

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672
326 SCOMM10: LOCAL GOVERNMENT STUDY 1979

June 13, 1979

Mr. Roger Lang
411 West 4th
Anchorage, Alaska 99501

Dear Roger:

I really appreciate the fact that you took the time to come in and talk to Gene Walsh about the Local Government Study. As you know, this is a joint project of the Senate and House Community and Regional Affairs Committees. I am sorry that I did not have the opportunity to talk to you personally, as I went to Sitka in the afternoon, on what turned out to be a rather ill-fated mission. I had hoped for the benefit of the Legislature-at-large to see the retention of the research arm of the Legislative Affairs Agency.

The information you gave to Gene was most helpful, both in your indicating overall support for what we are trying to do, plus the suggestion of some very good people that we might bring into the study. I know Gene pointed out to you that our resources are relatively limited and will be primarily utilized by staff and later on getting Committee members out to the more rural areas, so they will gain some appreciation of the magnitude of the problems and resource needs of the more rural parts of our State.

We are going to make every effort to gain input and advice from knowledgeable people, such as yourself. You know the problems, as well as the opportunities, and we want to take advantage of that knowledge and hopefully produce legislation and policies that can meet some of the many needs that exist. We will be communicating with you in greater detail within a relatively short period of time.

Right now, we are tentatively looking toward the first weekend in August as a possible target date for getting together a group of people, including yourself, for specific discussion on problems confronting the unorganized borough. It would be helpful if you could communicate to others, as you go about your busy world, that we are carrying on work in the area of the Unorganized Borough, and that we looking for the broadest kind of support and input into that process. Again, thanks for sharing your time with us.

Sincerely,

Arliss Sturgulewski

Ms. Lare
225 Cordova
Anchorage, Ak. 99501
Bldg. B

Dear Lare,

Many thanks for your material from the Northwest Territories
Metis Development Corporation. It is always helpful to view a
familiar scene through the eyes of others.

Enclosed please find the direction and plan of action for
the Local Government Study. In recognition of the time available
to us and of the abundant amount of material which has documented
the problems, the Study is now geared toward problem solving.

It was our conversation during the Community and Regional
Affairs Staff meeting most enlightening and have passed along
your comments on the Health Councils to the graduate student
interns who are working on the relevant portion of the Study.
No doubt you have met Jim Sanders and Lamar Cotton who are
working for the Dept. of Community and Regional Affairs and the
Joint Committee in your building. (Phone number 276-1721) I
am sure they would welcome your perceptions on the subject
matter of the Study.

Again, our thanks for your interest in this work. We
look forward to your comments on the proposed work program.

Yours truly,

Enc.

JOINT SENATE AND HOUSE INTERIM LOCAL GOVERNMENT COMMITTEES
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

Address all correspondence to: Local Government Committee

May 25, 1979

Mr. Robert J. Walker
Exxon Company, U.S.A.
Pouch 6601
Anchorage, Alaska 99502

Dear Bob:

Thank you for your letter of May 16 expressing interest in the interim study on local government being conducted jointly by the Senate and House Community and Regional Affairs Committees. Currently we are developing the program outline. As soon as it is completed, we will see that you are on the mailing list to receive information.

The delivery of governmental services in Alaska is extremely complex. Our study will be taking a look at the unorganized borough, the implementation of Coastal Zone Management plans, the delivery of basic governmental services, the potential for creation of additional government units, etc.

It would be most helpful for us to learn of specific concerns that you might have. We are going to make every attempt to communicate with as many affected individual communities and firms as is possible. Again, thank you for sharing your interest.

Sincerely,

Arliss Sturgulewski, Senator
Co-Chairman, Local Government Committee

3) 45
EXXON COMPANY, U.S.A.

POUCH 6601 • ANCHORAGE, ALASKA 99502

ALASKA PUBLIC AFFAIRS

ROBERT J. WALKER

May 16, 1979

Senator Arliss Sturgulewski
2957 Sheldon Jackson Street
Anchorage, AK 99504

Dear Senator Sturgulewski:

It was nice to see you at the Legislative Council meeting yesterday, and I am sorry that we did not have a chance to visit.

Pursuant to the announcement that your Community and Regional Affairs Committee was funded for some activities during the interim, we would appreciate your having notices and agendas for your meetings sent to us. We are particularly interested in matters relating to local government and unorganized borough taxing authority, coastal zone management, zoning and planning and progress of the creation of new boroughs and expansion of existing boroughs along the pipeline and in the sedimentary basins.

I hope you have a really nice summer, and if we can be of any assistance to your committee during the interim, I hope you will not hesitate to let me know.

Yours very truly,

Bob Walker

Robert J. Walker

RJW:sab

JOINT SENATE AND HOUSE INTERIM LOCAL GOVERNMENT COMMITTEES
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

Address all correspondence to: Local Government Committee

May 25, 1979

Ms. Debra J. Schnabel
Committee for Optimum Government
City of Haines
P.O. Box 576
Haines, Alaska 99827

Dear Debra:

Mr. Jack Chenoweth, staff attorney for the Division of Legal Services, was kind enough to give me a copy of your May 21 letter to him regarding the panel discussion you are going to be holding on alternative municipal governments. As Co-Chairman of a Local Government Study being conducted jointly by the Senate and House Community and Regional Affairs Committees, I wanted to indicate my interest in your panel discussion.

As soon as we have completed the program for our local government study, I will be sure that you are placed on the mailing list for information. We will be taking a look at both organized and unorganized municipalities, service districts in the organized and unorganized boroughs, etc. It would be most helpful to our study to have any summary results of your meeting or general comments that you might be able to make available to us.

I would hope that, if you do happen to come to Juneau, you will come in to my office, which is located in Room 101 of the Assembly Building. My Administrative Assistant, Gene Walsh, and Representative Parker's Administrative Assistant, Marge Gorsuch, will be staffing the study effort. It would be most helpful if you would have an opportunity to sit down with them and discuss the results of your panel discussion and also some of the problems that exist in the Haines area. It would certainly be good background information for us. Good luck on your bringing together an excellent group of very knowledgeable people to discuss the local government options for your area.

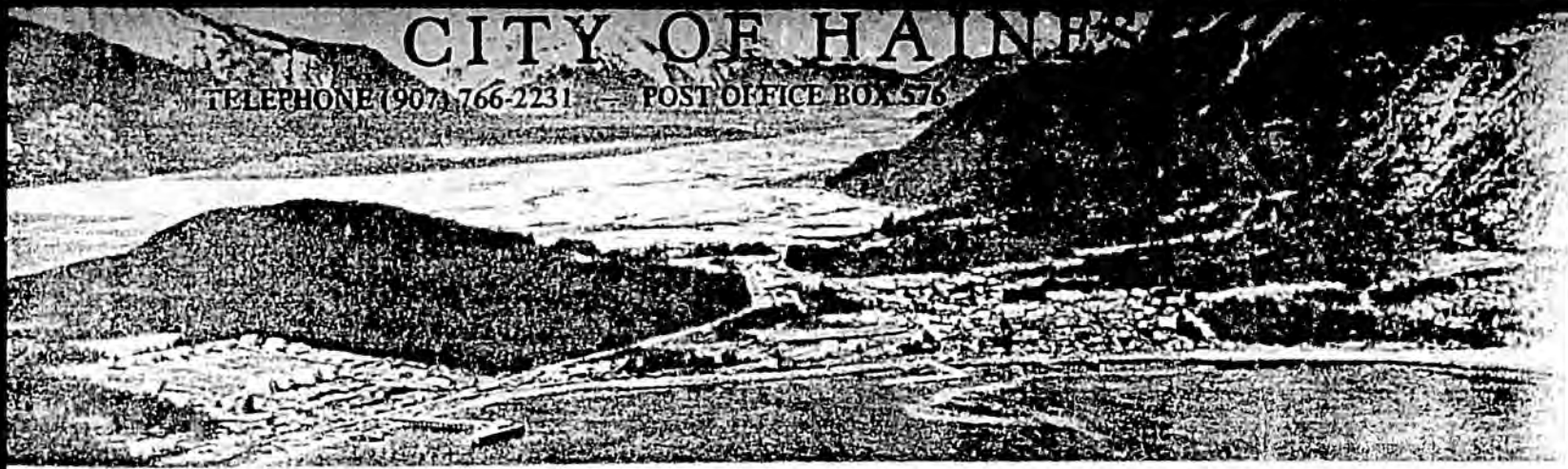
Sincerely,

Arliss Sturgulewski, Senator
Co-Chairman, Local Government Committee

CITY OF HAINES

TELEPHONE (907) 766-2231

POST OFFICE BOX 576



(4) 73
May 21, 1979

Mr. Jack Chenoweth, Staff Attorney
Division of Legal Services
State Capitol, Room 503 Pouch Y
Juneau, Alaska 99811

Dear Mr. Chenoweth:

The Committee for Optimum Government, a joint subcommittee of the Haines City Council and Haines Borough Assembly, is co-ordinating a panel discussion on Alternative Municipal Governments. We hope to conduct the panel in Haines sometime during the week of June 3-9. Because of your special experience and expertise, we are inviting you to join us.

The purpose of the panel discussion is to educate the local public to the alternatives for government organization and to provide technical answers to many of our local questions.

Secondarily, the Dept. of Community and Regional Affairs has made arrangements with Capitol Community Broadcasting to video-tape the panel discussion and the question-answer session immediately following. The video tape will be edited to provide an education/reference tape for use by other Alaskan communities that wish to research these same questions. The tape will be a resource document held by the Dept. of Community and Regional Affairs.

To insure a successful and productive discussion, our panel will include Alaskans who have past or current experience in Municipal law, administration, financing, and land planning and management. The Dept. of Community and Regional Affairs and the Office of Local Government Assistance will also be represented.

We would like you to contribute a brief presentation of your own professional experiences with Municipal government. A pre-panel conference among participants will probably be conducted, perhaps by phone, to insure

Committee for Optimum Government, Haines
May 21, 1979
Page 2

a thoroughly well-rounded discussion of most issues, and to avoid duplication.

The panel discussion and video-taping will take place at one setting. The date and time of day has not been set, as we are waiting to hear what is best for most participants.

I will be in touch with you by phone within the week to determine whether you are interested and will be able to participate. In the meantime, if you have any questions, please do not hesitate to call me at 766-2878, or Dan Bockhorst at Haines City Hall, 766-2231.

The City of Haines may be able to assist in the financing of your trip to Haines, if needed. We do recognize that if you participate, your choice to do so is one of civic purpose and responsibility. We appreciate that fact.

Please seriously consider helping us to put together this much needed informational resource.

Sincerely,



Debra J. Schnabel
Committee for Optimum Government
Haines City Council and Haines Borough Assembly

xerox: Palmer McCarter, Community and Regional Affairs
Jack Chenoweth, Legislative Affairs
Judy Slager, Ketchikan Gateway Borough
Richard Garnett, lawyer
Jim Nordale, lawyer
Ben Grussendorf, Mayor, Sitka Borough
Bob Pavitt, Planning Consultant
Dave Rose, Alaska Municipal Bond Bank Authority
Charles Northrup, Capital Community Broadcasting

5/19/79

*Committee for
optimal
government*

ARLISS-

JACK CHENOWETH CALLED ON FRIDAY AND MENTIONED AN EFFORT OF DEBRE SCHNABEL, A CITY COUNCIL MEMBER FROM HAINES. SHE IS APPARENTLY INTERESTED IN GETTING SOME PEOPLE TOGETHER TO DISCUSS THE PROBLEMS OF THIRD CLASS BOROUGH. THE IDEA SHE PRESENTED TO JACK WAS TO GET SOME LAWYER TYPES TOGETHER AND VIDEO TAPE THEIR OBSERVATIONS AND IMPRESSIONS OF THE SUCCESS AND FAILURES OF THIRD CLASS BOROUGH. THIS TAPE WOULD THEN BE SHOWN TO HAINES RESIDENTS TO STIMULATE THEIR THINKING IN REGARD TO LOCAL GOVERNMENT. JACK SUGGESTED TO HER THAT JUST LAWYER TYPES WAS NOT THE BEST WAY TO GO AND HE SUGGESTED TO HER THAT A GROUP OF PEOPLE FAMILAR WITH LOCAL GOVERNMENT AND CONCERN FOR IT GO TO HAINES AND SIT DOWN WITH A FEW OF THE LOCALS AND AT SOME TIME IN THE FUTURE DO A VIDEO TYPE FOR THE COMMUNITY RESIDENTS. ANYWAY HE THOUGHT WE AND THE COMMITTEE MIGHT BE INTERESTED IN PARTICIPATING IN SUCH A THING IF IT COMES OF. DEBRA'S NUMBER IN HAINES IS 766-2878. SHE WILL PASS THROUGH JUNEAU THIS COMING WEEK ON HER WAY TO ANCHORAGE. AND WILL CONTACT YOU. I THINK THIS MAY HAVE SOME VALUE TO OUR EFFORTS SINCE IT IS THE ONLY THIRD CLASS BOROUGH AND HAS BEEN FUNCTIONING WITH SOME DEGREE OF SUCCESS OR FAILURE FOR SOME TIME. I SUGGEST YOU TALK TO JACK BEFORE YOU CONTACT HER. TEL - 3837.

LUNCH WITH JESSE DODSON ON TUESDAY THE 22ND

I TALKED WITH TYWLA ABOUT COMING IN. SHE'S AVAILABLE, BUT DOES HAVE AN DOC'S APPOINTMENT ON TUESDAY AT 1:30.

*June 3rd
through
June 9th
93*

Dave Rose

*Palmer
Judy Sloger
nodale
93*

*Paul
nothing*



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

June 22, 1979

Ms. Jane Angvik, Director
Alaska Public Forum
429 D St. Suite 310
Anchorage, Alaska 99501

Dear Jane,

We have been trying unsuccessfully to reach you between trips and thought it might be helpful if we communicated some idea of the approach the Local Government Study is now taking so that you could clarify what you would see as your part in the effort.

As you will note from the chart (Exhibit C), the direction is now a solution-oriented one revolving around a series of meetings. The written material outlines the general plan of action.

We would like to talk with you as soon as possible so that we can begin planning the Regional Workshops and Local Hearings with your assistance. In regard to the Local Hearings, it has been mentioned that (a) one-day visits to the bush are not viewed favorably by the residents (b) that if hearings are held in the larger bush cities, and given our budgetary limitations that is probably what is possible, that there should be some thought given to bringing individuals from some of the more remote villages to the meetings.

Probably some thought should be given to what kind of advance educational effort (if any) would be helpful prior to the Local Hearings although that may be difficult not knowing the outcome of the meetings.

We would appreciate hearing from you on your return to Anchorage. We found your input and suggestions during our meetings in Juneau quite helpful and look forward to working with you.

Yours truly,

[Handwritten signature]

JOINT SENATE AND HOUSE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

Address all correspondence to: Local Government Study

May 25, 1979

Mr. Sam Coxson
Alaska Public Management
Services
6754 Blackberry Street
Anchorage, Alaska 99502

Dear Sam:

I appreciated the opportunity to chat with you briefly during the recent Federal-State Land Use Planning Commission Meeting on municipal land. I just wanted to acknowledge that conversation and let you know that we will place your name on the mailing list for information regarding the Joint Senate and House Community and Regional Affairs Committee look at local government.

At this time we are in the process of defining the various components of that study. As I indicated to you, our resources must of necessity be primarily devoted to staff. We look toward a great deal of assistance from various departments and agencies of the State Government.

We are going to make every effort to seek input from knowledgeable people, such as yourself. You work with local government, you know the problems, as well as the opportunities, and we want to take advantage of such knowledge and hopefully produce legislation and policies that can meet some of the many needs that exist.

Thank you for sharing your interest.

Sincerely,

Arliss Sturgulewski, Senator
Co-Chairman, Local Government Study

JOINT SENATE AND HOUSE INTERIM LOCAL GOVERNMENT COMMITTEES
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

Address all correspondence to: Local Government Committee

May 25, 1979

The Honorable Bryan MacLean
City Manager
City of Barrow
P.O. Box 629
Barrow, Alaska 99723

Dear Bryan:

I was pleased to have an opportunity to chat with you briefly at the recent municipal land seminar held by the Federal-State Land Use Planning Commission. I did want to let you know that we are in the process of developing the interim local government study, which is a joint effort by the Senate and House Community and Regional Affairs Committees.

Your name will be added to our mailing list and hopefully we can keep you advised periodically of the course of the study. It would be most helpful to me if you could convey some of the particular concerns that are faced by your municipality, looking at the structures of your local government and how it is working in your area.

Thank you for sharing your concern over your land issues.

Sincerely,

Arliss Sturgulewski, Senator
Co-Chairman, Local Government Committee

Ben Carver

JOINT SENATE AND HOUSE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

Address all correspondence to: Local Government Study

May 25, 1979

The Honorable Jay S. Hammond
Governor
State of Alaska
Pouch A
Juneau, Alaska 99811

Dear Governor Hammond:

During the course of the First Session of the Eleventh State Legislature, we, as Chairmen of the Senate and House Community and Regional Affairs Committees, have become aware of the long-standing need to address local government problems in both rural and urban Alaska. In response, the Legislature has approved a Local Government Study to be conducted by us and appropriated \$74,000 for that purpose.

We have met with representatives of many State departments and agencies, all of whom have been most supportive in our efforts to define the scope of this study and to identify problem areas related to local government. The objectives of the study and the tasks involved (see enclosures) represent a broad approach to the subject under study. In meeting with Mr. Jerry Reinwand and Ms. Jessie Dodson, an indication has been given that you are supportive of our efforts in this regard. Due to the complexity of this issue, which transcends any single departmental jurisdiction, we will need to depend on the resources of many of the State departments. We would appreciate your support in making these resources available.

