White, Ecumenical Metropolitan Ministries, Seattle, to involve representatives of mainline churches serving the Inuit as

observers at the first Inuit Circumpolar Conference in Barrow last June, 1977.

The Rev. Charles White was pastor of Barrow's Utkeagvik Presbyterian Church when the NSB was organized in 1972, and served as Chairman of the NSB Planning and Zoning Commission until family illness forced him to leave Barrow in 1974 to join Seattle's Ecumenical Metropolitan Ministries, a social action ministry jointly conducted by Seattle's mainline churches, all of whom have supported Arctic Alaskan missions.

Possibly no church has been more active in Alaska than the Presbyterian Church whose minister, Sheldon Jackson, presided over a large missionary operation in Southeast Alaska in the 1800's before becoming Alaska's Chief Territorial Educational Administrator, and presiding over the allocation of Native mission territory to all interested missionary denominations.

So it was that Sheldon Jackson sailed personally in 1887 to the Arctic Coast on a U.S. Revenue cutter to drop an Episcopal priest off at Point Hope, and a Presbyterian minister off at Barrow, to organize church, school and medical services. A strong relationship between Barrow and the U.S. Presbyterian Church has been maintained since.

In the late 1960's the Presbyterian's National Committee on the self development of people made two grants totaling \$95,000 to the Arctic Slope Native Association to finance land claims work. In 1972, the Presbyterian's Committee on Mission Responsibility Through Investment recommended investment in North Slope Borough revenue anticipation notes when NSB tax revenues were blocked by Prudhoe Bay oil and gas operators by court action. At the direction of the Presbyterian's General Assembly Mission Council, the Presbyterian Foundation purchased \$150,000 of these notes, providing early operating funds for the newly organized NSB government.

When land claims settlement and Prudhoe Bay tax funds began to flow to Barrow, the new Arctic Slope Regional Corporation voluntarily paid back the \$95,000 grant, and the tax anticipation notes were repaid with interest.

So it was natural for NSB Mayor, Eben Hopson to ask for Presbyterian help to organize mainline church support behind the organization and work of the Inuit Circumpolar Conference.

The churchmen observing the ICC met to agree on a resolution in support of the conference which was signed by the Rev. Menno Wiebe, Mennonite Central Committee (Canada); Provost Jens Christian Chemnitz, Lutheran Church of Greenland; Rev. Keith Lawton, Episcopal Church of Alaska; and five (5) Presbyterian Church observers.

Following the conference NSB Mayor, Eben Hopson engaged Seattle's Ecumenical Metropolitan Ministry and Charles White to work with the Presbyterian and other arctic mainline churches to get them to support the ICC and its program as detailed in seventeen (17) formal resolutions. Part of the work of White and EMM was to develop dialogue between the arctic oil industry and the ICC.

White began by engaging Seattle management consultant, Gary Mulhair, to prepare a detailed analysis of oil and gas exploration and development operators in the North American Arctic North, north of the Arctic Circle.

Mulhair's report (reviewed in the September 1977 issue of the Newsletter) was used to document need for the Presbyterian's National Committee on Mission Responsibility Through Investment (MRTI), and the Interfaith Center on Corporate Responsibility, to intervene in the board rooms of the largest oil and gas corporations operating in the Arctic.

MRTI and the Interfaith Center vote corporate stock held

by churches and friends to achieve sound social corporate management policies. In this case, the goal was to build communication and cooperation between the Inuit Circumpolar Conference and the Arctic oil and gas industry which has been generally hostile to Inuit land claims, local government organization, and has generally excluded Inuit from any real role in Arctic oil and gas development planning.

The corporations with the largest amount of Arctic land under lease or permit as of May, 1977 were Exxon/Imperial Oil, Gulf, Mobil, Phillips and Sun Oil, and these were invited to a consultation in Calgary on April 25 - 27, 1978.

ICC chairman, Eben Hopson, provided a detailed agenda for discussion of corporate responsibility of arctic operators toward the Circumpolar Inuit Community, but the organization of the consultation was the responsibility of the churches.

The consultation was meant to be a quiet, friendly affair, but by the end of March it had begun to cause controversy, for it was clear that Canadian Inuit land claims would be discussed. Hopson has suggested the Canadian arctic operators support Inuit land claims in Canada because they are just and proper, and because until they are settled Canadian arctic operators must be regarded as trespassing on Inuit lands, as was found to be true in Alaska in the case of *Edwardsen vs Morton*, now *U.S. vs ARCO*. Canadian reaction to the consultation began to sour in April as it began to be viewed as an exotic kind of American meddling in Canadian domestic politics, and this was sufficient to keep invited Canadian churches from accepting and it began to appear even Canadian Inuit land claims leaders would have to stay away.

In the weeks before the consultation, the only oil corporation reacting positively to the consultation as a good opportunity was Exxon and Canada's Dome Petroleum. Dome was not originally invited by the churchmen, but was later invited at their request.

Consultation planners had hoped to attract top corporate policy makers, but the winds of controversy transformed the consultation from an opportunity for communication into merely a public relations problem, and only four (4) middle ranking operations executives showed up: Robert Riddle, Exxon, Alaska; Roland Horsfield, Imperial Oil; Murray Todd, Dome/Cammar; and M. Holub, Sun Oil. The other eleven (11) oil and gas employees were public relations and employee relations people who were prepared only to talk about how many Natives were being hired in Arctic oil and gas operations.

The consultation provided Dome Petroleum with an opportunity to discuss their successful wild-cattling off Tuktoyuktuk, and this led to NSB Mayor Eben Hopson to ask Murray Todd why Dome organized its Beaufort Sea Community Advisory Committee against the Committee for Original Peoples Entitlement (COPE) and the Inuvialuit land claims. In the ensuing discussion, in which it was explained that COPE was "only" involved in land claims, while it was necessary for Dome to have a "representative" Native group for advice and counsel, Hopson began to realize the low political esteem in which the Inuit land claims are held by the Canadian government, and the Canadian oil and gas operators.

As if aware of how unpleasant the consultation would become, and busy with land claims organization and negotiations, Canada's Inuit were represented by only four. Mark Gordon of the Northern Quebec Inuit Association, who views oil and gas as Western Arctic politics far removed from his struggles with Hydro-Quebec, but is a strong supporter of the Inuit Circumpolar Conference; Peter Green, Inuvik, representing Sam Raddi of COPE; Peter Ernerk, member of the Northwest Territorial Legislative Assembly; and Jens Lyberth, President

of Canada's Inuit Development Corporation. Greenland was represented by Emil Abelsen, Oil and Gas Director for Greenland. Abelsen had visited Barrow and toured the Prudhoe Bay oil field as a guest of the NSB before flying to Calgary with Hopson. Greenland's Carl Christian Olson, in Barrow as an exchange teacher, also attended the consultation.

The Alaskans who attended the consultation were NSB Mayor Eben Hopson; Oliver Leavitt, Treasurer of the Arctic Slope Regional Corporation; Robert Newlin, President of NANA Corporation; Oscar Kawagley, President of Calista Corporation; George Charles, Vice-president in charge of Finance, Calista Operations, and Jon Buchholdt, NSB Mayoral Assistant.

It was hoped that the consultation would lead the oil companies to lend their political strength to the Canadian Inuit land claims movement, but this was strongly opposed by Imperial Oil's Roland Horsfield. He felt oil industrial support of the Inuit claims would be construed by Canada as outside U.S. interference in a domestic political issue, and thus backfire against the Inuit. On the other hand, Horsfield later said Imperial Oil is really an independent Canadian oil company, even though fifty-five percent (55%) of its stock is owned by Exxon, whose Alaskan representative (not from New York) remained prudently silent throughout the consultation, but played a sympathetic role in informal conversations during coffee breaks.

Halfway through the consultation, agreement was reached not to talk about the Canadian claims, and consultation moderator Stewart MacColl, Vice-Chairman of the Presbyterian General Assembly Mission Council led a search for something toward which all could agree to strive together.

Jens Lyberth suggested the need for comprehensive and international Arctic policy by which all the companies and countries involved in the Arctic would be governed by the same rules and made reference to Resolution 77-06 of the Inuit Circumpolar Conference (below) which also called for such a policy. The suggestion was unanimously approved, but the problem arose regarding who should take the responsibility of promoting such a policy. Recognizing the need for a respected third party, the oil representatives and the Inuit groups both looked to the church representatives to carry out the initiative.

On this note of agreement between the Arctic oil firms and their Inuit landlords, and with a feeling of great relief by all who participated, the consultation ended. Since then, plans have been laid to present the World Council of Churches a program promoting the goals of Resolution 77-06 regarding an international Arctic policy.

CALGARY CONSULTATION REACHES FIVE-POINT AGREEMENT ON ARCTIC POLICY NEED

In a May 11 memorandum to ICC chairman, Eben Hopson, Rev. Charles White, ICC Liaison for Church Relations, outlined five (5) points of agreement reached by the Calgary Consultation on oil and gas exploration and development.

1. The three nations involved, Denmark, Canada and the United States, currently lack comprehensive Arctic Environmental Policy, such as envisioned in ICC Resolution 77-06.
2. The three national governments, perhaps with the exception of Denmark, have consistently demonstrated a reluctance to develop such policy, either individually or jointly;

3. The environmental, social, cultural, economic and political welfare of the Circumpolar Region, including the interests of all involved in the Arctic, requires the development of a comprehensive Arctic Environmental Policy;

4. The Committee on Mission Responsibility Through Investment, UPCUSA, along with other national church bodies in the three countries should coordinate an initiative, among all with interests in the Circumpolar Region, that could lead to the development of Arctic Environmental Policy. It was felt this could probably best be done by the World Council of Churches, if possible; and

5. The Committee on Mission Responsibility Through Investment, UPCUSA, would develop a strategy to pursue the agreed upon initiative and, after adequate opportunity for consideration and comment by those at the consultation (a small steering committee might be formed), funding from all appropriate sources will be sought and when feasible the program will be initiated.

Inuit Circumpolar Conference Resolution 77-06

A RESOLUTION CONCERNING ENVIRONMENTAL POLICY

WHEREAS, the regions of the Inuit homeland are made up of numerous fragile ecosystems and environments; and

WHEREAS, the nations within the circumpolar region presently lack adequate environmental policies and legislation to protect these regions; and

WHEREAS, the Inuit have not been permitted full participation in the various decision-making processes, both in the private and public sectors, affecting these regions;

NOW, THEREFORE, BE IT RESOLVED that each nation in which the Inuit lives is vigorously urged to adopt by convention a common set of rules with respect to offshore and on-shore Arctic resource development, and that the Inuit community has a right to participate in this rule-making.

BE IT FURTHER RESOLVED that the rules for Arctic resource development will specifically provide for an Inuit-controlled technology assessment program; and

BE IT FURTHER RESOLVED that the rules of Arctic resource development will specifically provide for the determination of safe technology; an Arctic population policy; locally-controlled wildlife management and Arctic military-use policy; conservation of traditional use values; access to government information concerning the Inuit homeland; the development of an international Arctic coastal zone management program and a cooperative environmental impact assessment protocol detailing participation of the Inuit.

TWO ALASKANS RECEIVE HONORARY DEGREES AT IOWA COLLEGE

Mayor Eben Hopson of the North Slope Borough and Rev. Henry Fawcett, Presbyterian minister and a native of Metlakatla, Alaska, received doctorates May 14 at Buena Vista College, Storm Lake, Iowa.

The commencement events also honored Alaskan pioneer Presbyterian missionary Sheldon Jackson. Jackson was a missionary from 1858 to 1900. After founding the churches in Jackson, Minnesota, and Prospect Hill, near Buena Vista College, he set out West to preach the Gospel.

He eventually arrived in Alaska where he worked with the Native people and was a leader in gaining civil government for Alaskans. In 1885, he convinced Congress to appropriate money for education and he was appointed the First Commissioner of Education. Jackson was successful not only in developing Native schools, but he also introduced reindeer herding into Alaska. Sheldon Jackson College in Sitka bears his name and carries on his work under the direction of the Board of National Missions of the United Presbyterian Church of the United States.

The influence of Jackson's work is still felt in Alaska. Among the Presbyterians of Alaska is Eben Hopson, Mayor of the North Slope Borough.

Hopson has become a leading spokesperson for Native Americans in Alaska. The Christian Science Monitor called him the "voice of 3,800 people and 88,218 square miles."



Eben Hopson, Mayor of the North Slope Borough was awarded an honorary Doctor of Laws degree from Buena Vista College during its Commencement May 14. Hopson is shown receiving his degree from Dr. Keith Briscoe, president of the Iowa college. The college accorded the honor to Hopson for his leadership of the Native peoples of Alaska. The citation read, "Eben Hopson, the Mayor of the North Slope Borough in Alaska, has shown the American system works for the people who need it." Buena Vista is an independent college affiliated with the United Presbyterian Church in the U.S.A.

The annual budget of the North Slope Borough, which Hopson helped found in 1971, is in excess of \$27 million and the Borough has undertaken \$140 million in capital improvements for schools, utilities, and homes. The North Slope Borough, the largest municipality in area anywhere, employs 525 people in municipal ad-

ministration, education, and construction. It enforces a strict local hire policy.

Hopson was one of the organizers of the Inuit Circumpolar Conference of 1977 and became its first chairperson. The ICC seeks to develop mutual programs of cultural, educational, and economic exchange among the Inuit peoples of Alaska, Canada and Greenland, as well as to promote the development of an international policy to protect the integrity of their circumpolar Inuit homeland.

Reverend Henry Fawcett, pastor of the First Presbyterian Church of Jackson, Minnesota, is also a spiritual beneficiary of Sheldon Jackson. A native of Metlakatla, he began his formal education at the age of 15 at Sheldon Jackson College in the eighth grade and continued there through his college freshman year. Pastor Fawcett returned to Sheldon Jackson in 1954 to serve as a staff member until 1957, then he returned as a lay-preacher in his home town of Metlakatla.

In 1958 he began an eight-year ministry at the rural Hanover Presbyterian Church near Glenville, Nebraska. He was ordained to the Gospel Ministry in Metlakatla by the Presbytery of Alaska July 2, 1963.

Rev. Fawcett moved to Jackson, Minn., in 1968 and has served the church in various capacities including a position on the United Presbyterian Church Council on Church and Race. On August 1, Rev. Fawcett will begin a new ministry in Seattle. He will be Pastor-at-large in the Seattle area and a Synod consultant in regard to the church-related needs of Native Americans. He has also been appointed to be Stated Supply of the Queen Anne United Presbyterian Church, Seattle.

Are Eskimos for real?

by Stephen Conn

Eastern Conservationists who have taken it upon themselves to protect the whale at all costs — including the social costs incurred by Eskimos who have the idiosyncratic habit of hunting a few of them to give their life meaning — have waged an effective propaganda campaign in the Eastern press.

The New York Times dismissed the controversy as one of the "great barren controversies of government." In her letter to the Times, Regina Bauer Frankenbert, president of the Committee for Humane Legislation, wrote:

"The Eskimo as 'primitive man' is extinct. Today, native Alaskans are U.S. citizens who have chosen to enter the 20th century by adopting modern weapons, education, medical care and Lower 48 food supplies."

The Greenpeace Foundation tells its followers that Eskimos only hunt whales to show off for the tourists.

Harper's Magazine runs an article which suggests that Barrow be removed because the people there have outlived their purpose and threaten the wildlife.

The reason for this success in convincing liberals and conservatives alike is simple. Easterners don't believe that Indians or Eskimos exist. They are something out of the backpages of history. They are movie extras in grease paint. They are next door neighbors who put on their war bonnets or skins to meet visiting politicians.

A century ago some Easterners knew that Indians and Eskimos were real. When you were getting killed by somebody on the plains and when your survival in the arctic depended on Indians or Eskimos they were real. You made a lot of promises, signed a lot of papers and moved over them.

But today what is real is different.

Marboro men are real. TV dinners are real. Farra Fawcett Majors is real. The Fonz and Barreta are real. Football players and football games are real. So are exorcists, robots, Big Bird and giant mechanical sharks.

Everyone knows that nobody hunts except to get out in the open on the weekend and away from your wife.

Everyone knows that supermarkets take care of food and jobs take care of self-esteem.

Animals are something conservationists take pictures of and record for the beautiful nature books and records you enjoy in your apartment. They bring the Great Wilds right into your home when you are afraid to go out at night.

It is particularly important to save the whales, the caribou, the sheep and the fish. They are minorities that don't talk back. When you offer a helping hand, they don't grab for more or, worse than that, bite it off.

Eskimos then are an annoyance. Why they have not been stuffed and placed in dioramas at the Museum of Natural History confounds many people.

Intelligent Easterners know that they are obviously not real people living in the Arctic, hunting and fishing, when they could be heating up a TV dinner. No school teaches people to do that. No TV program or best seller explains that it will make you live longer or spice up your sex life. There is no money in it.

Being an Eskimo is not "in" the way that leisure suits and drinking Billy Beer are "in." It has to be a scam. Eskimo villages have to be movie sets with the Disney people long departed. No entertainment conglomerate or politician is marketing Eskimo life.

So being an Eskimo is out. Esquire will probably report it shortly. It is unfashionable. Therefore it is not real.

Why don't Eskimos come clean and admit they do not exist?

Perhaps Johnny Carson could squeeze a confession in between a plug for one of the new sci-fi flicks, the revelations of a new honest movie star or an author who tells us how to get more out of multiple sex.

It might make everyone sleep better for the Eskimos to come clean.

On prime time.

Mr. Conn is a poverty lawyer with a background in Native law. He is currently employed by the Criminal Justice Center of the U. of Alaska, Anchorage. The article is reprinted with permission of the Anchorage Daily News.

Beaufort Sea Study, Historic and Subsistence Site Inventory: A Preliminary Cultural Resource Assessment by Jon M. Nielson. Published by the North Slope Borough.

The purpose of the *Beaufort Sea Study*, now available at the Planning Office of the North Slope Borough, is to offer an historical and cultural analysis of the Arctic coast lying between the Colville and the Canning Rivers, as well as the whole North Slope region likely to be affected by OCS development.

With the publication of the *Beaufort Sea Study*, the Arctic coast of the North Slope can no longer be viewed, as it has often been in the past, as a desolate wasteland devoid of human history and drama.

The book contains 47 pages of maps and tables detailing historic and subsistence sites, wildlife populations and migrations, and demographic and geographic information about the Slope. There are 15 pages of bibliography and copious critical references. It is a primer and handbook for all those concerned about planning on America's Arctic coast.



an old man on a bank of the Yukon
where it embraces the sea
stirring his cookpot
fashioned from a 55 gallon drum

i am nourished by the whale
the flesh of the whale
strengthens my flesh
the blood of the whale
sustains my blood
the spirit of the whale
runs with my spirit
& i travel ever deeper
through the sea of my beginning
i laugh with the clouds
to feel the song of the whale
thunder & whisper
in my heart

smiling in his wrinkles
of great beauty
his eyes soft & deep as all the ages
he silently sings.

—Tundra Boy is the author
Published in the Tundra Times,
Fairbanks, 12/7/77

GET YOUR OWN NEWSLETTER!

Cut this out and mail to:

Arctic Coastal Zone Management Newsletter
323 East Fireweed Lane
Anchorage, Alaska 99503

Please send the Arctic Coastal Zone Management Newsletter to:
(please print)

NAME: _____

STREET ADDRESS _____

CITY OR TOWN _____ STATE _____ ZIP _____

ORGANIZATION OR FIELD OF INTEREST _____

THE ARCTIC COASTAL ZONE MANAGEMENT NEWSLETTER

Issue No: Five

Date: July - August 1977

QUEBEC PROVOKES CLASH WITH INUIT — (In their efforts to establish the dominance of the ethnic language of French-speaking Quebec, the government there has obstructed the efforts of the Inuit people who have been trying to do the same thing with their ethnic language. Having constructed a bi-lingual (Inuit-English) system for schools and commerce, the Inuit feel the imposition of French at this time would be a serious violation their own ethnic rights and traditions. — Ed.)

The secessionist government of Quebec is rapidly moving towards its first major crisis, a conflict involving the Inuit people of Northern Quebec. The confrontation regarding the neglect by the Quebec government in settling the Native land claims has escalated with the recent action of the government in eliminating Inuit language commitments in Bill 101 (the new charter of the French language in Quebec) made to the Inuit previously by Minister Camille Laurin.

The Northern Quebec Inuit Association declared on August 21 that it could no longer contain the reaction of the Inuit of the Northern communities in response to the government action. At the annual meeting of the Association in Sanikiluaq, Belcher Islands Northwest Territories, the regular agenda was set aside so that the representatives of the 13 Inuit Communities could hold a 2-day emergency caucus on what they held as a gross violation of basic human rights and another obstacle in the way of a land claims settlement.

As recent as one month ago, the Inuit accused the government of acting in bad faith for by-passing an agreed upon procedure to negotiate language legislation amendments. More recently, Quebec government officials have revealed that the minimal language protections included in Bill 101 will be cut back and that all further proposals will be flatly rejected.

These new language requirements imposed on the Inuit without their consent may prevent them from actively participating in many of the benefits to be granted to them through the settlement of Inuit Land Claims.

The language issue represents to the Inuit the latest of a growing number of grievances with the Government. A previous and continuing source of mistrust and ill-feeling is the Government's unwillingness to finalize Inuit land selections in accordance with the land claims agreement. Despite two years of land negotiations, no lands have yet been granted even though legal extinguishment of Inuit Aboriginal Rights is imminent. "Once again the

Government has lied to us and cheated us," says Zebedee Nungak of Payne Bay. "By leaving our Language Rights uncertain and our lands unsettled, Quebec is stripping us of two of our most basic rights."

Significant, too, is the role played by the Federal Government in the issue. Despite its clear trust obligation for Native people enshrined in Section 91 (24) of the British North American Act, the Federal Government remains conspicuously inert.

Charlie Watt, President of the Northern Quebec Inuit Association, stated, "The Inuit are slowly being pushed by Quebec past the point of no return. The Association may no longer be able to call for moderation on the part of the People and to contain their outrage."



Greg Fiske, political consultant to the Northern Quebec Inuit Association, worked with Mark Gordon to negotiate the James Bay Agreement, a 5-party land claims settlement involving Quebec Inuit. A Canadian whose family left the U.S. for Quebec as Tory Sympathizers after the Revolutionary War, Fiske was formerly employed as a land use planner working on land selections for the Arctic Slope Regional Corporation in the early 1970's. He played a leading role in planning and logistics for the Inuit Tapirisat of Canada in the Inuit Circumpolar Conference. — Photo by Cysewski.

NSB SEEKS WILDLIFE RANGE CLASSIFICATION FOR ENTIRE ARCTIC SLOPE — Testifying before Congressional hearings in Fairbanks on August 20, NSB Mayor Eben Hopson called for Congress to classify the entire Arctic Slope as a wildlife range in the implementation of Section 17(d) (2) of the Alaska Native Claims Settlement Act. Hopson proposed "that all lands within the NSB, with the exception of village selections of surface estate under Section 12 of the Settlement Act, and the assorted DEW line sites, be zoned by the Borough and classified by other units of government as a wildlife range reserve allowing as the only human activities those associated with natural resource extraction, and traditional subsistence use." Criticizing all D-2 legislative proposals being considered for their lack of regional perspective, Hopson pointed out that the Arctic Slope was a distinct region of Alaska, and a sub-region of the larger North American Arctic region shared with Canada and Greenland. He asked that D-2 legislation provide for international Arctic coastal zone management cooperation with Canada, and for a common management system for the management of the entire Arctic Slope, integration with Canadian systems, and extension out onto the ice of the Beaufort Sea.

NSB EXCHANGES TEACHERS WITH GREENLAND — Educational exchange between the NSB School District and Greenland begins in September with the exchange of four prominent Inuit educators and leaders in the Inuit land claims movement. In August, the NSB School Board selected Annie Brower and Emma Mongoyak to go to Nuuk Teachers College, Nuuk, Greenland, and the Greenlanders sent Carl Christian Olsen and Ina Rasmussen Olsen, a teaching couple from Knud Rasmussen Højskole, Sisimiut. It was in Annie Brower's living room that the circumpolar Inuit land claims movement began, and Mrs. Brower specialized in the politics of education in the Alaska Native land claims movement. She worked to organize the North Slope Borough, and became the first NSB School Board president in 1972, and was immediately faced with the organization of a regional school district from scratch. Since leaving the NSB School Board in 1975, she has been teaching in the system.

Amma Mongoyak has been with the NSB School District as a non-certified teacher and Inupiat curriculum materials developer since it was organized in 1972.

Both Brower and Mongoyak will fill dual roles as student and teacher at Nuuk Teachers College in an exciting time in Greenland's political development toward democratic self-determination. Both Carl Christian and Ina Rasmussen are important personalities in the Greenland homerule movement.

CARL CHRISTIAN OLSEN TO WORK IN BARROW — Leading in the development of the NSB-Greenland educational exchange program by example, Carl Christian Olsen, a very prominent figure in Greenlandic homerule politics, has arrived in Barrow with his family to work for at least a year. Olsen, Director of International Programs at Knud Rasmussen Højskole, has been active in circumpolar Inuit community organization for several years as a close student and colleague of Dr. Robert Peterson, senior Greenlandic academic at the University of Copenhagen's Institute of

Eskimology, and recognized as the leading expert in Inuit orthographics (writing systems.) Olsen became a Greenlandic homerule activist in Copenhagen while at the University, and has worked with the organization of the 1972 Arctic Peoples Conference in Copenhagen, the 1975 Indigenous Peoples Conference at Port Alberni, and the Inuit Circumpolar Conference in Barrow. He led the Greenland delegation at the ICC, and is a member of the 12-man Interim Committee of the Inuit Circumpolar Conference. His work in Barrow will enable him to work closely with NSB Mayor Eben Hopson, ICC Chairman, to focus upon education as the best opportunity for beginning the kind of international cooperation needed for effective Arctic Coastal Zone Management. NSB officials also expect that his work will stimulate Inupiat cultural curriculum development, and the instruction of land management skills necessary for effective Arctic Coastal Zone Management.

ICC RESOLUTIONS DEFINE INUIT COMMUNITY CONCERNS — The delegates to the first Inuit Circumpolar Conference expressed themselves through the passage of seventeen resolutions which run a wide-range of concerns that relate mostly with Arctic environmental security and the protection of Inuit aboriginal rights.

The first resolution, ICC 77-01, established the Inuit Circumpolar Conference as a permanent organization with a 12-man ICC interim committee to steer the organization to permanent charter ratification, and to continue circumpolar community organizational work in such areas as education, resource development, game management, transportation, housing, and the development of supportive Arctic policies. ICC 77-01 took three days to hammer out, after which the Conference broke into issue groups to hammer out resolutions proposals that were sifted by a resolutions committee, chaired by NANA's Willie Hensley, Kotzebue and Anchorage.

CROSS-CULTURAL EDUCATIONAL POLITICS IN THE NORTH EXPLORED — The second annual Seminar on Cross-Cultural Education in the Far North, planned and organized by the Center for Northern Education and Research (CNER) of the University of Alaska, was hosted by the Nuuk Teachers College in Greenland just a few days after the Inuit Circumpolar Conference concluded in Barrow. Several of the Alaskan and Greenlandic members of the Nuuk seminar had flown to Nuuk immediately after the Barrow conference, and for them the seminar continued the political momentum of the Barrow conference.

It was clear from the Seminar, funded jointly by the Ford Foundation and the Danish government, and hosted by Nuuk Teachers College and the Municipality of Nuuk, that bi-lingual education and local control of education are political themes of common importance to all of the North American Indian and Inuit, and European Sami educators and political leaders. The Conference provided an opportunity for final agreements to be reached on the educational exchange between the NSB and Greenland, reported elsewhere in this issue of the Newsletter. And NSB officials attending the Nuuk seminar were able to initiate discussions with Nuuk's municipal officials regarding mutual exchange in the area of public administration.