We expect that this study will ultimately lead to legislation which would address problem areas of Title 29, as well as the broad question of achieving self-determination through local government in the unorganized borough. The question of service area formation will be addressed in some detail. In addition, we would hope that the information developed would serve as a framework for evaluating future legislation in terms of its effect as an incentive or disincentive to local government formation.

The Honorable Jay S. Hammond

-2-

May 25, 1979

We are aware of the wide scope of this study and realize the need for the executive and legislative branches to work together to achieve such a comprehensive goal. We welcome your support of our joint efforts and will keep you advised as the study progresses.

Sincerely,

Senator Arliss Sturgulewski
Co-Chairman

Representative Bill Parker
Co-Chairman

Enclosures

Atlantic Richfield Company Alaska State and Local Government Relations
P. O. Box 360
Anchorage, Alaska 99510
Telephone 907 277 5637
Dave Harbour
Regional Director



May 10, 1979

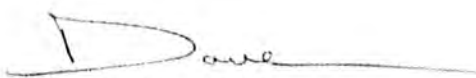
Honorable Arliss Sturgelewski
Alaska Senate
2957 Sheldon Jackson Street
Anchorage, Alaska 99504

Dear Arliss:

Working with you during the legislative session has been a pleasure. I appreciated the careful consideration you gave the several issues which we discussed and hope we have an opportunity to meet during this interim period.

Please be sure to call if Charles Cavness, 586-3680 in our Juneau office, or I, can be of assistance to you at any time.

Sincerely,


Dave Harbour

DFH:dk

*Please put on
the log for Gov. Study - done
Put down as local
contact if needed - done*

5/21

Place in
Correspondence
File - local study

Arline -

Thanks again for picking me up
at airport last Thursday & for ride to
town. Also for kind words at lands
workshop.

Apologies for the unkind words
for some of your colleagues. We would have
had a much better bill if you had
chaired the meeting.

I think there was something
gained by giving the municipalities an
opportunity for some breast beating & letting
off steam fairly privately. Later in the
afternoon the point was made that it
is necessary for us to talk to the
legislators, not just each other. With
Friday behind us, the ensuing contacts
should be calmer.

My president, however, is ready
to go on the warpath. He wants the AML
to sue & that's why I had to mention
that as a possibility. My preference is
for proposing revisions to the law after
more study & more cooling off. We will
discuss it more after the June 7th

meeting with Natural Resources
people.

Late in the afternoon, the
man from Barrow complained about the
emphasis on larger areas vs. small cities -
a point I marked down for consideration
as we plan our fall conference. Then the
man from Kake commented on a book,
Up the Organization, by Townsend, which
refers to the mistakes rural areas
make by mimicking urban structures.
That book might be interesting background
reading for the Local Government Study.

Sorry I'm missing you
this trip - have a good week.
Gunny

P.S. We had a great time soaking
up the sun on our boat in Takah
Harbor over the weekend. If you're
ever stuck in town during a weekend,
we'd love to have you join us.

JOINT SENATE AND HOUSE INTERIM LOCAL GOVERNMENT COMMITTEES
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

Address all correspondence to: Local Government Committee

May 23, 1979

The Honorable Bruce Aronson
City Manager
City of Petersburg
P.O. Box 329
Petersburg, Alaska 99833

Dear Bruce:

Thank you for your letter regarding the Local Government Study, which will be conducted by the Senate and House Community and Regional Affairs Committees. Right at this moment, we are attempting to take this very large and unwieldy subject and put it into manageable form. We have had offers of support and assistance from the Legislative Affairs Agency, the Department of Community and Regional Affairs, the Office of Coastal Zone Management, Division of Policy Development and Planning, and the Office of the Governor. Additionally, as you know, the Alaska Municipal League has for a number of years been interested in seeing work done in this area.

One of my major concerns has been in the whole area of the delivery of services to the unorganized borough. We seem to be developing many institutionalized delivery systems and yet have not encouraged the development of local government in many parts of the State. I would be very interested if you could jot down for the Committee some of your observations about areas of government that are particularly troublesome in your particular situation. It is going to be impossible to address all of the issues during our study. However, it would be very helpful, I think, to develop a laundry list of items causing concern with a view of continuing effort to address them.

Please be assured that as the study develops, we will make every effort to solicit assistance and keep people advised as to the course of the study. Thank you for contacting me.

Sincerely,

Arliss Sturgulewski, Senator
Co-Chairman, Local Government Study

CITY OF PETERSBURG

P. O. Box 329 • PETERSBURG, ALASKA 99833

May 16, 1979

Arliss Sturgulewski, Senator
State Legislature
2957 Sheldon Jackson Street
Anchorage, Alaska
99504

Re: Alaska Local Government Study

Dear Senator Sturgulewski,

It is my understanding that you and the remaining members of the Senate Community and Regional Affairs Committee will be examining the structure of local government in Alaska. To many people, this review is long overdue. Additionally, an examination of the need for regional governments (boroughs) throughout Alaska seems pertinent.

Because of my deep concern for the form and content of existing and future local governments (as well as managing a home rule city in the unorganized borough), please consider this letter as notification of interest in the study.

Also, I would be available to assist in the examination of Alaskan local government.

Sincerely,



Bruce Aronson
City Manager

BA/plc



JOINT SENATE AND HOUSE INTERIM LOCAL GOVERNMENT COMMITTEES
ALASKA STATE LEGISLATURE
Pouch V
Juneau, Alaska 99811

Address all correspondence to: Local Government Committee

May 23, 1979

The Honorable Joyce Munson
State Representative
935 East 79th
Anchorage, Alaska 99502

Dear Joyce:

I am including information received from the Legislative Affairs Agency regarding the formula for highway funds allocation in the Anchorage Municipality. This information should be of value as you begin your interim work on roads and highways.

I have a particular interest in the formula used for revenue sharing as it deals with ice roads and also maintenance dollars for municipal roads. The present maintenance allocation figures are \$900 for ice roads and some \$1500 for local public roads. There has been a great deal of pressure to increase these allocations and yet under our present method of revenue sharing it merely means that the revenue dollar is split in somewhat different ways. I would really appreciate your committee taking a look at the adequacy and method of funding.

Please notify me of your meeting schedule. If it would be of any help to you, I would be very happy to come and make a presentation regarding the study that we are going to be doing involving local government and also talk about the amount of revenue sharing for local roads.

Sincerely,

Arliss Sturgulewski, Senator
Co-Chairman, Local Government Study

Enclosures

STATE OF ALASKA
THE LEGISLATURE
LEGISLATIVE AFFAIRS AGENCY

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

MEMORANDUM

May 1, 1979

SUBJECT: Formula for Highway Funds Allocation in Anchorage Municipality
(W.O. 7099)

TO: The Honorable Arliss Sturgulewski

FROM: Elke Kallab *ek*
Policy Analyst

The State of Alaska receives federal highway aid from numerous sources. For your information I have enclosed a copy of a summary listing of all the federal programs which are available under the many federal highway programs. However, Alaska receives the bulk of its federal-aid highway dollars from four sources:

construction of the federal-aid primary system (FY 1979-\$40,162,113),
federal-aid secondary system (FY 1979-\$21,004,036),
Interstate system (FY 1979-\$15,607,695), and
resurfacing, restoring and rehabilitating of the federal-aid
primary system (FY 1979-\$10,232,385).

I am enclosing information which lists these and other federal-aid highway funds which the state is receiving in FY 1979. The categories are starred in red. The total amount the state is receiving in FY 1979 under these various programs is \$110,441,466. If you wish a key to the codes, please let me know.

The formula determining the state's share of federal-aid highway funds varies from program to program, but it is usually determined by ratios of population, area, or mileage of highways of a particular state to all states. If you wish more detailed information or breakdowns on this, we would be happy to provide them.

The State of Alaska uses a different formula to determine allocation of highway funds. The state is divided into five regions. Anchorage is one of five districts in Region 1. I am enclosing a map which shows Region 1. The Department of Transportation and Public Facilities does an annual performance evaluation of all state highways, testing each section of highway for ride, patching, rudding and cracking. The results of these tests are ranked into categories of perfect, tolerable or

May 1, 1979

deficient. The allocation of highway funds is based on the ratio of deficient mileage in a region, determined by the above performance evaluation process.

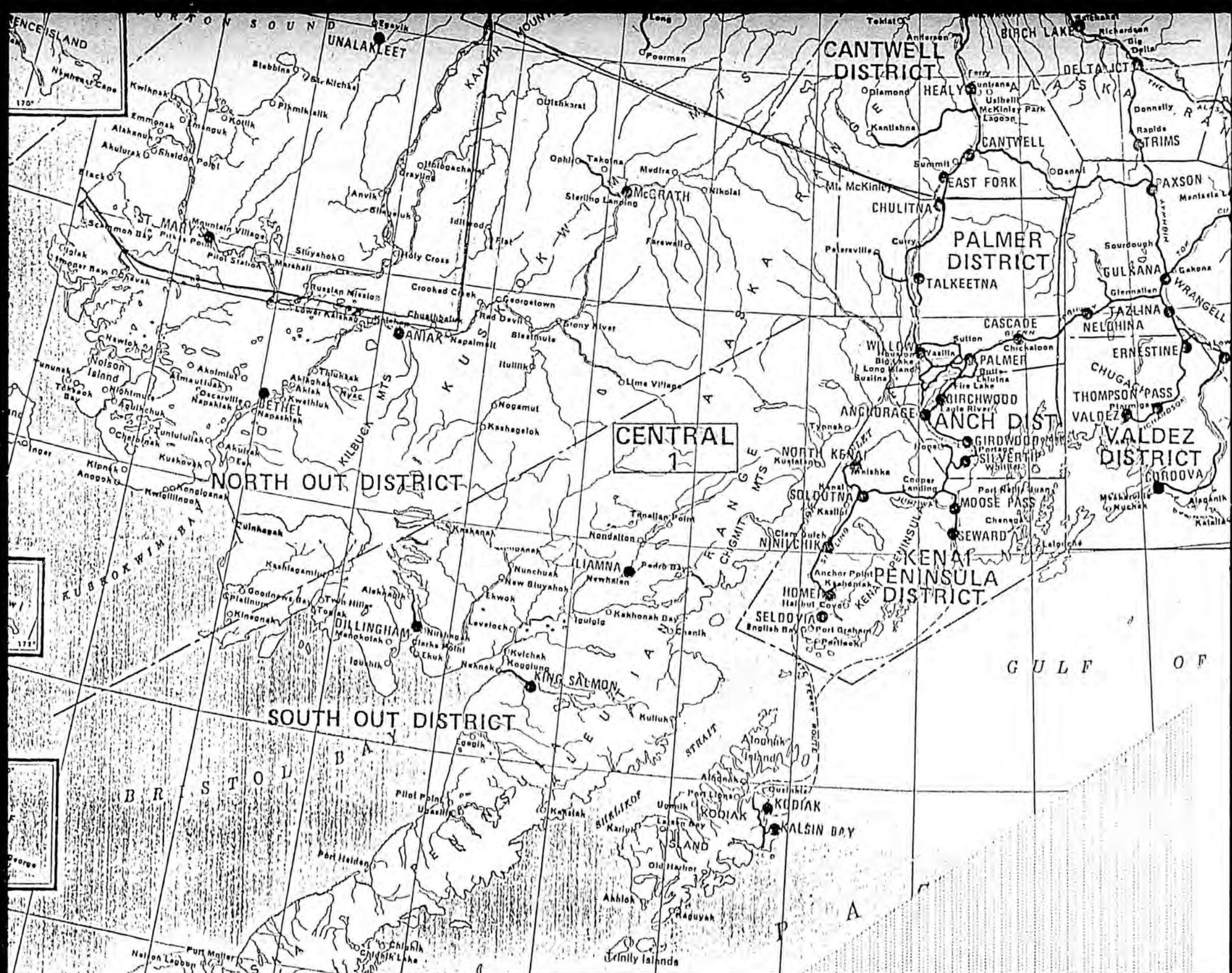
In the past, Region 1 has received from 42 percent to 48 percent of the available funds based on the deficiency formula. The Anchorage Bowl (Potter to the Muldoon intersection), which is smaller than the boundaries of the Anchorage Municipality, has traditionally received one-half, or at least \$20 million of the allocation of deficiency funds for Region 1. The current allocation is approximately \$25 million. We have been advised by the Department of Transportation and Public Facilities that allocations of highway funds to Anchorage have been, and continue to be, more generous than would be required if the deficiency mileage formula were strictly enforced.

You asked if a change in allocation of highway funds would be possible. The answer is yes. The state could change its current policy of using deficiency mileage as the determining factor. Such variables as population, area, highway mileage, vehicle miles, highway lanes, cost to maintain or build roads in a particular region, etc. could be utilized to change the allocation of funds. The feeling of the Department of Transportation and Public Facilities is that any formula which is too restrictive or inflexible would run the risk of being unable to respond to the needs of all Alaskans. For instance, the Anchorage Municipality has 225.5 miles of highways compared to a total of 1,163.2 miles in Region 1; yet Anchorage receives approximately 50 percent of the funds allocated to Region 1. On the other hand, Anchorage's 1978 estimated population was 184,775 compared to a 1978 estimated population for Region 1 of 261,967; clearly, Anchorage has considerably more than 50 percent of the region-wide population. While the Department of Transportation and Public Facilities has and continues to look at other formulas, the deficiency formula appears to be the most equitable formula for distribution of highway funds at this time.

Another way the allocation of highway funds could be changed would be to pass enabling legislation. Regulations could then be adopted to implement legislative intent.

We trust this answers all of your questions. If you wish further details, please let us know.

EK:jm
Enclosures



AUTHORIZATIONS
FEDERAL-AID HIGHWAY ACT OF 1978, HIGHWAY SAFETY ACT OF 1978
(millions of dollars)

HIGHWAY DEVELOPMENT	From Highway Trust Fund						From General Funds						FOUR YEAR GRAND TOTAL
	1978 FY*	1979 FY	1980 FY	1981 FY	1982 FY	Four Year Total	1978 FY*	1979 FY	1980 FY	1981 FY	1982 FY	Four Year Total	
Interstate ¹	\$3,250	\$3,250	\$3,500	\$3,500	\$3,200	\$13,450	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$13,450
Interstate—Min. 1/2 % ¹	125	125	125	125	125	500	—	—	—	—	—	—	500
Interstate—RRR ¹	175	175	175	275	275	900	—	—	—	—	—	—	900
Primary	1,350	1,550	1,700	1,800	1,500	6,550	—	—	—	—	—	—	6,550
Secondary (Rural)	400	500	550	600	400	2,050	—	—	—	—	—	—	2,050
Urban System	800	800	800	800	800	3,200	—	—	—	—	—	—	3,200
Forest Highways	33	33	33	33	33	132	—	—	—	—	—	—	132
Public Lands Highways	16	16	16	16	16	64	—	—	—	—	—	—	64
Economic Growth Center Dev. Highways	50	50	50	50	50	200	—	—	—	—	—	—	200
Territorial Highways	—	—	—	—	—	—	11	12	12	12	12	48	48
Billboard Control & HBA Admin. Expenses	—	—	—	—	—	—	66.5	31.5	31.5	31.5	31.5	126	126
Great River Road	25	25	25	25	25	100	10	10	10	10	10	50	140
Safer Off-System Roads	—	—	—	—	—	—	200	200	200	200	200	800	800
Access Highways	—	—	—	—	—	—	15	15	15	15	15	60	60
Traffic Control Signalization	40	—	—	—	—	—	—	—	—	—	—	—	—
Urban High Density	65	85	—	—	—	85	—	—	—	—	—	—	85
Railroad Relocation Demo	34.3	46.67	60	66.67	66.67	240	17.1	23.33	30	33.33	33.33	120	360
Bridges on Dams	—	15	—	—	—	15	—	—	—	—	—	—	15
Overseas Highway	—	8.8	—	—	—	8.8	—	—	—	—	—	—	8.8
Carpooling & Vanpooling	—	4	10	1	—	15	—	—	—	—	—	—	15
Bicycle Program	—	10	10	10	10	40	—	10	10	10	10	40	80
Multimodal Concept	—	9	—	—	—	9	—	—	—	—	—	—	9
Bloomington Br. EIS	—	0.2	—	—	—	0.2	—	—	—	—	—	—	0.2
Integrated Motorist Information System	—	1.5	2.5	26	—	30	—	—	—	—	—	—	30
Bypass Highway Demo	—	5	25	20	—	50	—	—	—	—	—	—	50
Access Control Demo Project	—	10	20	—	—	30	—	—	—	—	—	—	30
Emergency Relief ²	60	—	—	—	—	—	40	—	—	—	—	—	—
Northeast Corridor Demo	—	—	—	—	—	—	—	45	40	—	—	85	85
Appalachian Project	—	—	—	—	—	—	—	1.8	—	—	—	1.8	1.8
Forest Dev. Roads & Trails	—	—	—	—	—	—	140	140	140	140	140	560	560
Public Lands Dev. Roads & Trails	—	—	—	—	—	—	10	10	10	10	10	40	40
Park Roads & Trails	—	—	—	—	—	—	30	30	30	30	30	120	120
Parkways	—	—	—	—	—	—	45	45	45	45	45	180	180
Indian Res. Roads & Bridges	—	—	—	—	—	—	83	83	83	83	83	332	332
Rail Crossing Study	—	—	—	—	—	—	—	—	0.35	—	—	0.35	0.35
Gasohol Study Comm.	—	—	—	—	—	—	—	1.5	—	—	—	1.5	1.5
TOTAL FISCAL YEAR AUTHORIZATIONS—HIGHWAY DEVELOPMENT	\$6,423.3	\$6,719.17	\$7,101.5	\$7,347.67	\$6,500.67	\$27,669	\$667.6	\$658.13	\$656.65	\$619.83	\$619.83	\$2,554.65	\$30,223.65
HIGHWAY SAFETY													
State & Community Grants													
NHTSA	\$ 137	\$ 175	\$ 175	\$ 200	\$ 200	\$ 750	\$ —	\$ —	\$ —	\$ —	\$ —	\$ —	\$ 750
FHWA	25	25	25	25	25	100	—	—	—	—	—	—	100
Research & Development Grants													
NHTSA	50	50	50	50	50	200	—	—	—	—	—	—	200
FHWA	10	10	10	10	10	40	—	—	—	—	—	—	40
Bridge Replacement & Rehabilitation	180	900	1,100	1,300	900	4,200	—	—	—	—	—	—	4,200
Pavement Marking	50	65	65	85	—	195	—	—	—	—	—	—	195
Hazard Elimination Program	125	125	150	150	200	625	—	—	—	—	—	—	625
Rail-Highway Crossings	125	190	190	190	190	760	75	—	—	—	—	—	760
55 mph Enforcement	—	50	67.5	67.5	67.5	252.5	—	—	—	—	—	—	252.5
Innovative Safety Grants	15	—	5	10	15	30	—	—	—	—	—	—	30
Schoolbus Driver Training	—	2.5	2.5	2.5	2.5	10	—	—	—	—	—	—	10
Accident Data Acquisition	—	5	5	5	5	20	—	—	—	—	—	—	20
Highway Safety Education	—	16	—	—	—	16	—	—	—	—	—	—	16
TOTAL FISCAL YEAR AUTHORIZATIONS—HIGHWAY SAFETY	\$ 717.0	\$1,613.5	\$1,845.0	\$2,075.0	\$1,665.0	\$ 7,198.5	\$ 75	\$ —	\$ —	\$ —	\$ —	\$ —	\$ 7,198.5
TOTAL	\$7,140.3	\$8,332.67	\$8,946.5	\$9,422.67	\$8,165.67	\$34,867.5	\$742.6	\$658.13	\$656.65	\$619.83	\$619.83	\$2,554.65	\$37,422.15

* Authorized in Federal-Aid Highway Act and Highway Safety Act of 1976.

¹ FY-1980-1983 Interstate funds apportioned one year in advance of fiscal year authorization.

² Emergency Relief, \$100 million continuing authorization all from Highway Trust Fund.

Section 3—Discretionary	\$1,375	\$1,410	\$1,575	\$1,765
Section 5—Formula	1,515	1,580	1,665	1,765
Basic Tier	(850)	(900)	(900)	(900)
Second Tier	(250)	(250)	(250)	(250)
Commuter	(115)	(130)	(145)	(160)
Bus	(300)	(300)	(370)	(455)
Rural Assistance	30	100	110	120
Miscellaneous	90	95	100	105
Bus Terminals	40	40	40	40
Intercity Operations *	30	30	30	30
Transportation Institutes	10	10	10	10
Waterborne Demo	20	5	—	—

TOTAL FUNDING \$13,580,000,000 (four year authorization)

*Includes HPS

FUNDS		UNOBLIGATED	P S & E	OBLIGATED AGREEMENT	ANNUAL APPORTIONMENT
F	1979	40,162,113			40,162,113 *
F	1978	16,193,916	3,861,690	35,782,490	55,838,096
F	1977			55,871,200	55,871,200
	Subtotal F (010)	56,356,029	3,861,690	91,653,690	151,871,409
FR	1979 (110)	10,232,385			10,232,385 *
	TOTAL - F	66,588,414	3,861,690	91,653,690	162,103,794
F	1961 thru 1973 (012)			322,592,372	322,592,372
F	HPS 1961 & Subs.			994,957	994,957
F	1960 & Prior * (112)			25,319,104	25,319,104
	TOTAL - F			348,906,433	348,906,433
S	1961 thru 1973 (022)	36,259		194,303,145	194,339,404
S	HPS 1961 & Subs.			666,948	666,948
S	1960 & Prior * (122)			16,823,094	16,823,094
	TOTAL - S	36,259		211,793,187	211,829,446
U	1961 thru 1976 (032)			2,808,998	2,808,998
U	HPS 1961 & Subs.			5,606	5,606
U	1960 & Prior * (132)			209,975	209,975
	TOTAL - U			3,024,579	3,024,579
M	1979	3,841,894			3,841,894 *
M	1978		56,276	4,602,286	4,658,562
M	1974 thru 1977			15,980,413	15,980,413
	Subtotal - M (W32)	3,841,894	56,276	20,582,699	24,480,869
PR	1978 (W08)			19,452	19,452
	TOTAL - M	3,841,894	56,276	20,602,151	24,500,321
I	1979	15,607,695			15,607,695 *
	TOTAL - I (050)	15,607,695			15,607,695
RF	1976	80,914	769,568	40,671,743	41,522,225
RF	1970 thru 1975			57,810,319	57,810,319
	TOTAL - RF (073)	80,914	769,568	128,482,062	129,332,544
RS	1979	16,532,528	4,471,508		21,004,036 *
RS	1978		2,652,598	22,923,077	25,575,675
RS	1970 thru 1977			100,791,562	100,791,562
	Subtotal - RS (075)	16,532,528	7,124,106	123,714,639	147,371,273
SR	1979 (079)	5,351,347			5,351,347 *
	TOTAL - RS	21,883,875	7,124,106	123,714,639	152,722,620
HPR	1979	1,464,964			1,464,964 *
HPR	1978	265,040		1,046,000	1,311,040
HPR	1964 thru 1977			10,858,114	10,858,114
	TOTAL - HPR (080)	1,730,004		11,904,114	13,634,118
PL	1979	74,549		79,189	153,738 *
PL	1978			146,014	146,014
PL	1974 thru 1977			610,900	610,900
	TOTAL - PL (082)	74,549		836,103	910,652
LO	1976 (124)	299,557	28,872	54,380,447	54,708,876
	TOPICS 1970 thru 1973			424,214	424,214
	D & L FUNDS			6,560,423	6,560,423
	GRAND TOTAL	110,143,161	11,840,512	1,002,282,042	1,124,265,715
FY RECAP					
	1961 & Subs.	110,143,161	11,840,512	953,369,446	1,075,353,119
	1960 & Prior			48,912,596	48,912,596
	TOTAL - FY RECAP	110,143,161	11,840,512	1,002,282,042	1,124,265,715

STATUS OF FEDERAL AID FUNDS

MONTH ENDING January 31, 1978

FUNDS	OBLIGATED			ANNUAL APPORTIONMENT
	UNOBLIGATED	P S & E	AGREEMENT	
EMERGENCY RELIEF FUNDS				
ER-AO APPN 098	437,144		45,134,645	45,621,789
ERFO APPN 099			18,686,674	18,686,674
TOTAL - ER	437,144		63,871,319	64,308,463
ROW REVOLVING FUNDS				
Q APPN 102 FY 1973-78		20,933,710		20,933,710
TOTAL - ROW		20,933,710		20,933,710
ECONOMIC GROWTH FUNDS				
EGC APPN 106 FY 1979	2,819,676			2,819,676 *
EGC APPN 106 FY 1978	504,990		2,370,828	2,875,818
EGC APPN 106 FY 1972-77			13,952,649	13,952,649
TOTAL - EGC	3,324,666		16,323,477	19,648,143
BRIDGE REPLACEMENT & REHABILITATION FUNDS				
ER/BH APPN 114 FY 1979	314,000			314,000 *
ER APPN 115 FY 1978	40,644		124,144	164,788
ER APPN 115, 1973-77			7,284,926	7,284,926
TOTAL - ER 115	40,644		7,409,070	7,449,714
ER/BH APPN 117 FY 1979 (OS)	219,500	16,000		235,500 *
ER/BH APPN 118 FY 1979	916,500	104,000		1,020,500 *
ALASKA ASSISTANCE FUNDS				
AL APPN 133 FY 1972-76			100,000,000	100,000,000
AA APPN 691			3,212,760	3,212,760
FOREST HIGHWAY FUNDS				
FH APPN 151 FY 1979	3,013,198			3,013,198 *
FH APPN 151 FY 1978	627,609		2,129,934	2,757,543
FH APPN 151 FY 1972-77			16,915,391	16,915,391
TOTAL - FH	3,640,807		19,045,325	22,586,132
PUBLIC LANDS HIGHWAY FUNDS				
FLH APPN 153 FY 1979	1,575,000			1,575,000 *
FLH APPN 153 FY 1978			777,472	777,472
FLH APPN 153 FY 1975-77			4,000,000	4,000,000
TOTAL - FLH	1,575,000		4,777,472	6,352,472
HIGHWAY BEAUTIFICATION FUNDS				
APPN 646			7,500	7,500
APPN 649			148,750	148,750
TOTAL - OA			156,250	156,250
APPN 659 - JU			570,750	570,750
APPN 666			539,434	539,434
APPN 667			562,965	562,965
APPN 669			336,796	336,796
TOTAL - Lands			1,489,195	1,489,195

STATUS OF FEDERAL AID FUNDS

MONTH ENDING January 31, 1979

FUNDS	UNOBLIGATED	OBLIGATED		ANNUAL
		P S & E	AGREEMENT	APPORTIONMENT
HIGHWAY SAFETY				
RRS APPN 138 FY 1979	1,441,460			1,441,460 *
RRS APPN 138 FY 1978	24,284	45,000	630,716	700,000
RRS APPN 138 FY 1974-77			1,422,746	1,422,746
TOTAL - RRS	1,465,744	45,000	2,053,462	3,564,206
RRP APPN 139 FY 1979	1,441,460			1,441,460 *
RRP APPN 139 FY 1978	782,482	52,815		835,297
RRP APPN 139 FY 1974-77		6,585	35,126	41,711
TOTAL - RRP	2,223,942	59,400	35,126	2,318,468
PMS APPN 140 FY 1979	150,000			150,000 *
PMS APPN 140 FY 1978	133,375		16,625	150,000
RHS-PMS APPN 140 FY 1977			150,000	150,000
RHS-PMS APPN 140 FY 1974-77			265,095	265,095
TOTAL PMS-RHS	283,375		431,720	715,095
HES APPN 141 FY 1979	612,500			612,500 *
TOTAL - HES	612,500			612,500
HHS APPN 142 FY 1976		30,150	2,172,658	2,202,808
HHS APPN 142 FY 1974-75			1,968,756	1,968,756
TOTAL - HHS		30,150	4,141,414	4,171,564
ROS APPN 144 FY 1974-76			852,500	852,500
TOTAL - ROS			852,500	852,500
HHS APPN 145 FY 1978	64,789	1,586,897	943,107	2,594,793
HHS APPN 145 FY 1977			4,120,640	4,120,640
TOTAL - HHS	64,789	1,586,897	5,063,747	6,715,433
SRS APPN 148 FY 1976	440,883	37,087		477,970
SRS APPN 148 FY 1975		402,349	97,651	500,000
SRS APPN 148 FY 1974			250,000	250,000
TOTAL - SRS	440,883	439,436	347,651	1,227,970
GRAND TOTAL HWY SAFETY	5,091,233	2,160,883	12,925,620	20,177,736

OFF-SYSTEM ROADS				
OS APPN 627 FY 1976	494,399	547,234	9,702,154	10,743,787

SAFER OFF-SYSTEM ROADS

SOS APPN 679 FY 1978			18,629	18,629
SOS APPN 680 FY 1979 **	7,314,302			7,314,302 **
SOS APPN 680 FY 1978	3,344,351	5,620,882		8,965,233
SOS APPN 680 FY 1977		7,883,256	1,513,513	9,396,769
TOTAL 679 - 680	10,658,653	13,504,138	1,532,142	25,694,933

**No Appropriation - Not available for obligation

OFF-SYSTEM RAILWAY-HIGHWAY CROSSINGS

RRO APPN 685 FY 1977-78				-0-
RRO APPN 685 TQ 1976		270,184		270,184
TOTAL - 685		270,184		270,184
RRO APPN 686 FY 1978	409,632			409,632
RRO APPN 686 FY 1977				-0-
RRO APPN 686 TQ 1976	5,760	264,416		270,185
TOTAL - 686	415,401	264,416		679,817

STATE OF ALASKA

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

DIVISION OF LOCAL GOVERNMENT ASSISTANCE

JAY S. HAMMOND, GOVERNOR

225 CORDOVA, BUILDING B
ANCHORAGE, ALASKA 99501

August 16, 1979

The Honorable Arliss Sturgulewski
Alaska State Senator
2957 Sheldon Jackson Street
Anchorage, Alaska 99504

Dear Arliss:

RE: Task Force for Rural Development

Many thanks for taking time from your busy schedule to address the status of the Local Government Study with the Task Force members. It appeared the perennial questions of federal/Alaska Native relationship, village status, and government coordination were the same concerns of Task Force members.

As you requested, I will send the summary of the Local Government Study symposium to the Task Force members.

Enclosed is a list of the people attending, as requested.

Again, many thanks.

Cordially,



Lare'

Community Development Coordinator

L:jb

Enclosures: (1)

TASK FORCE FOR RURAL DEVELOPMENT

Attendees: August 15, 1979

Pete McGee
U.S. Housing and Urban Development
Community Development Block Grants

Joe Ferguson and Jim Deagen
Department of Commerce and Economic Development

Clyde Courtnage and Cynthia Meinke
U.S. Department of Commerce, EDA

Ms. Lare' and Mark Stevens
Department of Community and Regional Affairs

Bob Peterson
Kodiak Area Native Association

Jack Roderick
Farmer's Home Administration

Sally Rue
Division of Policy Planning and Development

Ray Kent
Tanana Chiefs Conference

Dan Boyette
Alaska Village Council President

Bob Bradley
Department of Transportation and Public Facilities

James Fisher
U.S. Department of Agriculture

STATE OF ALASKA

DEPT. OF COMMUNITY & REGIONAL AFFAIRS

DIVISION OF LOCAL GOVERNMENT ASSISTANCE

JAY S. HAMMOND, GOVERNOR

225 CORDOVA, BUILDING B
ANCHORAGE, ALASKA 99501

August 2, 1979

279-3462 *Carl & put
in calendar*

Honorable Arliss Sturgulewski
Alaska State Senator
2957 Sheldon Jackson Street
Anchorage, Alaska 99504

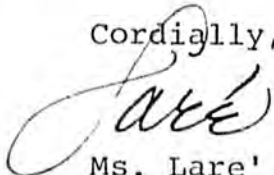
Dear Arliss:

Re: Task Force for Rural
Development

Enclosed is the Agenda for the Task Force meeting. If you have any questions, please call. Otherwise, we are looking forward to seeing and hearing from you on August 15, 1979, at 8:15 a.m.

Do hope your symposium goes well this weekend. It sounds exciting.

Cordially,



Ms. Lare'
Community Development Coordinator

L:am
Enclosure

AGENDA

TASK FORCE FOR RURAL DEVELOPMENT

August 15, 1979

8:15 a.m.

First Floor Conference Room
225 Cordova, Bldg. "B"
Anchorage

Local Government Study

Senator Arliss
Sturgulewski

about an hour - no background

Agency Reports

Alaska Housing and Urban Development

John Duffy

Town & Village Association

Rynneva Wescott

Econ. Dev. Dist. (1960s) Headquarter - Fairbanks
Division of Policy Development & Planning

John Halterman

HUD/CDBG

1970s - 1975
✓Pete McGee

Tanana Chiefs Conference

Ray Kent

Environmental Health, PHS

Fred Reiff

Native Mauneluk

Bob Knoll

Farmer's Home Administration

Jack Roderick

Kodiak Area Native Association

(no info) Bob Peterson ✓

Economic Development Administration

Clyde Courtnage

Tlingit Haida Central Council

Sandra Borbridge

Commerce & Economic Development

Joe Ferguson

Bristol Bay Native Association

Val Angason

Transportation & Public Facilities

Kit Duke

Alaska Village Council Presidents

Dan Boyette

Community Planning, DCRA

Larry Kimball

RDA, DCRA

Lare'

Other

Next Meeting:

Date:

Time:

Place:

Major Topic:

Robert Bradley

Jim Fisher

Joe Ferguson

STATE OF ALASKA

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

Copied 2.8.8.
FINANCE DIVISION
POUCH WF-STATE CAPITOL
JUNEAU, ALASKA 99811
PHONE: (907) 465-3795

M E M O R A N D U M

TO: Sen. Arliss Sturgulewski

FROM:  Jim Duncan, Chairman
Legislative Budget & Audit Committee

SUBJECT: Coordination of CETA Programs
(Your Request for Comment)

DATE: Aug. 30, 1979

As Milt Barker summarizes in his memo to you, the authority of the Public CETA Prime Sponsors and Native Prime Sponsors (CETA Title III) are distinctly separate under Federal Law (The Native American Self-Determination Act). Because they are different entities the State has no clear authority or basis in law to impose any regulation of the Title III Prime Sponsor's activities. In the past, any suggestion of subordination of Title III activities to State Agency Coordination or oversight has been responded to very negatively.