NSB ASSERTS LEADERSHIP IN WHALING CONTROVERSY — U.S. Caught Between Environmental Politics and Aboriginal Rights

In customary disregard for the ancient hunting rights of Inupiat whalers, the U.S. delegation to the International Whaling Commission (IWC) over the past few years has carefully planned and worked toward the abolition of Native subsistence whaling in the Arctic. It was only through the intervention of the North Slope Borough that the U.S. abstained from voting on the controversial issue at the recent IWC meeting in Canberra, raising serious questions about the leadership of the U.S. in the attempts to abolish commercial whaling.

The NSB feels that the U.S. position in the IWC was unnecessarily clouded and weakened by bringing whale conservation into conflict with aboriginal rights and that the U.S. must disentangle these issues in order to re-establish its position of leadership. Furthermore, the NSB is building a record leading to a well-defined U.S. domestic and foreign policy in support of aboriginal rights and securing federal support of a comprehensive bowhead research and management program able to bring the bowhead whale under modern management — which will serve as a whale species management model for use with other whales thought to be threatened or depleted.

Aboriginal Hunting Rights

It is the position of the NSB that subsistence whaling is an aboriginal right which the U.S. is constitutionally bound to honor and has the trust responsibility to protect from encroachment. As a general rule, international courts as well as the conduct of foreign relations tend to respect and protect aboriginal subsistence hunting rights.

When the IWC first called for the termination of commercial bowhead whaling, making specific exemption for subsistence whaling, the U.S. responded by placing the bowhead on its endangered species list. In 1972, the enactment of the Marine Mammal Protection Act created a moratorium on the taking and importation of all marine mammals exempting subsistence hunting by Native peoples but providing that subsistence hunting of species designated as "depleted" could be regulated. In 1973 the Endangered Species Act was amended to provide for regulation of native subsistence hunting by the Secretary of Interior where he finds need for it. In both cases, prior notice and hearings would be required before subsistence hunting regulations could be established.

The NSB has been seeking the assistance of the Secretary of the Interior to conduct a comprehensive bowhead stocks management program with early emphasis on undersea research into population size, biology, health, sociology, and long-term surveillance and communications systems development. If data in which the NSB can have confidence reveals the need for them, the NSB will develop bowhead subsistence whaling regulations in cooperation with the Secretary of the Interior. In the meanwhile, the Departments of State and Commerce as well as Interior have the overriding trust responsibility of the United States to protect Inupiat subsistence whaling.

Environmental Politics

Opposition to subsistence whaling seems to have been initiated as a political tactic by the U.S. Over the past decade, the whale has become a symbol of conservationist political action and a symbol of U.S. leadership in responding to these politics. The U.S. was the first whaling nation to demobilize its commercial whaling fleet.

Responding to a growing public anthropomorphic view of dolphins and whales, the Nixon administration strengthened its participation on the International Whaling Commission by appointing Dr. Robert White, Administrator of the National Oceanographic and Atmospheric Administration (NOAA), which includes the National Marine Fisheries Service, to be the U.S. Commissioner to the International Whaling Commission. Nixon also appointed Alaska's former Congressman, Howard Pollock, to be Deputy Administrator of NOAA.

Whale conservation is a strong political issue in the United States, as well as in the other sixteen IWC contracting nations. In 1972, Dr. White was joined by Russel Train, special representative of President Nixon, who asked the IWC to call for a moratorium on all commercial whaling. Because the IWC had no hard data to prove sufficient whale species depletion which would justify a full moratorium, it responded instead by calling for sharply reduced quotas on the most threatened species.

Unemployment and economic dislocation caused by these quota reductions resulted in political controversy in Japan and South Africa, but whale politics were good politics for the Nixon-Ford Administration. The U.S. had no whaling industry to worry about, and very few worried about subsistence whaling.

The Scientific Committee

Responding to charges by the whaling industry that concern for whale stocks depletion were not grounded on good scientific data, the IWC organized its Scientific Committee to help the commissioners in their work. It is made up of scientists from all seventeen IWC member nations, four of which — the U.S., the USSR, Iceland, and Denmark — have subsistence whaling. The U.S. was represented by one of Dr. White's subordinates at NOAA, Dr. William Aron, Chief of NOAA's Office of Ecology and Environmental Conservation. When White left office early in the new administration, Aron was appointed U.S. Commissioner to IWC.

From its beginning, the IWC Scientific Committee focused its attention on bowhead subsistence whaling. This was encouraged by the U.S. Scientific Committee members, Dr. Aron and his NOAA colleagues, who were able to use the Committee to lead their own Agency to intervene in Inupiat subsistence whaling. Some observers feel that NOAA failed to adequately respond to inquiries and concerns of the Scientific Committee in 1973, 1974, and 1975 because there was very little known about subsistence bowhead whaling. In 1973, the National Marine Fisheries Service of NOAA began placing biologists out on the leads off Barrow to count whales and observe whaling practices. This program was extended to Point Hope in 1974 and by 1977, the

spring whale hunt was observed by 12 government biologists.

In 1976, the Scientific Committee persuaded the IWC to urge subsistence whaling nations to begin regulating certain aspects of subsistence whaling, but once again, the U.S. was slow in responding. By that time, the NSB had developed a considerable presence in the Arctic and it was not a good year to begin regulating subsistence bowhead whaling in Alaska.



Jon Buchholdt, assistant to NSB Mayor Eben Hopson, shown conferring with Hopson. Buchholdt was a principal planner of the Inuit Circumpolar Conference, and has been assigned by Hopson to work with the ICC organization for the coming year. Hopson is ICC Chairman. — Photo by Cyswski.

Some progress was made by the NMFS toward moving the bowhead whale from the endangered species list to the "depleted species" category which would bring subsistence hunting under regulation. In February, 1977, NOAA's Marine Mammal Commission began asking the NMFS to declare the bowhead "depleted" without holding hearings — on the theory that all marine mammals on the endangered species list qualify for the "depleted species" designation under the terms of the Marine Mammal Protection Act. The NMFS balked, pleading the need to discuss all this with the Inupiat whalers and an argument began.

The NSB was notified that consideration was being given to declaring the bowhead depleted last January, and by March NMFS/NSB discussions were formally underway with the reluctant approval of NSB Mayor Eben Hopson who felt that NOAA/NMFS policies were hostile to Inupiat interests. Representing the Inupiat were Dale Stolls, NSB Game Management Coordinator, and Arnold Brower, Sr., President of the Barrow Whaling Captains' Association and spokesman for the Arctic Slope Regional Corporation. Meetings held in Alaska and Washington, D.C., reflected the stated policy of the NMFS to seek the cooperation of the Inupiat community in any necessary subsistence whaling regulation. The NMFS wanted to show the IWC that a cooperative subsistence whaling regulation program was under development. The NSB, while actively seeking

cooperative resource management agreements with the federal government, held back from the cooperation sought by NOAA and the Department of Commerce which had failed to respond to Aboriginal rights.

The Inuit Circumpolar Conference

In order to deal with precisely the kind of international politics as those of the bowhead whale, the NSB had been working to organize the Inuit Circumpolar Conference as a part of its Conservation and Environmental Security Program. The overriding concern was that of national commitment to the defense of Inupiat aboriginal subsistence hunting rights on land and offshore.

As the NSB was engaged in final preparations for the Inuit Circumpolar Conference (ICC), it was learned that the Scientific Committee planned to recommend that the IWC withdraw hunting exemption from bowhead whaling regulation and that an "O" quota be set for bowhead subsistence whaling.

It should be noted that while only the Inupiat of Northwest Alaska and the Arctic Slope can legally hunt the bowhead, the bowhead whale ranges widely through the seas in the company of other species of whales which are commercially hunted. In the conduct of this commercial whaling, there occurs an "incidental" take of bowhead. An IWC fine of \$1,000 is exacted for each bowhead incidentally taken — in comparison with the \$5,000 to \$7,000 costs for each whale taken by Inupiat whalers. There are no reliable statistics on the number of bowhead whales "incidentally taken."

The Canberra Conference

Dr. Aron insists that he was unprepared for the Scientific Committee's bowhead subsistence whaling recommendations and had little foreknowledge of them before they were made to the IWC in Canberra. When Aron arrived there and learned that these recommendations would be adopted by the Commission, he wired Washington, D.C. for instructions. He was inclined to vote yes, but to vote yes was to commit the U.S. to enforce the IWC resolution across uncertain legal ground cluttered with questions of due process and the old and developing doctrine of aboriginal rights, close American kin to the Carter Administration's emphasis on foreign "human rights." But to vote "no" would be to renounce U.S. leadership in the good fight to save the whale.

Aron's instructions to abstain from voting on the issue was the result of work in Washington D.C. of people like Anne Stevens, a long-time friend of Inupiat whalers, her husband, U.S. Senator Ted Stevens, and Assistant Secretary of State Patsy Mink who was familiar with Native rights doctrines from her work in Congress with Hawaii's Native land movement and who is viewed by NSB as sympathetic toward the Inupiat.

When Aron voted to abstain, many IWC delegates, notably the Danish Commissioner, rose to castigate the United States for its reluctance to practice what it preached for others. The U.S. was joined in abstaining by the USSR which conducts a gray whale subsistence hunt using a modern whaling vessel in behalf of Native people in Siberia.

NSB ASSERTS LEADERSHIP IN WHALING CONTROVERSY — U.S. Caught Between Environmental Politics and Aboriginal Rights

In customary disregard for the ancient hunting rights of Inupiat whalers, the U.S. delegation to the International Whaling Commission (IWC) over the past few years has carefully planned and worked toward the abolition of Native subsistence whaling in the Arctic. It was only through the intervention of the North Slope Borough that the U.S. abstained from voting on the controversial issue at the recent IWC meeting in Canberra, raising serious questions about the leadership of the U.S. in the attempt to abolish commercial whaling.

The NSB feels that the U.S. position in the IWC was unnecessarily clouded and weakened by bringing whale conservation into conflict with aboriginal rights and that the U.S. must disentangle these issues in order to re-establish its position of leadership. Furthermore, the NSB is building a record leading to a well-defined U.S. domestic and foreign policy in support of aboriginal rights and securing federal support of a comprehensive bowhead research and management program able to bring the bowhead whale under modern management — which will serve as a whale species management model for use with other whales thought to be threatened or depleted.

Aboriginal Hunting Rights

It is the position of the NSB that subsistence whaling is an aboriginal right which the U.S. is constitutionally bound to honor and has the trust responsibility to protect from encroachment. As a general rule, international courts as well as the conduct of foreign relations tend to respect and protect aboriginal subsistence hunting rights.

When the IWC first called for the termination of commercial bowhead whaling, making specific exemption for subsistence whaling, the U.S. responded by placing the bowhead on its endangered species list. In 1972, the enactment of the Marine Mammal Protection Act created a moratorium on the taking and importation of all marine mammals exempting subsistence hunting by Native peoples but providing that subsistence hunting of species designated as "depleted" could be regulated. In 1973 the Endangered Species Act was amended to provide for regulation of native subsistence hunting by the Secretary of Interior where he finds need for it. In both cases, prior notice and hearings would be required before subsistence hunting regulations could be established.

The NSB has been seeking the assistance of the Secretary of the Interior to conduct a comprehensive bowhead stocks management program with early emphasis on undersea research into population size, biology, health, sociology, and long-term surveillance and communications systems development. If data in which the NSB can have confidence reveals the need for them, the NSB will develop bowhead subsistence whaling regulations in cooperation with the Secretary of the Interior. In the meanwhile, the Departments of State and Commerce as well as Interior have the overriding trust responsibility of the United States to protect Inupiat subsistence whaling.

Environmental Politics

Opposition to subsistence whaling seems to have been initiated as a political tactic by the U.S. Over the past decade, the whale has become a symbol of conservationist political action and a symbol of U.S. leadership in responding to these politics. The U.S. was the first whaling nation to demobilize its commercial whaling fleet.

Responding to a growing public anthropomorphic view of dolphins and whales, the Nixon administration strengthened its participation on the International Whaling Commission by appointing Dr. Robert White, Administrator of the National Oceanographic and Atmospheric Administration (NOAA), which includes the National Marine Fisheries Service, to be the U.S. Commissioner to the International Whaling Commission. Nixon also appointed Alaska's former Congressman, Howard Pollock, to be Deputy Administrator of NOAA.

Whale conservation is a strong political issue in the United States, as well as in the other sixteen IWC contracting nations. In 1972, Dr. White was joined by Russel Train, special representative of President Nixon, who asked the IWC to call for a moratorium on all commercial whaling. Because the IWC had no hard data to prove sufficient whale species depletion which would justify a full moratorium, it responded instead by calling for sharply reduced quotas on the most threatened species.

Unemployment and economic dislocation caused by these quota reductions resulted in political controversy in Japan and South Africa, but whale politics were good politics for the Nixon-Ford Administration. The U.S. had no whaling industry to worry about, and very few worried about subsistence whaling.

The Scientific Committee

Responding to charges by the whaling industry that concern for whale stocks depletion were not grounded on good scientific data, the IWC organized its Scientific Committee to help the commissioners in their work. It is made up of scientists from all seventeen IWC member nations, four of which — the U.S., the USSR, Iceland, and Denmark — have subsistence whaling. The U.S. was represented by one of Dr. White's subordinates at NOAA, Dr. William Aron, Chief of NOAA's Office of Ecology and Environmental Conservation. When White left office early in the new administration, Aron was appointed U.S. Commissioner to IWC.

From its beginning, the IWC Scientific Committee focused its attention on bowhead subsistence whaling. This was encouraged by the U.S. Scientific Committee members, Dr. Aron and his NOAA colleagues, who were able to use the Committee to lead their own Agency to intervene in Inupiat subsistence whaling. Some observers feel that NOAA failed to adequately respond to inquiries and concerns of the Scientific Committee in 1973, 1974, and 1975 because there was very little known about subsistence bowhead whaling. In 1973, the National Marine Fisheries Service of NOAA began placing biologists out on the leads off Barrow to count whales and observe whaling practices. This program was extended to Point Hope in 1974 and by 1977, the

NSB Takes the Initiative

On July 11, the NSB Washington counsel filed a last-minute comment on the NMFS proposal to designate the bowhead whale a depleted species. Had the NSB not commented, the designation would have been made with no opposition. Many conservation groups had commented in favor of immediate designation. The NSB was the only party to defend Inupiat subsistence whaling rights and to assert the illegality of determining the bowhead to be a depleted species without following due process procedures. Because of this objection, the NMFS will have to hold hearings and offer scientific evidence that the bowhead is a depleted species.

In early July, the NSB had appealed to the Secretary of Interior for help and on July 22 Interior Undersecretary James Joseph hosted a meeting attended by other top Interior officials, Dr. Aron, and officials of NSB and the Arctic Slope Regional Corporation and their counsel. The Interior Solicitor entered the case in defense of Inupiat subsistence whaling rights, and Joseph promised his assistance in the development of the comprehensive bowhead research and management program sought by the NSB. This was the first time Dr. Aron had been required to discuss his bowhead plans with Inupiat whalers or Interior officials. They discussed filing an objection to the bowhead subsistence moratorium.

Blocking the Moratorium

Under IWC rules, the U.S. can avoid enforcement of the moratorium by filing a formal objection with the IWC by October 21, 1977. Aron is opposed to this but the NSB feels that the U.S. need not lose any prestige objecting to the moratorium if it makes clear that it is merely exercising a prior responsibility for the protection of aboriginal hunting rights. The NOAA then could work on the reasons leading to the IWC action in cooperation with the Department of Interior and the Inupiat community.

The decision to file an objection will probably be made by the President if Commerce and Interior make conflicting recommendations to the State Department.

In the meantime, the NMFS and the President's Council on Environmental Quality will hold public hearings in Washington D.C., Barrow, and Kotzebue in September to determine the environmental impact of the IWC bowhead moratorium.

The NOAA and D.C. conservation lobbyists intend to use these hearings to gain public support of the moratorium, while the NSB counts on them to achieve the opposite effect. The U.S. was the first to demobilize its commercial whaling fleet. Now it must decide if it really wants to demobilize its subsistence whalers in Alaska.

CHURCH MINISTERS OBSERVE ORGANIZATION — ICC conference organizers went to some pain to provide for church participation in the Conference and their efforts were rewarded by the organization of Observers from Churches by the eight ministers who observed the Conference. The senior among them was Jens Christian

Chemnitz, head of the established Church of Greenland, a branch of the Danish State Lutheran Church. Chemnitz heads a church aware of the transition it must make under home rule. His participation at the conference was keen and active, and it was clear that the Greenlandic delegation was proud that he had come with them to Barrow.

He opened the Conference by reading the Lord's Prayer in Greenlandic and was a source of insight and understanding to the other minister-observers: Rev. Menno Wiebe, Mennonite Central Committee, Canada; Elder Earl Larson, United Presbyterian Church, USA; National Council of Churches, USA; Rev. Robert Mills, United Presbyterian Church, USA, Synod of Alaska Northwest; Rev. Gene Stratmeyer, Pastor, First Presbyterian Church, Fairbanks, Alaska; Elder Rex Okakok, Lay Preacher, First Presbyterian Church, Fairbanks, Alaska; Rev. Keith Lawton, Episcopal Church, Diocese of Alaska; and Rev. Charles R. White, Conference Liaison for Church Relations, Ecumenical Metropolitan Ministry, Seattle, Washington.

The NSB is working with Observers from Churches and Rev. Charles White, formerly pastor of Barrow's Presbyterian Church, to organize broad mainline Church support on the Inuit Circumpolar Conference and ICC efforts to secure a unified Arctic coastal zone management system for the entire North American Arctic. The goal is the organization of a distinct circumpolar ecumenical Arctic mission capable of organizing strong Church support of sound national Arctic policies in the U.S., Denmark and Canada.

ALASKA ORGANIZES FOR COASTAL ZONE MANAGEMENT — Armed with new State CZM legislation, Alaska's Office of Coastal Zone Management is entering into negotiations with the North Slope Borough and Kotzebue regional organizations to organize a bi-regional Arctic Coastal Zone Management Council, the members of which would be elected by the voters of both the NSB, and the Kotzebue region of the Northwest Alaska Native Association (NANA). This would be the first attempt on the part of the State of Alaska to develop an inter-regional Arctic land and resource management system. The State plans to join with the Department of Interior to conduct a joint nearshore lease sale in 1978. NSB officials are cautiously optimistic about the State's efforts to convene and sponsor inter-regional CZM cooperation between Barrow and Kotzebue, but hopes for some State initiative to bring Canadian government participation into Western Arctic Coastal Zone Management organization and planning.

Under the terms of Alaska's new CZM legislation, the bi-regional CZM district would have a 7-man elected board to make policy recommendations to the Alaska Coastal Resources Council, appointed by the Governor, to oversee the State's CZM program. This process for cooperative State/regional/local CZM cooperation is being set in place at a time when both State and Federal officials are looking for ways to accommodate State/local land use cooperation to ease public land management problems after final Federal Alaska land classifications are made next year.

INUIT ASSERT CONTROL OVER ARCTIC — *(The following report was written by Dalee Sambo, a young Inupiat woman living in Anchorage where she is a student. She works part-time for the NSB and served as staff assistant for the Inuit Circumpolar Conference. The article was first published in Common Ground, a publication of the Alaska Workers Alliance and is reprinted here with their permission. — Ed.)*

At the history making Inuit Circumpolar Conference held at Barrow, representatives of the Inuit peoples of Alaska, Canada and Greenland gave notice to the world that they intended to retain control of their Arctic environment. This control of their homeland is of a higher priority than other national claims.

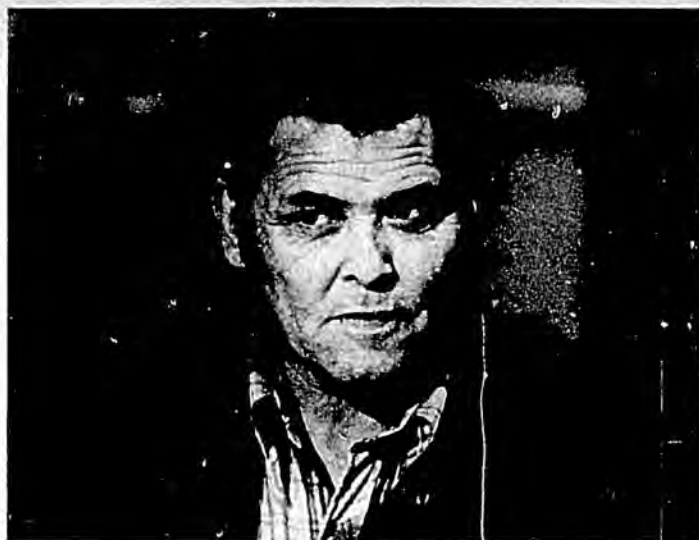


Nelson Green led the Canadian Western Arctic Individual delegation to the Inuit Circumpolar Conference. Nelson works closely with Sam Raddi of the Committee for Original Peoples Entitlement (COPE), Inuit. He was instrumental in shaping the political compromise that resulted in the Canadian delegations support of a permanent ICC organization. — Photo by Roderick

Over 300 people attended the five-day event hosted by the North Slope Borough Mayor Eben Hopson. The conference was held at Barrow School, where most participants brought their own sleeping bags. Cots were also set up.



George Charles, Yupik ICC delegate from Bethel, Alaska, introducing the Bethel Dancer who performed at the Conference. Charles is an executive with the Calista Corporation, largest of the regional corporations established in the State by the Alaska Native Claims Settlement Act. He comes from a prominent Bethel family. Bethel is on the lower Kuskokwim River in Southwest Alaska. — Photo by Cysenski



Bill Edmonds, President of the Labrador Inuit Association (LIA), was vice chairman of the Canadian delegation. Edmonds is from Nain, Labrador. — Photo by Roderick

Opening speaker Mayor Hopson said 'we enjoy certain aboriginal rights as indigenous people of the Arctic, it is important that our governments agree about the status of these rights, if they are to be uniformly respected . . . without our central involvement, there can be no safe and responsible Arctic resource development . . . we are under constant involvement, there can be no safe and responsible Arctic resource development . . . we are under constant attack by oil corporations at Prudhoe Bay. I am hoping that we can plan peace with the oil industry at this conference.' Local home rule government in Canada, Alaska and Greenland is the only key to the protection of the delicate Inuit environment.

In the following days the historical movement began. After two days of disorganization and communication hassles the convention came up with the first resolution declaring the Inuit one people with an international voice. The resolution formed a permanent interim committee of four delegates for each country to begin working on the foundation of the new Circumpolar organization and a charter — completion hoped by July 1978.

Other major resolutions dealt with protection of aboriginal rights of the Inuvialuit of Canada's western Arctic region. The government of Canada issued permits to Dome/Can-Mar to do exploratory drilling in the Beaufort Sea in violation of Inuvialuit rights. Sam Raddi, President of the Committee for Original People's Entitlement (COPE) made a brief appearance and asked for Inuit to support COPE's effort to a fair settlement of those rights. He left the following morning to begin negotiations with Prime Minister Trudeau.

In support of a resolution calling upon the International Whaling Commission to defend the Inuit right to hunt whales, Charlie Edwardsen, Inupiat from Barrow for the North Slope Borough Washington D.C. office said 'People who have called themselves conservationists have chosen not to conserve the Eskimo . . . our environment and our association with the whale is dependent on the survival of both communities: the whale as a specie and Inuit as a specie.' Whaling is an event which everyone of all ages in the community takes part and in which the food is shared among everyone. If

whaling rights are taken away from the community, severe damage will be done to the cultural fabric of the Inuit.

The Circumpolar Committee requested that the governments of Canada, U.S. and Denmark negotiate an agreement that will enable all Inuits to unrestricted



Billy Neakok, NSB Director of Conservation and Environmental Security discusses ICC organization with Nelson Green, Committee for original peoples entitlement, Inuvik, NWT. Neakok worked closely with Green and the Inuvialuit to negotiate the Canadian delegations approval of making the ICC a permanent organization. — Photo by Roderick

travel and trade between the boundaries of U.S. and Canada. This is an aboriginal right important to the future circumpolar economic growth that they have not been able to enjoy.

A strong feeling of unity and impressive performers from all over the Arctic made the conference not only a time for business but a major cultural exchange for the Inuit. Conference participants attended Nalukataq or whale feast which includes blanket toss and dancing in celebration of a spring whale catch. Greenland's 'Tukak Teatret,' the most real theatre I've seen, performed a dramatic Eskimo legend of how the white man has affected them. Throat chanters of Canada entertained the audience by producing sounds such as waterfalls, dogs and mosquitos. Saami people of Norway, Sweden and Finland's Arctic regions were present to observe the conference as well as entertain with folk songs. Young Inuit musicians such as Charlie Panogoniak and Ungusrasmus of Greenland were also on the stage. Last but not least Inuit dancers from all over Alaska performed.

When the first resolution declaring the Inuit one people was passed and signed unanimously everyone looked at each other, brothers and sisters clasped and raised their hands together, the Greenland delegation burst out in a song about the Inuit and how they will never give it up. No one could hold their tears. That moment was the beginning of a unified Inuit effort to protect their aboriginal rights and their way of life. A



Hans Pavia Rosing and Dr. Oye Rosing Olsen happy during the closing hours of the Inuit circumpolar conference. Both are close friends and colleagues in the Greenland Home Rule Movement that headed up during the 1960's when they were students in Copenhagen. — Photo by Roderick

culture that has survived for thousands of years. 'Our language contains the intricate knowledge of the ice that we have seen no others demonstrate.' — E. Hopson. It is the Inuit people and no one else who must have jurisdiction over their Arctic domain.

NSB INUPIAT LANGUAGE COMMISSION SEEKS BI-LINGUAL POLICY — Guided by the University of Alaska's Edna Ahgeak MacLean, the NSB Inupiat Language Commission met August 18, 1977 to seek the formulation of bi-lingual policy. Two resolutions were passed calling for the development of bi-lingual staff at the North Slope Borough, and for Barrow public radio station, KBYR. In a letter to the Alaska Public Broadcasting Commission, MacLean asked that it require KBRW to use only bi-lingual announcers. And NSB Mayor Eben Hopson was asked to take affirmative action to develop Inupiaq literacy among his staff.

Edna MacLean, a staffer with the University of Alaska's Native Language Program, has been working in close cooperation with Greenland's Dr. Robert Peterson, Institut of Eskimologi, University of Denmark. Peterson, acknowledged to be the leading expert in Inuit dialects and orthography, is also prominent in the Greenlandic Home Rule Movement, and was instrumental in the organization of the Inuit Circumpolar Conference. Greenland is totally literate in Greenlandic, very close to the Inupiaq dialect of Barrow and Kotzebue Alaska Inupiat community. Education and all other systems are operated in Greenlandic, with Danish the secondary language. Most young Greenlanders study English, and many are literate. MacLean is working with Peterson to develop a circumpolar Inuit orthography with which to follow Greenland's example in the North Slope Borough, and in other regions of the Inuit Homeland.

Hopson hopes that Inupiaq literacy training can be a unifying theme for cooperation between the Universities of Copenhagen and Alaska and the NSB School District and Inupiat University of the Arctic to support public and business administration within the NSB with higher education and vocational training.

The NSB regards Inupiaq to be an essential requirement for sound, long-term Arctic Coastal Zone Management, and the NSB's Inupiaq literacy training program will be aimed at the development of bi-lingual environmental protection, game management, and land use planning.

SAAMILAND HOSTS WORLD COUNCIL OF INDIGENOUS PEOPLES

The Second General Assembly of the World Council of Indigenous Peoples (WCIP), hosted by the Nordic Saami Council, met in Kuvuna, Sweden August 23-16, 1977.

Organized by Native people from 19 countries while meeting in Port Alberni, British Columbia, in 1975, the WCIP deals with problems of physical and cultural genocide, and is attempting to strengthen the security of aboriginal rights of indigenous people everywhere. This year's hosts, the Saami, have been very active in international indigenous community organization.

The WCIP General Assembly, which was attended by representatives of the NSB and the Inuit Circumpolar Conference, focused upon the rule of the United Nations in the protection of Native rights.

HISTORIC JOURNAL PUBLISHED

How does a young minister in the 30's visit members of his congregation when they are scattered along 450 miles of Arctic coast? By dogsled, of course!

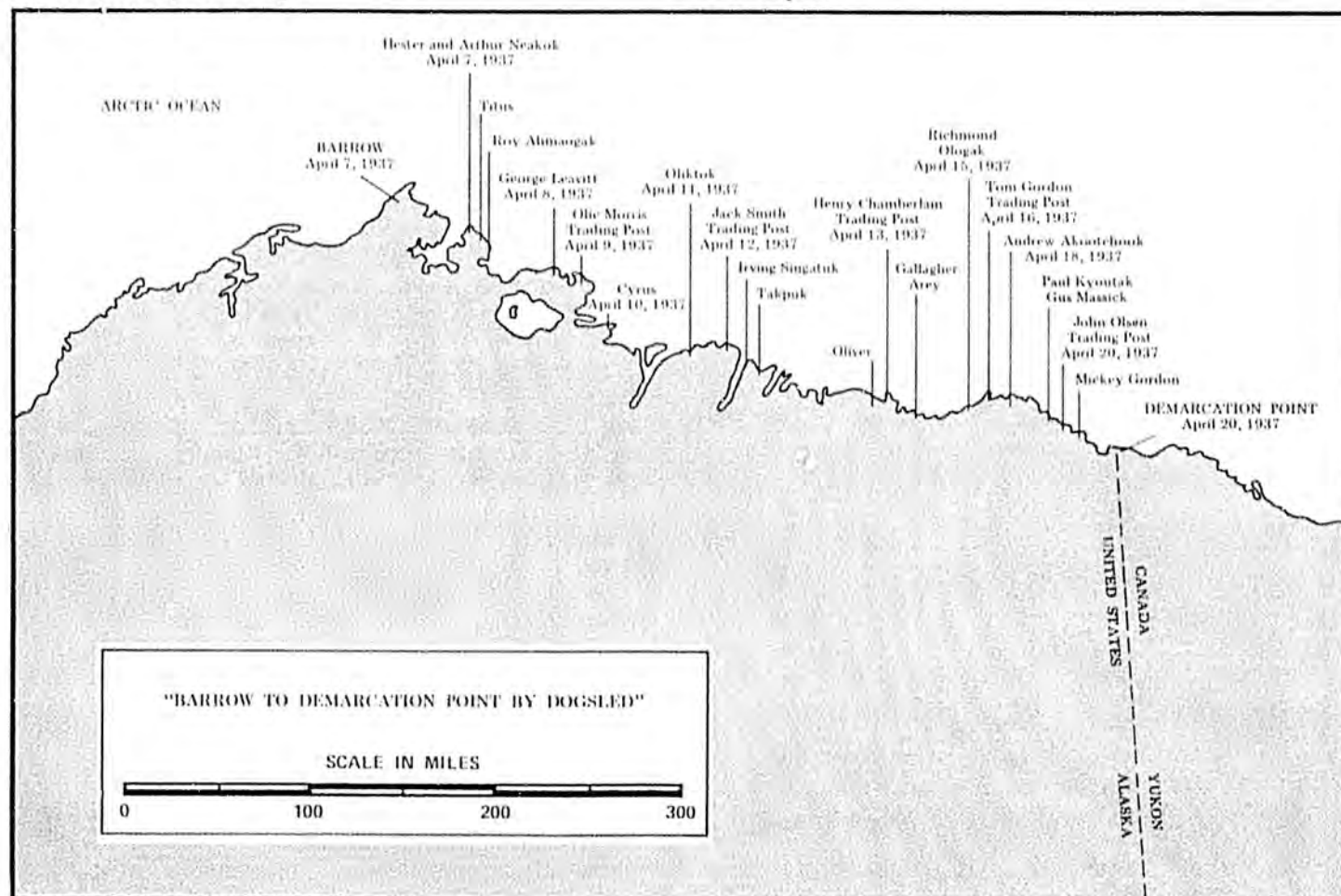
The story of this yearly trip has now been published by the Commission on History and Culture of the North Slope Borough.

Fred G. Klerekoper was the Presbyterian minister on the North Slope from 1936 to 1945. Almost every year during that period, he made a trip from Barrow to Demarcation Point on the Canadian border. He kept a diary which is now an important record of the families who live along the Beaufort Sea Coast. The minister's account of his first trip in 1937 was chosen for publication by the Commission because it is a "white man's" documentation of the traditional uses of the Arctic coast — which are now threatened by oil impact and offshore shelf development.

Rev. Klerekoper — who later cooperated in the development of a phonetic alphabet and dictionary for the Inupiat language — writes graphically and to the point about the rigors of Arctic sled travel, the beauty of the scenery, and shares a sensitive view of Inupiat family life and customs.

The Arctic, he suspects, is "God's own solitude," and "never monotonous." There is the tale of a ghost ship lifted up on an ice island and seen floating down the coast, stories of boys caught on the ice and frozen to death, and the endless round of marriages, baptisms, and confessions of which he admits, "I imagine they are no worse than the average white community in the problems of lust, envy, pride, etc. They are much more willing to admit these difficulties than our more sophisticated white brethren."

The publication of this early account is a remarkable addition to Alaskan literature and is available for \$3.00 from the offices of the North Slope Borough. The title is *Dogsled Trip from Barrow to Demarcation Point, April 1937: Diary of Fred G. Klerekoper.*



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

ARCTIC COASTAL ZONE
MANAGEMENT PROGRAM

BULK RATE
U. S. POSTAGE
PAID
PERMIT NO. 143
ANCHORAGE
ALASKA

THE ARCTIC COASTAL ZONE MANAGEMENT NEWSLETTER

Issue No.: Six



Date: September 1977

Hopson Says Whalers WILL Hunt!

IWC HAS NO JURISDICTION OVER INUPIAT SUBSISTENCE WHALING RIGHTS

(Washington, D.C.) — Appearing with supporters from the Canadian Western Arctic, Labrador and Greenland, NSB Mayor Eben Hopson appeared before the National Marine Fisheries Service EIS hearings here on September 8 to say that regardless of the Government's decision on whether or not to object to the IWC's bowhead subsistence moratorium, Inupiat whalers will hunt the bowhead next spring because whaling is necessary to the survival of the Inupiat of the Arctic Slope. He cited the

strong aboriginal rights to subsistence bowhead whaling as basic human rights over which the International Whaling Commission had no jurisdiction. And Hopson called for a cooperative, comprehensive bowhead stocks research and management program to determine once and for all whether the bowhead is a depleted species in need of subsistence hunting restrictions.

Native Language Rights Becoming an Important Arctic Political Issue



Charlie Watt, President, Northern Quebec Inuit Association, has become an important figure in the language politics of Quebec and the Canadian Federation. His defense of Inuit language rights in Northern Quebec has given courage to Quebec's large protestant English-speaking people to resist Quebec's new French language charter, Bill 101.

Watt has called upon the Canadian government to exercise its trust responsibility to defend Inuit language rights.

His resistance may lead Ottawa to stop viewing the land claims issue as "Separationist" politics inspired by the separatism of French Quebec, and see the Inuit as a nationally integrated community of loyal Canadians.

Watt is shown here at the Inuit Circumpolar Conference last June in Barrow. He serves on the ICC Interior Committee. In Northern Quebec, it is hydroelectrical development, not oil or gas, that is altering the Arctic Coastal Zone's environment. In future issues of the Newsletter, the huge James Bay Project of Hydro-Quebec will be reported. Charlie Watt and the Inuit of Northern Quebec are in the middle of the greatest Arctic Coastal Zone energy development project in the world, larger than Prudhoe Bay and the Trans-Alaska oil pipeline in scope and importance. — Photo by Roderick

When the U.S. Department of Commerce's Appeals Board Chairman Hugh Dolan failed to provide for Inupiat testimony at his subsistence whaling moratorium Environmental Impact Statement hearings in Barrow, he tripped into a simmering political issue that is rapidly coming to boil across the Arctic, and throughout all of rural Alaska. When Charles Edwardsen led the Barrow whalers out of the hearings charging Dolan with attempting "English supremacy," he added a militant new phrase to what is known throughout the State as the "bi-lingual education" controversy. Edwardsen and his colleagues on the Interim Committee of the Inuit Circumpolar Conference had to abandon Montreal for Ottawa because of Quebec's violation of Inuit language rights in Northern Quebec, and the volatile political climate that the entire French language charter has produced throughout Quebec. The politics of language are beginning to heat up in Alaska, also. Accompanying Assistant Secretary of State Patsy Mink in Barrow was

State Representative Thelma Buchholdt, Chairman of an interim legislative committee that is investigating the bi-lingual education controversy sparked last year when Civil Rights enforcement officers at the U.S. Department of Health, Education, and Welfare (DHEW) told State authorities that several millions in Federal education aid received annually by Alaska is endangered by widespread non-compliance of minimum Federal bi-lingual educational standards. She conducted hearings on this matter in Bethel and Nome in September, and will conduct hearings in Barrow in October. When she attended the University of Alaska's Cross-Cultural Educational Conference in Greenland last July, Buchholdt was impressed with the high degree of integration of Greenlandic in all walks of life, and believes that Greenland may be an important part of the solution to the question of language rights protection in the American Arctic. However, Rep. Buchholdt points out that Native language instruction has become a matter of controversy, with such urban constituencies as hers (Spenard) taking a completely different view of language rights and language instruction than rural Alaska. The NSB has been working with educators in Alaska, Greenland, and Canada to develop a comprehensive, circumpolar approach to this social problem. Part of this was the creation of the NSB Inupiaq Language Commission which recently asked NSB Mayor Eben Hopson to initiate Inupiaq literacy training for all NSB staff, including non-Inupiat who do not now know how to speak Inupiaq. Eben responded by agreeing to do so, and asked for instructions on how to best conduct this training. At the same time, the Language Commission, chaired by Edna Ahgeak MacLean of the U. of A.'s Native Language Program, wrote to the Alaska Public Broadcasting Commission to request they place bi-lingual conditions on its support of Barrow's public radio station KBRW. The Language Commission wants bi-lingual announcers, only, so important does it regard radio broadcasting to be in the defense of Inupiaq as a necessary language of Arctic survival.



PRESIDENTIAL REPRESENTATIVE TO ICC BARBARA BLUM — Barbara Blum, Deputy Administrator of the Environmental Protection Agency addressed ICC delegates, and offered her help in circumpolar Inuit community organization aimed at Arctic environmental security. NSB Mayor Eben Hopson has since asked for Blum's help in preventing the use of explosives in all Arctic OCS seismic surveying. — photo by Cysewski

EDWARDSSEN ELECTED TO CHAIR ICC INTERIM COMMITTEE — Charles "Etok" Edwardsen, Jr., NSB Washington, D.C. Liaison, was elected Chairman of the Interim Committee that will serve as the governing board of the Inuit Circumpolar Conference until a permanent ICC charter is adopted. Elected Vice-Chairman were Josie Kusuguk, Inuit Cultural Center, Eskimo Point, NWT, and Moses Olsen, leader of Greenland's majority Siumut political party, Nuk, Greenland. Elections were held during the first meeting of the Interim Committee in Ottawa September 8th.

ICC INTERIM COMMITTEE SETS \$1.5 MILLION BUDGET GOAL — NSB Mayor Eben Hopson, Chairman of the Inuit Circumpolar Conference, submitted a \$1.5 million ICC budget plan for the coming year. Over half of the money budgeted would be spent on transportation expenses necessary for a truly democratic, village-by-village, region-by-region review and ratification of the ICC charter, being drafted by the ICC Interim Committee. The budget provides for a Canadian headquarters, and three separate national offices for Alaska, Canada and Greenland. The national offices would be housed within appropriate existing agencies in appropriate Arctic communities. Quiet solicitations are being made to selected oil and gas corporations, mainline Churches serving the Arctic, and interested foundations in Europe, Canada and the United States. The budget plan presented a "best-case" budget representing the most positive possible response to the ICC fund raising effort. Church and foundation solicitation is being assisted by the Metropolitan Ecumenical Ministry, Seattle.

CONSERVATIONISTS JOIN INUPIAT IN DEFENSE OF BOWHEAD SUBSISTENCE WHALING — When the Friends of the Earth representative, Pamela Rich, testified before the Washington, D.C. bowhead subsistence whaling EIS hearings on September 8th to support Inupiat bowhead subsistence whaling rights, and to request that the United States object to the IWC bowhead subsistence whaling moratorium, it was regarded by other conservationist organizations present to testify against an objection to be a major defection from the powerful D.C. Conservation lobby that was expected to support the National Marine Fisheries Service's efforts to ban Inupiat subsistence whaling. However, it appeared by deadline to have been merely leadership in a direction being taken by many other national and Alaskan conservationists, who have agreed with the Inupiat thesis that subsistence whaling is a necessary link in the Arctic food chain, and that the Inupiat are a necessary part of the natural Arctic ecological system along the Arctic coast of the United States. FOE has been joined by The Alaska Conservation Society, the Alaska Chapter of the Sierra Club, the Fairbanks Center for the Environment, and the Alaska Center for the Environment in Anchorage. The NSB hopes that this support from major environmentalist organizations will continue and build strength to become an important political coalition in support of the NSB's entire regional conservation and environmental security program.

Efforts to forge this kind of cooperation began in 1975, and came to bubble when NSB Mayor Eben Hopson met with the leadership of several National conservationist organizations at the D.C. Sierra Club headquarters in July, 1976. At that time, it appeared that the FOE were the best organized to help with Alaskan problems, with Jim Kowalski working full time to manage FOE affairs in Alaska, and Pam Rich working full time on Alaska land and resources politics in Washington, D.C. The NSB decided to funnel information to the conservationist community through Kolwaski and Rich. When the NSB chartered a jet to bring Greenlandic and Canadian delegates and observers to Barrow last June for the Inuit Circumpolar Conference, Pam Rich was on board as an important invited observer, and she played an important part in the work of the Conference. Since returning from Barrow to D.C., Rich worked hard to explain the Inupiat position to reluctant conservationists who had been influenced by the NMFS to regard Inupiat subsistence whaling very little differently than commercial whaling, and convincing the FOE board in D.C. to break what appeared to be solid conservationist ranks in support of the NMFS was a difficult, uphill fight.

The NSB's efforts to organize a strong cooperation with conservationists was inspired by the successful model provided by the Inuvialuit of the Canadian Western Arctic. There the Committee for Original Peoples Entitlement (COPE), under the leadership of Sam Raddi, has developed a strong working relationship with the Canadian Arctic Resources Committee (CARC), a prestigious national environmentalist organization which published *Oil Under the Ice* to reveal Canada's feckless Arctic oil development policy that threatens U.S. Arctic Coastal Zone environmental security due to the characteristics of the powerful Beaufort gyre. The NSB hopes to be able to work with national environmental organizations to bring public attention to the need for sound national and international Arctic policy development.

ALASKA ESKIMO WHALING COMMISSION ORGANIZED AT HISTORIC GATHERING OF WHALING CAPTAINS IN BARROW — 72 whaling crew captains from around the Arctic Coast gathered in Barrow on August 29th to discuss the IWC subsistence bowhead whaling moratorium, and develop defensive strategy. They were convened through the cooperation of the NSB, Arctic Slope Regional Corporation, and the Barrow Whaling Captains Association. It was an historic event that was completely ignored by the press. The whaling captains organized the Alaska Eskimo Whaling Commission, and authorized NSB Mayor Eben Hopson to speak for the Commission at the Washington, D.C. National Marine Fisheries Service EIS hearings. The Commission charged Hopson to be both open and firm about their intentions to whale next spring, moratorium or no. It is expected that the new Whaling Commission will be the vehicle for the development of any subsistence whaling regulations that might be developed given reliable evidence for their need. The NMFS, caught in political storms of reaction to its work leading to the IWC moratorium, and under fire for having no

reliable way of mutually respectful communications with the whaling captains, see the Alaska Eskimo Whaling Commission as evidence of progress toward cooperative management being sought by the International Whaling Commission, the absence of which may have caused the IWC to call for the moratorium in the first place. The NSB regards the organization of the Eskimo Whaling Commission to be an important milestone in Arctic Coastal Zone Management. It could pioneer in the complex politics of management of subsistence resources both on shore and off.

U.S. EMBARRASSED BY POSITION IN WHALING CONTROVERSY — In a dinner meeting with Assistant Secretary of State Patsy Mink, 9/23/77, NSB Washington, D.C. Liaison Charles Edwardsen learned that the Government is embarrassed by the entire Bowhead subsistence moratorium affair, and would like to get through it without objecting to the IWC moratorium, but also without banning bowhead subsistence whaling. By deadline it appeared that negotiations are underway with the IWC Scientific Committee to re-examine the entire issue in November, and that the Government might try to delay its response until the matter is laid before the IWC next summer in London. There is conjecture that Patsy Mink might replace William Aron as U.S. Commissioner to the IWC, and there is talk of appointing an Inupiat to serve as Deputy U.S. Commissioner. Edwardsen's opinion is that Asst. Sec. Mink takes seriously the NSB's call for national Arctic Policy development, and the bowhead issue has served to bring this need into sharp focus, and has brought other Arctic environmental problems to Mink's attention. Edwardsen feels on the basis of his conversation with Mink that the NSB's Arctic Coastal Zone Management Program may get the help it needs as a result of top-level attention to the Arctic caused by the bowhead whaling controversy.

HEAT GENERATES LIGHT AT MEET BETWEEN HAMMOND AND HOPSON IN BARROW — The Governor's press release described his visit to Barrow to testify in support of subsistence whaling as the first trip to Barrow by a governor not involved in an election campaign, but whatever, NSB officials are glad he came to Barrow when he did. As a result of his meeting with NSB and ASRC officials in the Borough's Assembly Chambers on Sunday afternoon, 9/11/77, in spite of the best efforts of Associated Press, strong foundations for good cooperation between Governor Hammond and NSB Mayor Eben Hopson were laid at the two-hour meeting in which Hopson set a tone that enabled everyone to speak strongly and frankly about the many problems between the NSB and the State of Alaska. Hammond promised to help the Borough with its State land selections at Prudhoe Bay, and help with any legislative program aimed at full restoration of the North Slope Borough's revenue authority lost in the special oil session of the State Legislature called by former Governor Egan in 1973.

Governor Hammond is a former Borough Mayor and has always insisted that he supports the NSB in its efforts to regain full revenue authority, and the NSB is

inclined to believe him. The meeting in Barrow, which included Attorney General Avrum Gross; Public Safety Commissioner Richard Burton; and other top staff aides, enabled frank exchange that cleared lines of communication that had been neglected in the past because of distrust. The Barrow meeting with Hammond was followed up with a meeting between Hammond and Lewis Dischner, the NSB's Juneau lobbyist, where Hammond instructed his staff to cooperate fully in aligning the NSB's legislative program with his own. The NSB, which has had to resort to last-minute parliamentary maneuvers to pass its legislative program through previous sessions of the legislature, will now be able to depend upon the Governor's office to help pass legislation badly needed by the NSB if rural Alaska is ever to be permitted to develop strong local government.

NSB PLANNING DEPARTMENT LISTS PLANNING INITIATIVES — In a memorandum to NSB Mayor Eben Hopson, NSB Planning Director Herb Bartel listed 14 projects under way as of August 30th, 1977. Several CZM-related projects are included on the list.

Project	Cooperating Agency
National Petroleum Reserve — A Historic and Cultural Sites inventory	National Park Service, Bureau of Indian Affairs, Bureau of Outdoor Recreation
NPR-A Land Use Plan	Bureau of Land Management Arctic
Coastal Management Inventory (Traditional use/developmental risk inventory maps, Beaufort Sea OCS area)	Environmental Information and Data Center, U. of A.
Coastal Management Plan (Beaufort Lease sale area)	Alaska Department of Community and Regional Development; Alaska Consultants, Inc.
Beaufort Sea Lease Sale Economic Analysis	Alaska Department of Community and Regional Development; Alaska Consultants, Inc.
D-2 Land Classification Plan	Alaska Consultants, Inc.
North Slope Borough Community Survey	Institute of Social and Economic Research, U. of A.
Analysis of NSB Jurisdiction and Alternatives: Fairbanks — Prudhoe Bay Haul Road	
Borough Land Use Ordinance Governing Major Resource Development Projects	

Overall Economic Development Plan	Department of Commerce, Economic Development Administration
Wainwright Master Plan	Alaska Consultants, Inc.
Wainwright Soil Survey	USDA soil Conservation Service
Barrow Off-System Roads Project	Alaska Department of Transportation
Barrow Public Transportation Demonstration Project	Alaska Dept. of Transportation; U.S. Dept. of Transportation



Karl Elias Olsen, Principal of Knud Rasmussen Højskol, Sisimiut, Greenland. Olsen was a principal architect of the agenda of the Inuit Circumpolar Conference. Olsen has been a strong advocate of Inuit Circumpolar Unity, and is prominent in the Greenland homerule movement. He is the only locally controlled school in Greenland and has been designated a Greenland cultural institute by the Greenland Land Council, the provincial legislature. — photo by Roderick

GOVERNOR APPOINTS COASTAL POLICY COUNCIL — Alaska Governor Jay Hammond announced his appointment of a 16-member State Coastal Policy Council, and an initial, introductory meeting of the CZM policy board was scheduled for September 29, 1977. The new Coastal Policy Council is made up of seven of the Governor's cabinet, and 9 elected local government officials from coastal communities. NSB Mayor Eben Hopson was one of the local government officials appointed to the Coastal Policy Council. The others were Nome City Councilman Robert Fagerstrom; St. Mary's City Councilman Stanley Paukan; Kodiak Borough Assemblywoman Betty Wallin; Anchorage Municipal Assemblywoman Lidia Selkregg;



Kristian Poulson now with the Greenland Post, attended the ICC Interim Committee meeting in Ottawa, and flew to D.C. to cover the Bowhead subsistence moratorium EIS hearings. Poulson has chronicled the Greenland homerule movement for many years, and is anxious to help Greenland establish strong political ties with Canada and Alaska. — Photo by Roderick

subsistence whaling rights. Olsen criticized the Danish government for voting for the moratorium in Australia in June. Green connected the bowhead subsistence whaling rights to the subsistence hunting rights being strongly asserted the Inuvialuit in the Western Arctic land claims negotiations with the Canadian government. The Inuit were joined by the Friends of the Earth, an influential national environmentalist organization headquartered in Washington, D.C. FOE clearly startled representatives of the other environmentalist organizations testifying at the D.C. hearings, and signaled widespread acceptance of the Inupiat argument that bowhead subsistence whaling is a necessary part of the Arctic ecological system.

Racist Government Comments — The NSB observers were shaken by the explicit racist comments made by those who would ban Inupiat subsistence whaling. The low point was sounded by Defenders of Wildlife lobbyist Tom Garrett, deputy U.S. Commissioner to the IWC, and a leader in the plot to ban subsistence whaling. Calling the Inupiat a "bastard culture," his testimony contained slander very similar to that of Barry Lopez in his article in the September Harper's magazine which appeared on the newstands a few days earlier. NSB attorneys are reviewing Garrett's testimony with a view toward seeking a public apology and a clarification of the Department of Commerce's policy toward the Inupiat community. NSB Mayor Eben Hopson has asked both Alaskan U.S. Senators, Mike Gravel and Ted Stevens, to help respond to Garrett's offensive testimony. NSB officials regard Garrett's attitude toward the Inupiat to fairly reflect that of all who have

worked behind the scenes so long to ban subsistence whaling, both in and out of government.

The Barrow Hearings — The Barrow hearings were attended by Assistant Secretary of State Patsy Mink, formerly U.S. Representative from Hawaii, who is familiar with the Native land claims movement from her work on the House Committee on Interior and Insular Affairs. Arriving in Barrow Sunday in the company of Alaska Governor Jay Hammond, Mink was warmly received at a dinner of Inupiat food served in the historic Cape Smythe Whaling and Trading Company building, now Brower's Cafe, in which Knud Rasmussen was once hosted on his historic Arctic trek from Greenland in 1928. After dinner, Mink thanked her hosts, and spoke about her role in answering the question of objecting to the IWC moratorium. Her powerful delivery encouraged Barrow's community leadership. It was said of Rep. Mink that no government official had ever displayed so much compassionate understanding of the social problems at issue in the subsistence whaling question. After dinner, Mink met with several whaling captains in the NSB Assembly Chambers where they answered her questions about bowhead whaling, and about other whales mentioned in the EIS as alternatives for subsistence harvesting.

The Barrow hearings began with Hearing Judge Hugh Dolan making a special point of the fact that no testimony would be accepted in Inupiat, the only language capable of scientific discussion of the Arctic environment. The NMFS had failed to provide for translators, a failure that observers thought fairly reflected the overall insensitivity of NOAA's entire handling of the bowhead subsistence issue. NSB Washington D. C. Liaison, Charles Edwardsen, rebuked Dolan harshly, charging "English supremacy", and invoked constitutional language rights of all non-English-speaking whalers wanting to testify. There was widespread disconcertion among State and Federal officials present when Edwardsen announced in Inupiat that he would hold Inupiat-language hearings in the NSB Assembly Chambers, and most present followed him out of the room. Hasty negotiations between Nolan



Carl Christian Olsen (Poujo), Director, International programs, Knud Rasmussen Højskol, Sisimiut, Greenland, speaking with Danish newsmen at Inuit Circumpolar Conference, Barrow, June, 1977.

Kenai Borough Mayor Donal Gilman; Cordova City Councilman Malcolm Islieb; Juneau Borough Assemblyman Roger Allington; and Hydraburg Mayor Robert Sanderson. Each member will be allowed to name an alternate. With the lack of any important work on the agenda for the first meeting of the Coastal Policy Council, NSB Mayor Eber Hopson decided to send his assistant, Jon Buchholdt, as his alternate. The NSB hopes to convince the Coastal Policy Council to organize a strong Coastal Zone Management program from parts that already exist, such as the Federal/State Outer Continental Shelf Environmental Assessment Program; the State's oil and gas leasing program; the Federal/State Land Use Planning Commission; the Federal/State National Petroleum Reserve - Alaska Task Force, and other State and Federal Programs already involved in coastal zone land and resource management in the Arctic and throughout the State. The NSB would like to see the Coastal Policy Council to get involved with the Beaufort nearshore and OCS lease and exploration programs; the development of Alaska/Canadian Arctic caribou research and management cooperation; the concept of aboriginal offshore jurisdiction as part of Native subsistence hunting rights; and the development of coastal zone leasing regulations.

GAMBELL WHALERS MAKE ELOQUENT STATEMENT — Twenty-two whaling captains from Gambell and Savoonga on St. Lawrence Island, traveled to Barrow to attend the Alaska Whaling Captains' meeting Sept. 26. The Gambell Boat Captains Association also met in Barrow to pass the following resolution:

Whereas we the people of Gambell, living in common bond from time immemorial in present Geographical location, Gambell, Alaska, and

Whereas our livelihood has been and still is dependent on the sea animal for food, clothing, equipment, and shelter, and

Whereas we the people of Gambell upon learning the bowhead whale has been identified as endangered species, and may be classified a depleted species and will no longer be hunted, and

Whereas our traditional ways and life style will be effected in our religious and customary traditions and practices and we the people of Gambell depend on the whale for (muntuk) for food and many customary (ceremonial) purposes and special community and family dinners, and

Whereas the sinew of the whale is used to sew our boat skins together, and to date nothing better has been discovered in its place, and

Whereas as our tobaggons used for hauling other game meats home are made from baleen of the whale, and

Whereas the keel runners of our boats are made from the Whale ribs and jawbones, and

Whereas we use the oil from the whale blubber for many purposes, and

Whereas we the people of Gambell hunting whale from time immemorial catch an average of two whales annually, and

Whereas the catch amount would not greatly affect the whale population; and

Therefore, the people of Gambell are opposed to the proposed ban on subsistence taking of bowhead whales. We urge the National Oceanographic Administration to recognize the vital importance of the bowhead whale culturally and dietarily, and to recognize the severe economic hardship such a ban would cause. Such a needless ban, as suggested here, threatens the destruction of our way of life.