The appropriate agency to act in this capacity for Title III primes is the Alaska Federation of Natives. I know that Morris Thompson considers this coordination to be a major goal to achieve during his tenure as President of AFN. I believe the mood for cooperation via Native agencies is better than it may have been in the past.

Recently, the Carter administration introduced legislation that could significantly alter the character of CETA programs. Additionally, incentives are provided to demonstrate the highest possible degree of coordination. I know some work has been completed along these lines but I am not certain of the current status of that work with AFN and the Native Prime Sponsors.

I would suggest talking to Roger Lang, President of the Alaska Native Foundation, and Morris Thompson, President of

Sen. Arliss Sturgulewski

-2-

Aug. 30, 1979

the Alaska Federation of Natives about this subject. These agencies have recently been working cooperatively on this and similar subjects, and of course they have the perspective of the history of past efforts to organize and coordinate Title III activities statewide.

JD:jp

STATE OF ALASKA

DEPARTMENT OF EDUCATION

THE X-CED CONSORTIUM BOARD
CROSS-CULTURAL EDUCATION DEVELOPMENT PROGRAM

had you
Local
Education
JAY S. HAMMOND
GOVERNOR

2221 E. NORTHERN LIGHTS BLVD.
SUITE 220
ANCHORAGE, ALASKA 99504
PHONE (907) 279-0503

October 10, 1979

Hon. Arliss Sturgulewski
Alaska Senate
2957 Sheldon Jackson St.
Anchorage, AK 99504

re: Native Educators for Village Schools;
Career Employment Opportunities in
Rural Communities; EEO & Affirmative
Action

Dear Senator Sturgulewski:

As you are aware, the issue of the instate preparation of teachers and school administrators, particularly for our rural schools, has long been with us. The issue has been becoming increasingly prominent, particularly among the Native citizens who are expressing their view that many more Native teachers and administrators are needed. We, the Community Council and Consortium Board of the Cross-Cultural Education Program represent many such citizens.

The continual 'importation' of several hundred educators each year from outside of Alaska, and the fact that education is one of the largest employers in both rural and urban Alaska while unemployment in rural areas is extremely high, is an obviously contradictory situation. Teacher turnover, and the lack of preparation of non-Alaskan educators to function effectively in the culturally different village and village school environments, are factors which cause public dissatisfaction with the rural schools, and which call into question the provision of equal educational opportunities for rural children and youth.

Statistically, Alaska's teacher education programs graduate fewer than 15% of the teachers needed annually by the State's schools, the problem being greatest in the rural school districts. Fewer than 4% of the teachers in Native village schools are Natives. The percentage is far less for Native school administrators.

Rural Community Colleges serving predominantly Native areas offer little relief for the situation, limited in part by the fact that Community College programs are not aimed at educating people to the Bachelor degree and subsequent state teacher certification. The Rural Education unit of the University is not involved in teacher education and does not offer, nor has it yet designed, an academic program, and is not a degree granting unit.

The Cross-Cultural Education Program (X-CED), administered by the State Dept. of Education and academically conducted by the Univ. of Alaska-Fairbanks School of Education, and a small program offered by Sheldon Jackson College in Southeast Alaska, are the only accredited, certificating teacher education programs in the State which are offered onsite to students in rural Alaska. X-CED offers the only cross-cultural emphasis curricula.

X-CED has historically been funded primarily by federal grants, with small State General Fund support. At its current funding level, and with its present resources, it cannot meet the large need described above. Also, although it and the Center for Cross-Cultural Studies at the University of Alaska-Fairbanks are working on the development of a program to prepare teachers for the new small rural high schools, again the resources available to meet this need are limited.

The issues of the need for Native (and other minority) school administrators was addressed in CSSS HB 125, a Bill to establish an Alaska Education Administration Internship program, but the Bill has twice failed.

In sum, there are five important needs which should be immediately addressed.

They are:

1. Preparation of Native persons to teach in rural elementary schools and to contribute to their improvement.
2. Preparation of Native and other persons to teach in rural small high schools and to contribute to their improvement.
3. Preparation of Native and other persons especially qualified to administer rural schools and school districts.
4. Orientation and cross-cultural training of experienced teachers who:
 - a. Come as new hires to Alaska from other states.
 - b. Have taught in Alaska but need education in cross-cultural areas.
5. An activity to provide applied research in cross-cultural education, to assess progress, to recommend future educational policy.

Of the five, numbers 1 and 2 are the present focus of the X-CED program. We, the X-CED Consortium Board, believe that there must be sufficient qualified Native educators in the rural school districts which serve Native communities to insure that cultural

perspectives and Native Societal goals influence the development and operation of such schools. Although many rural school boards have majorities of Native members, the administrative and teaching staffs remain non-Native. We ask you, therefore, to approve an appropriation of State General Funds for 1980-81 adequate to enable X-CED to expand its program into at least two new regions, to add at least one instructor to the one currently serving in each of seven regions, to provide for increased help to students by adding part-time village-based tutors, and to enable X-CED to cover salary costs necessary to draw the most qualified instructors to it. The program needs a solid base of State funding in order that it can become less reliant on federal grants, since they are not intended to provide for ongoing program operations.

Important need 3 requires a new program to prepare Native (and other minority) school administrators. This could be implemented by the University of Alaska's Center for Cross-Cultural Studies or other qualified unit, either through direct appropriation or through the Cross-Cultural Education BRU in the State Department of Education.

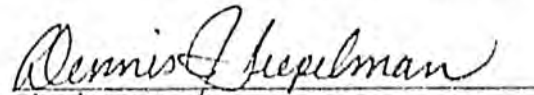
Important need 4 might be financed by school districts which want orientation and cross-cultural training for incoming new teachers, but a small State appropriation to the University of Alaska-Fairbanks to initiate such a program would be a positive step.

Meeting the fifth need is a University responsibility from which a request for funds should be initiated and, if so, viewed favorably by the State.

Please consider all these needs, but particularly items 1 and 2 which are addressed in the budget request of the Cross-Cultural Education Program.

Respectfully yours,

THE X-CED CONSORTIUM BOARD*


Chairman

Approved by the Consortium at its
Meeting in Fairbanks, Oct. 9 & 10, 1979.

CB:slw

*Members:

Dennis Tiepelman, Chairman
Beverly Huhndorf, Vice-Chairman
Johnson Eningawuk, Shishmaref
Joe Noongwook, Savoonga
James Gooden, Kiana
Ida Olemaun, Barrow
George Edwardson, Barrow
Christine Wilson, Ft. Yukon
Sarah Knudson, Ft. Yukon
Marion Acker, Allakaket

Robert Greene, AASB, Juneau
Dora Gauthier, Dillingham
Dawn Madara, Aniak
Pius Tuluk, Chevak
Amelia Dickerson, Nome
Charles Ray, UA, Fairbanks
George White, AASA, Kotzebue
Charlie Arteaga, NEA-Alaska, Anch.
Marge Walker, RE, Anchorage
Mike Gaffney, UA, Native Studie, F
Judy Franklet, ADOE, Juneau
Dennis Demmert, ANEA, Fairbanks

STATE OF ALASKA

DEPARTMENT OF EDUCATION

CROSS-CULTURAL EDUCATION DEVELOPMENT PROGRAM

JAY S. HAMMOND
GOVERNOR

2221 E. NORTHERN LIGHTS BLVD.
SUITE 220
ANCHORAGE, ALASKA 99504
PHONE (907) 279-0503

THE X-CED CONSORTIUM BOARD

October 2, 1979

Rep. Thelma Buchholdt, Chairman
House Committee on Health, Education and
Social Services
2607 Kona Lane
Anchorage, AK 99503

Dear Rep. Buchholdt:

This is to again call your attention to the need for a program for the preparation of Native educators to become principals, superintendents, and other administrators in Alaska's rural schools. Such a program might later be extended to foster the preparation of other minority school administrators for urban schools, but at present the need is greatest in the rural schools where in the entire State there is only one superintendent (Southeastern) and only 2 or 3 principal-teachers who are Native. This situation, we feel, calls for remedy.

CSSS HB 125, a Bill establishing an "Alaska Education Administration Internship" program has been introduced and has failed several times. Its philosophy and purposes are excellent because it addresses this need. But we think it is not well thought out. For one thing, to place the administration of such a program in the Postsecondary Commission is inappropriate. It should be placed in the State Department of Education which, in turn, could contract with Alaska colleges and universities which have the capability of carrying out the program. Also, financial support for persons preparing to become school administrators should be provided since the State Student Loan program alone could not enable a person to support himself or herself and a family. Some suggested changes to the Bill have been sent to you in the past and bear consideration.

We hope that this serious absence of Native and other minority school administrators in Alaska will be seen by the Legislature as an issue warranting solution.

Sincerely yours,

THE X-CED CONSORTIUM BOARD*


Chairman

CB:slw

cc: Hon. John Sackett, Alaska Senate
Hon. Russ Meekins, Jr., Alaska House of Representatives
Hon. Glenn Hackney, Alaska Senate
Hon. Arliss Sturgulewski, Alaska Senate
Hon. Bill Parker, Alaska House of Representatives
Commissioner Marshall Lind, Alaska Dept. of Education

*

Members:

Dennis Tiepleman, Chairman, Kotzebue
Beverly Huhndorf, Vice-Chairman, Galena
Johnson Eningawuk, Shishmaref
Joe Noongwook, Savoonga
James Gooden, Kiana
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George Edwardson, Barrow
Christine Wilson, Ft. Yukon
Sarah Knudson, Ft. Yukon
Marion Acker, Allakaket
Dora Gauthier, Dillingham
Dawn Madara, Aniak
Pius Tuluk, Chevak
Amelia Dickerson, Nome
Charles Ray, Dean, School of Education, UA-F
George White, Alaska Assn. of School Administrators, Kotzebue
Charlie Arteaga, President, NEA-Alaska, Anchorage
Marge Walker, Dean, RE, UA, Anchorage
Mike Gaffney, Director, Native Studies, UA-F
Judy Franklet, Director, Bilingual/Bicultural, ADOE, Juneau
Dennis Demmert, Alaska Native Education Assn., Fairbanks
Robert Greene, Exec. Secretary, Assn. of Alaska School Boards, Juneau

August 13, 1979

Ms. Muriel Dobbin
The Sun
2040 Franklin Street
Baltimore, Maryland 21203

Dear Muriel:

I wanted to send you a few brief thoughts in response to your April 24th letter regarding my comments about possible conflicts between rural and urban Alaskans. I think the potential for those conflicts exists and will grow greater in the immediate years to come.

It seems to me the conflicts will fall into two major areas: 1) the issue of self-determination; In the last session of the Legislature, we had the issue of the regional Fish and Games Boards. The proposal was to allow for regional boards to give input on local management issues for fish and game resources to the State Government. The Native leadership wished to see not only advisory powers, but actual regulatory powers granted to the areas, particularly where subsistence hunting is a major resource. Other such conflicts will arise due to the special Indian-Native programs that are funded directly to the Native people; and 2) the issue of distribution; i.e., distribution of Alaska's energy riches to the Alaskan people. Certain areas of the State are resource poor and others resource rich. The State Government has not successfully grappled with the distribution of special nonrecurring resource-revenue dollars. There exists a great need for an orderly process of distributing these dollars. The political makeup of the State Legislature will be vastly changed as a result of reapportionment in 1982. It is expected that there will be a substantial increase in the number of seats held by Anchorage, Fairbanks and the growing urbanizing area in between. The ability of the rural areas to capture a share of the overall State's resources will certainly become more difficult.

The issues are many and certainly varied, but what an exciting time and place to be involved. Good luck to you.

Sincerely,

Arliiss Sturgulewski
Senator, District 10-H

MORNING

EVENING

SUNDAY

THE SUNTHE A. S. ABELL COMPANY, PUBLISHER
BALTIMORE, MD. 21203West Coast Bureau,
2040 Franklin Street,
San Francisco 94109

April 24, 1979

Dear Arliss,

Thank you so much for your letter of April 11 and I am glad you enjoyed my Alaska articles.

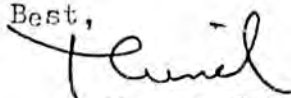
Congratulations on your Senate success -- when I was there it sounded as if you were well on your way to election and obviously the soundings were accurate.

I haven't been in Alaska since I saw you-- have been much involved in stories about the nuclear fallout survivors in Utah and Nevada, which as you know, has become a tremendous national issue, and probably rightly so.

I am particularly interested in your comments about the conflict between rural and urban Alaska, and the possibility of stories on this issue. If you have any further thoughts or material along these lines, I would be grateful to hear about it, as I am always looking for story ideas and Alaska is so immense that you do have to be selective about what you decide to do.

However, I will hope to come up with something soon that will produce a trip to Alaska -- I never did get to Juneau last time around, and would like to see it, even if it isn't the best qualified town to be a State Capital!

Best,



Muriel Dobbin

BERING SEA FISHERMAN'S ASSOCIATION

now Gov Study
October 17, 1979

GREETINGS:

On October 7th and 8th the people who fish in Western Alaska met with one thought in mind, to unite all the fishermen under one organization. This was the beginning of BERING SEA FISHERMAN'S ASSOCIATION.

Five regions make up the geographic breakdown and they are Nana, Bering Straits, Calista, Bristol Bay and the Aleut corporations. The Board of Directors are three elected members from each of the five regions.

The purposes of this organization is to influence State and/or Federal legislation and/or regulations which affect its members; to engage in educational activities for the benefit of its members; to operate on a non-profit basis for the mutual benefit of its members; to assist any region in marketing their products and providing services to its members and to employ its members in the production of goods for sale.

Due to high interest the first order of business was targeted at the herring regulations and industry. Eventually as the organization expands it will cover all fisheries in the Bering Sea. One of the first motions made was identifying the priorities with the fisheries. The first motion was to protect the resource, second was protect subsistence use and third was to enhance fishing commercially for local development in all regions.

Presently this association is operating with generous assistance from several regional profit and non-profit corporations in their affected areas. Several of the State legislatures have assisted with seminars and information. We are seeking funds to operate the administration from different sources. Until we do, we will need continued support financially and with resolutions from all the profit and non-profit corporations.

The next scheduled meeting for the Board of Directors has been called for in Anchorage on December 1st and 2nd, just before the Board of Fisheries meeting. It is unknown if we will have money for transportation and per diem in time.

If you have any questions and suggestions please write or call me.

GARRETT S. AUKON
PRESIDENT, BERING SEA FISHERMAN'S ASSOCIATION
P.O. BOX 561
NOME, ALASKA 99762
Phone # 443-5231 work
443-5563 home

Sincerely

GARRETT S. AUKON

BERING SEA FISHERMAN'S ASSOCIATION

INITIAL BOARD

NANA

CALVIN MOTO

GIDEON BARR

ENOCH SHIEDT - TREASURER

BERING STRAITS

WEAVER IVANOFF - SECRETARY

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DAN NANALOOK SR.

ALEUT

DAVID OSTERBACK

RICHARD KOSO

MARTIN GUNDERSON

Cook Inlet Aquaculture Assn.

P. O. Box 850 — Soldotna, Alaska 99669
262-4441 Ext. 257

July 19, 1979

Senator Arliss Sturgulewski
2957 Sheldon Jackson St.
Anchorage, Ak. 99504

Dear Senator Sturgulewski:

Please overlook the fact this is a duplicated letter. It is being done because the information to each of you is identical and time is important. Thank you for your understanding of this means of communication.

The lawsuit questioning the constitutionality of private-non-profit aquaculture as established in Alaska has received a Superior Court decision. Judge Compton has ruled against the defendants (State of Alaska, Northern Southeast Aquaculture Association, and several processors) on all counts.

This is a serious blow to the aquaculture efforts throughout the state. The attitude of many legislators, commissioners of various depts., fishermen and others involved is no doubt less positive and optimistic. A willingness by legislators to continue support is important.

To continue that support you need logical reasons supported by facts. In Cook Inlet there are facts to validate your continued support of aquaculture efforts by member organizations of Cook Inlet Aquaculture Association.

FACT NO. 1: Thousands of hours of volunteer time are being invested by all user groups in this effort.

FACT NO. 2: Cook Inlet has several good project sites. The biological, the user group utilization, and the harvest management problems are such they have viable solutions. A 50 to 75% annual increase in salmon runs in Cook Inlet is possible.

FACT NO. 3: The economy of the area requires a strong fishery base. This base is composed of both sport and commercial utilization of the resource. That base is enhanced by the aquaculture focus on production rather than harvest.

Your support is needed so that the financial problems caused by this decision can be overcome before the associations must close down. The Attorney General's office, the Governor's office, the Dept. of Commerce & Economic Development and the Dept. of Fish & Game must be aware of your support to:

1. Continue legislative efforts to overcome the deficiencies in the law.
2. Continue financial support until that happens.
3. Your unwillingness to let this idea die while it is not yet strong enough to live on its own.

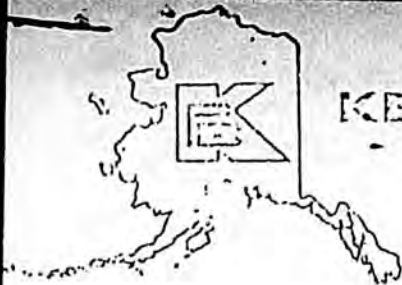
I hope that during the upcoming special session you can convey your willingness to support aquaculture efforts to the proper sources. Thank you.

Sincerely,



Floyd E. Heimbuch
Executive Director

FEH:sa



KENAI PENINSULA BOROUGH

BOX 850 • SOLEDAD, ALASKA 99669
PHONE 262-4441

July 30, 1979

DON GILMAN
MAYOR

Lee McAnerney, Commissioner
Dept. of Community & Regional Affairs
Pouch B
Juneau, Alaska 99811

Re: Senior Citizen Exemptions

Dear Commissioner McAnerney:

This letter is written to question the method which the Department of Community and Regional Affairs is using to compute Senior Citizen exemptions. Your guidelines specify that the home and one acre (inside cities) and five acres (outside cities) are eligible for Senior Citizen reimbursement to local taxing jurisdiction. I am questioning the propriety of this ruling for the following reasons:

1. We cannot find any regulation promulgated through the Alaska Administrative Code which specifies this acreage, only the guidelines.

2. The law, A.S. 29.53.020(e), simply states "The real property owned and occupied as a permanent place of abode.....is exempt." Our borough attorney has indicated that we cannot bill Senior Citizens for any of the difference between one and five acres and the actual property amount, based upon the clear language of the statute as amended in 1977. In other words, one cannot allocate a portion of the real estate known as the residence, anymore than one can allocate between the real estate known as the land. He also states that we must submit this amount to your department for reimbursement, and he questions the basis for discrimination in terms of dollar exemption against senior citizens who own large residences on small acreage and those with small residences on large acreage; and the one and five acre distinction.

3. The area legislators and ex-legislators maintain that the legislative intent was to exempt Senior Citizens

Lee McAnerney, Commissioner
July 30, 1979
Page 2

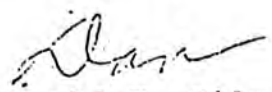
from taxation on their home and land on which the home is located, regardless of the size of acreage. (See attached letter.)

It appears to us that there are two issues at stake in this case. One is exemption, affecting the individual, and reimbursement, affecting the local taxing jurisdiction. We feel that the department must request from the legislature sufficient funds to reimburse the local governments fully, regardless of the acreage, in order to comply with the amended exemption statute.

Finally, the borough attorney advises that a class action by the Senior Citizens challenging the administrative action, as opposed to the legislative action, is likely to succeed in the courts. We should avoid forcing the Senior Citizens to resort to the courts unless we can clearly point to the basis for the administrative action under authority of the legislative amendment in 1977.

May I have your thoughts on this matter in the very near future?

Sincerely,


Donald E. Gilman, Mayor
Kenai Peninsula Borough

DEG:mw

Enc.

cc: Hugh Malone
Pat O'Connell
Clem Tillion

bcc: Mr. & Mrs. Waldo Coyle

JUL 20 1979

POUCH V
JUNEAU
00001P. O. BOX 0
KENAI
00011

HUGH MALONE

Terry Earley, state assessor
Dept. of Comm. & Reg. Affairs
Room 210 Community Bldg.
Pouch B
Juneau Alaska 99811

July 18, 1979

Dear Mr. Earley:

This letter is a follow up of our conversation of July 6 by phone.

Mrs. Ruby Coyle of Kenai asked me what was the statute or regulation providing for the limitation of the homeowners exemption for residents over 65 to one acre for "urban" and five acres for "rural".

She showed me a copy of a three page document(Municipal guidelines application form 21-400/ Homeowners exemption) provided her by the Kenai Peninsula Borough.

As far as I know, neither the Alaska statutes nor the A.A.C. provide for any limitation of the amount of land exempted. " Guidelines may explain the administrative execution of the law, but I do not believe they may change the law itself. Also, past practice may not serve to change a law that is otherwise clear on its face.

The fact that the legislature appropriated to the amount of the departments request (which apparently was based on the "guideline") should not change the benefits to qualified residents, though the reimbursement to local governments may be reduced if the appropriation is not enough.

I believe that the law states qualified persons with timely filings are exempt from real property tax on the real estate which is owned and occupied as a permanent place of abode. The law places no limitation on either the value or area.

I request that your division review the homeowners exemption with the departments legal council. If, as I believe, no limitation applies, please advise the municipalities so that qualified persons may receive the full benefits for this tax year.

As we discussed, I am sending separate copies to those shown below.

Thank you for your help.

Sincerely,

cc: Ruby Coyle, Kenai
Roger Pegues, Law
Don Gilman, Kenai Peninsula Borough

C 200

CITY OF SKAGWAY

GATEWAY TO THE GOLD RUSH OF '98"
P. O. BOX 415 SKAGWAY, ALASKA 99840

April 17, 1980

Joint Senate and House
Community & Regional Affairs Committee
Pouch U State Capital
Juneau, Alaska 99811

Dear Co-Chairmen Sturgulewski and Parker:

The purpose here is to request your consideration of initiation of legislation to amend Title 29 - specifically Section 29.48.260 Municipal Properties. Paragraph (c) of this section specifies ". . . However, no ordinance for the sale, lease or disposition of real property or interest in real property valued at \$25,000.00 or more is valid unless ratified by a majority of the qualified voters voting at a regular or special election at which the question of the ratification of the ordinance is submitted . . . " Rationale for the proposed amendment follows:

- 1) In the light of the ongoing inflationary trend in land values, the requirement for voter ratification of ordinances for disposition of land valued above \$25,000.00 is considered to be unrealistic.
- 2) The outcome of the State's current Municipal Land Selection Program will be that many cities will initiate programs to make land available to private interests. Adherence to the election/ratification process will serve both to delay and add to the costs of the municipality's land disposal programs.
- 3) The ratification requirement is discriminatory in that it applies only to general law cities - i.e. home rule municipalities are exempt.

Accordingly, the City of Skagway respectfully requests that Section 29.48.260 (c) be amended to raise the value limitation above which disposition requires an election and voter ratification, e.g. to \$100,000 or \$150,000.

The City of Skagway would be most grateful for your consideration in this matter.

Sincerely,



Robert F. Messegue
Mayor

cc: Senator Ray
Representative Miller

Representative Duncan
Commissioner McAnerney

SCOMM

10:12



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

FINAL STATUS OF BILLS DEVELOPED BY JOINT SENATE/ HOUSE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE LOCAL GOVERNMENT STUDY

CSHB 580 (CSSB 348) Establishing Unorganized Boroughs
CSHB 580 - House Finance
SCSB 348 - Senate Finance

CSHB 581 (CSSB 350) Responsibilities of the Division of
Policy Development and Planning, Office of the
Governor
CSHB 581 - House Rules, referred back to House Finance
CSSB 350 - Senate Finance

HB 582 (SB 349) Program of Planning Assistance
HB 582 - House Community and Regional Affairs
SB 350 - Senate Community and Regional Affairs
The substance of these bills was incorporated
in CSHB 580 and CSSB 348

CSHB 583 (CSSB 351) State Aid to Local Government
CSHB 583 - House Finance
CSSB 351 - Senate Finance
The substance of these bills was incorporated
in the new revenue sharing legislation, HB 192.

HB 584 (SB 354) Eliminating the Third Class Borough
HB 584 - House Judiciary
SB 354 - Senate Community and Regional Affairs

HB 585 (SB 353) Incorporation of Second Class Boroughs
As Home Rule Boroughs
CSHB 585 - Adopted as law
SB 353 - Senate Community and Regional Affairs

CSHB586 (SB352) Requiring Fiscal Notes for Bills
Affecting a Municipality
CSHB586 - Senate Finance
SB 352 - Senate Finance

Other bills related to Local Government Study and status:

CSSCR 66 Revision of Title 29 - Adopted as Law
CSHB 1010 (CSSB546) State Aid/Local Capital Projects

CSHB 1010 - House Community and Regional Affairs
CSSB 546 - Senate Finance

Local Gov Study

Anch. Times Nov 1, 1979

Committee Hearing

Dear Editor:

We hear people complain about paying state tax that is being spent on our Senators and Representatives in making trips under the disguise of receiving input from out-lying areas and I for one would like to go on record to say, "Finally we got some one to listen to us."

October 27 six members of the Joint Senate and House Community and Regional Affairs Committee came to Glennallen and held a meeting on a local government study and they made it plain that they were out here to find out what we want in the way of government, not what we are going to get. Now that's not saying that we will get what we asked for as the rest of the Senate and House members will vote on this committee's recommendations too, but they did do a good job of listening to every one that wanted to speak and I feel that for once some of our tax money was put to good use and whole heartedly approve of the money it took this committee to go

to the rural areas and listen to what the people in the bush want.

Our tax money being spent for these trips make a lot more sense to me than being used for trips to London!

Marge Brittain
Kenny Lake Via
Copper Center

The Anchorage Times welcomes letters from its readers on issues of the day. Letters must be exclusively addressed to the Anchorage Times and should be kept as brief as possible. All letters are subject to condensation. They must include signature, telephone number and valid mailing address. The telephone number is for verification purposes and will not be printed.

[Signature]

[Signature]

Villagers say they need jobs

By DON HUNTER
Daily News reporter

HOOPER BAY — A legislative committee out for a taste of life in Bush Alaska is rapidly becoming gorged on the problems of remote settlements.

The joint House-Senate Community and Regional Affairs Committee conducted hearings in three Bush communities over the weekend and found its largest audience in the smallest of the three.

That was Hooper Bay, where Mayor Richard Nanuk and his 500 constituents are crusading for road repairs, for a sanitation system, and, more than anything else, for jobs.

See Back Page, BUSH



Senator Arliss Sturgulewski was one of six legislators to visit Hooper Bay Sunday.

Anchorage Daily News/Don Hunter

Rural areas seek change

How can the delivery of essential government services to rural Alaska be improved? What are those services? And to what degree should local residents control both the delivery of those services and their extent?

These are not new questions. And they have been discussed time and time again ever since Statehood. Answers and solutions, according to almost every person concerned, whether a recipient or a provider of services, have so far been inadequate.

There was yet another discussion of these problems last weekend throughout a two-day seminar called by the Joint Senate and House Community and Regional Affairs Committee's Local Government Study. The committee is co-chaired by Senator Arlis Sturgulewski and Representative Bill Parker, both Anchorage Democrats. Roger Lane of the Alaska Native Foundation (ANF) moderated the meeting.

At their invitation, about 50 persons gathered at the Pioneer School House in Anchorage Saturday and Sunday for an exchange of ideas and a discussion of problems which one participant, long experienced in similar gatherings, said was one of the more candid and forthright meetings of this kind he has ever seen.

No formal resolutions resulted from the meeting, and the problems were not solved. But, Parker and Sturgulewski, and their committee's staff, were given some direction to go in an attempt to begin setting up a structure that might eventually lead to at least the start of some solution.

The words most often heard during the discussions were "planning," "educa-

tion," and "budget constraints." The first two represented a general consensus of what needed to be done. The third described the limitations on the extent of just what could be done.

Another word often heard throughout the two-day affair was "equity". And it was the overall consensus that every citizen in Alaska is entitled to a range of at least four essential government services, no matter who they were nor where they lived.

Those essential services were identified as education, police protection, health services, and public assistance. Those services are provided to rural Alaska, but the people who live there are satisfied with neither the manner and extent with which they are delivered, nor are they satisfied with the degree of local control over those services.

During the meeting there was considerable discussion as to the degree to which many of the services now provided by the state and federal government, could be contracted to local

(See CHANGES on Page 11)



MEETING PARTICIPANTS - Mathew Iya, president of the Nome IRA (left), Dallas Cross of NANA Development Corporation; Phil Smith of RURAL CAP; Don Argetsinger of Community and Regional Affairs; Jonathan Solomon, and Chris Anderson, and Ray Kent of Tanana Chiefs' Conference; and Bob Lohr of the Upper Tanana Development Corporation were among the 40 or so participants in a local government seminar held in Anchorage last weekend.

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LOCAL GOVERNMENT SEMINAR - Vic Fischer of the University of Alaska's Institute of Social and economic research and Gene Walsh of the committee staff unveil the bewildering array of overlapping jurisdictions that bring services to rural Alaska at a local government seminar held by the Joint Committee on Community and Regional Affairs last weekend. From left to right are Commissioner Lee McAnerney of the Department of Community and Regional Affairs; Rick Garnett, an attorney; Bob Knoll, a planner with the Mauneluk Association; Fischer; Walsh; Roger Lang of ANF who moderated the meeting; Sen. Arlis Sturgulewski, who co-chaired the meeting with Rep. Bill Parker; and J. Chenoweth of Legal services with the Legislative Affairs Agency.

• Changes sought by rural areas

(Continued from Page 1) organizations, such as municipal governments, IRA councils, profit and non-profit corporations. The tone of the discussion was that if this were done, not only would services be more efficiently delivered, but the actual content of the various services would be more closely identified with what local areas actually needed, wanted, and could afford.

Essential to such a scheme, most of the participants agreed, was some coherent boundaries in what one participant called

the "mythological unorganized borough." There are many unorganized boroughs was the consensus of the meeting, and they should be recognized by the drawing of boundaries splitting them at least into administrative units that made more sense than the current overlapping of jurisdictions between various state and federal agencies. These larger units should then be

subdivided into subregions that reflected the sense and will of the people living there.

An analysis of the meeting is currently being drawn up by a committee of the participants which will then be forwarded to Parker and Sturgulewski. They plan to hold hearings in various rural communities later this fall in order to then take the next steps.



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
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Representative Bill Parker

Address all
correspondence to:

LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

The following Letter-to-the-Editor is reprinted
from the November, 11, 1979 edition of the
Anchorage Times.

Committee Hearing

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Our tax money being spent for these trips make a lot more sense to me than being used for trips to London!

Marge Brittain.
Kenny Lake Via.
Copper Center



Senator Tim Kelley (l) and co-chairpersons Senator Arliss Sturgulewski and Representative Bill Parker (r) appear on a TV interview in Bethel prior to the Joint Senate and House Community and Regional Affairs Committee hearings held Friday night.

Talk begins on the organization of the unorganized borough

The Joint Senate and House Community and Regional Affairs Committee, Local Government Study Group, held a public hearing last Friday in Bethel to discuss with local citizens and groups the organization of the state's massive unorganized borough into regional governmental units.

The committee discussed working draft legislation that would divide the state's single unorganized borough into unorganized boroughs and delineate the boundaries; authorize the election of unorganized borough assemblies; authorize the assemblies to initiate a process by which a charter for a home rule borough may be prepared; name the Department of Community and Regional Affairs as the state agency responsible for lending assistance to unorganized borough assemblies; and retain intact the powers and responsibilities of existing REAA school boards for management of school functions; of coastal service area boards in the preparation of plans for the resources of the state's coastal

zone; and of existing cities of the unorganized borough.

Carl Jack, President of AVCP, told the Joint Committee that he was in general agreement with the issues and findings of the early August symposium on local government and asked the committee for a "fair" hearing. He said there was a general broad awakening of people in the area, as shown by the push to have SB35 (which established the REAA's) enacted and the coastal zone interest shown by the area. He pointed to a resolution formerly passed by the AVCP in convention asking for the potential of borough government to be explored. Jack said the AVCP would need grant monies to perform a comprehensive study of the different kinds of organization available, and before he committed himself to one way or another he would have to see the results of such a study. Jack spoke of a "sub-state planning district" that would have planning powers, and said that he generally favored borough boundary lines along

those set up under the Alaska Native Land Claims Settlement Act.

Jack questioned the legality, under organization, of such groups as the REAA's and the Coastal Resource Service Board, citing the state constitution's requirement that services such as schools and planning be paid for by organized governmental divisions in "service" areas.

Community and Regional Affairs representatives present at the meeting agreed with Jack, saying that the subject had come up before and there was some doubt about the legality of the state providing services in organized service areas. The C&RA representative said that was one reason the writers of SB35 were so careful to leave out the word "service" in the construction of the bill.

Dan Boyette, speaking for AVCP, commented on the list of items for proposed legislation. Generally, Boyette said, AVCP agreed with most of them, but wanted more than

"You cannot trust the Department of Natural Resources to look out for your interests...without a coastal zone plan, we'll have wholesale disaster!"
—Norman Cohen

advisory power for unorganized borough assemblies. Boyette said AVCP didn't want "just another advisory board." He asked for more teeth in the responsibility of the assembly and asked for planning and zoning authority and said the borough must have its own staff (rather than just work with Community and Regional Affairs) with state funding for that staff, and echoed Carl Jack's request for sub-state planning.

Rural CAP attorney, Norman Cohen, addressed the problems involved in the overlapping governmental control of the area and the dire effects of lack of control by local people. Coastal zone management and the upcoming schedule of oil leases troubled Cohen the most. Both he and Nunam Kittlutsist Director Harold Sparck asked the committee to consider the problems now arising because of the intended lease sales by the state and the fact that the Coastal Resource Service Board has just been elected and that by the time they have drawn up a plan (within the next 3 years) the lease sales will either already have happened or the call for nominations for leases will have happened.

Representatives of the state present at the meeting pointed out that plans have been established and \$2.15 million allocated in Direct Planning Assistance in 15 separate programs by the government to speed up the efforts to protect areas of imminent impact.

In calling for planning and zoning ability, Cohen said, "You can't trust the Department of Natural Resources to look out for your interests...without a coastal zone plan we'll have wholesale disaster." Cohen went on to say that the planning and zoning capability would allow for the enactment of ordinances which would exempt whole areas from development. "It is absolutely necessary this year—no plan will be written before the last sale will end," Cohen said.

Harold Sparck echoed Cohen's statement by asking the committee, "How can you insulate your village from short and long term effects of the oil industry." Co-chairperson of the committee, Senator Arliss Sturgulewski, replied that she agreed, "It doesn't do you any good to plan—if it's too late already."