CONSERVATION LOBBYIST DENIES VALIDITY OF INUPIAT ABORIGINAL WHALING RIGHTS — TOM GARRETT is a Washington, D.C. lobbyist employed by the Defenders of Wildlife, a respected national wildlife conservation organization. He also serves as Deputy U.S. Commissioner to the International Whaling Commission. His testimony before the Bowhead subsistence whaling moratorium EIS hearings in Washington, D.C. 9/8/77 introduced two important words into the debate between those who advocate or oppose U.S. objection to the IWC moratorium: "bastard" and "autochthonous", and his use of these words in his testimony brings back memories of notions of relative ethnic purity that surfaced briefly in last year's presidential election campaign.

Garrett's testimony presents an interesting review of the international politics of commercial whaling. He illustrated his narrative by quoting a Japanese newspaper article that appeared the day after the IWC reduced commercial whaling quotas in Canberra last June. The article explained that the Whaling Industry has insufficient political strength to force the Japanese government to object to the new IWC quotas because "America's opposition to whaling is based on President Carter's policy" and that a Japanese objection would "cause friction between Japan and the U.S., and that will spur criticism of trade with Japan." Garrett went on to say that an objection by the U.S. to the IWC bowhead subsistence moratorium would result in a rash or other objections from whaling nations hurt by the lowered commercial quotas. He also threatened massive political retaliation by "elements of the conservation community" that will seek "Congressional action designed to eliminate many of the special hunting and fishing rights which the native people now enjoy," if the U.S. should file an objection to the bowhead subsistence moratorium. Responding to questions by the hearing officer, Garrett had this to say about subsistence hunting and subsistence hunting rights:

MR. GARRETT: Let me say something about subsistence hunting. You know, the League of Nations in the 1931 Convention for the regulation of whaling is still listed as a treaty in force. That convention, as of January of this year, specifically prohibits the use of firearms in aboriginal whaling. It is clear that as parties to that convention, we have been flouting that particular international agreement for many years."

HEARING OFFICER DOLAN: Well, I think the domestic implementing legislation for the '31 convention was repealed.

MR. GARRETT: But nonetheless the treaty remains in force, and one assumes since the treaty is in force that some of the contents are implicitly included. In any case, it is quite true that the '36 enabling legislation was repealed.

HEARING OFFICER DOLAN: So you have any other comments on the regulation of subsistence hunting and the history of it?

MR. GARRETT: I would like to make a comment. I noticed in the last issue of Alaska magazine a statement by Arnold Brower — I don't suppose Arnold Brower regards me as a friend, but I have to regard Arnold Brower as a friend until he knocks me over the head or something. Arnold Brower said that "We have not depleted the bowhead whale." He is quite right. The Eskimos did not deplete the bowhead whale stocks. It was depleted initially by commercial whalers. Even if the bowhead stocks is now being depleted, it isn't being depleted by Eskimos in the sense that Arnold Brower uses the term "we," because it's not a hunt that's being conducted by Eskimos in tune with their autochthonous cultural roots. Rather, I think the increasing hunt is evidence of the dissolution of the Eskimo culture. I believe the hunt, as it is present being conducted, and its current expansion, are in fact nothing more or less than a function of dissolution of the Eskimo culture, which is tragic but which is none-the-less happening.

HEARING OFFICER DOLAN: What's the basis for that?

MR. GARRETT: Well, in the first place, the mode of whaling is not aboriginal. The mode of whaling is hybridized. It has elements of the original commercial whaling conducted in the area of the 1850s until 1921, or whenever the last coastal whaling for commercial reasons terminated. It uses the same archaic devices, the shoulder gun, and it is less efficient, of course, than the commercial whaling. Nonetheless, this is a sort of bastard culture, not used in the perjorative sense, of the methods that the commercial whalers brought in and the original Eskimo methods.

I think it's becoming increasingly degraded now because it's not being conducted even as it was being conducted fifteen or twenty years ago. Wastage is increasing; the blubber is no longer being utilized; the use of the shoulder gun, which the commercial whalers regarded as wasteful and which most of the captains forbade, most of the time at least, until after the animal had been hit with a harpoon, is increasing constantly; and inexperienced people are going out. Obviously the situation is out of control and obviously reflects less and less the autochthonous traditions of the Eskimo peoples.

HEARING OFFICER DOLAN: If there are no further questions, thank you very much, Mr. Garrett.

MR. GARRETT: I was expecting someone to nail me, but I guess they're not going to. (laughter.)

Garrett's testimony is quoted in the Newsletter because it fairly reflects what he and NOAA's William Aron have been telling the IWC and the IWC's Scientific Committee about the sanctity of Inupiat aboriginal subsistence whaling rights.

A check with the dictionary determines that "bastard" as Garrett used the word to describe the Inupiat whaling culture, is defined as "not genuine, sham, inferior." In short according to Garrett, not "autochthonous", from the word autotho, "sprung from the land itself; any of the earliest known inhabitants of a place; aboriginal." (Second College Edition, Websters, 1974).

The theme that aboriginal subsistence hunting rights erode through acculturation has been the theme of the American game management industry since its origination in early Colonial America, and Garrett's testimony merely restated an argument that resulted in the near annihilation of Native Americans during the 19th century. The NSB was started to hear this argument being used in public in 1977.



HANS LYNGE RECALLS OLD FRIENDSHIP BETWEEN GREENLAND AND U.S. — Hans Lynge, (above) senior member of the Greenlandic ICC delegation, observed the historic importance of the Inuit Circumpolar Conference with a poem that recalls the history of an old friendship between his homeland and the United States. The poem was written in English, not translated to English. — photo by Roderick

A POEM FOR THE CONFERENCE

Icebergs run aground on shore
Melting ice of frozen sea
Moving slowly with current
Sinking fog of springtime
In front of blue sky
Are all familiar to us
The ice-filled sea is visible
Between the towers and the big houses

In the middle of the peaceful settlement
Stars and Strips is fluttering

It is the first time we visit
the land of our protectors in the last war
We feel it consoling to know
That the flag hovers above us
While we are sitting in the conference

Today it is proved
That it was not empty words
When the planners wrote
That the Inuit of Greenland, Alaska and Canada
Are one indivisible people

For the first time
Representatives from the three countries confirmed
That we so loved our countries
That all smaller problems were to be set aside
In order to protect
Our culture environment and concerns

I feel proudness to witness
That we Greenlandic people in good understanding
Take the outstretched hand of Canada and Alaska

Let the commencing work
Be continued in the same spirit

Hans Lynge

NATIONAL MARINE FISHERIES SERVICE CONDUCTS EIS HEARINGS ON SUBSISTENCE BOWHEAD WHALING MORATORIUM

Under the gavel of Hugh Dolan, Chairman of the Department of Commerce Appeals Board, the National Marine Fisheries Service (NMFS) conducted a series of Environmental Impact Statement (EIS) hearings on the risks associated with a decision to file a formal U.S. objection to the International Whaling Commission's (IWC) moratorium on Inupiat subsistence bowhead whaling. The hearings were held in Washington, D.C., on Sept. 8, in Barrow on Sept. 12, and in Kotzebue on Sept. 15. The U.S. government has until October 21 to file such an objection which would exempt it from the obligation to enforce the ban.

The Government Position — The hearings were also an outlet for the opposition. The NMFS presented a controversial edited draft of its environmental impact statement (EIS) to justify its 7-year effort to lead the IWC to call for the subsistence whaling moratorium. This is the first time the NMFS — a division of the National Oceanographic and Atmospheric Administration (NOAA) of the Dept. of Commerce — has had to present its case to the public.

The NMFS released two drafts of their EIS which had been prepared with no knowledge or input from Inupiat whalers or the Inupiat community. The second draft omitted much material contained in the first draft relating to Inupiat cultural integration of bowhead whaling and moratorium enforcement problems. This material was evidently deleted through pressure applied by militant, anti-Native whale conservationists both inside and outside government.

This second draft contained no hard data on the health and status of bowhead stocks. Considerable emphasis was given in the draft to the possible loss of U.S. prestige in the international politics of commercial whaling that would result from a U.S. objection to the bowhead subsistence moratorium. The Washington, D.C., attorneys of the NSB circulated both drafts of the NMFS EIS among national conservation groups, pointing out their scientific weakness, the deletion of the Inupiat cultural data and information about enforcement difficulties in the second draft, and the close anti-Native politics of the NMFS that led to the IWC ban.

NSB Preparations — In preparation for the hearings, the officials of the North Slope Borough produced an 8-minute film documentary (The Last Anchor: see related story) in which all aspects of subsistence whaling were compared with commercial fishing. The film was shown at the Washington, D.C., hearings and has been distributed nationally.

The NSB also joined with the Arctic Slope Regional Corporation (ASRC) to host a meeting of whaling captains from all around the Arctic coast from St. Lawrence Island to Kaktovik. Seventy-two whaling captains attended the August 29th meeting in Barrow that led to the organization of the Alaska Eskimo Whaling Commission. The new commission charged NSB Mayor Eben Hopson with the responsibility to deal firmly with the government on the issue and to make it



Nelson Green led the Canadian Western Arctic Inuvialuit delegation to the Inuit Circumpolar Conference. Nelson works closely with Sam Raddi at the Committee for original Peoples Entitlement (COPE), Inuvik. He was instrumental in shaping the political compromises that resulted in the Canadian delegations support of a permanent ICC organization. A member of the ICC Interim Committee, Green testified in the D.C. Bowhead whaling EIS hearings in support of the Inupiat whalers with whom the Inuvialuit trade and are closely related through the people of Kaktovik (Barter Island) — Photo by Roderick

clear that all whaling captains intend to hunt the bowhead next Spring, regardless of the government decision on the ban.

The following week, Hopson was in Ottawa to solicit the aid of the Interim Committee of the Inuit Circumpolar Conference (ICC) in opposing the ban. In addition to passing a resolution calling upon the U.S. to file an objection to the moratorium, the Interim Committee also decided to send most of its membership in company with Hopson to the Washington, D.C., hearings to be held on Sept. 8 and 9. Among them were Moses Olsen, leader of Greenland's majority Siumut Party; Kristian Poulsen, journalist from the Greenland Post; Ove Rosing Olsen, a Greenlandic businessman; Nelson Green, Inuvialuit land claims leader from Inuvik, N.W.T.; and Mary Sillit, representing Bill Edmonds, President of the Labrador Inuit Association.

The Washington Hearings — The first hearing took place in an old and crowded multi-purpose storage room in the basement of the Department of Commerce. It was SRO, with the observers competing for space with old furniture, film projectors, and a film crew with equipment and hot lights.

Moses Olsen and Nelson Green presented testimony supporting the inviolability of Inupiat

and Hopson yielded agreement that the Inupiat testimony would be translated and transcribed in English by the NSB and be included in the EIS hearing record. The most significant testimony was delivered at these "rump" hearings, with all of Barrow's most respected elders taking opportunity to place their views on record. The hours of testimony were translated, transcribed and edited within days of the hearings and flown by priority pouch to Dolan and Mink in Washington, D.C. At the English hearings, Dolan heard Governor Jay Hammond ask for a U.S. objection to the moratorium, placing the State of Alaska in support of Inupiat subsistence whaling rights, and the Alaska Chapter of the Sierra Club and the active Fairbanks Center for the Environment joined the Friends of Earth in support of a U.S. objection to the moratorium. Nobody testifying in Barrow supported the subsistence whaling moratorium.

The Kotzebue Hearings — NSB Washington, D. C. Liaison Charles Edwardsen and NSB Game Management Coordinator Dale Stotts traveled to Kotzebue with the Barrow Dancers to help organize the NANA region to testify at the EIS hearings held on September 15th. Kotzebue has a large community of people from Pt. Hope. Pt. Hope is the source of muktuk and whale meat for the Kotzebue region and southward to Unalakleet. Once aroused, the people of Kotzebue turned out to testify at the hearings, now provided with a translator. Nobody in Kotzebue testified in favor of the moratorium.

The hearing record closed September 23rd, and now the government has until the end of October to decide whether or not to file a formal objection. The NSB has planned a national public information campaign in the hopes of securing widespread political support for filing such an objection.



Michael Amarook, President of the Inuit Tapirisat of Canada, led the Canadian delegation for the Inuit Circumpolar Conference, and addressed the Conference only in Inuktitut. — photo by Roderick

NSB JOINS WITH CHURCH GROUPS TO DETAIL ARCTIC OIL INTERESTS — When the Interim Committee of the Inuit Circumpolar Conference met in Ottawa September 10th, it reviewed a document produced for the NSB and the ICC by the Metropolitan Ecumenical Ministry, Seattle, Oil and Gas Exploration and Development in the Circumpolar Region of Alaska, Canada and Greenland — An Analysis of corporate Involvement. Authored by Seattle management consultant Gary Mulhair, the document presents a complete analysis of all corporations and consortia with leases or permits north of the Arctic circle in North America. The study reveals that there are 217 million acres (the size of Vermont, New Hampshire, Calif., Oregon, Wash. — combined) under lease or permit by a total of 134 different firms or partnerships. Of the 217 million acres tied up, 9.6 million acres are in the Alaskan Arctic, 205 million acres are in the Canadian Arctic, and 3.1 million are in Greenland. These figures include all Arctic OCS and nearshore acreage. Ten firms own 59% of the 217 million acres.

Corporation	Nationality	Percentage
1. Sun Oil	U. S.	15.4%
2. Pan-Arctic	Canada	15.0%
3. Aquatain & Elf	France	12.3%
4. Dome Petroleum	Canada	11.4%
5. Phillips	U. S.	7.4%R
6. Gulf	U. S.	7.2%
7. Mobil	U. S.	7.0%
8. Exxon	U. S.	5.4%
9. Siebons	Canada	5.3%
10. Shell	U. S.	5.1%

The other 124 firms own small parts of the remaining 41% of the Arctic acreage under lease or exploration permit. Of the entire 134 firms in the Arctic, 111 operate in only one country; 19 operate in two countries, and only four, BP, Cities Service, Gulf and Standard, operate in all three North American Arctic countries.

The report was produced under the direction of the Rev. Charles R. White, ICC Liaison for Church Relations, Metropolitan Ecumenical Ministry, Seattle. White was formerly pastor of the Presbyterian Church in Barrow. White met in Chicago with the Presbyterian's Committee on Mission Responsibility Through Investment to discuss how the Churches might use this report to develop dialogue and communication between the Arctic oil industry and the Inuit Circumpolar Conference and the NSB. The Committee voted to help organize the top ten Arctic oil operators through direct negotiations and by voting stock and proxies at annual stockholder meetings of these oil corporations and their financing institutions. Both the NSB and the ICC seek orderly negotiations with the Arctic oil industry to develop a common set of rules for all circumpolar offshore oil and gas exploration and operations.

Those interested in obtaining a copy of this Corporate Analysis should write to the Planning Department, North Slope Borough, Box 69, Barrow, Alaska 99723.



Uvilu Doyle, NWT, was the ITC translator, shown here introducing the Baffin Island throat chanters who performed in the cultural exchange conducted in the evenings during the Inuit Circumpolar Conference.

Photo by Roderick

OCSEAP USERS PANEL MEETS IN SEWARD — The NOAA-funded Outer Continental Shelf Environmental Assessment Program, headquartered at the U. of A's Geophysical Institute, Fairbanks, convened a three-day meeting of the OCSEAP Users' Panel in Seward on September 19 - 21. The Users' Panel is an innovation in consumerism in which 25 representatives of local, State and Federal agencies and conservationist groups meet from time to time to be briefed on the progress of preparations for Federal OCS lease sales. The OCSEAP is working with the lower Cook Inlet area, and the Beaufort Sea coastal area.

The Users' Panel reviewed and discussed the draft Beaufort Sea Synthesis Report. NSB reviewers of this impressively-detailed 219 typed page report were impressed by an important feature: the detailing of important information gaps that need to be filled before informed decisions about environmental risk can be made.

OCSEAP staff are enthusiastic about the rich biology of the nearshore lagoon areas behind the barrier islands east from Harrison Bay, and they are discovering what the Inupiat have known all along: the great importance of the Beaufort Sea nearshore areas to the overall Arctic food chain.

The OCSEAP program is favorably viewed by NSB officials because it has taken the time to establish helpful communications with the NSB, and to include the NSB in program planning and review. NSB Mayor Eben Hopson will ask the State's new Coastal Policy Council to recognize the OCSEAP program as an important existing component necessary for Sound Coastal Zone Management.

NSB PRODUCES FILM TO HELP IN DEFENSE OF WHALING RIGHTS — Produced for use in the NMFS EIS hearings on bowhead subsistence whaling, *The Last Anchor* is an 8-minute film that lays out all of the important issues at stake in the bowhead whaling controversy. Produced from stock footage on hand, the film was produced by the NSB to be used in the EIS hearings, and in a national campaign to gather public support for the defense of Inupiat subsistence bowhead whaling. Available in either 16mm or 35 mm, the film is free of charge to those wishing to display it if they contact the NSB in Barrow, Box 69, or dial (907) 852-2611 or 274-2414 in Anchorage. Copies of the film have been sent to major network news agencies in the U.S., Canada and Greenland. The film is fast-moving and exciting, and contains sequences from an actual hunt, kill, and sharing of a bowhead whale. It is of professional quality, suitable for movie audiences and television stations. Copies can also be purchased for \$50.



Jean Malurie, a French Americanist Anthropologist, shown discussing the ICC agenda with Eben Hopson, was invited to observe the Conference because of his keen interest in the Circumpolar Inuit Community. He has been producing a film about the Circumpolar Inuit Community, including the Yuit of Siberia, which Malurie was permitted to photograph by the Soviet government, which traditionally has favored French Scholars with cooperation. NSB officials and ICC leaders are hoping to view Malurie's film, and to be able to use it to aid in their work. — Photo by Cysewski

ABOUT THIS NEWSLETTER . . . The NSB has received many inquiries about this Newsletter. Those wishing to subscribe can get their names on our mailing list by writing to the following address:

Arctic Coastal Zone Management Newsletter
323 East Fireweed Lane
Anchorage, Alaska 99503

You will be placed on our computerized mailing list. So far, our mailing list has 1580 active addresses, and is received by hundreds of readers in Canada, Greenland, Denmark, and several other European countries where interest in the Arctic runs high. The purpose of the Newsletter is to describe the Arctic Coastal Zone Management politics of the North Slope Borough. Those wishing to contribute to the Newsletter should send their material to the Office of the Mayor, North Slope Borough, Box 69, Barrow, Alaska.

STATE OF ALASKA

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

DIVISION OF COMMUNITY PLANNING

JAY S. HAMMOND, GOVERNOR

225 CORDOVA, BUILDING B
ANCHORAGE, ALASKA 99501

October 22, 1979

DISTRICT PROGRAM GUIDEBOOK SERIES

Alaska's coast contains a wealth of resources which provide food, energy, economic opportunity, and a place to live and recreate. Coastal management is a joint effort by local, State, and federal governments and the private sector to promote wise and balanced use and protection of coastal resources. In response to the growing importance of the Alaska Coastal Management Program, the State Department of Community and Regional Affairs has prepared the enclosed set of booklets. The booklets, which are called the District Program Guidebook Series, are intended to provide information about coastal management which will be useful to local participants (called coastal resource districts) and other interested parties.

Each guidebook deals with a different part of the Alaska Coastal Management Program. The guidebooks include:

1. Coastal Management: What It Is and How It Works
2. Local Control: Creating a District Coastal Management Program
3. Guide to Public Involvement
4. Consistency: Key to Coordination
5. Making a District Coastal Management Program Work
6. Appendix

The first guidebook is designed to give an overview of the subject. It touches on the reasons for coastal management, discusses both federal and State coastal management laws, and briefly describes the process for preparing coastal management programs in Alaska. The second guidebook shows how local, or district, coastal management programs are prepared in more detail. The guidebook refers to pertinent sections of State regulations, which are called Standards and Guidelines for the Alaska

Coastal Management Program. "District" is defined, and guidelines for district programs are explained. The third guidebook provides information on ways to involve the public in preparing a district coastal management program. The fourth guidebook deals with "consistency," a new concept introduced by coastal management which requires that State and federal agencies conduct their activities in a manner which is compatible with local and State coastal management programs. The fifth guidebook describes techniques available to districts for carrying out their coastal management programs. The appendix contains the Alaska Coastal Management Act and the Standards and Guidelines for reference purposes.

The first two guidebooks and the appendix are the most basic references. If you would like additional copies of these or other guidebooks, they may be obtained by requesting them from the address above.

The guidebook series was produced through the intensive efforts of our staff and interested individuals from local governments, State and federal agencies, and the private sector. I would like to extend my thanks to all those who contributed towards the preparation of the guidebook series. I hope you will find them to be a valuable source of information.

Please be aware that much of the information contained in the guidebooks is subject to change over time. For that reason we have developed this series with the intent of expanding it to additional publications as important issues are identified and questions resolved. We will attempt to keep you up to date on new developments via the guidebook series.

Sincerely,

A handwritten signature in cursive script that reads "Lawrence H. Kimball, Jr.".

Lawrence H. Kimball, Jr.
Director

Coastal Management:

What It Is and How It Works



Alaska Coastal Management Program

STATE OF ALASKA DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS
DIVISION OF COMMUNITY PLANNING

1

Alaska Coastal Management Program

1

District Program Guidebook Series

- 1 Coastal Management: What It Is and How It Works
- 2 Local Control: Creating a District Coastal Management Program
- 3 Guide to Public Involvement
- 4 Consistency: The Key to Coordination
- 5 Making a District Coastal Management Program Work

Appendix

Guidebooks on other coastal management topics may be published at a future date.

For additional copies and information, contact:

Director
Division of Community Planning
Department of Community and Regional Affairs
225 Cordova Street, Building B
Anchorage, Alaska 99501
(907) 279-8636

Acknowledgement

We would like to thank the many individuals who have offered constructive suggestions which have aided us in the preparation of these guidebooks.

This project was supported, in part, by Federal Coastal Zone Management Program Development Funds (P.L. 92-583, Sec. 305) granted to the State of Alaska by the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, U.S. Department of Commerce. July 1979.

Coastal Management: What it is and How it Works

Coastal management is a joint effort by local, state, and federal governments and the private sector to manage coastal resources and promote their wise and balanced use. This guidebook is the first in a series designed to give an overview of the subject. It will touch on the reasons for coastal management and discuss both federal and State coastal management laws. Finally, it will briefly describe the process for developing coastal management programs in Alaska.

Citizens of coastal communities should be involved from the very start in all phases of their district program. This series will, we hope, prepare them to do so.

This guidebook covers the following major topics:

Coastal Management: Why Do We Need It?

The Federal Coastal Zone Management Act: Where It All Began

The Alaska Coastal Management Program: The State's Challenge

Coastal Management: Why Do We Need It?

A Wealth of Resources

Alaska's coast contains a wealth of resources which provide food, energy, economic opportunity, and a place to live and recreate. The oil and gas, forest products, fishing, tourism, and transportation industries depend on the coastal area of Alaska, and 75% of all Alaskans live within ten miles of the coast. A few facts will show how important Alaska's coast is in economic terms.

Timber

While only 16% of the State's total forested land area is coastal,¹ roughly 90% of potential commercial saw timber volume is within the coastal area (over 75% is in Southeast Alaska alone).²

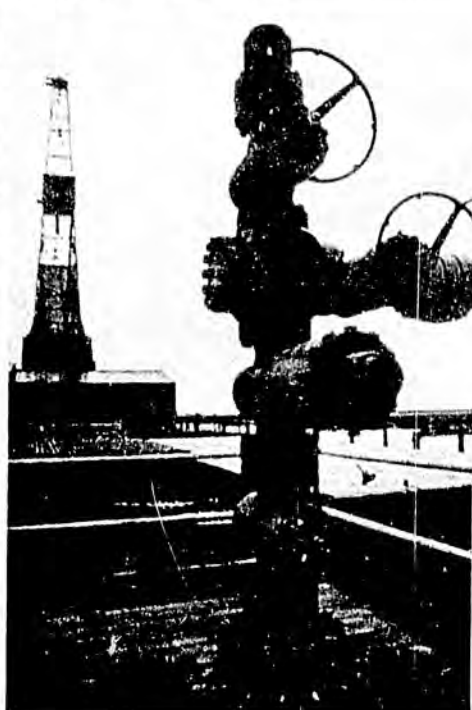
Fish and Wildlife

Recreation, subsistence, and commercial hunting and fishing play an important part in the lives of people using Alaska's fish and wildlife resources. As an example, the commercial fishing and processing industries had a total average monthly employment of over 11,000 in 1976 (about

1. U.S. Forest Service, *RARE II* (Final Environmental Impact Statement), January, 1979.

2. Based on data in Arctic Environmental Information and Data Center Regional Profiles.

6,000 in seafood processing³ and 5,000 in commercial fishing).⁴ Peak figures were much higher: average employment for the month of July, 1976, was nearly 26,000.^{3,4} Most of this employment was located in Southcentral Alaska; all was in the coastal area.



Photographs provided courtesy of the Office of Coastal Management

"The oil and gas, forest products, fishing, tourism, and transportation industries depend on the coastal area of Alaska . . ."

3. Alaska Dept. of Labor, *Statistical Quarterly*, 2nd Quarter, 1977.

4. George Rogers, "Commercial Fish Harvesting Employment Statewide - 1976" (Preliminary Estimates Provided 8/16/78). Unpublished table prepared for the Institute of Social and Economic Research, University of Alaska.

5. Alaska Dept. of Commerce and Economic Development, *Alaska Visitor Industry*, March, 1978.

Oil and gas

Oil and gas resources in Alaska and nearby waters are important to the nation and the world. With Prudhoe Bay production reaching 1.2 million barrels per day, Alaska ranks third among oil-producing states. All of the State's production is in the coastal area, mainly in Upper Cook Inlet and Prudhoe Bay.

The State and federal governments have proposed that 25 oil and gas lease sales be held in Alaska or its offshore waters between 1979 and 1985. Most of the proposed lease sale areas are coastal.

Transportation

Transportation is a key part of Alaska's economy. Two facts make the coast an area of intense activity for the transportation industry: more Alaskans live on the coast than inland, and water transportation tends to cost less than overland transportation. Industries such as timber and oil and gas depend on access to the coast and on tankers, barges, or log-rafting as means of transport. Residents of coastal communities depend on water transportation to import goods and move to and from other parts of the State and country.

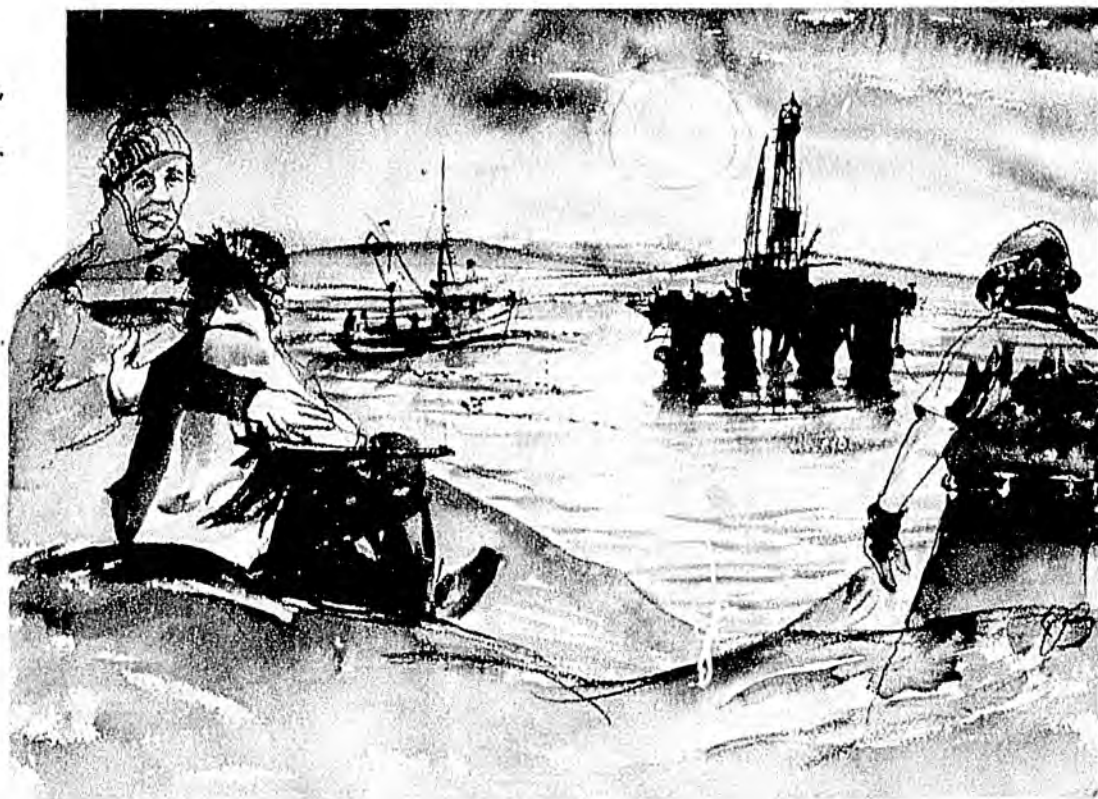
Tourism

Alaska's visitor-related firms earned \$610 million in 1975 and employed 3,965 full time and 2,994 seasonal employees.⁵ The coastal cities of Anchorage and Juneau were among the most popular cities to visit. Other coastal areas popular among tourists were Skagway, Ketchikan, Glacier Bay, Kotzebue, Nome, and Barrow.