Cohen suggested the schedule of oil leases be postponed until the plans for coastal management are in place, and pointed out to the committee the plight of the people in the Norton Sound region. They too, have recently elected a coastal resource board, and the call for leases for that area is scheduled for 1981 and the sale itself scheduled for 1982.

Harold Napoleon told the committee that he thought the meeting was a "haggling session, trying to bend this rule or bend that rule," when what was needed was for the village people to be asked the question, "Do you want to be organized or not?" Napoleon said the people in the villages

need to know the consequences of both a "Yes" and a "No" vote. A "No" to organization, said Napoleon, would mean the agencies will "continue to run this area the way we do now." He said he felt there was "no room for this kind of meeting—we can't do this forever, the village people have compromised all the way down the line—it can't work. People have to take responsibility for their own lives and futures, even if it means impoverishment, the responsibility will be good for us, we will have the right at last to govern ourselves."

Napoleon testified that he felt the plans being talked about were so elaborate that "it can hardly work—village people won't understand it. Money should be a secondary consideration and not the main focus of self-government." He said "AVCP cannot provide the answers because they are not responsible...nor is Community and Regional Affairs." He called for an end to advisory government that he said has existed since statehood, and once again called for the question to be put to area residents, "Do you want self-rule, or do you want the state to continue to rule you?"

"I used to be against organization and boroughs," Napoleon said, "but I've changed my mind. It is now a question of politics and should be either way with no 'little creatures' (half-way rule) in between—because that way you are just putting off where you have to go."

***"Money should be a secondary focus---
the question is: Do we want self rule, or not?"***

—Harold Napoleon

***"Village people have
compromised all the way down
the line. A 'no' to organization
means the agencies will continue
to run this area the way they
do now."***

-Harold Napoleon

AVCP Chairman Eddie Hoffman rose to his feet and said he agreed with everything Harold Napoleon had said. But, he said he was "scared of a borough and the taxation that must follow of people who cannot afford it."

City Manager Lyman Hoffman spoke to the financial issue. He said few areas have found alternatives to property-type taxation. He agreed that the regional approach is a good one, but he sees many areas where needs are not being met and perhaps the committee "should think in smaller terms."

Hoffman spoke about the constitutional amendment that would be needed for the state to implement a municipal income tax system that would be a start for revenue alternatives to property taxation. Hoffman also called for more municipal control over things that affect citizen's lives. Additional powers Hoffman said he

would like to see added to municipal control would be in the alcohol-related state laws and regulations, the Alcohol Beverage Control Board, and Title IV, so that municipalities and boroughs could manage their own area the way they saw fit.

Jessie Foster testified to the Joint Committee that he felt some villages seemed rebellious because of lack of input into what programs were going on in their villages. He cited lack of coordination between the state and federal government and local communities. Members of the committee responded that they have that problem in their areas, even though urban, too.

Foster said with all the layers of bureaucracy, he hoped the unorganized borough would not make the villages "victim of another well intended system," and bring more "small time politicians" into their lives.

Bethel Mayor Don Elliot said he agreed with the "Yes" or "No" vote system, and in his travels said he had found that "they (the villages) are tired of dealing with too many agencies."

Members of the Joint Senate and House Community and Regional Affairs Committee are: Senator Arliss Sturgulewski, Co-Chairman; Representative Bill Parker, Co-Chairman; Senator Tim Kelly; Senator Bob Mulcahy; Senator Pat Rodey; Senator Terry Stimson; Representative Pat Carney; Representative Margaret Eanson; Representative Ray Metcalfe; Representative Pat O'Connell; Representative Charlie Parr; and Representative Fred Zharoff.

The committee left Bethel Saturday morning for Hooper Bay. The committee traveled Sunday to Dillingham, Monday to New Stuyahok, and this week to Kotzebue, Noorvik, Fort Yukon, Venetie and Glenallen for more hearings.

***"---we may
become the
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-Jesse Foster

Salcha sends state request to secede

By BILL CRAMPTON
Staff Writer

Salcha residents this week took another step forward in their bid to secede from the borough.

A petition signed by about 200 registered voters of Salcha calling for their area to detach from the borough has been sent to the state Department of Community and Regional Affairs for review, said Jerry Gustafson, spokesman for the Salcha Secession Committee.

The petition required signatures from at least 10 per cent of the 300 or so registered voters in Salcha, or about 30 signatures.

And next week the committee's attorney, Irwin Ravin, will file in court a request for a restraining order to stop the borough from receiving title to any land selections in Salcha until the secession matter is settled, Gustafson said.

Some 31,359 acres of the borough's 112,000 acres of municipal land selections are in the Salcha precinct.

Residents fear that if the borough

receives title to the land, it may kill any chance for secession.

The Salcha voting precinct is two million acres, or 40 per cent of the entire borough. The assessed valuation of the district, which includes Pump Station 8 of the trans-Alaska pipeline, is about \$146 million, according to borough and state figures.

Salcha residents are working on another petition, calling for the area to become a third-class borough if it is allowed to secede, Gustafson said.

The state Department of Community and Regional Affairs will review the secession petition. If it is proper, it will be submitted to the state Local Boundary Commission for public hearings.

If the commission recommends detachment, it would instruct the borough to hold an election in Salcha to see if a majority of the registered voters agree. If most do, the commission's recommendations would be sent to the Legislature. If the Legislature does not act within 45 days, the boundary commission's recommendation would stand.

The commission's recommendation must be presented to the Legislature by

(See SALCHA, page 5)

SALCHA . . .

(Continued from page 1)

Jan. 14, the opening day of the session. If that deadline is not met, supporters of secession would have to wait until next year to pursue their goal.

Backers list these points in favor of secession:

- Salcha has a rural population that is run by urban interests;
- The borough collects taxes from the area to provide services that are unwanted and unneeded;
- The borough's planning and zoning is irrelevant and destructive in a rural area;
- And Salcha is "substantially non-contiguous" with the borough because of

separation by Eielson Air Force Base and the military reservation.

Gustafson said if the process reaches the public hearing stage before the boundary commission, the petition calling for a third-class borough will be presented "for the benefit of the commission to show we have a plan when we get out."

He added that the commission is running out of money for lawyer fees and a benefit may be held. And he said several Harding Lake landowners that are not registered voters of the area have expressed an interest in the detachment efforts.

Yukon Flats panel to petition for creation of new borough



BILL CRAMPTON
Staff Writer

A petition calling for a 53,000-square-mile Yukon Flats Borough that would bring services and local planning powers to the region probably will be circulated in January or February, says Jonathan Solomon, chairman of the Yukon Flats Borough Study Committee.

It would be Alaska's second-largest borough—just larger than North Carolina—and would include 1,600 persons living in 11 communities: Arctic Village, Beaver, Birch Creek, Central, Chalkyitsik, Circle, Fort Yukon, Livengood, Rampart, Stevens Village and Venetie.

The petition would need only 70 signatures to be submitted to the state for review.

The borough's borders would be the Fairbanks borough to the south, Canada to the east, the trans-Alaska pipeline and haul road to the west, and

the North Slope Borough to the north.

The notion of a Yukon Flats Borough has been discussed for several years. This year, at the request of residents of the area, the Legislature allocated money to write the recently completed 185-page Yukon Flats Regional Government Study.

The study was written by consultants Darbyshire and Associates, the state Department of Community and Regional Affairs, and the Borough Study Committee. The committee has 10 members from 10 villages of the Yukon Flats region.

Two hundred copies have been printed and distributed to residents, state officials and legislators. A thousand copies of a summary brochure also has been distributed in the region.

Solomon told the News-Miner this week that the petition will call for a first-class borough, which carries mandatory area-wide powers of

taxation, schools and planning.

"Interest is up," he said. "People want local control."

Although the petition needs only 70 signatures, Solomon said the study committee is looking for travel money to collect signatures from all the villages. "We could get 70 signatures right away in Fort Yukon," he said.

Solomon said borough government would give residents a voice in decisions affecting the haul road. And with the oil pipeline and probably a natural gas line giving a substantial tax base, services could be provided to the villages with very low property taxes, he said.

The borough could be approved without the involvement of the Legislature.

A petition with signatures from 15 percent of the registered voters is submitted to the Department of Community and Regional Affairs for review. If proper, it then goes to the

state Local Boundary Commission, which would conduct public hearings.

If the commission accepts the idea, an incorporation election and election of officers would be held in the region. If everything went smoothly, the entire process from petition to election would take eight to 10 months.

In the Yukon Flats region, "every community is badly in need of many public services and facilities. A third-class borough cannot respond to those needs and desires," says the study.

"Without planning authority," it says, "orderly and economic provision of such services is not possible. Finally, several significant land use/development activities—such as the haul road, oil pipeline, and proposed gas line—will affect the area. Without planning responsibility, a third-class borough is without authority to guide or control the impacts of these activities."

The study says all communities "are (See BOROUGH, page 5)

PROPOSED BOROUGH—The shaded area shows the boundaries of the proposed Yukon Flats Borough. A petition calling for the area to become a 53,000-square-mile first-class borough will be circulated in the region in January or February. It would be Alaska's second-largest borough.

BOROUGH . . .

(Continued from page 1)

badly in need of basic public services, improving housing and employment opportunities. Water supply is, by and large, hauled—in some cases from a central watering point. Only two of the 11 communities have electrical systems."

With an economy heavily dependent on subsistence resources and with a very small tax base "there has been little the residents could do to improve these circumstances other than to seek state, federal or other assistance," the study says.

"With the coming of the valuable trans-Alaska oil pipeline through the area, however, the situation has changed," it says.

A first-class borough could bring such services as water, sewer, electricity, health, police and fire protection, and education to every village.

If the borough is formed, the study recommends an 11-member assembly, with five assemblymen from Fort Yukon and one each from Arctic Village, Venetie, Rampart and Stevens Village, Beaver and Birch Creek, Chalkyitsik, and Circle/Central/Livengood.

The study frequently mentions the North Slope Borough as a possible model for the Yukon Flats.

On such issues as fish and game management and land policies "the people of the Yukon Flats region have had little influence on any of these decisions," the study says.

"By contrast, the North Slope Borough has used both political and judicial means to guide government and industry decisions where regional subsistence rights might be affected," it says.

● Part 1

Why technology has fared poorly in the Bush

(Editor's Note: This article, which we have had to divide into four parts, was written by Harold Sparck of Bethel. Sparck for several years, has been associated with Nunam Kitlutsit, the environmental program of the Association of Village Council Presidents of Bethel. He argues eloquently that the "Other Village" has in recent years grown up alongside the traditional village of rural Alaska because bureaucrats and technocrats have consistently neglected to fit capital construction projects to the budgets, maintenance capabilities and esthetic viewpoints of villagers. The "Other Village" is thus built of community halls, houses, laundromats and other public facilities which the indigenous population often did not ask for, hasn't the money to maintain and which has trapped many villagers in a new seasonal lifestyle which lacks the integrity of life before economic development projects began making inroads.

Recently, predominately Native Alaskan villages in the rural sections of southwestern Alaska have changed their skylines radically. Growth associated with 20th-century technology concentrated in the public sector has created two technically distinct entities within the formal village. The traditional village is a recent amalgam of public expenditures in housing and related services intermixed with traditional subsistence activities for food harvest. The "other" village is a rural, capital intensive, form of urban reconstruction, a creation of, and singularly sustained by the public dole. As one travels from village to village, the "other" village takes many forms: schools, community halls, recreation centers, fish processing stations, electrical generation plans, television; all are energy intensive forms of growth, and each is artificially supported within the formal village by external funds and manpower. The traditional village has little impact on the "other" village, but the modern additions, cathedrals of progress amongst the simple framed houses of the rural village, intimately affect the existing village, disrupting its tone of life, its economy, and its culture. Growth in the public sector is the largest single contributor to recent changes that have distorted the formal traditional village whose economy and way of life were recently characterized as subsistence. Although the agencies and their structures may change names and forms, the mechanism through which the "public pusher" obtains local consent and cooperation to construct, and the result of the construction is for villages, universal haphazard growth and a growing financial burden on the limited resources of the village's income and manpower.

Development in these villages is not bad in itself, but the arrogant manner in which growth proceeds and

is pursued by some agencies in the State of Alaska and the federal government undercuts both the management and economic ability of the village. For the most part, development through agencies is designed and accomplished by urban, educated, and relatively prosperous individuals who have their own set of values and methods of work. A combination of language differences and dissimilar cultural approaches to accomplishing growth tasks often make the village's ways unintelligible to the agency person rushed to meet artificial time schedules. The agency's personnel often supplant the village leadership, and display their disdain by directing the project themselves, achieving village written compliance only when and where necessary. By foregoing the building of cooperation, the agency accomplished its task of construction, but dooms the project as a community enterprise, and assists in the continuing dismantling of the rural Alaskan village.

Without forethought, growth in the public sector burdens the village living system in an unincorporated state. The project's manpower and energy needs have often not been harmonized to the existing village. The unplanned entrance of the new facility will cause the village, short on management, skilled labor, and funding, to re-

funding in rural areas to achieve "equal rights" politically and guarantee its constituency's support, or through continuing paternalism, the public agency does not program its rural effort to grow with the selected village. In the rush to plan and build



THE TRADITIONAL VILLAGE

technical meccas in rural Alaska, the final result is a chronic sink on the village way of life, and ultimately, chronic public subsidies.

The reader may ask at this juncture why I place the final blame on the public agency. After all, the village could simply say no to foolish modern projects, and if the village says yes, the village should be prepared to deal with the situation accordingly and

this same week, two professional people came to the village to work on existing public facilities in the village.

The Department of Environmental Conservation had assigned an engineer to help Tala's water maintenance man to install a

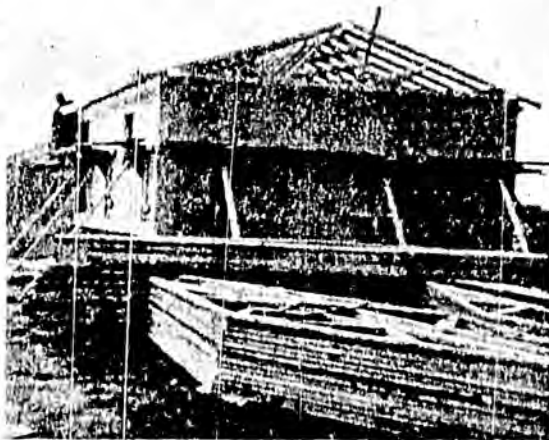


THE "OTHER VILLAGE"

submersible water pump, not a difficult task. While in the village, the village council discussed a sewage problem with him. Many years earlier, the Bureau of Indian Affairs had erected a sewage lagoon to contain "black" and "grey" water discharged from the B.I.A. school in the village. The village is located in the coastal tundra plains with limited borrow supplies. The handbuilt borrow dike containing the lagoon had crumbled and leveled around most of the dike's circumference. Waste water ran below the village, and the odors reached the village houses, particularly in the summer. DEC had championed the village's need to repair the dike by borrow refill with the B.I.A., but when asked what could be done, the engineer replied that what the village really needed was a packaged secondary treatment plant, and he was not joking. The engineer considered the simple water lagoon unsightly and inefficient. He concluded that the solution was a highly technical plant to treat the small amount of village wastewater. Water is not a problem in the village of Tala, but oil to furnish power to heat a packaged plant and supply the electrical generator would be a problem. The council seriously considered the idea before rejecting the proposal as outlandish. Although the council offered no support for the project, the Council did receive two feelers from private companies and one agency asking if they were interested in a packaged plant. The City Administrator mentioned later that the engineer was looking for a way to "keep his job going by making us (the village of Tala) more dependent on him."

During the same week, a second individual came to the village to inspect the village's new school, a replacement for one that burned down in 1972. The school, designed in Albuquerque, New Mexico, was considered one of the best equipped in the nation. The man was ebullient that it had everything. As a professional consultant, he was not responsible for the design or maintenance but was in the village to put the hardware together. He told villagers on the work crew how much they would enjoy the equipment. He stated that every modern technical teaching aide was included, and would be invaluable to the village student's education. The villagers said very little in response. Many of the villagers later admitted that they did not understand what he was talking about and that they had no idea what they were constructing. More important, one of the men remarked that if it broke, this same man would have to be brought back into the village at tremendous expense to repair the equipment. This statement was underscored later when the manager of a Bethel flight operation landed in the village. After viewing the school, he said that he was both happy and sad. He was happy that the village had obtained a new school, including a high school, and he was also happy in that the federal agency that built the school had already supported his fast-growing private charter business by sending maintenance men to repair facilities in this and other village schools that improperly trained village maintenance men could not repair. With this new structure and its equipment, the pilot stated that he would be kept busy for a long time bringing out fancy repairmen. He then told the villagers that he was sad because the new school was too much for them to operate by themselves, and that they would be sad, too, when many of the conveniences broke. He was afraid that the luxury of today would become a necessity in the village tomorrow, and one more step away from the old and into the new would further despoil the village.

But Tala is a little better off than most villages. It has weathered many of the storms brought on by technology and undisciplined growth and has been able to shrink its appetite for change. The village has learned the hard way, and with the assistance of several sympathetic individuals in the agency structure, is trying to make sense out of the senseless developments of the recent past. Other villages have not been so successful.