Increasing and Competing Demands for Coastal Resources

Demand for resources found in Alaska's coastal area is increasing as population and needs for housing, recreation, wilderness, seafood, minerals, and oil and gas all increase. As an example, oil and gas in Alaska will continue to increase in national and international importance. As of 1973, proven oil and gas resources in Alaska were 27% of total U.S. oil reserves

"Demand for resources found in Alaska's coastal area is increasing as population and needs for housing, recreation, wilderness, seafood, minerals, and oil and gas all increase. Sometimes . . . demands may compete for the same resource."



and 13% of total U.S. natural gas reserves. Furthermore, the U.S. Geological Survey estimates that oil and gas resources not yet discovered in Alaska and nearby waters amount to one-third of the total undiscovered oil and gas resources in the country.

Sometimes, however, local, State, national, and international demands may compete for the same resource. Examples of increasing demands being placed on resources surround us, and the need for balanced management is evident. National defense may call for military use of ports when ports are also needed for State and local expansion into bottomfisheries. National and international demand for oil may compete with such uses as caribou calving and rearing and whale migration, all of which are important to subsistence cultures in the Arctic. Valuable mineral resources may be present in areas which are also valued for their recreational use, and for commercial fishing.

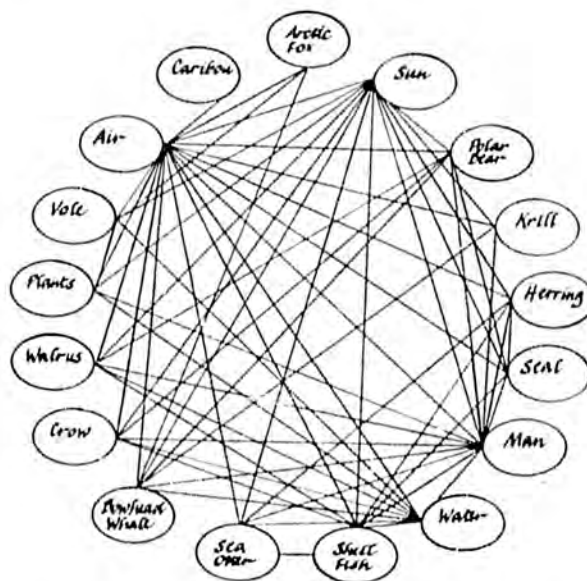
In summary

Alaska's coast is of vast importance to the activities we mentioned, as well as to many we have not mentioned. However, one cannot forget that resources used by man are parts of coastal ecosystems and that these ecosystems do not function solely to serve man: they are the life-support systems for the entire living community, of which man himself is a part.

Ecosystems and Their Limits

An ecosystem is the entire community of animals, plants, and bacteria and their physical and chemical environment. Since all parts of the system are connected, man's overuse of one part can impair other parts and thereby damage the system as a whole.

The Web of Life game shows how parts of an ecosystem depend on each other. Each player wears a sign identifying his or her part in the ecosystem. With a ball of string, each player is connected to elements directly related to that which he or she represents. Once all the related elements are connected by string, one or more players release their hold on the string to show what would happen if elements of an ecosystem were removed or severely damaged.

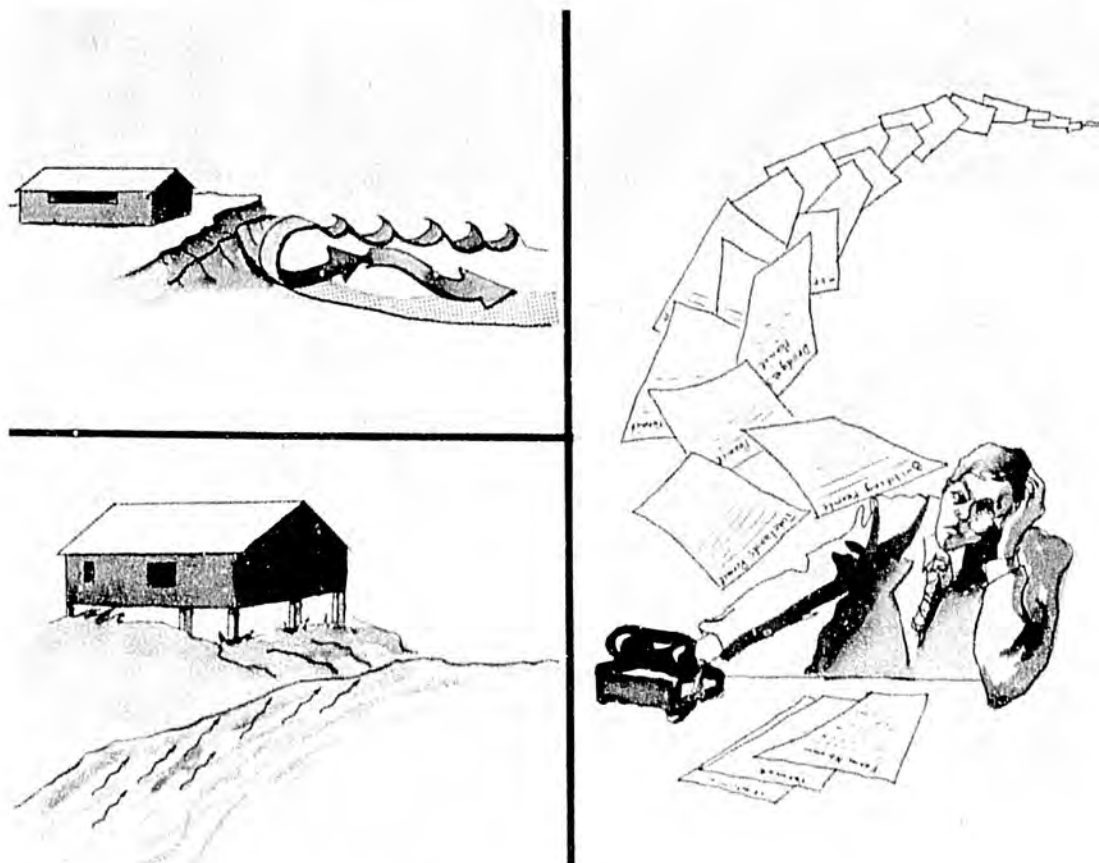


Bristol Bay fisheries disaster

The 1974 Bristol Bay fisheries disaster is an example of a healthy, productive ecosystem damaged through careless management. Various factors, including over-fishing of the salmon resource, an uncontrolled high seas salmon fishery, and cold winters, caused a drastic decline in red salmon in Bristol Bay. In 1974 the fishery, which had at one time produced 22 million red salmon, was closed down and relief was sought. Stocks have since recovered.

The need to understand coastal areas

Preventing damage to ecosystems is a goal of coastal management; protecting human life, property, and economic well-being is also a goal of coastal management: all are achieved in part through understanding physical and biological processes of coastal areas. For example, building on well-drained, level uplands rather than in flood-prone areas can prevent unnecessary surface runoff, loss of life and property, and public expense. Similarly, discharging untreated liquid wastes into coastal waters may damage the fishery on which a coastal community depends. Such discharges might not only reduce the ability of the environment to support living resources but also injure the economic well-being of the community.



"Achieving balanced use of coastal resources is hard sometimes because there is too little control and at other times because there is so much control, duplication of effort, and uncertainty."

A Complex Problem

Avoiding conflict . . .

Achieving balanced use of coastal resources is hard sometimes because there is too little control and at other times because there is so much control, duplication of effort, and uncertainty. For example, a community with no land use controls would have little way of steering new buildings away from eroding shorelines or riverbanks. On the other hand, to build a port and cargo-handling facility in a borough or city which has many local ordinances, a developer may have to satisfy a large number of requirements, including those for local building permits, probably a tidelands lease or permit, a dredge and fill permit, and arrangements for power, water, and road access.

... and achieving
coordination

**The Federal Coastal Zone
Management Act:
Where It All Began**

Both the federal Coastal Zone Management Act and the Alaska Coastal Management Act set up a system to coordinate federal, State, and private activities so that efforts are not duplicated and standards are consistent and known well in advance of a proposal. A coastal management program will also help us understand the results of choices we have to make when we decide how coastal areas should be used. Alaska's coastal management program, further, encourages local people to become involved in making decisions about how coastal areas should be used; in a state as varied as Alaska, where coastal regions differ greatly from each other, it is very important that local people become involved in developing their own coastal management program.

In 1972, recognizing the value of the coast and the many demands being put on coastal resources, the U.S. Congress passed the Coastal Zone Management Act. The Act calls upon states to use the nation's coastal resources in a way which protects natural systems and cultural values.

Matching funds

The Act provides funding to states and creates a new device known as *federal consistency*. States may choose to develop coastal management programs, but they are not required to do so. Funds are given to states on a matching basis, the states paying one dollar for every four dollars provided by the federal government. The State of Alaska provides funds to cities, boroughs, and service area boards on the same matching basis, so that they may develop local, or district, coastal management programs. District programs are described in more detail in the second guidebook.

Once a state has developed a program which is approved by the U.S. Secretary of Commerce, it may receive further funding.

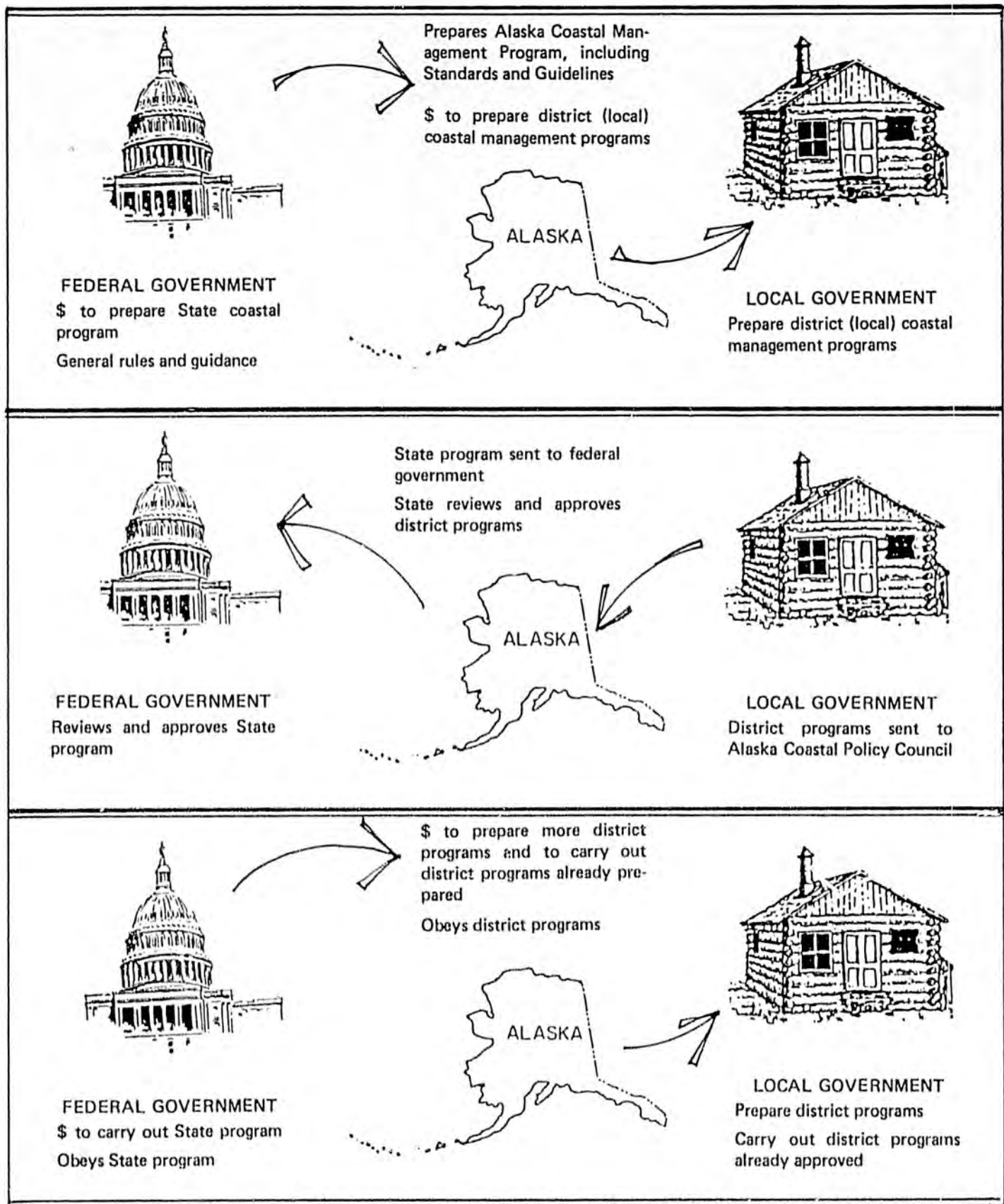
Every four dollars in federal funds
must be matched by one dollar in
non-federal funds.



Federal consistency

Also, once a state's program is approved by the U.S. Secretary of Commerce, federal actions must comply with the state coastal management program in most cases. Federal consistency may be an important new way for states and local governments to influence federal actions in coastal areas, but its value has not yet been tested. State and federal consistency is discussed more fully in the fourth guidebook.

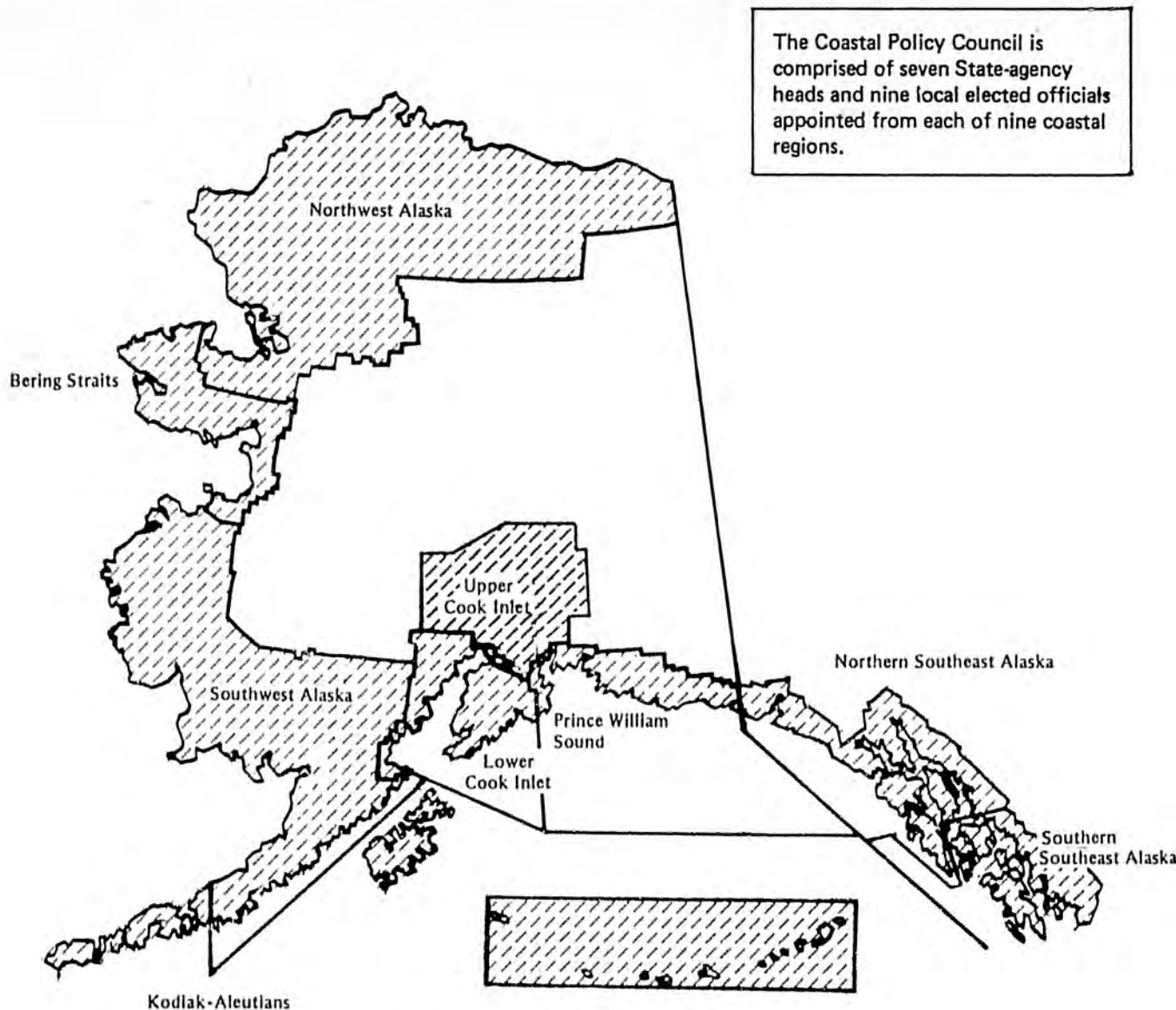
ALASKA COASTAL MANAGEMENT PROGRAM DEVELOPMENT PROCESS



• **The Alaska Coastal Management Program:
The State's Challenge**

Background

In 1974, the State of Alaska began to develop a coastal management program. On June 4, 1977, the Alaska Coastal Management Act was passed by the State Legislature in response to the urgent need for better management of Alaska's coast. The Alaska Coastal Management Act, like the federal Coastal Zone Management Act, tries to balance human use of coastal resources with maintenance of natural systems.



The Coastal Policy Council

To guide the State coastal management program, the Alaska Coastal Management Act created a 16-member Coastal Policy Council comprised of seven State-agency heads and nine local elected officials whom the governor appointed from a list of names submitted by local officials in each of nine coastal regions defined in the Act. The Council has adopted standards for the Alaska Coastal Management Program and guidelines for developing district coastal management programs. These standards and guidelines have been approved by the legislature and adopted into the Alaska Administrative Code as regulations.

Standards and Guidelines

The standards adopted by the Council are the minimum requirements for coastal resource management. Standards have been established for coastal uses, activities, habitats, and other resources.

Uses and activities

Uses and activities to be managed in the coastal area include development, particularly in geophysical hazard areas; recreation; energy facilities; transportation and utility routes and facilities; facilities related to commercial fishing and seafood processing; timber harvest and processing; mining and mineral processing; and subsistence.

Resources

Resources to be managed in the coastal area include air, land, and water quality; and historic, prehistoric, and archaeological resources.

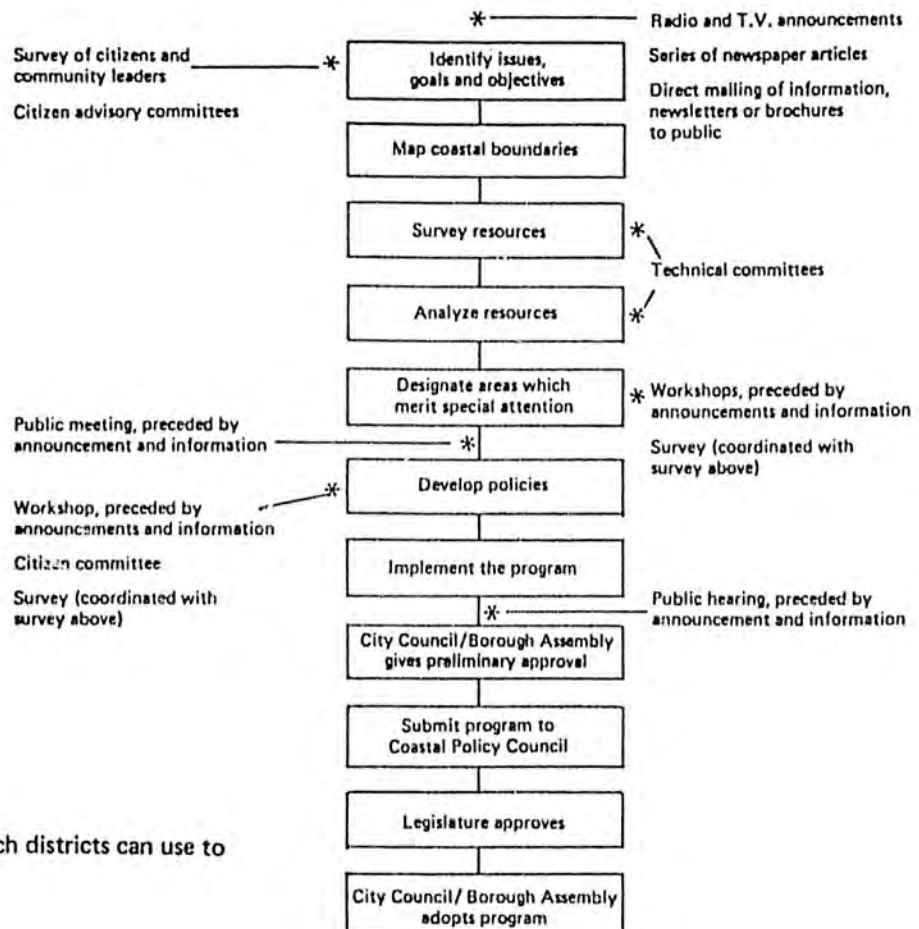
Habitats

Habitats to be managed include offshore areas; estuaries; wetlands and tideflats; rocky islands and seacliffs; barrier islands and lagoons; exposed high energy coast; rivers, streams, and lakes; and important upland habitat.

Areas meriting special attention

There is also a section on what are called *areas which merit special attention*. These areas demand greater attention because they have special values or very high development potential, or both.

FLOWCHART
DISTRICT COASTAL MANAGEMENT PROGRAM



"The guidelines outline a planning process which districts can use to prepare their management program."

Basic planning process

The guidelines outline a planning process which districts can use to prepare their management program. This planning process can be simply outlined as follows: (1) define issues and state goals; (2) gather information from existing sources; (3) formulate alternative ways of reaching goals; (4) weigh alternatives; (5) decide how to use coastal areas and resources; and (6) carry out these decisions.

District Programs

District programs will become the building blocks of the State's program.

Coastal resource districts defined

Coastal resource districts are defined in the Alaska Coastal Management Act (AS 46.40.210[2]) as

- unified home rule municipalities;
- organized boroughs that exercise planning authority;
- home rule and first class cities outside of boroughs that exercise planning authority;
- second class cities outside of boroughs that exercise planning authority and that have a city planning commission and, in the judgment of the Commissioner of Community and Regional Affairs, are able to develop and carry out a coastal program; and
- service areas formed in the unorganized borough for the purpose of developing and adopting a coastal management program. (A coastal resource service area may include one or more regional educational attendance areas.)

A district's means of management

A community can manage coastal resources by applying ordinances, including zoning and subdivision ordinances; building codes; land and water use plans; capital improvement programs; the purchase, sale, lease, or exchange of coastal land and water resources; cooperative agreements and memoranda of understanding; and coordinated project or permit review procedures. State and federal statutes and regulations may also be used to achieve wise management of coastal resources in a community.

Consistency requirements

The Alaska Coastal Management Act requires that State agencies comply with district programs, but it does not require agencies to turn over their management authority to districts. This means that if a State agency has authority over a resource within a district, the agency must comply with the district's coastal management program. Districts, on the other hand, cannot block agency operations without reason.

Public involvement

The public must be involved in all parts of a district's coastal management program. Also, districts must conduct at least two public meetings and one formal public hearing on the draft district coastal management program before the borough assembly or city council approves it.

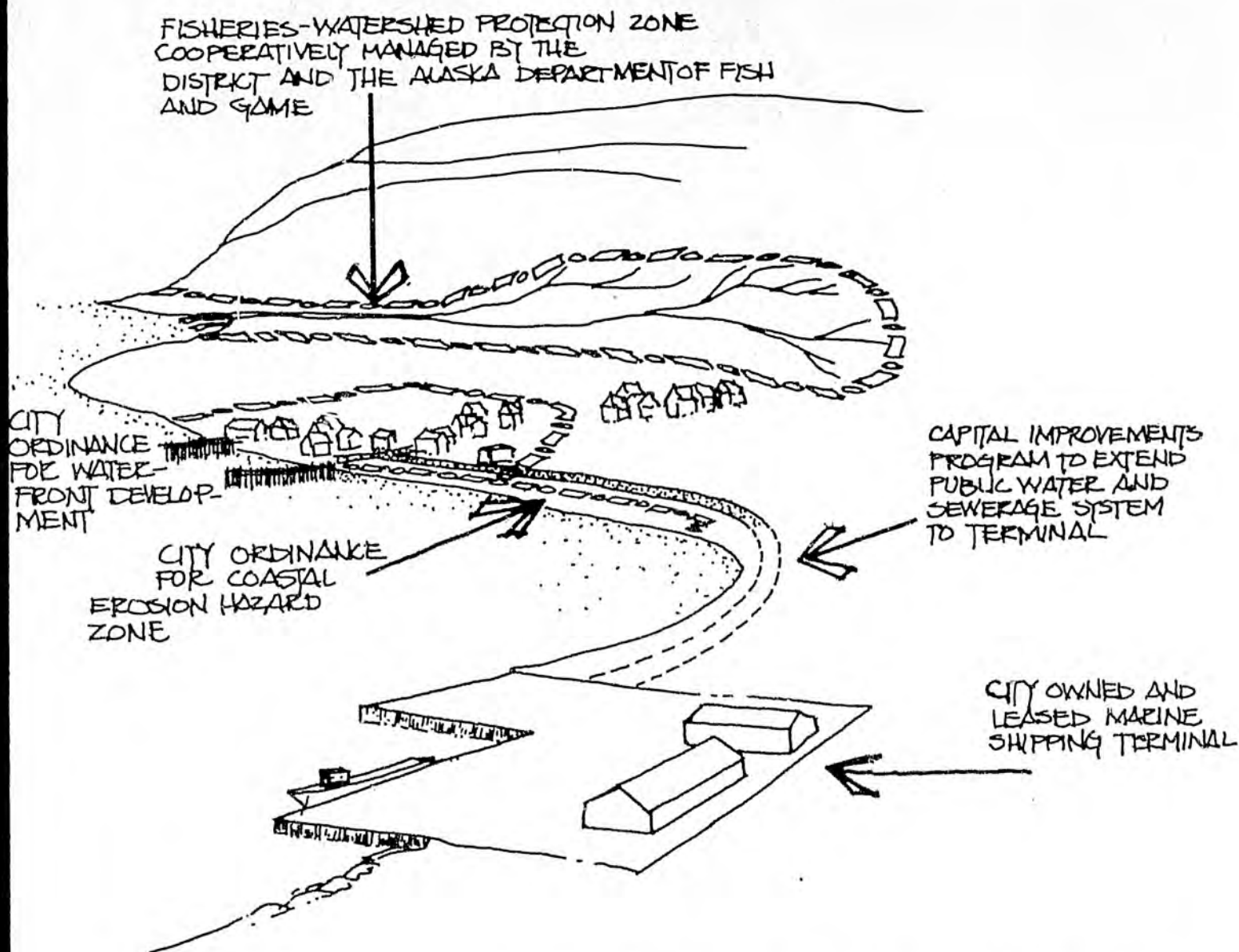
Review and approval

The Coastal Policy Council and the legislature will review and approve district programs before they become part of the State's coastal management program. For a more complete discussion, please refer to the second guidebook.

Public Participation

A high priority

The Coastal Policy Council has placed a high priority on public participation, not only in district program development but also in its own work. The Council will provide opportunities for the public to participate in review and approval of district programs, changes in district programs, and changes in the Alaska Coastal Management Program.



The Office of Coastal Management, which furnishes staff to the Council, will provide information and educational materials concerning coastal management to the public. Such materials include coastal boundary maps prepared by the Alaska Department of Fish and Game; areas suggested for consideration as areas which merit special attention; maps showing the distribution and abundance of coastal fish and wildlife species with commercial, recreational, subsistence, or general ecological importance; and films and slide shows. For a more detailed discussion, please refer to the third guidebook.

Contacts

THE ALASKA COASTAL POLICY COUNCIL represents you, the public, and is responsible for development of the Alaska Coastal Management Program. If you have questions or comments for Council members, you can contact them at the following addresses:

Northwest Alaska

- * The Honorable Eben Hopson
Mayor
North Slope Borough
Box 69
Barrow, Alaska 99723

Bering Straits

- *** Mr. Stanley Anderson
City Council Member
Box 321
Nome, Alaska 99762

Southwest Alaska

- *** The Honorable John Nicori, Sr.
Mayor
City of Kwethluk
General Delivery
Kwethluk, Alaska 99621

Kodiak-Aleutians

- ** The Honorable Betty Wallin
Mayor
Kodiak Island Borough
Box 1246
Kodiak, Alaska 99615

Upper Cook Inlet

- ** Ms. Lidia Selkregg
Municipal Assembly Member
Box 2217
Anchorage, Alaska 99510

Lower Cook Inlet

- ** The Honorable Donald E. Gilman
Mayor
Kenai Peninsula Borough
Box 850
Soldotna, Alaska 99669

Prince William Sound

- * Mr. Malcolm "Pete" Isleib
City Council Member
Box 139
Cordova, Alaska 99574

Northern Southeast Alaska

- ** Mr. Roger Allington (Cochairman)
Borough Assembly Member
618 Gold Street
Juneau, Alaska 99801

Southern Southeast Alaska

- ** The Honorable Robert Sanderson
Mayor
City of Hydaburg
Box 57
Hydaburg, Alaska 99922

State Agencies

Ms. Frances A. Ulmer (Cochairman)
Director
Policy Development & Planning
Office of the Governor
Pouch AD
Juneau, Alaska 99811

The Honorable Charles Webber
Commissioner
Dept. of Commerce and Economic
Development
Pouch D
Juneau, Alaska 99811

The Honorable Lee McAnerney
Commissioner
Dept. of Community and Regional
Affairs
Pouch B
Juneau, Alaska 99811

The Honorable Ernst Mueller
Commissioner
Dept. of Environmental
Conservation
Pouch O
Juneau, Alaska 99811

The Honorable Ronald O. Skoog
Commissioner
Dept. of Fish and Game
Support Building
Juneau, Alaska 99811

The Honorable Robert LeResche
Commissioner
Dept. of Natural Resources
Pouch M
Juneau, Alaska 99811

The Honorable Robert Ward
Commissioner
Dept. of Transportation and
Public Facilities
Pouch Z
Juneau, Alaska 99811

* Term ends 1979

** Term ends 1980

*** Term ends 1981

Public members may be reappointed.

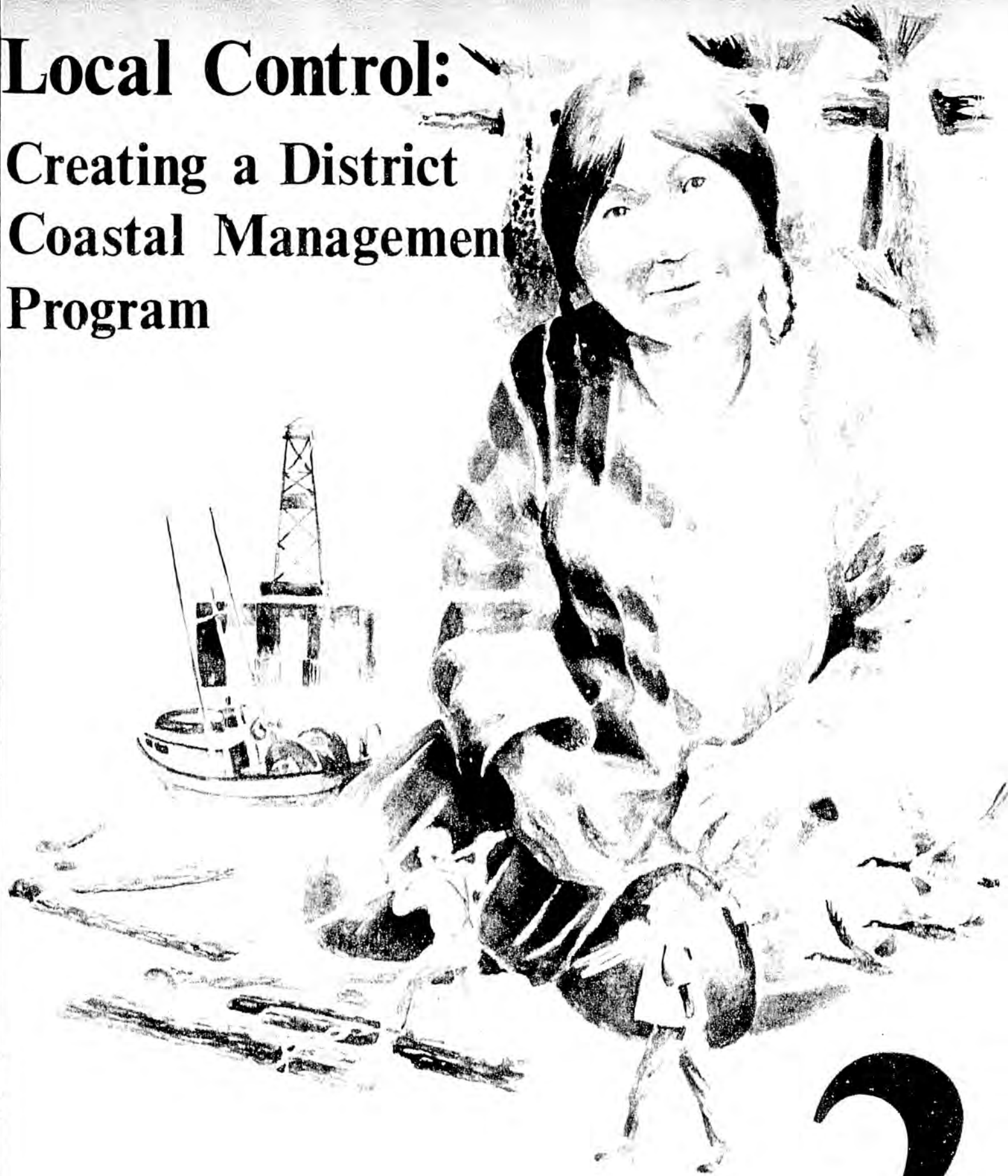
THE OFFICE OF COASTAL MANAGEMENT serves as staff to the Coastal Policy Council. Its main tasks are to act as the State's primary contact with the federal Office of Coastal Zone Management; to coordinate the State coastal management program and obtain approval of the State program from the federal Office of Coastal Zone Management; to work with the federal government on consistency requirements; to provide opportunities for public participation in the State's program; and to serve as a clearinghouse for information on Alaska's coast.

Coordinator
Office of Coastal Management
Policy Development and Planning
Office of the Governor
Pouch AP
Juneau, Alaska 99811
Telephone: (907) 465-3540

THE DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS, DIVISION OF COMMUNITY PLANNING, helps districts develop coastal management programs. Cooperatively with the Local Government Assistance Division, the Division of Community Planning also administers the Coastal Energy Impact Program (CEIP), which includes planning grants.

Director
Division of Community Planning
Department of Community and Regional Affairs
225 Cordova Street, Building B
Anchorage, Alaska 99501
Telephone: (907) 279-8636

Local Control: Creating a District Coastal Management Program



Alaska Coastal Management Program

STATE OF ALASKA DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS
DIVISION OF COMMUNITY PLANNING

2

Alaska Coastal Management Program

2

District Program Guidebook Series

- 1 Coastal Management: What It Is and How It Works
- 2 Local Control: Creating a District Coastal Management Program
- 3 Guide to Public Involvement
- 4 Consistency: The Key to Coordination
- 5 Making a District Coastal Management Program Work

Appendix

Guidebooks on other coastal management topics may be published at a future date.

For additional copies and information, contact:

Director
Division of Community Planning
Department of Community and Regional Affairs
225 Cordova Street, Building B
Anchorage, Alaska 99501
(907) 279-8636

Acknowledgement

We would like to thank the many individuals who have offered constructive suggestions which have aided us in the preparation of these guidebooks.

This project was supported, in part, by Federal Coastal Zone Management Program Development Funds (P.L. 92-583, Sec. 305) granted to the State of Alaska by the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, U.S. Department of Commerce. July 1979.

Local Control: Creating a District Coastal Management Program

This is the second in a series of guidebooks on coastal management in Alaska. It shows how local, or district, coastal management programs can be prepared. To do so, this guidebook refers to pertinent sections of Chapter 6 of the Alaska Administrative Code (6 AAC). These State regulations are reproduced in the appendix to this guidebook series and are set off in the text by a small box on the right side of the page.

This Guidebook is organized around the following major topics:

Definition of a District

Guidelines for District Programs

Submitting District Programs to the Coastal Policy Council

The Role of State Agencies

Definition Of A District

A coastal resource district is any of the following which contains a portion of Alaska's coastal area:

- a unified home rule municipality or an organized borough that exercises planning authority;
- a home rule or first class city outside a borough that exercises planning authority;
- a second class city outside a borough that exercises planning authority, provided the city has a planning commission and, in the judgment of the Commissioner of Community and Regional Affairs, has the capability to develop and carry out a coastal program; or
- a coastal resource service area formed in the unorganized borough.

The chart on the next page shows a process a district could follow in preparing a coastal management program.

Guidelines For District Programs

Identify Coastal Issues, Goals,
and Objectives

Issues . . .

. . . goals . . .

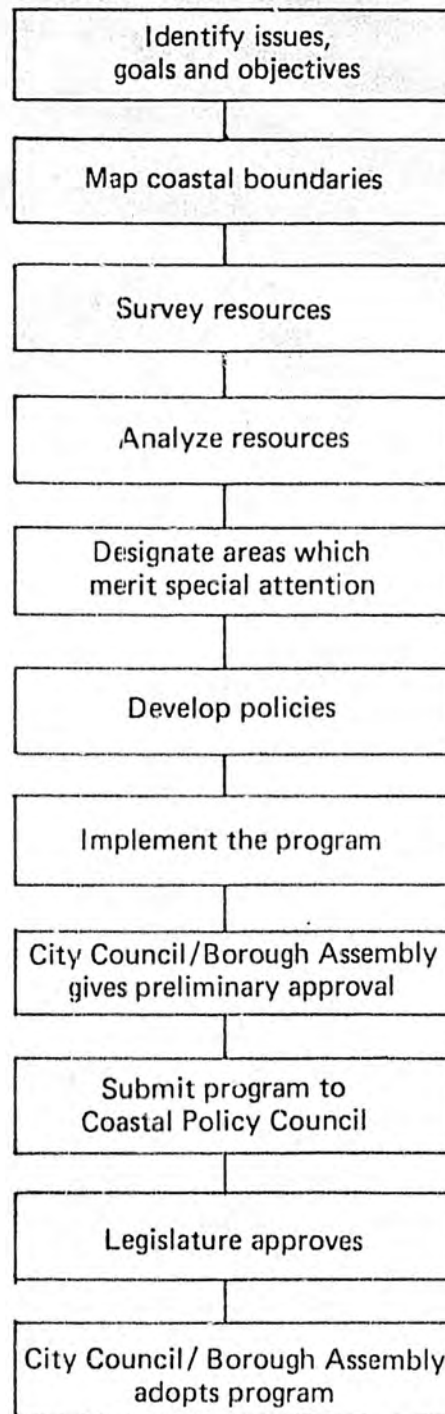
. . . objectives

6 AAC 85.020

An *issue* is anything which concerns the community. Issues should be identified early so that the district program can try to resolve them.

A *goal* is a general end which the community wishes to achieve. An *objective* provides more specific direction to help the community achieve its goals. Goals and objectives should be identified early to keep later work on track.

**FLOWCHART
DISTRICT COASTAL MANAGEMENT PROGRAM**



"The guidelines outline a planning process which districts can use to prepare their management program."

Every day, persons living or working in an area discuss matters that concern them and imagine what they would like the community to become in the future. To identify issues, goals, and objectives, the community must uncover those concerns and desires for the future. Simply talking to people is one way of doing this, but unless one questions representatives of all pertinent interests in an objective manner the result may be biased or incomplete. Questionnaires, surveys, and other public participation techniques are therefore useful in defining issues, goals, and objectives. For more information on these techniques, consult the third guidebook in this series.

Examples

Issues	Goals	Objectives
Lack of steady employment because of fluctuating salmon harvest and little diversity in economy	A high level of employment and diverse economic opportunities	Encourage new economic activities, such as fish processing and harvest of bottom-fish Protect salmon spawning and rearing areas
Subsistence, a valued way of life for many residents, is in increasing competition with other demands for coastal resources	An adequate resource base to support those seeking to continue a subsistence way of life	Identify and protect areas where subsistence is the primary use Coordinate with other districts, State, and federal wildlife managers to insure adequate protection and availability of the wildlife resource

6 AAC 85.040

Map Coastal Boundaries

Inland and seaward coastal boundaries outline the area in which the district will *manage* uses and activities that have or are likely to have a direct and major effect on coastal waters.

*Zones of
direct interaction . . .*

. . . and direct influence

A district should first obtain the legal description of its corporate limits (that is, the area over which the district has direct control). Second, within its corporate limits, a district must adopt boundaries for the coastal area. At the start of its program, a district must base its coastal area boundaries on the *Biophysical Boundaries for Alaska's Coastal Zone* and must include the zone of direct interaction and direct influence. The *zone of direct interaction* is that portion of the coastal area where physical and biological processes are a function of the direct contact between land and sea. The *zone of direct influence* is that portion of the coastal area which is next to the zone of direct interaction and is therefore influenced by that interaction.

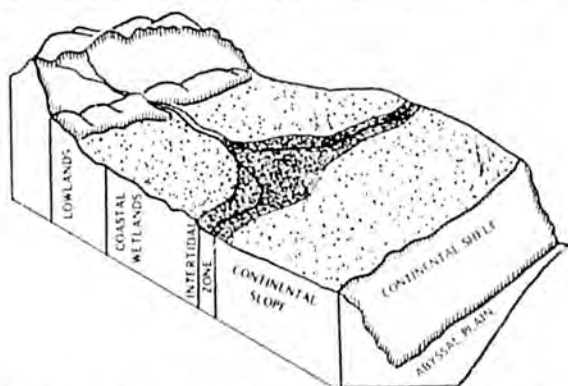
Final boundary modification criteria

A district may change the boundaries of its coastal area if the new boundaries

- extend inland and seaward as far as is needed to manage uses and activities that have or are likely to have a direct and major effect on coastal waters; and
- include all transitional and intertidal areas, salt marshes, salt-water wetlands, islands, and beaches. (In some cases, inland portions of islands may be excluded if the islands are quite large.)

Thus, districts may draw boundaries which coincide with their political jurisdiction, watersheds, or other natural or man-made features, but only if the new boundaries meet these two conditions.

"At the start of its program, a district must base its coastal area on . . . the zone of direct interaction and direct influence."

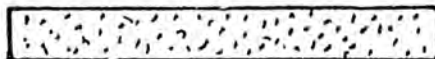


DIRECT INTERACTION

The portion of the coastal zone where physical and biological processes are a function of direct contact between land and sea has been defined as the zone of direct interaction.

This zone extends landward to the limit of waves, surf, tides, storm surges, and tsunami energy dissipation; to the limit of active calving of tidewater glaciers, coastal erosion, and mass wasting; to the limit of ice shove onto beaches; to the limit of critical shoreline habitat (e.g. seabird rookeries, marine mammal hauling out and pupping areas) and to the limit to which man-made structures along the shore are directly impacted by the dynamics of oceanic processes.

The zone extends seaward to the outer limit of the breaker zone generated by large waves, to the nearshore limit of initial mixing of land runoff and sea water, to the nearshore area within which benthic algae are anchored to the sea floor, to where ice scours the nearshore sediments, to where pack ice grinds against fast ice, to the seaward limit of seasonal beach drift and to the seaward extent of concentrated utilization of nearshore waters by nesting seabirds and marine mammals. This zone also includes nearshore rearing areas for anadromous fish, and nearshore spawning and rearing areas for marine fish and invertebrates.

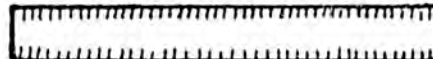


DIRECT INFLUENCE

The portion of the coastal zone extending seaward and landward from the zone of direct interaction has been termed the zone of direct influence. While this zone is not subjected to the dynamics of land/sea energy dissipation characteristic of direct interaction, it is closely affected and influenced by the close proximity between land and sea.

Landward, the zone extends to areas where coastal plant communities directly reflect the saltiness, high precipitation, or moderate temperatures of the ocean (e.g. wet tundra, marshes, Sitka spruce-hemlock forests and highbrush and floodplain alder and willow thickets), where shorebirds and waterfowl nest and feed in coastal wetlands, where certain marine mammals (e.g. belukha whales, harbor seals) frequently range inland via river systems, where anadromous fish such as salmon migrate up rivers to spawn, and where breakup conditions along the shore will induce extensive flooding of coastal lowlands.

Seaward, the zone extends to the offshore lands and waters of continental shelf where waves begin to "feel bottom" and refract in response to bathymetric features, where the brackish water initially formed nearshore seasonally controls the density structure of nearshore waters, where nutrient rich deep waters are "upwelled" along the coast, and to the extent marine species such as king crab, herring, pollock, or halibut will migrate seasonally or during a portion of their life history after utilizing the shoreline or nearshore environment for spawning or early rearing.



INDIRECT INFLUENCE

The outer portions of the coastal zone have been termed the zone of indirect influence. This zone extends to the limit where land/sea biological and physical processes are still identifiable. Within this outer zone human use activities may have a direct and significant impact on coastal processes.

Landward, this zone extends to the limit of overwintering in riverine springs by fish stocks which utilize the nearshore brackish waters in summer, and the extent of coastal watersheds which support stream habitats for anadromous fish and control the chemical and physical nature of estuaries.

Seaward, the zone of indirect influence is not easily delineated as the migrations of many coastal species are of hemispheric or global proportions. Natural phenomenon, such as the shoreward edge of oceanic boundary currents from which the net transport is directed towards the coast, and the seaward extent of a freshening of oceanic surface waters marking the transition between brackish/oceanic planktonic forms are taken as transitional criteria delineating the seaward extent of this outer zone.

Sources

Following are examples of available sources:

Legal boundary descriptions for cities	Alaska Department of Community and Regional Affairs Division of Local Government Assistance 150 Third Street (Community Building) Pouch B Juneau, Alaska 99811 or 225 Cordova Street, Building B Anchorage, Alaska 99501
Biophysical Boundaries for Alaska's Coastal Zone — Alaska Department of Fish and Game (The department will help districts use these maps.)	Arctic Environmental Information and Data Center 707 "A" Street Anchorage, Alaska 99501

G AAC 85.050

Survey Resources

Before a district can begin to manage coastal resources it must learn as much as it can about them — what they are, where they are located, their size, and their importance. Later, this information can be used to identify areas which hold special promise for future development or which may require special attention because of physical hazards or important habitat values.

A NATURAL RESOURCE INVENTORY could include the following items:

Topography



Onshore and offshore land forms can be easily mapped to show such features as valleys, hills, mountains, and ledges. These features may limit the use of land or suggest new opportunities. For example, steep slopes may make building difficult and costly, and a subsea plateau may be an important area for fish rearing and feeding.

Geology



Through study of the geology of the coastal area a district can identify mineral resources and hazards associated with floods, earthquakes, slides, volcanoes, avalanches, erosion, and tsunami (loosely, "tidal waves").

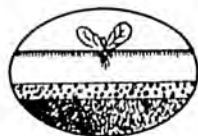
Climate



A survey of climatic records will give information on rain and snow, wind, sunlight, temperature, and storms.

Water systems

Streams, rivers, lakes, flood plains, aquifers (underground waterbearing layers), ponds, lagoons, wetlands, estuaries, and offshore waters should be mapped and described in terms of tides, currents, circulation patterns, water temperature, salinity (amount of salt), quality, flow, or potential yield. Water is vital to all forms of life in coastal areas and may limit growth in residential areas as well as in industries like seafood processing and petrochemical manufacturing. In some places, water could also be a source of energy.

Soils

A survey of soils provides information on their value for agriculture and timber production, their ability to support structures, the depth to water table and bedrock, and their ability to absorb wastes without harming water supplies.

Vegetation

By describing and mapping types of vegetation, a district can obtain information on wildlife habitat, timber resources, water table, and active hazard areas.

Habitats

The district should describe and map offshore areas, estuaries, wetlands and tideflats, rocky islands and sea cliffs, barrier islands and lagoons, exposed high energy coasts, rivers, streams, and lakes, and important upland habitat. The description of these habitats should include their value to people as well as to fish and wildlife and what is needed to keep them healthy, such as a steady supply of fresh water, quiet, and shade.

A CULTURAL RESOURCE INVENTORY could include the following items:

Land and water uses

The district program should describe present levels of human use of coastal land and water. Uses described should include coastal development, recreation, energy facilities, transportation and utilities, fish and seafood processing, timber harvest and processing, mining and mineral processing, and subsistence.

Major land and resource ownership and management responsibility

The district program should have a map showing who owns or has leased surface (land, water, timber) and subsurface (minerals, stream beds) resources. It should also describe who manages these resources. All parties who either own resources or manage them should be involved in developing the district program.

Major historic, prehistoric, and archaeological resources



These resources should be described and mapped with the aid of the State's Historic Preservation Officer (Department of Natural Resources, Division of Parks) so that Alaska's heritage is considered in the district program.

Population



Present population data and past trends coupled with a forecast of future employment and population-generating activities will help the district project population growth and the future demands which will be placed on coastal resources.

Public access



Access is of concern to people using the coast for recreation and commerce. The district should conduct a survey of public access to coastal land and water resources, and areas where public access may be needed in the future.

Sources

Following are examples of available sources:

Alaska Coastal Land Status/Land Use Atlas — Alaska Department of Natural Resources

Arctic Environmental Information and Data Center
707 "A" Street
Anchorage, Alaska 99501

Bibliography of Products produced by the Alaska Office of Coastal Management — Arctic Environmental Information and Data Center

Bibliography of State Agency Information and Plans Applicable to the Coast of Alaska — Inter-Agency Regional Coastal Coordination Team, Office of the Governor, Division of Policy Development and Planning

Biophysical Boundaries for Alaska's Coastal Zone — Alaska Department of Fish and Game (The department will help districts use these maps.)

The Climatic Atlas of the Outer Continental Shelf Waters and Coastal Regions of Alaska (3 volumes)

Coastal Process Maps, with references — Alaska Department of Fish and Game (The department will help districts use these maps.)

Coastal Processes, Terrain, and Hazards — Alaska Department of Environmental Conservation

**A Fish and Wildlife Resource Inventory
— Alaska Department of Fish and Game**

**Recreation and Heritage Resources of
the Alaska Coastline — Alaska Department
of Natural Resources**

**Sources of Water Pollution and Manage-
ment in Alaska — Alaska Department
of Environmental Conservation**

Climatological Summaries	U.S. Department of Commerce National Oceanic and Atmospheric Administration
Local Climatological Data	Environmental Data Service National Climatic Center Federal Building Asheville, North Carolina 28801
Geologic Maps (surficial and bedrock geology)	Public Inquiries Office U.S. Geological Survey 508 W. Second Avenue Anchorage, Alaska 99501
Hydrologic Maps (water resources)	
Mineral Resource Maps	
Topographic Maps (refer to Index to Topographic Maps of Alaska)	
Nautical Charts (refer to Nautical Chart Catalog 3)	National Oceanic & Atmospheric Administration National Ocean & Geodetic Survey Chart Sales and Control Data 701 "C" Street Anchorage, Alaska 99513
The Mineral Industry Location System (MILS) Data Bank	U.S. Bureau of Mines Liaison Office — Alaska 701 "C" Street Anchorage, Alaska 99513
Kardex file of all known mineral occurrences or prospects and of patented and unpatented claims on both federal and State land staked since 1953	Alaska Department of Natural Resources Southeast District Office 206 Fourth Street (Scottish Rite Temple) Pouch M Juneau, Alaska 99811
Land Status Plats	or Southcentral District Office 3327 Fairbanks Street Anchorage, Alaska 99503 or Northcentral District Office 4420 Airport Way Fairbanks, Alaska 99701
Low Altitude Aerial Photographs	U.S. Soil Conservation Service 2221 E. Northern Lights Blvd., Suite 129 Anchorage, Alaska 99504
Soil Surveys	

Low Altitude Aerial Photographs	U.S. Forest Service 709 W. Ninth Street (Federal Building) Box 1628 Juneau, Alaska 99802
Soil Surveys	
High Altitude Aerial Photographs	Remote Sensing Data Library Geophysical Institute University of Alaska Fairbanks, Alaska 99701
Low Altitude Aerial Photographs	
NOAA Satellite and LANDSAT	
National Water Data Exchange (NAWDEX)	U.S. Geological Survey Water Resources Division 218 "E" Street Anchorage, Alaska 99501
Alaska Power Survey	Alaska Power Administration 709 W. Ninth Street (Federal Building) Juneau, Alaska 99802
Inventory of Potential Hydroelectric Sites in Alaska	
Low Altitude Aerial Photographs	
Flood Hazard Boundary Maps	Federal Insurance Administration 1321 Second Avenue Seattle, Washington 98101
Flood Insurance Rate Maps	
Flood Insurance Studies	
A Catalog of Waters Important for the Spawning and Migration of Anadromous Fishes	Alaska Department of Fish and Game Habitat Protection Section Support Building Juneau, Alaska 99801
Land Status Plats	U.S. Bureau of Land Management 701 "C" Street Anchorage, Alaska 99513
Townsite Plats	
Alaska Heritage Resources: Inventory	Alaska Department of Natural Resources Division of Parks 619 Warehouse Anchorage, Alaska 99501
Census Data (1970 census data is likely to be outdated, but 1980 data should be available by April 1981. After 1980, censuses in Alaska will be taken every five years.)	Alaska Department of Community and Regional Affairs Division of Local Government Assistance 150 Third Street (Community Building) Pouch B Juneau, Alaska 99811
Population Estimates for State Revenue Sharing (annual)	or 225 Cordova Street, Building B Anchorage, Alaska 99501
Statistical Quarterly	Alaska Department of Labor Research and Analysis Section Ninth Floor, State Office Building Box 1149 Juneau, Alaska 99811
Alaska Economic Trends	

**The Alaska Economic Information
and Reporting System**

Alaska Department of Commerce and
Economic Development
Division of Economic Enterprise
Ninth Floor, State Office Building
Pouch EE
Juneau, Alaska 99811

6 AAC 85.060

Analyze Resources

An analysis interprets information gathered in the inventory stage. District programs should include analyses of natural resources and habitats, cultural resources, existing land and water uses, and existing land and water management programs to help the district anticipate changes that might occur in the future and figure out how best to accommodate these changes.

Two controlling factors

The product of an analysis depends on the type, accuracy, and level of detail of available information and the scale of the analysis. Scale, for instance, is likely to be broader if the analysis covers an entire borough and more detailed if it centers on the waterfront area of a small community. Districts should keep these two factors in mind as they develop their process of analysis and determine the most useful products of the analyses.