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adjust its life once again to make room for another achievement. The agencies agree to build. For the most part they erect the building and then they leave. Their leavings are beyond the capability of the village's support. In an indigenous village population whose most recent and sophisticated technical achievement was fixing the wiring of the capacitor on its snowmachine's magneto, or determining the amount of gasoline required to travel to the next river system to harvest whitefish, an \$8 million ultramodern school is far out of line. Either due to pressures to place

Coincidentally, during

● part 2

Why technology has fared poorly in the Bush

(Editor's Note: This article, which we have had to divide into four parts, was written by Harold Sparck of Bethel. Sparck for several years, has been associated with Nunam Kitlutsiti, the environmental program of the Association of Village Council Presidents of Bethel. He argues eloquently that the "Other Village" has in recent years grown up alongside the traditional village of rural Alaska because bureaucrats and technocrats have consistently neglected to fit capital construction projects to the budgets, maintenance capabilities and esthetic viewpoints of villagers. The "Other Village" is thus built of community halls, houses, laundromats and other public facilities which the indigenous population often did not ask for, hasn't the money to maintain and which has trapped many villagers in a new seasonal lifestyle which lacks the integrity of life before economic development projects began making inroads.

BY HAROLD SPARCK

Tala joined the mainstream of modern life in 1969 when bulk storage tanks for gasoline and oil first arrived. Progress in rural Alaskan villages takes many forms. At that time, the local store had the only radio and it was responsible for preparing the way for the village's men to travel to Bristol Bay canneries to work in summer. The men had to earn enough money to replace the subsistence foods they normally caught during this period, principally, salmon and herring. When the men returned, the store held their checks, banks being nonexistent. The men drew from their checks in a form of barter with the store for goods, heating oils, and gasoline.

The cycle began. To heat their homes the men had to work during that part of the year when both fish and

line. Now, instead of thinking about harvest, the men thought about employment to pay for fuel and gas. Using wood for home heating was out of the question because it is normally gathered in summer during fishing season, following storms in the Bering Sea, or by dog team during the winter along wind-beaten beaches. The men were away working during summer, and gasoline was too expensive in winter, so the oil cycle increased.

In 1976, the village of Kongiganak ran out of stove oil in January and the men used their snowmachines to journey to the coast to harvest wood. They used so much gas that when seal hunting time arrived in April there was no gasoline, and they incurred further expenses in the form of debt against the summer's cannery or commercial fishing wages to allow seal hunting to take place. The men locked themselves into an endless circle of needs. As the people came to depend on fuels, they relinquished their old ways. A lack of fuel, formerly a luxury, became a crisis.

The above-ground frame houses that replaced the subsoil mud houses were inadequate against the wind and created a greater need for fuel, and then the shortages began to hit. As each village expanded its fuel needs, which far exceeded their stored fuel capacities, supplies began to diminish. The small barge outfits that supplied local village fuels began to pick and choose who they delivered to and when. Cash customers, meaning the growing public

of fuel. The problem was not unappreciated by the government. The social service branch of the Bethel B.I.A. agency undertook a special fuel social welfare program. Instead of dispensing general assistance funds for emergency clothing or food, the agency arranged to fly drums of fuel oil into villages with public funds.

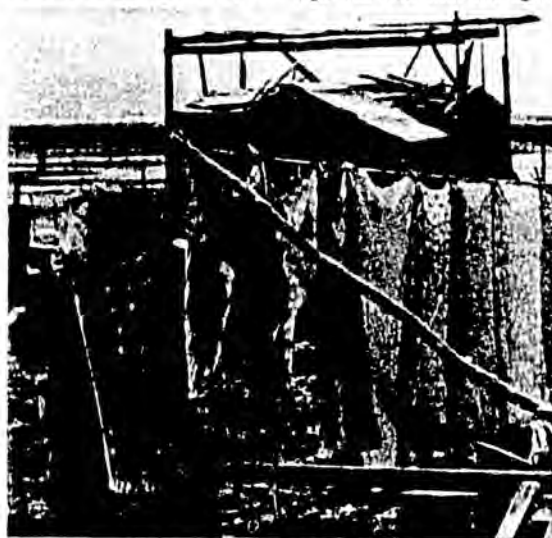
None of these difficulties stopped the growth of the imported fuel economy. It continues today without an appreciation of the tenuous relationship between the villages' ability to plan, manage, and maintain, and the public need to build regardless of the consequences. To date, the public sector has made no attempt to stop and look at its activities. Agencies still rush pell-mell to complete projects in their own little sphere without looking at the villages' technical competence, administrative competence, energy resources and financial situation. In short, nothing has been learned by the recent past, and the near future looks bleak.

One would expect that in a village like Tala, which has run out or been short of both stove oil and gasoline in the past, that some objective evaluation of the village's ability to sustain further growth would have been made prior to initiating any new public works project. If a decision to proceed with further growth was reached, the taxpayers could expect every effort would be made by the project sponsor to consolidate existing facilities and structures to improve the overall competence of the village to handle its own affairs. This preplanning would thereby relieve the public sector of the burden of endless subsidies. This has not happened.

In regard to energy, the new public school in Tala was built with no expansion of the school's oil storage capacity. In the past the village had established a relationship with the local school's agency to loan fuel from the school's surplus if the village ran short. This excess had cushioned the village in the past four years of shortage. In order to produce the electricity for the new school, which doubled the village's prime consumption rate, a new generator with a capacity of 300/kw, and a circuit box of 300/kw were purchased by the rural Alaska Village Electrical Cooperative, A.V.E.C. Due to internal A.V.E.C. supply and maintenance problems, neither the generator nor the circuit box was ever installed and the village peaked over the rated output of the present circuit box in winter 1976, causing brown-outs and the loss of technical equipment.

Now the new school has to operate in shifts so that only parts of the jungle of energy intensive teaching aides can be used at any one time. A.V.E.C. ordered new fuel storage tanks, but the fuel cannot be "loaned" to the village because the B.I.A. subsidizes the local utility, statewide at \$700,000 and A.V.E.C. has committed these fuels to each village school's needs even though the utility cannot supply electrical needs. The village would like to pur-

danger. The village moved the location of the new community hall three-eighths of a mile away to a remote section of the village. The interior of the massive hall, by village standards, now requires an additional 40-50 drums of stove oil to maintain room temperature during the winter. When the village asked if the school's agency was going to move the bulk tanks away from the school and dike the area, the village was told that the agen-



THE TRADITIONAL VILLAGE

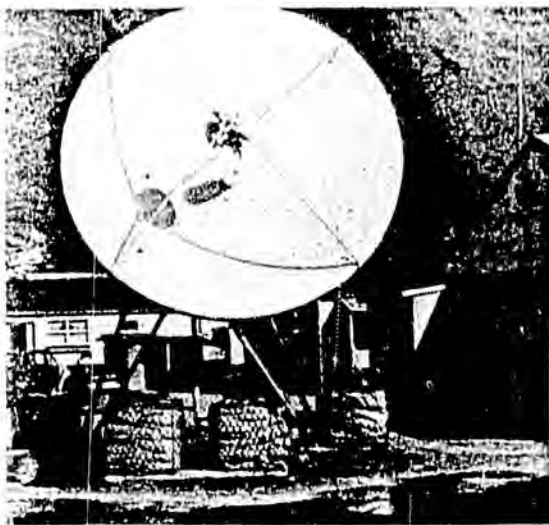
chase the waste heat from the utility's diesel plant but this, too, is decided to the B.I.A. school. The B.I.A. schools do not use the waste heat but B.I.A. administrators are reluctant to allow anyone else to use the energy in case the waste heat may be required in the future. The result is that no one is using the waste heat at present or will in the near future. The waste heat, 65% of the generated energy, is currently blowing in the wind.

The villagers have watched these events and learned a lot. The people only have their place in the universe and their labor to sell. The villagers are in a bad bargaining position, and they realize that they cannot be stubborn people who do not wish to learn how things operate in their "other" village. They try to make the best of a poor situation. When some agency offered a community hall, someone in the village accepted. When the lumber arrived, the council decided that the building should be located near the utility in the hope that waste heat would supply the building and save the village the cost of importing more heating fuel. A B.I.A. agency representative learned of the plan and informed the village that the hall could not be situated in the chosen location because it would be a fire hazard to the new school. The 17 buildings and 22 bulk storage tanks already surrounding the school were not, however, considered a fire

ly always took care of these situations. The agency moved the tanks approximately 30 yards closer to the school, and they are now even more of a fire danger.

This is the agency way. It appears arrogant and senseless to the village. It is too technical, too expensive, and too urban. It is out of place in a rural village, yet it is the only way the public agency knows how to spend its money when agencies do the job themselves. It is doing the job themselves or contracting to outside construction firms with no village coordination that brings on the danger. The public agency does not think it can wait. Legislative appropriations are made each year, and the money for some unknown reason must be spent each year. Time and education, the two invaluable ingredients in any work program in a rural Alaskan village, are quickly forgotten in the haste to complete this year's adventure in gift-giving. The consequences to the public and the village are not considered.

The one fact normally by-stepped is that the public sector, which differs from the rural Native village in its perspectives and attitudes, cannot continue to reach beyond the social, and technical means of the village. For the most part, the discussion of the quality of life in villages has been left out of the develop-



THE "OTHER VILLAGE"

work were available. The men used surplus funds to pay for store-bought food when the natural foods ran out. They gave up their dogs because they were too time consuming and required that a person stay in the village to fish during the summer, so the men picked up snowmachines to gather wood and hunt during the winter. The paychecks also went for gaso-

sector in the villages, were served first, and if time permitted, the villages who paid piecemeal or on credit would be served. The shortages began to hit in 1972 when demands far outstripped available supplies. Fourteen villages ran out of fuel in the spring of 1973. The next year, more than 30 villages, and the following year, more than 40 were either out of or short

PLEASE TURN TO PAGE TWELVE

Native patients have new voice in care

BY MARY HARTICH

Fairbanks area Native health care consumers have a new voice for improving their health care services. A Patient Advocacy Committee has recently been formed at the Alaska Native Health Center in Fairbanks.

The purpose of the committee is to review patient complaints about medical services received either at the ANHC or from the contract medical services. (Fairbanks Memorial Hospital and many private physicians have contracts with Alaska Native Health Service.) The PAC advises the Service Unit at Fairbanks on developing new policies and procedures for providing new services at the clinic. It also assists in developing educational and informative materials which would better explain services for the Native people in the community.

The PAC, comprised of Fairbanks area health consumers was formed at the request of the Tanana Chiefs Regional Health Board. The first meeting was in November after the representatives had been selected by the Fairbanks Native Association Board of Directors and by the Tanana Chiefs Regional Health Board.

The members are: Mary Ann Warden (Chairman) from Barter Island, Jean Frank from Kotzebue, Nita Marks from Nenana, Alice Killbear from Barrow, and Helen Simpkin from Fairbanks. All except Ms. Marks now live in the Fairbanks area.

They have set up PAC policies and procedures and have offered suggestions to the Fairbanks Memorial Hospital Community Blood Bank. They have reviewed plans for the new ANHC clinic and have made recommendations regarding it. They have also made recommendations regarding patient housing policies for rural Native residents coming to Fairbanks for care. In addition, they have reviewed several patient complaints.

The following procedures were set up by the PAC to assist a patient in taking action on a complaint. First, the patient is encouraged to take the problem to the individual staff person involved, or to his superior. If this does not yield satisfaction the patient should then see the Service Unit Director, Tom Hartich, at 528 5th Ave., Room 210, or call 452-1905. Patients may also directly contact one of the PAC members.

The PAC will either ask the patient to present his problem in person, if appropriate, or the committee can present the complaint for the patient at a regular monthly meeting.

Expanded services at the ANHC clinic will begin in mid-June. There will be an additional physician, dentist, psychiatric social worker, nurses, dental therapist, public health nurse and administrative support staff.

• "Other Village"

CONTINUED FROM PAGE TEN

ment discussion. The villagers have a unique way of dealing with decisive and ineffectual action by agencies. They do not cooperate. The project is built, and the villagers do not use it. The project was designed by absentee managers, produced by imported engineers, and perhaps constructed by local contracted labor. It is in short a gift, not of the village's making. All the

village has tied into the "other villages" project is its cash labor and some part of its land base. The village does not owe anything to the project, and treats the project disrespectfully.

Two very glaring examples of this phenomenon occurred in the relatively urbanized community of Bethel where the city is currently planning not to use the multimillion-dollar dock facility built by the public sector in the wrong place at the wrong time in the wrong way. The se-

cond example of this faceless effort by the villagers is the Bethel Heights housing project. A pioneer turnkey housing project, scheduled to build houses at \$6,000 each in rural Alaska, has finally reached an average unit cost of \$61,000 in 1974. The people the project was built for, the rural, uneducated, and cash-poor Native Alaskan, wouldn't move into the houses in 1968-69, and did not move in until 1971 as a class. That was the action of the Native bystander.

Statewide Classified Marketplace

LEGAL NOTICE

NOTICE OF PUBLIC HEARING
ASSEMBLY OF THE
NORTH SLOPE BOROUGH
BARROW, ALASKA
File Number: 5-78

Place of Hearing: North Slope Borough Assembly Room Barrow, Alaska
Date of Hearing: April 11, 1978, 7:30 P.M.

Subject of Hearing: Public Hearing on the following Ordinances which have been introduced for consideration by the Assembly of the North Slope Borough.

ORDINANCE 77-3 (3)
AN ORDINANCE APPROPRIATING MONEY OUT OF THE TREASURY FOR FISCAL YEAR ENDING JUNE 30, 1978, AS AMENDED.

ORDINANCE 78-4
AN ORDINANCE RELATING TO A DEBT OF NORTH SLOPE BOROUGH, ALASKA, AUTHORIZING THE ISSUANCE OF GENERAL OBLIGATION BONDS OF SAID BOROUGH IN AN AMOUNT NOT TO EXCEED THE SUM OF FIVE MILLION NINETY-TWO THOU-

SAND DOLLARS (\$5,992,000) TO FINANCE THE COST, IN WHOLE OR IN PART, OF THE CONSTRUCTION, IMPROVEMENT, BETTERMENT, REPAIR, RECONSTRUCTION, OR ACQUISITION OF SCHOOLS IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT, FURNISHINGS AND FACILITIES, AND THE ACQUISITION OF LAND OR RIGHTS IN LANDS IN CONNECTION THEREWITH, AND PROVIDING FOR THE SUBMISSION TO THE VOTERS OF SAID BOROUGH OF A PROPOSITION RATIFYING THE AUTHORIZATION OF SAID BONDS.

ORDINANCE 78-5
AN ORDINANCE RELATING TO A DEBT OF NORTH SLOPE BOROUGH, ALASKA, AUTHORIZING THE ISSUANCE OF GENERAL OBLIGATION BONDS OF SAID BOROUGH IN AN AMOUNT NOT TO EXCEED THE SUM OF FIVE HUNDRED FORTY-EIGHT THOUSAND DOLLARS (\$548,000) TO FINANCE THE COST, IN WHOLE OR IN PART, OF THE CONSTRUCTION, IMPROVEMENT, BETTERMENT, REPAIR, RECONSTRUCTION, OR ACQUISITION OF PUBLIC ROADS, STREETS AND SIDEWALKS IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT, FURNISHINGS AND FACILITIES, AND THE ACQUISITION OF LAND OR RIGHTS IN LANDS IN CONNECTION THEREWITH, AND PROVIDING FOR THE SUBMISSION TO THE VOTERS OF SAID BOROUGH OF A PROPOSITION RATIFYING THE AUTHORIZATION OF SAID BONDS.

ORDINANCE 78-6
AN ORDINANCE RELATING TO A DEBT OF NORTH SLOPE BOROUGH, ALASKA, AUTHORIZING THE ISSUANCE OF GENERAL OBLIGATION BONDS OF SAID BOROUGH IN AN AMOUNT NOT TO EXCEED THE SUM OF TWENTY-ONE MILLION TWO HUNDRED EIGHTY-FIVE THOUSAND DOLLARS (\$21,285,000) TO FINANCE THE COST, IN WHOLE OR PART, OF THE CONSTRUCTION, IMPROVEMENT, BETTERMENT, REPAIR, RECONSTRUCTION, OR ACQUISITION OF PUBLIC HOUSING IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT, FURNISHINGS AND FACILITIES, AND THE ACQUISITION OF LAND OR RIGHTS IN LANDS IN CONNECTION THEREWITH, AND PROVIDING FOR THE SUBMISSION TO THE VOTERS OF SAID BOROUGH OF A PROPOSITION RATIFYING THE AUTHORIZATION OF SAID BONDS.

ORDINANCE 78-7
AN ORDINANCE RELATING TO A DEBT OF NORTH SLOPE BOROUGH, ALASKA, AUTHORIZING THE ISSUANCE OF GENERAL OBLIGATION BONDS OF SAID BOROUGH IN AN AMOUNT NOT TO EXCEED THE SUM OF TWO HUN-

DRED THOUSAND DOLLARS (\$200,000) TO FINANCE THE COST, IN WHOLE OR IN PART, OF THE CONSTRUCTION, IMPROVEMENT, BETTERMENT, REPAIR, RECONSTRUCTION, OR ACQUISITION OF PUBLIC HOUSING AND URBAN RENEWAL, REHABILITATION AND DEVELOPMENT IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT, FURNISHINGS AND FACILITIES, AND THE ACQUISITION OF LANDS OR RIGHTS IN LANDS IN CONNECTION THEREWITH, AND PROVIDING FOR THE SUBMISSION TO THE VOTERS OF SAID BOROUGH OF A PROPOSITION RATIFYING THE AUTHORIZATION OF SAID BONDS.