Elements and criteria

Data can be analyzed in a number of ways. However, any analysis must include all necessary *elements* and clear and appropriate *criteria* if it is to be accurate and, above all, useful.

Elements are the parts of an analysis. Criteria are conditions of the elements which must be met to reach a certain conclusion. Examples of elements and criteria are presented in the following chart.

ELEMENTS	CRITERIA	CONCLUSION
Slope	less than 25%	Coastal uplands well-suited for residential development
Depth to bedrock	more than 4 feet below surface	
Depth to water table	more than 4 feet below surface	
Vegetation	could be easily cleared without causing erosion	
Hazards	absence of natural hazards	
Road access	existing road access	
Water, sewer, power	public water, sewer, and power available	

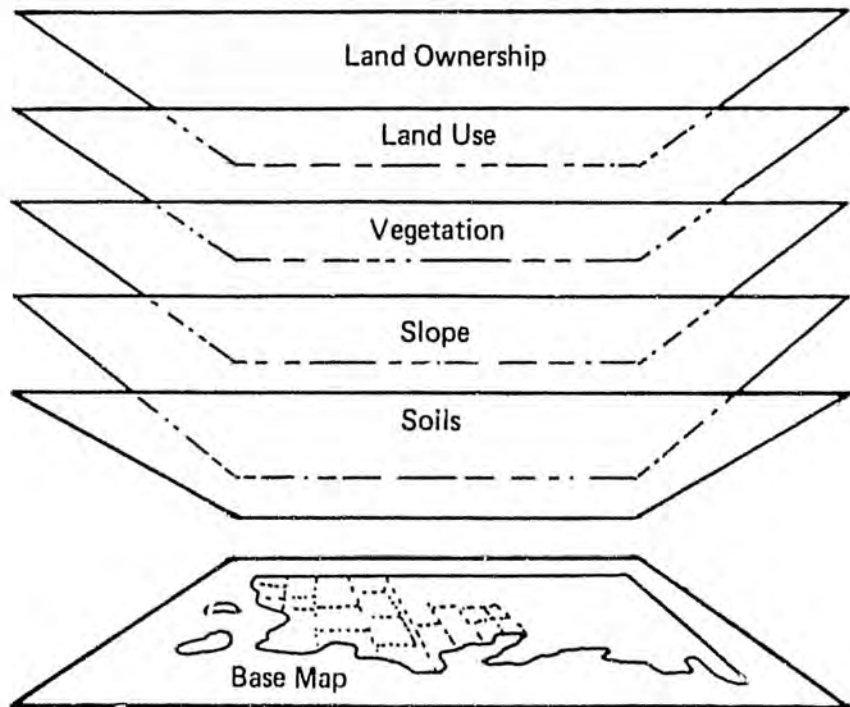
Some criteria indicate a level below which the use cannot occur. For instance, a water table at or within two feet of the surface would preclude residential development if onsite waste disposal is to be used. Likewise, the absence of minerals in commercial quantities would preclude mining as an economic activity in a district. Other criteria indicate levels which, if not met, would not preclude the activity but would call for some kind of

A method of analysis

"Each element . . . could be mapped on a clear material with . . . the areas which meet the criteria . . . colored in the lightest shade, then when all of the maps are put together the lightest areas would be those which best satisfy all the criteria."

compensation. For example, good port facilities may be a criterion for siting a bottomfish processing plant, but if enough money were invested in building good port facilities in a community, this criterion could be met.

Each element of certain analyses could be mapped on a clear material with the criteria clearly printed in the legend. If on each map the areas which meet the criteria are colored in the lightest shade, then when all of the maps are put together the lightest areas would be those which best satisfy all the criteria.

*Sources*

Professional planners are trained to analyze natural and cultural resource information to provide a basis for land and water management. The Division of Community Planning, Department of Community and Regional Affairs, can discuss various methods of analysis with district planners.

6 AAC 80.160

Designate or Recommend Areas Which Merit Special Attention

An area which merits special attention calls for management beyond that otherwise afforded in the district's program because it has unusual social, economic, or environmental value or because it is very sensitive to change.

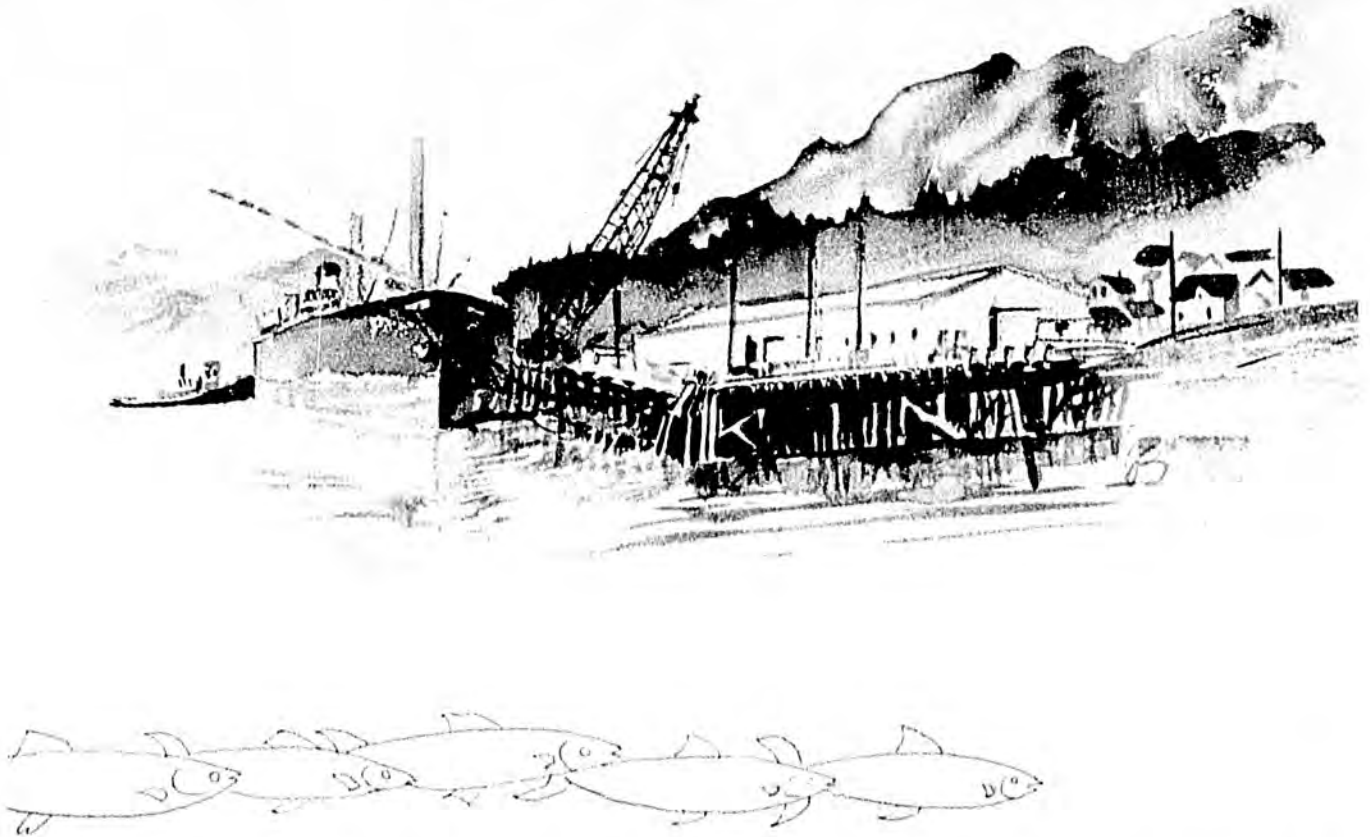
*Designate . . .**. . . or recommend*

A district may *designate* areas within its boundaries as areas which merit special attention. Districts, State agencies, groups, or individuals may *recommend* areas not in districts for the Coastal Policy Council to designate as areas which merit special attention.

When a district designates or recommends an area which merits special attention, it must give the reason for choosing the area; map and describe it; describe who owns and controls it and adjacent areas and how they are managed; describe present or future conflicts; and submit a management plan.

An example

If a district has only one deep-water ice-free port site, which is also an important salmon habitat, it may wish to designate this an area which merits special attention and prepare a special management plan for the area. The plan would keep open the option for a future port and protect the salmon habitat as well.



"If a district has only one deep-water ice-free port site, which is also an important salmon habitat, it may wish to designate this an area which merits special attention and prepare a special management plan for the area."

6 AAC 85.070-.090

Develop Policies

A district's policies are guides for human activities in the coastal area. They help districts become well-informed and even-handed in deciding between competing uses of coastal resources.

Function of policies

Policies must address issues, goals, and objectives and comply with the standards of the Alaska Coastal Management Program. Because these standards are general, districts have flexibility in designing policies for their own management programs.

*Comprehensive . . .
... specific*

A district's policies must be *comprehensive*, so that all uses, activities, and areas in need of management are covered. Policies should also be *specific*, so that it is clear who will be affected by the district program, how they will be affected, and whether specific proposed uses will be allowed. Finally, the policies should be *enforceable*, so that the district program can be implemented.

... enforceable

Description of district program uses

In their policies, districts must include a description of the land and water uses which are subject to the district program, the uses and activities that will be considered proper, and the uses and activities that will be considered improper within the coastal area.

Importance of standards

The subject uses must include at least those activities occurring in the district and for which the Coastal Policy Council has developed standards. Because the standards are so important for the policies of the district, we have included a brief discussion of them. Standards have been written for land and water uses and activities; coastal resources and habitats; and air, land, and water quality.

6 AAC 80.040

Water-dependent and water-related uses and activities

COASTAL DEVELOPMENT. This standard requires that top priority be given to *water-dependent* uses and activities, second priority to *water-related* uses and activities, and final priority to uses and activities which are neither water-dependent nor water-related but for which there is no prudent inland alternative location. Water-dependent activities require direct access to coastal waters. Fishing and port development are examples of water-dependent uses. Water-related activities do not require direct access to coastal waters, but without that access, the quality of goods or services they provide is reduced. Boat repair is an example of a water-related use.

Examples

Prime waterfront property is sometimes used for supermarkets, liquor stores, and offices, none of which depend on a coastal location. Where this occurs, uses such as air taxi services, fish processing plants, and boat repair shops may not be able to locate in the district, or they may be forced to locate in less accessible or desirable places. When districts apply this standard, they ensure that uses which need access to the coast will not be preempted by those that do not.

"Prime waterfront property is sometimes used for supermarkets, liquor stores, and offices, none of which depend on a coastal location." This photograph of the Post Office building in Ketchikan shows a non water-dependent facility sited on prime waterfront property.



Photograph courtesy of the Ketchikan Gateway Borough

Sometimes steep terrain or other natural features force development to the coast. Because coastal areas are lower than nearby uplands, systems which rely on gravity for transport of materials may benefit from a coastal location, even though they may be neither water-dependent nor water-related. For example, if a sewage treatment plant were located in coastal lowlands, the sewage system may be able to use the force of gravity to utmost advantage, thereby reducing reliance on costly and sometimes unreliable pump stations. In this instance, it may be unwise to locate the treatment plant inland.

Dredge and fill

The coastal development standard also says that structures placed in coastal waters and dredged or fill material discharged into them must comply with the standards in Parts 320-323, Title 33, Code of Federal Regulations. These standards are ones which must be met before the U.S. Army Corps of Engineers may issue a permit for various activities that occur in navigable waters.

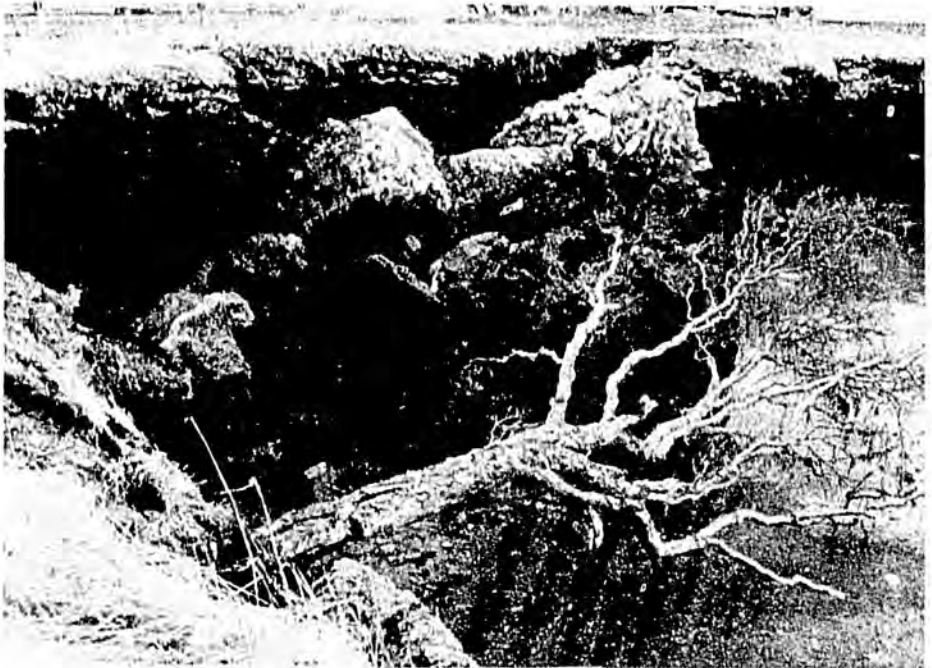
6 AAC 80.050

GEOPHYSICAL HAZARD AREAS. The power of natural forces in Alaska is awesome. When man and his activities are in the path of these forces, the results can be tragic and costly. The 1964 earthquake in South-central Alaska caused over \$300 million in damage and the loss of more than one hundred lives. Severe to moderate erosion problems have been reported in 46 coastal communities in Alaska, causing some of them to consider relocating to more stable, protected sites.

Responsibility of districts

The standard for geophysical hazard areas requires districts to identify areas subject to known hazards such as avalanches, earthquakes, tsunamis, floods, erosion, and volcanoes and also areas of high development potential where geophysical hazards may occur. Districts should channel development away from geophysical hazard areas, but where there is no choice

"The power of natural forces in Alaska is awesome. When man and his activities are in the path of these forces, the results can be tragic and costly." The photograph to the right shows erosion at Millers Landing in Lower Cook Inlet. Waves are undercutting bluffs. Erosion of bluff is encroaching on structures barely visible at the top of the photograph.



Photograph courtesy of the Division of Geological and Geophysical Surveys

districts must require that all development which locates in a known hazard area use siting, design, and building measures to reduce property damage and protect against the loss of life.

*Solutions to
coastal flood hazard*

Floods have always plagued man. While we will never stop floods, there are ways to avoid or reduce damage. Structures could be raised above the highest flood level expected to occur, or kept out of the flood hazard area.



Photograph courtesy of the Alaska Department of Fish and Game

"For nearly all Alaskans, recreation is a highly valued use of coastal land and water."
This photograph shows a Kenai Peninsula campground on Memorial Day weekend.

6 AAC 80.060

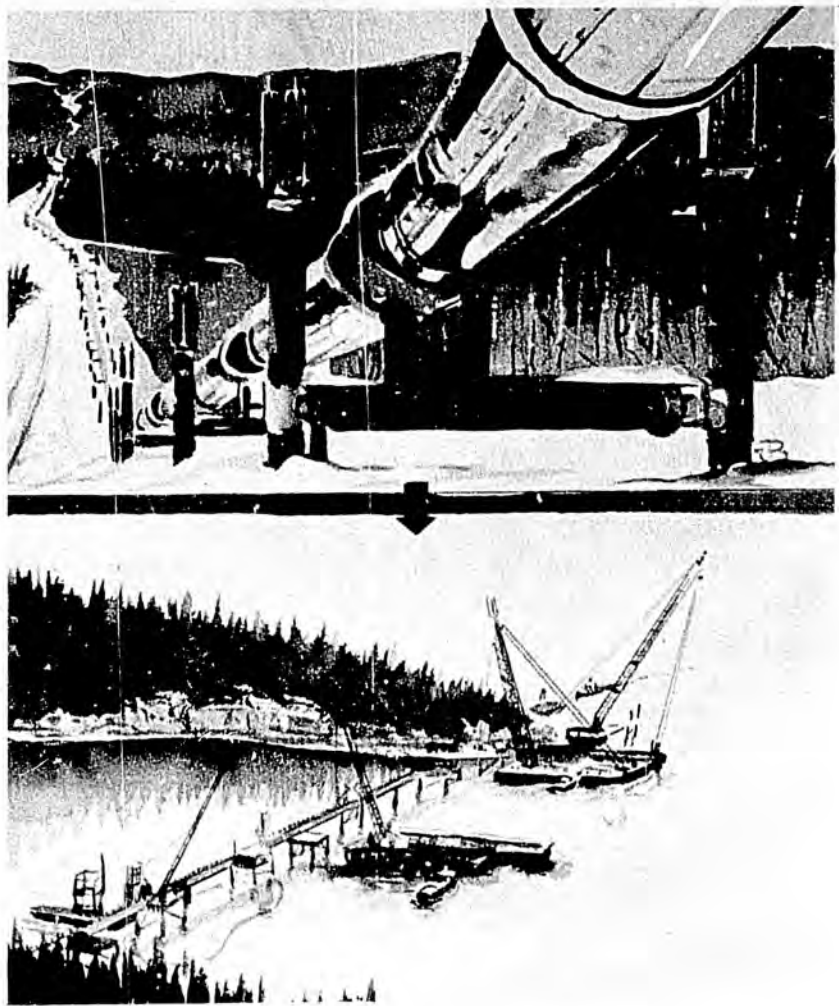
RECREATION. For nearly all Alaskans, recreation is a highly valued use of coastal land and water. The standard for recreation calls for districts to designate areas for recreational use and to maintain or increase public access to coastal waters. In this way, everyone will be able to enjoy recreation areas, beaches, and coastal waters.

6 AAC 80.070

ENERGY FACILITIES. Major energy facilities will affect community growth patterns, public costs, housing, land values, and environmental quality. The effects of siting an energy facility in one community may extend to other communities. For instance, to transport oil from the Prudhoe Bay field, an oil terminal was built in Valdez.

*Wide-ranging effects of
energy facilities*

"Major energy facilities will affect community growth patterns, public costs, housing, land values, and environmental quality. The effects of siting an energy facility in one community may extend to other communities."



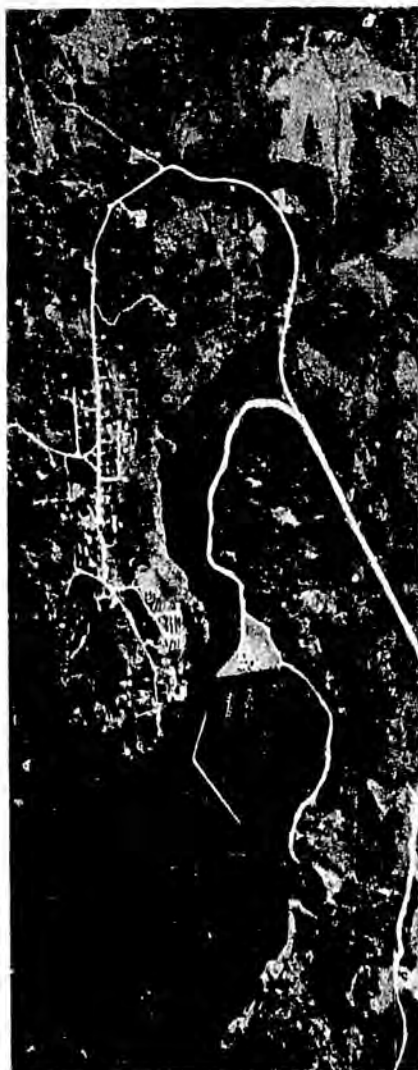
Importance of identifying suitable sites

The energy facilities standard requires districts and the State — in cooperation with districts — to identify sites suited for major energy facilities. Energy facilities most likely to affect Alaska's coast include the following:

- structures used to explore for and produce oil and gas
- shore bases and storage areas used to support energy development
- pipelines and rights-of-way
- facilities used to separate, treat, and store oil and gas and coal
- plants used to condense natural gas into a liquid and transport it
- ports used to transfer energy products
- yards used to build concrete platforms for offshore oil and gas production
- refineries and associated facilities
- petrochemical plants
- electric power plants, including hydroelectric projects
- transmission lines
- uranium enrichment or nuclear fuel processing facilities
- facilities used to convert energy from the earth's heat (geothermal) to power

When a district identifies a site for an energy facility, it should consider these policies:

- keep adverse effects low, but try to meet industry's needs
- see that energy facilities will be compatible with nearby land and water uses
- site facilities in one area, preferably one set aside for industrial use
- check to see if energy facilities, such as dock or storage area, could be used by the community or another company at the same time it is supporting energy development
- cooperate with landowners, developers, and federal agencies in developing facilities
- select sites with enough space to allow the facility to expand
- choose a site where roads, docks, and airstrips meet industry's needs
- select sites free from hazards to navigation
- use vessel traffic control and collision avoidance systems
- choose sites which call for little dredging, clearing, and building in productive habitats
- avoid shipping routes which would spoil fishing grounds, spawning grounds, and other productive habitats in the event of an oil spill or similar accident
- allow fish and wildlife to move freely
- protect areas of special scenic, recreational, environmental, or cultural value
- select sites where waste discharges and oil spills could be contained and their effects would be least damaging
- locate facilities where air emissions could be captured before escaping into the atmosphere
- steer industrial traffic away from population centers
- if a port site is needed, select one where new vessels will not cause overcrowding or interfere with fishing



Photograph courtesy of North Pacific Aerial Surveys, Inc.

"... unless transportation and utility routes or facilities depend on direct access to coastal waters, or there is no feasible and prudent inland alternative, they should be sited inland from beaches and shorelines." This photograph shows Sand Point's transportation routes.

This standard's purpose

6 AAC 80.080

TRANSPORTATION AND UTILITIES. Transportation and utility routes include roads, ports, ferry routes and terminals, airports, railways, rail terminals, power plants and transmission lines, and water and sewage transfer.

Transportation or utility routes or facilities on beaches or shorelines could unnecessarily cut off access to the coast by placing a physical barrier, such as a highway with chain-link fences, between residential areas and coastal recreation areas.

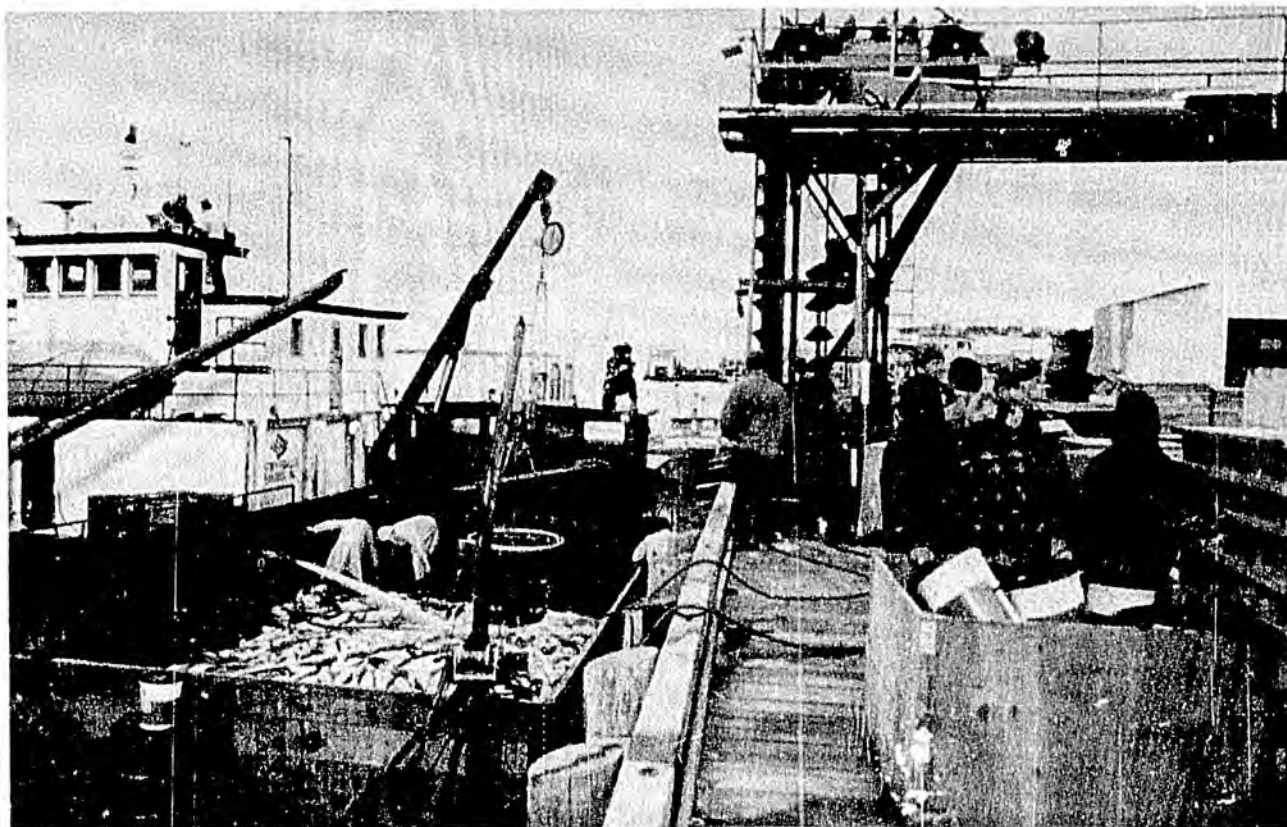
The transportation and utilities standard treats these two types of uses the same way the coastal development standard treats other coastal land and water uses. That is, unless transportation and utility routes or facilities depend on direct access to coastal waters, or there is no feasible and prudent

inland alternative, they should be sited inland from beaches and shorelines. By applying this standard, a district can reserve its coastline for activities that need to be close to water.

6 AAC 80.090

FISH AND SEAFOOD PROCESSING. Fish and seafood processing facilities include aquaculture facilities, hatcheries, seafood processing plants, and marine industrial and commercial facilities. The fish and seafood processing standard calls on districts to identify good coastal locations for these facilities and target them for future development.

Certain facilities need to be on the coast



Photograph courtesy of the Alaska Department of Fish and Game

"The fish and seafood processing standard calls on districts to identify good locations for these facilities and target them for future development." This photograph shows a seafood processing plant in Bristol Bay.

The success of a commercial operation will depend on having a suitable site which serves a productive fishing area. Suitability of the site will vary with the specific operation but will consist of such things as a protected harbor, adequate water depth at the dock, availability of good quality fresh water, level land for building, access to transportation, and existing power source or potential for self-contained power sources. Determinations of suitability must also consider the effect each activity would have on surrounding coastal habitats.

The Habitat Protection Section of the Alaska Department of Fish and Game can help districts identify potential aquaculture sites. Districts should also contact nonprofit aquaculture corporations, seafood processors, and fishermen's organizations when they develop policies under this standard.

6 AAC 80.100

Avoiding negative impacts

TIMBER HARVEST AND PROCESSING. In the southeastern and south-central parts of the State, timber harvest and processing are major sources of jobs and income. Timber harvest and processing can be designed to avoid adverse impacts on coastal environments. If not carefully designed and carried out, timber harvest may cause excessive soil movement, stream sedimentation, and stream blockages. This standard applies to commercial timber harvest and processing only.

Three policies apply to timber harvest activities:

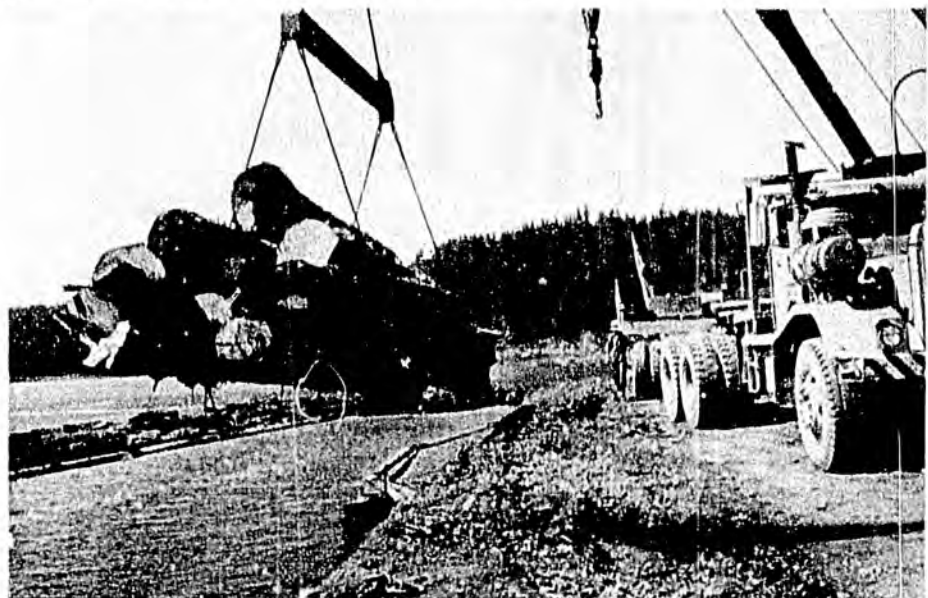
- site structures and plan logging so that adverse impacts are avoided;
- be sure fish can move freely; and
- protect streambanks and shorelines and avoid adverse impacts on fish and wildlife.

Four policies apply to timber processing:

- store logs onshore, if possible;
- site log dumping and storage areas where their adverse effects on the environment, recreation, and navigation are as low as possible, and they are safe from storms;
- plan logging roads so that they result in as little erosion and disruption as possible;
- maintain logging roads well until they are returned to their earlier condition; and
- construct the fewest possible stream crossings, and make sure those that are built can withstand high water and flooding and will allow free passage of fish.

The standards for timber harvest and processing will be replaced by regulations to be adopted under the State Forest Resources and Practices Act. These regulations will apply to timber operations on State, municipal, and private land, and may apply on federal land in some cases.

"Timber harvest and processing can be designed to avoid adverse impacts on coastal environments. If not carefully designed and carried out, timber harvest may cause excessive soil movement, stream sedimentation, and stream blockages." This photograph shows an offshore log dumping and storage area.



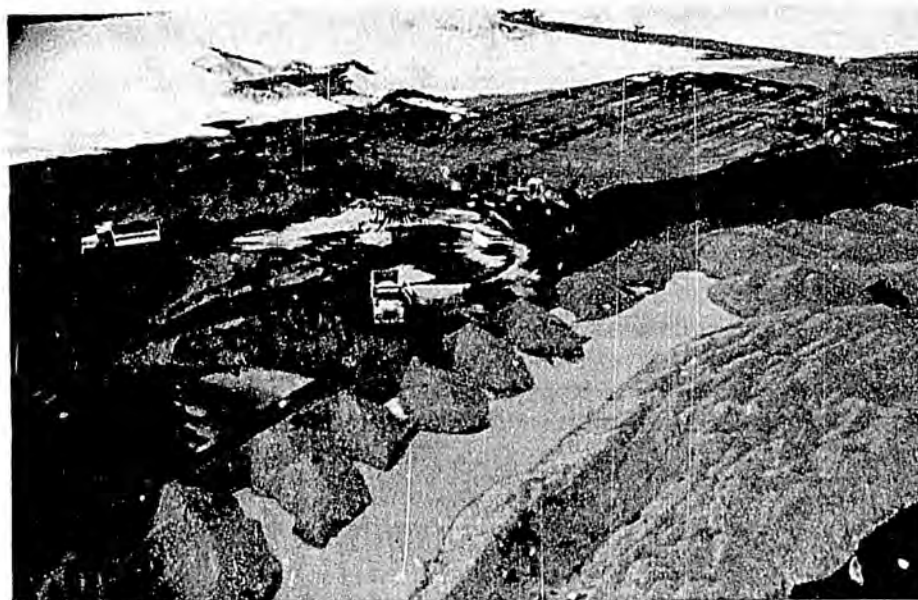
Photograph courtesy of USDA, Forest Service

6 AAC 80.110

Requirements

MINING AND MINERAL PROCESSING. This standard requires that mineral production be in accord with other standards, nearby uses and activities, regional programs, and Statewide and national needs, and that extraction of sand and gravel occur in coastal waters, intertidal areas, barrier islands, and spits only if there is no reasonable inland alternative which will meet the public need.

"Mining and associated processing are drawn to the coast for several reasons . . ." This photograph shows the Kuparuk River gravel pit on the North Slope.



Photograph by Robert Lewellen, courtesy of AEIDC

Reasons for coastal siting

Mining and associated processing are drawn to the coast for several reasons: (1) the location of mineral deposits in, near, or off the coast; (2) the location of communities on or near the coast; and (3) the need for access to the coast for transportation of products.

Oil and gas

Oil and gas are the most valuable minerals found in Alaska's coastal area. For some areas, such as Cook Inlet, Prudhoe Bay, and the Beaufort Sea, they may account for the greatest amount of mining activity.

Sand and gravel

Sand and gravel are the second most valuable minerals produced in the State. Sand and gravel are used for fill and concrete in most construction projects, including roads. Since the cost of transporting sand and gravel from their source to the project site increases with distance, deposits nearest the project site are usually the most desirable.

6 AAC 80.120

A way of life . . .

SUBSISTENCE. Because many Alaskans value a subsistence way of life, this standard requires that districts allow for continued use of coastal areas and resources for subsistence.

After consulting State agencies, Native organizations, and other groups, districts must identify areas where subsistence is the major use of coastal resources. Districts may then give subsistence priority over other uses and activities in these zones. If a district expects a proposed use to conflict with a subsistence zone, the effects of that use must be studied and safeguards imposed if necessary.

Safeguards

"Because many Alaskans value a subsistence way of life, this standard requires that districts allow for continued use of coastal areas and resources for subsistence." This photograph shows subsistence hunters towing a seal.



Photograph courtesy of the Office of Coastal Management

Coordinating habitat management

Fish and game species important to a subsistence life style do not respect political boundaries and some move from one area to another as their needs dictate. The subsistence standard, therefore, requires the plans of districts sharing migratory fish and game resources to agree with each other.

6 AAC 80.130

HABITAT. Habitats include offshore areas, estuaries, wetlands and tideflats, rocky islands and sea cliffs, barrier islands and lagoons, exposed high energy coasts, rivers, streams, lakes, and important upland habitat. Habitats are to be managed so as to maintain or enhance their ability to support life.

Offshore areas



Offshore areas must be managed as a fisheries conservation zone so as to maintain or enhance the State's sport, commercial, and subsistence fishery.

Estuaries



Estuaries must be managed so as to assure adequate water flow, natural circulation patterns, nutrients, and oxygen levels, and avoid discharge of toxic wastes, silt, and destruction of productive habitat.

Wetlands and tideflats

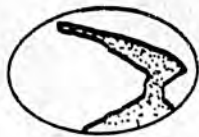


Wetlands and tideflats must be managed so as to assure adequate water flow, nutrients, and oxygen levels and to avoid adverse effects on natural drainage patterns, destruction of important habitat, and discharge of toxic substances.

Rocky islands and seacliffs



Rocky islands and seacliffs must be managed so as to avoid harassment of wildlife, destruction of important habitat, and introduction of competing or destructive species and predators.

Barrier islands and lagoons

Barrier islands and lagoons must be managed so as to maintain adequate flows of sediments, detritus (debris), and water, to avoid the alteration or redirection of wave energy which would lead to filling in lagoons or erosion of barrier islands, and to discourage activities which would decrease use of barrier islands by coastal species, including polar bears and nesting birds.

High energy coasts

High energy coasts must be managed by assuring the adequate mix and transport of sediments and nutrients and avoiding redirection of transport processes for these materials and wave energy.

Rivers, streams, and lakes

Rivers, streams, and lakes must be managed to protect natural vegetation, water quality, important fish or wildlife habitat, and natural water flow.

Learning from other's mistakes

Alaskans are fortunate to have many relatively untouched habitats which they can manage in a manner which can avoid mistakes made in the lower 48, where some states have lost more than half of their wetlands to parking lots, shopping centers, and landfills, and where entire fisheries are threatened by a loss of habitat.

Flexibility of standards

Districts may deviate from these standards for habitats and still obtain program approval if:

- there is a public need for the proposed use or activity;
- there is no feasible and prudent alternative to meet the public need for the proposed use or activity which would conform to the standards; and
- all feasible and prudent steps to conform with the standards will be taken.

6 AAC 80.140

AIR, LAND, AND WATER QUALITY. The Alaska Coastal Management Program has adopted regulations of the Department of Environmental Conservation as the standard for air, land, and water quality. Their purpose is to protect the public health and welfare from the adverse effects of air and water pollution.

Role of the Department of Environmental Conservation

The department's regulations can be found in Title 18 of the Alaska Administrative Code. Districts may develop their own air, land, and water quality standards as long as they have the same effect as the State's standards or aim at an even higher level of environmental quality.

6 AAC 80.150

HISTORIC, PREHISTORIC, AND ARCHAEOLOGICAL RESOURCES. This standard requires districts to identify areas of the coast which are important to the study, understanding, or illustration of national, State, or local history or pre-history. The object of this standard is to preserve the State's heritage to enrich present and future generations.

6 AAC 85.110, .130

Involve the Public

For planning to reflect the needs of people and be accepted by them, the people have to be involved in all phases of the planning process.

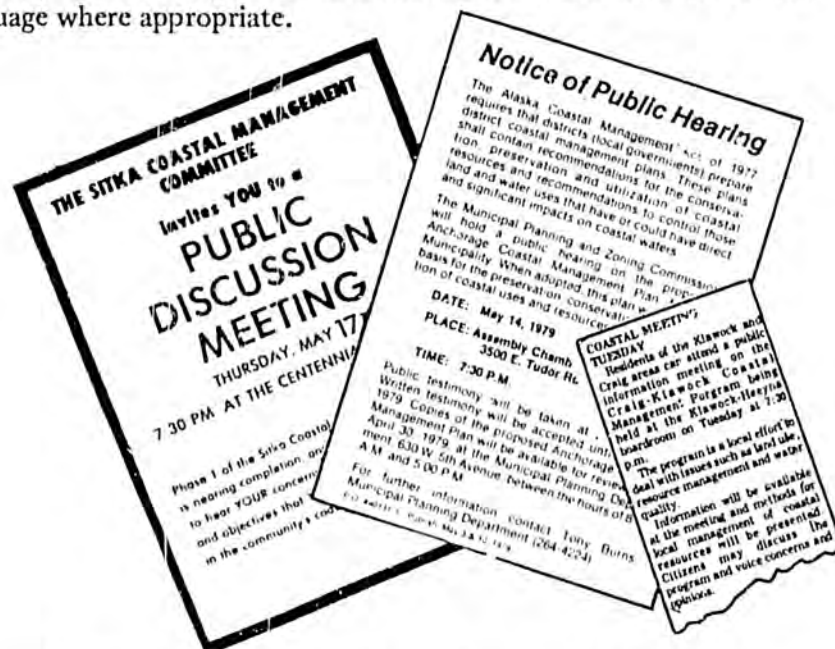
Minimum requirements

The Coastal Policy Council requires that at least two public meetings and one public hearing be held within a district during program development to inform the public and receive comments on the program. A summary of the matters considered at public meetings held is to be prepared by the district and made available to the public.

Public notice

At least 60 days before approving its program or a significant amendment to it, the district must give notice to the Coastal Policy Council, to any person who has asked to be notified, and to the general public through advertising in a newspaper of general circulation within the district, radio, and posting. The notice must state the time and place of the public hearing and where a copy of the district program document could be obtained. The public hearing must be held at least 30 days after the notice is first published. At the public hearing, interested persons present statements, orally or in writing. Statements should be translated into the Native language where appropriate.

"At least 60 days before approving its program or a significant amendment to it, the district must give notice to the Coastal Policy Council, to any person who has asked to be notified, and to the general public . . ."



Informing the public

Districts must also provide, at the start of the program and at each step from then on, information on the district coastal management program; how and when the public may participate in program development; what related information is available; and where this information may be obtained.

The third guidebook in this series details the many resources available to districts developing a public participation program.

6 AAC 85.140

Coordination and Review

The Alaska Coastal Management Act and the regulations of the Alaska Coastal Management Program do not replace or reduce the authority of State agencies, but they do require that State agencies comply with approved district programs. The federal Coastal Zone Management Act requires federal agencies to comply with approved state programs and, in Alaska, also with district programs approved by the Coastal Policy Council and the State Legislature. Districts, in turn, must coordinate their efforts with those of State and federal agencies, as well as with adjoining districts. For more information on State and federal consistency, see the fourth guidebook in this series.

Early coordination

Early contacts between districts and State and federal agencies will help to avoid conflicts later on. The Office of Coastal Management maintains a district record file to record the exchanges; each district is also to maintain a record file.

Coordination and review methods

Districts will employ different means for coordination and review at the various stages of program development. At key points during program development a district should organize meetings of interested local residents, State and federal agencies, adjacent districts, and interest groups. Districts should explore the use of teleconferencing or conference telephone calls when input is desired from people who would like to attend a meeting but cannot because of the expense or the timing of the meeting.

Getting input and feedback

Early in the development of a district program, the district will be collecting information, so adjacent districts, agencies, and others should be asked to provide data, plans which have been adopted or are being prepared, and other pertinent information.

Later in the program, districts should request comments and then consult with reviewers to resolve differences, correct mistakes, or receive additional information.

Interested parties should also be given the opportunity to review and comment upon the final product.

Three rules of thumb are (1) to provide reviewers with an adequate explanation of what is expected of them, (2) to allow at least a month to review draft materials, and (3) to discuss ideas with them face to face.

Sources

The Division of Community Planning can help districts identify agency contacts and organize a working group of citizens and agency representatives to review and guide district programs.

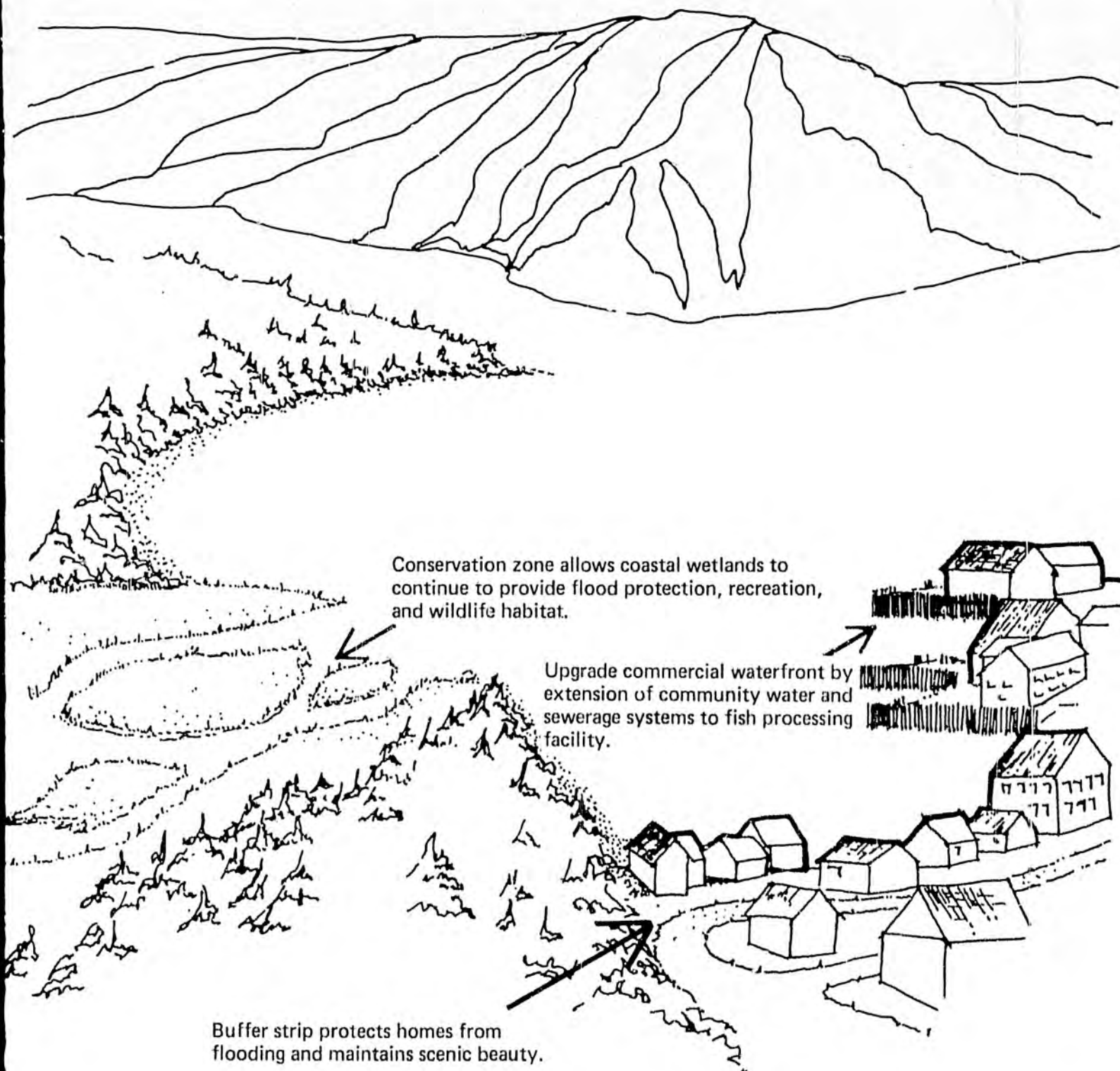
6 AAC 85.030, .100

Implement the Program*Translating policies into actions*

A district coastal management program can be effective only to the extent that it includes a practical means of translating policies into actions. In addition to showing how its policies will be carried out, a district must demonstrate that staff and financial resources are adequate to perform the work.

Methods

Before approving the district program, the city council or borough assembly will want to carefully weigh recommendations and have them reviewed by the public.



"A district coastal management program can be effective only to the extent that it includes a practical means of translating policies into actions."

Ordinances . . .

Actions needed to implement policies may include new or streamlined ordinances. While by no means the only way a district can implement its coastal management program, zoning is one of the most powerful tools available to a community for directing growth. Districts can also use general municipal powers and, through coordination with federal and State agencies, federal and State laws and permits to implement their policies. For more information on implementation techniques, consult the fifth guidebook in this series.

*Municipal powers . . .
and State and federal laws**Keeping in touch
with the public*

A brief but thorough document which describes the district's policies and requirements for uses of the coastal area would give people advance knowledge of the district's recommendations. A summary of the program may achieve this purpose because of its brevity, where a lengthy technical document might prove too imposing to the casual reader.

For example

Development of a fish processing plant might be encouraged by extending community water and sewage systems to the site or by upgrading community-owned docking and storage facilities. Coastal wetlands which have overriding value for flood protection, recreation, wildlife habitat, and scenic beauty could be protected by zoning the wetland area and a buffer strip along its upland edge as a conservation zone. Certain uses might be permitted in the buffer strips if they did not alter the amount and quality of fresh water flow into the wetland, did not permanently disturb marsh vegetation, and if the uplands were to be revegetated after construction to stem further erosion.

Sources

The Division of Community Planning, Department of Community and Regional Affairs, can provide assistance upon request to communities wishing to draft ordinances or prepare other methods to implement their coastal management programs.

6 AAC 85.120, .150

**Submit District Programs
to the Coastal Policy Council***Compliance with the
standards and guidelines*

To maintain Statewide consistency, districts must comply with the standards and guidelines of the Alaska Coastal Management Program. The Council and the legislature are required by law to review and approve or reject district programs according to the standards and guidelines of the Alaska Coastal Management Program.

*After conceptual
approval . . .
. . . submitting to
the Council . . .*

When a district program or major amendment to a program is approved by the district, the program or amendment, together with a transcript or recording of public hearings held and all other material on which the district based its decision, must be submitted to the Council.

All major amendments to the district program must be submitted to the Council for approval. The Office of Coastal Management will review proposed amendments to determine if Council approval is required. A Council member may request Council review of this determination.

Districts are to approve their programs and major amendments to them prior to submitting them to the Council. The district program as approved by the Council and State Legislature goes into effect when the district adopts it.



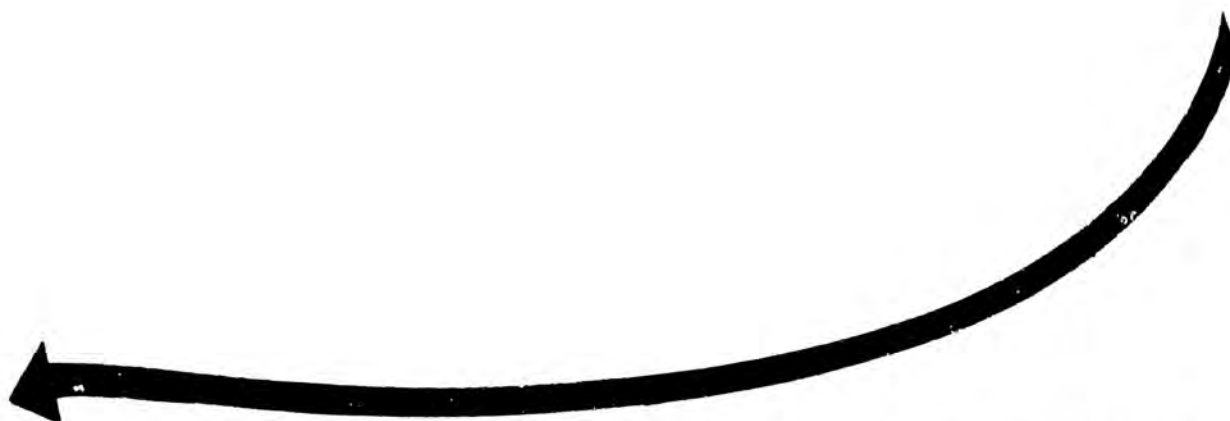
District gives public notice.



No sooner than 30 days, district holds public hearing.



No sooner than 60 days, district gives conceptual approval to program or significant amendment and submits it, together with transcript of public hearing, to Coastal Policy Council (CPC).



CPC receives district program or significant amendment.



Within 30 days, Office of Coastal Management (OCM) issues recommendation and gives public notice.



Within 30 days, any person may comment to CPC on recommendation.



Within 10 days after deadline for comments to CPC, OCM may submit additional information to CPC in response to comments.



Within the next 20 days, CPC approves or disapproves district program, in whole or in part.

(OCM responds to all comments within 30 days of receipt.)

*Office of Coastal
Management
recommendation*

Within 30 days after the district submits its program or amendment, the Office of Coastal Management will issue a recommendation. The recommendation will be broadly publicized and sent to the district, the Council, all persons who testified or submitted written statements at the public hearing(s), and anyone else who asked to receive such recommendations.

Record file maintained

A record file containing all matter submitted by the district, the Office of Coastal Management's recommendation, and all matters on which the recommendation was based will be maintained at the Office of Coastal Management and at a convenient location within the district. The record file should show that the public, State and federal agencies, and other interested parties have been given the chance to be involved in all elements of the district program as required by the standards and guidelines of the Alaska Coastal Management Program. The record file must also show the district's response to suggested changes, giving reasons for its actions.

Deadlines

Persons who submitted oral or written statements have 30 days to comment on the recommendation. The Office of Coastal Management then has 30 days to respond to these comments. The Coastal Policy Council has 20 days from this deadline to approve or reject the district program or parts of it. If the Council rejects all or part of a district program, mediation is to be initiated to resolve differences between the district and council.

If differences are not resolved through mediation, the Council, within 20 days after determining an impasse has been reached, is to call for a public hearing to resolve differences.

If a program takes more than one year to develop, the district must submit a brief annual progress report to the Coastal Policy Council. Following adoption of the district program, districts must submit to the Council a brief annual progress report concerning program implementation.

The Role of State Agencies

THE OFFICE OF COASTAL MANAGEMENT serves as staff to the Coastal Policy Council. Its main tasks are to (1) aid the Council in overseeing the Alaska Coastal Management Program and (2) act as a link between the State and the federal Office of Coastal Zone Management.

Coordinator
Office of Coastal Management
Policy Development and Planning
Office of the Governor
Pouch AP
Juneau, Alaska 99811
Telephone: (907) 465-3540

THE DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT can provide information on industrial and commercial development criteria and sites. With the Department of Environmental Conservation,

the department has developed the *Permit Directory*, which gives details about State and federal permits issued in Alaska.

Director
Division of Economic Enterprise
Department of Commerce and Economic Development
Pouch EE
Juneau, Alaska 99811
Telephone: (907) 465-2020

THE DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS, DIVISION OF COMMUNITY PLANNING, assists communities in developing district coastal management programs by providing technical assistance and making grants. Grants require a local matching share.

Director
Division of Community Planning
Department of Community and Regional Affairs
225 Cordova Street, Building B
Anchorage, Alaska 99501
Telephone: (907) 279-8636

THE DEPARTMENT OF ENVIRONMENTAL CONSERVATION, with the Department of Commerce and Economic Development, developed the *Permit Directory* which describes State and federal permits issued in Alaska. The department's water quality regulations have been adopted as the coastal management standards for air, land, and water quality. Department staff provide technical assistance to districts in dealing with such issues as solid waste management on-site sewage disposal, and extension of water and sewage systems. The department also participated in writing the "Coastal Land and Water Uses Guide."

Director
Planning and Program Coordination
Department of Environmental Conservation
Pouch O
Juneau, Alaska 99811
Telephone: (907) 465-2672

THE DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES is involved in regional planning for transportation facilities and in construction of State facilities.

Director of Transportation Planning
Department of Transportation and Public Facilities
Pouch Z
Juneau, Alaska 99811
Telephone: (907) 465-2740

Central Regional Transportation Planning Manager
Department of Transportation and Public Facilities
4111 Aviation Avenue
Pouch 6900
Anchorage, Alaska 99502
Telephone: (907) 266-1450

Interior Regional Transportation Planning Manager
Department of Transportation and Public Facilities
University Plaza East, Suite 1
600 University Avenue
Fairbanks, Alaska 99701
Telephone: (907) 452-1911

Southeastern Regional Transportation Planning Manager
Department of Transportation and Public Facilities
6860 Glacier Highway
Box 3-100
Juneau, Alaska 99802
Telephone: (907) 789-0841

Western Regional Transportation Planning Manager
Department of Transportation and Public Facilities
Box 220
Nome, Alaska 99762
Telephone: (907) 443-5266

THE DEPARTMENT OF FISH AND GAME has developed coastal process maps and coastal boundary maps for all of Alaska's coast and will assist districts in interpreting them. The maps include a list of further references. The department is also involved in writing the "Coastal Land and Water Uses Guide." The department provides information on the distribution, abundance, and relative value of fisheries and wildlife and their habitat. Technical assistance is available to districts to explore ways to manage or improve habitats.

Coordinator
Marine and Coastal Habitat Management Project
Habitat Protection Section
Department of Fish and Game
333 Raspberry Road
Anchorage, Alaska 99502
Telephone: (907) 349-3211

THE DEPARTMENT OF NATURAL RESOURCES can provide information and technical assistance on land status, land use, and State policies; classification, planning, and management of State lands; permits, leases, and material sales on State lands; acquisition and disposal of State lands; forest practices, timber sales, and policies on State lands; water resources and permits; agricultural potential and leases; geological information such as mineral potential and geophysical hazard areas (earthquakes, tsunamis [tidal wave], volcanoes, flooding, erosion, avalanches, landslides, and effects of ice); State parks, archaeological, prehistoric, and historic sites, recreational areas, shoreline access, scenic and scientific areas; and oil and gas potential and leases on State land. The department is involved in writing the "Coastal Land and Water Uses Guide." It is also drafting forest practices regulations. These regulations, when complete, will become the standard for timber harvest and processing. The department is planning for and classifying State lands, many of which are within or near districts.

Director
Division of Research and Development
Department of Natural Resources
323 E. Fourth Avenue
Anchorage, Alaska 99501
Telephone: (907) 279-5577

Guide to Public Involvement



Alaska Coastal Management Program

STATE OF ALASKA DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS
DIVISION OF COMMUNITY PLANNING

3