ORDINANCE 78-8
AN ORDINANCE RELATING TO A DEBT OF NORTH SLOPE BOROUGH, ALASKA, AUTHORIZING THE ISSUANCE OF GENERAL OBLIGATION BONDS OF SAID BOROUGH IN AN AMOUNT NOT TO EXCEED THE SUM OF ONE MILLION FIVE HUNDRED SEVENTY-FOUR THOUSAND DOLLARS (\$1,574,000) TO FINANCE THE COST, IN WHOLE OR IN PART, OF THE CONSTRUCTION, OR ACQUISITION OF THE LIGHT, POWER AND HEATING SYSTEMS IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT, FURNISHINGS AND FACILITIES, AND THE ACQUISITION OF LANDS OR RIGHTS IN LANDS IN CONNECTION THEREWITH, AND PROVIDING FOR THE SUBMISSION TO THE VOTERS OF SAID BOROUGH OF A PROPOSITION RATIFYING THE AUTHORIZATION OF SAID BONDS.

ORDINANCE 78-9
AN ORDINANCE RELATING TO A DEBT OF NORTH SLOPE BOROUGH, ALASKA, AUTHORIZING THE ISSUANCE OF GENERAL OBLIGATION BONDS OF SAID BOROUGH IN AN AMOUNT NOT TO EXCEED THE SUM OF ONE MILLION EIGHT HUNDRED NINETY-THOUSAND DOLLARS (\$1,890,000) TO FINANCE THE COST, IN WHOLE OR IN PART, OF THE CONSTRUCTION, OR ACQUISITION OF PUBLIC SAFETY IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT, FURNISHINGS AND FACILITIES, AND THE ACQUISITION OF LANDS OR RIGHTS IN LANDS IN CONNECTION THEREWITH, AND PROVIDING FOR THE SUBMISSION TO THE VOTERS OF SAID BOROUGH OF A PROPOSITION RATIFYING THE AUTHORIZATION OF SAID BONDS.

ORDINANCE 78-11
AN ORDINANCE RELATING TO A DEBT OF NORTH SLOPE BOROUGH, ALASKA, AUTHORIZING THE ISSUANCE OF GENERAL OBLIGATION BONDS OF SAID BOROUGH IN AN AMOUNT NOT TO EXCEED THE SUM OF EIGHTY-THOUSAND DOLLARS (\$80,000) TO FINANCE THE COST, IN WHOLE OR IN PART, OF THE CONSTRUCTION, IMPROVEMENT, BETTERMENT, REPAIR, RECONSTRUCTION, OR ACQUISITION OF SANITARY FACILITIES, INCLUDING SEWER, SOLID WASTE AND WATER TREATMENT FACILITIES IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT, FURNISHINGS AND FACILITIES, AND THE ACQUISITION OF LANDS OR RIGHTS IN LANDS IN CONNECTION THEREWITH, AND PROVIDING FOR THE SUBMISSION TO THE VOTERS OF SAID BOROUGH OF A PROPOSITION RATIFYING THE AUTHORIZATION OF SAID BONDS.

ORDINANCE 78-12
AN ORDINANCE GRANTING AN EXCLUSIVE FRANCHISE TO TUNDRA TOURS, INC., A SUBSIDIARY OF THE ARCTIC SLOPE REGIONAL CORPORATION, TO TRANSPORT PASSENGERS AND THEIR BAGGAGE BY BUS ALONG THE HAUL ROAD WITHIN THE CONFINES OF THE BOROUGH.

DATES: April 5, 1978, Alice Ahogak
BOROUGH CLERK, Deputy

LEGAL NOTICE

INVITATION FOR BIDS
STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES
DIVISION OF HIGHWAY DESIGN AND CONSTRUCTION

Sealed bids in single copy for furnishing all labor, materials and equipment, and performing all work on Project HHS-0937(16), HHS-0943(15), HHS-0920(14) and SOS-3(005) Southeast Region Guardrail Project enclosed herein, will be received until 3:00 p.m. prevailing time, May 4, 1978 in the Deputy Commissioner's Office, Division of Highway Design and Construction, Island Center Building, Douglas, Alaska.

This project will consist of construction of guardrail at various locations along The Miloff Highway near Petersburg, The Wrangell Highway near Wrangell, and the Wrangell Airport Spur, and the Tongass Highway near Ketchikan.

Principal items of work consist of the following: 40,000 linear feet of beam type guardrail and 176 terminal and sections for beam type guardrail.

All work shall be completed in 160 calendar days.
In accordance with requirements set forth by the "Federal Highway Administration", the following provisions are made a part of all advertisements for highway construction contracts:
"Bidders must submit certification stating whether or not they intend to subcontract a portion of the work and, if so, that they have taken affirmative action to seek out and consider minority business enterprises as potential subcontractors. Each bidder intending to submit part of the contract work shall make contact with potential minority business enterprise subcontractors to affirmatively solicit their interest, capability, and price, and shall document the results of such contacts. A bidder's failure to submit this certification or submission of a false certification shall render his bid nonresponsive."

Certification form 25A320 will be included with the bidding documents.
Plans and specifications may be obtained by all who have a bona fide need for them for bidding purposes from the Chief Road Design Engineer, P.O. Box 1407, Juneau, Alaska 99802 at a charge of \$10.00 (non-refundable) for each assembly. Checks or money orders should be made payable to the State of Alaska, Department of Transportation and Public Facilities. Plans may be examined at Regional Department of Transportation and Public Facilities offices in Anchorage, Fairbanks, Valdez.

Donald Harris
Commissioner
Department of Transportation and Public Facilities

Published April 12, 19 and 26.

HELP WANTED

CONTRACTS TECHNICIAN: This is a technical position in the accounting field which requires particular knowledge in the fiscal and fiscal related processes and procedures. The position will provide accounting and technical support in the fiscal area to the Manpower Division of the Central Council. Requirements: Three years of employment as an accounting clerk one year at the level equivalent to a State of Alaska Accounting Clerk II or up to a 12 semester hours of formal schooling in accounting and one year experience in accounting work involving general ledger and balance sheet preparation, accounts payable and payroll. Experience with CETA fiscal and reporting procedures is preferred. Applicant must be familiar with life styles and culture of Southeast Native Villages. Salary \$16,375 annually. Applications accepted through April 14, 1978. Bring or send applications to: Judith Holden, Director Administrative Services Division Central Council of the Tlingit and Haida Indians of Alaska One Seatanaka Plaza, Suite 200 Juneau, Alaska 99801 Telephone: 586-1432 AN EQUAL OPPORTUNITY EMPLOYER

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● Part 3

Why technology has fared poorly in the Bush

(Editor's Note: This article, which we have had to divide into four parts, was written by Harold Sparck of Bethel. Sparck for several years, has been associated with Nunam Kintlusi, the environmental program of the Association of Village Council Presidents of Bethel. He argues eloquently that the "Other Village" has in recent years grown up alongside the traditional village of rural Alaska because bureaucrats and technocrats have consistently neglected to fit capital construction projects to the budgets, maintenance capabilities and esthetic viewpoints of villagers. The "Other Village" is thus built of community halls, houses, laundromats and other public facilities which the indigenous population often did not ask for, hasn't the money to maintain and which has trapped many villagers in a new seasonal lifestyle which lacks the integrity of life before economic development projects began making inroads.

BY HAROLD SPARCK

The rural Native person has a firm regard for the quality of his life. A villager must be very adept to survive; his mind must be original to cope with the endless task of harvesting food from a relatively barren landmass in the lower Yukon and Kuskokwim Delta of southwestern Alaska. He must also learn the ways of the new people, their language, their methods of operation, and their way of looking at things. If the villager recognized and accepted the

exists in the village. External change is often forced but is rarely accepted. When forced, the Native turns his back, and the project crumbles for want of local support and becomes an edifice to the inefficient public sector. Where man can do the job with his labor, and little or no money, or capital, he succeeds in rural Alaska. In the mid-1960s, an industrious coalition of Native and non-Native people began a fish processing business in the then small commercial fishery of the lower Kuskokwim River. They collected, processed and shipped out their fish product at 5 cents a pound using only hand labor. Many people were employed, the project was community supported and prospects appeared good. The excitement of a viable rural Native enterprise stimulated the gift-givers. Soon, an ultra-modern, shallow-draft freezer barge arrived. It was a showcase gift to modernize the labor intensive fishery; it was also quite useless. The barge's contribution to the economy was its subsidy to the airlines carrying highly skilled technicians from Seattle and Anchorage to Bethel to maintain the facility. The cost for processing fish rose from 5 cents a pound

required to support that facility's space heating or the extra generator needed to produce the electricity. The community is saddled with additional bulk storage requirements and a growing debt that must be supported by the limited capital within the village. In reality, the gift is a sacrifice of its quality of life for another edifice that brings more technological problems on a community that can ill-afford any more demands on its limited skills.

The donation of time, education, and knowledge to the village is the best gift. The wise village knows its limits and will only accept gifts that match their level of competence. The wise village will not exceed its own inherent level of materialism but will fashion its own plan based on its own level of technology and then seek support. Limiting its scope to its own level of achievement, the wise village builds self-esteem, and grows in a concise and logical manner, never burdening itself with material possessions that tax its internal structure. The wise village allows technology to be transferred at its own pace, fitting into the actual conditions of the village and works hard to prevent the "other village" from forming. In this way, growth occurs only in conjunction with the way people are currently doing things. This is a positive achievement, and allows the village to be the stimulator, the designer, the builder, and the maintainer of each project.

Several sympathetic agencies have emerged as educators and transferers of technology. A description of their programs illuminates the more successful projects that currently exist in rural and Native villages in the lower Yukon and Kuskokwim Delta of southwestern Alaska.

In the village of Tala in 1974, the council decided to build a wash facility. They decided that they wanted it as simple as possible. In order to answer a communitywide need, the council donated wood, the village men their labor, and a 24-foot by 24-foot framed building was erected. The project to this point was entirely supported by local interest and labor with no external stimulus.

One outsider who visited the village discussed the tremendous problems the village of Emmonak was facing with its federally funded pilot project for a village safe water plant that included a washeteria, showers, flush toilets, saunas, and black water treatment involving centrifuge and incineration of human solid wastes. The plant was a marvel of

technological achievement and cost about \$2 million. The federal agency that constructed the project had determined that it had limited operational and maintenance responsibilities and planned to turn the facility and its \$130,000

ating agreement with the federal agency guaranteeing that the village would maintain the system once completed. The agency did not ask if the village could manage the project, or if it had the funds to support the importation of engin-



THE TRADITIONAL VILLAGE

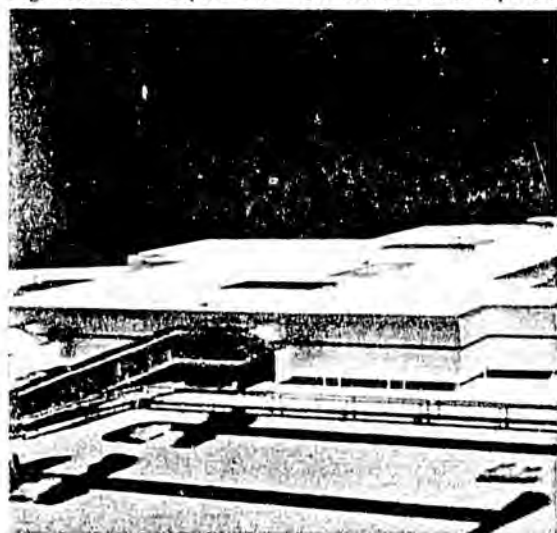
a year operation fee over to the village. Through user fees, the village collected \$25,000 and through revenue sharing another \$65,000. The village had no other means of raising the rest of the money to support the facility, much less the administrative and maintenance personnel to support the project locally. Emmonak's council was faced with supporting outside technicians with all of the village's income, and they balked. In addition to the financial liabilities of this totem to technology, the village was laboring under increased need for electricity and bulk fuel oil storage, each of which caused direct and unprecedented growth in the village. With nowhere to go, the council refused to accept the project, and the federal government is still paying for it. In the next village, Alakanuk, on the lower Yukon's south mouth, a similar project was being constructed with state funds, which had similar operations and maintenance fees of between \$10,000-\$130,000 a year. The simple village safe water act to provide safe water, and washing facilities, luxuries for a village Native only a short time ago, now became a physical necessity to continue to operate and a financial burden for the present and near future, a cycle of fiscal misery brought on by technology.

Another federal agency, the Public Health Service Office of Environmental Health, had sponsored the erection of pressure water to be associated with new, H.U.D. above-ground, framed houses in many remote villages that sit above permanently frozen ground. In each case, the village council was told that they would have to sign an oper-

ers to repair the complicated systems. The federal agency also neglected to find out if it could build pressure water systems in the subarctic. In each case, the contracting agreements have not been upheld by the village councils, and the systems have frozen up. There is uniform condition of deterioration and failure with the systems. The overall effect of the system was that it raised the village's fuel and electrical consumption, growth factors that the planning agency completely ignored. Fuel bills rose sharply because the houses had to be kept warm all day. When wood stoves or furnaces were traditionally turned off at night, the pipes would freeze. The people paid more for household electrical bills because the utility had to purchase additional generators to support the pumps. One village, Scammon Bay, had pressure water for six weeks before the system, four years in construction, froze up. The council was befuddled, but somewhat unhappy in that people had experienced sharp increases in per-home costs of around \$70-\$120 per month to support the water running in the lines.

The council of Chevak heard these stories and wanted their facility to be as simple as possible. One state agency, involved with water quality, DEC has a limited budget, little manpower, but an intense interest in local support and self-help. The village contacted the agency, and the director of water programs visited the village. The council insisted that technology be at the lowest possible level, and a small grant of \$60,000 was released for wiring, plumbing, installation of equip-

PLEASE TURN TO PAGE SEVEN



THE "OTHER VILLAGE"

purpose of most agency efforts to make the traditional village a creature of the 20th century, the people would just comply with the intent of government, which pays a high price for supporting a cash intensive, energy intensive, labor non-involvement, and technologically sophisticated culture in a rural village, and just move to the city, forsake village life, and accept the ways of men who do big things in big towns with big money.

The rural Native Alaskan is persistent. He is not used to doing things with a lot of time and money. He is used to working very hard with very little to support the quality of life that now

to 15.5 cents, and the enterprise lost its indigenous quality as a totally local enterprise. Now the freezer barge is under imported management, and the Native fishermen are just that, fishermen. They are out of management.

Similar examples exist in every rural Alaskan community, the example of too much too soon. Rather than build on what already exists in the village or the lifestyle of the people, the gift-givers impose their own solutions and ways of doing things on the village. The gift of technology is a sorry windfall for the village that is unwise. The gift-givers grant \$40,000 for community halls and do not worry about the extra fuel



AFTER THE SHOW IN DILLINGHAM

Theater group makes bush kids chuckle with "Reynard the Fox"

Photos by Kenneth Kollodge

Seven theatrical performers recently took a swing through a dozen bush communities to perform an Alaskan version of the classic English story of Reynard the Fox. The story, dating from the Middle Ages, is about a crafty fox who likes to play tricks on other animals. When the others have had enough, they turn on Reynard and demand that he be punished. In the fury over his pranks, Reynard is eventually blamed for deeds he didn't do. Only when he saves the life of the mayor do the other animals decide he isn't such a bad sort.

"Reynard the Fox" is performed by the Fairbanks Children's Theater; the group's tour was sponsored by the Alaska State Council on the Arts, National Endowment for the Arts and the Fairbanks Drama Association. The group visited the villages of Barrow, Pt. Hope, Anaktuvuk Pass, Bethel, Dillingham, Nome, Unalakleet, Shishmaref, St. Mary's Togiak, Naknek and Tanana.



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● "Other village" Part 3

CONTINUED FROM PAGE SIX

ment, and erection of a waste water line leading to the sewage lagoon. This part of the project was beyond the technical level of the village, and imported labor was involved. One excellent part of the Emmonak project was that a single individual in the village was selected to be on hand during the entire construction phase. This system was adopted by Chevak. The council had several of the most competent maintenance men in

the village watch what was being installed, how it was operated, and where to look for failures. The unit consisted

of three washers, two dryers, four sets of showers in the male and female sections, and two flush toilets. Timing devices were placed in the water pump facility to allow for irrigation and to minimize energy use.

The village used the project extensively through the first year until oil shortages occurred. To save energy the council opened the facility only at peak times and eliminated showers, leaving only the washers open. The flush toilets were also eliminated. Finally, when oil shortages became extremely critical, the facility was shut down entirely until fuel oil resupplied several months later when the river thawed. The

council managed the facility from an experienced viewpoint and did not expect a subsidy. Although the maintenance competence of the village's men has increased, the village is still not considering additions to the system. Problems are few at the facility. The village generates 30 percent of the operating cost through user fees and uses general village funds to support the facility, keeping costs below \$15,000 per year. The state agency involved has recently assisted the village by purchasing a 8,000 gallon bulk tank and fuel oil to support the facility. The agency realized that it had encouraged oil use increases in the village and reasoned that the village was spending all of its funds to purchase new bulk and bladder tanks to support the domestic fuel oil and gaso-

line needs of the community. The village is currently soliciting federal demonstration funds to erect a wind energy system for the washeteria to make the facility energy self-sufficient, hoping to use wind energy to heat the water and power the boiler and pumps.

The growth of the washeteria fit the village level of maintenance and funding abilities. The village did not wish to burden itself with something it could not support itself. Technical assistance by the public sector was originally a transfer of knowledge to the village. Finally, after the villages had constructed the plant to the limits of its ability, public assistance was offered and educational dialogue continued so that the village would have the latent capabilities to manage the project in the fu-

ture. The village was living within its "carrying capacity" with technology. The state agency in question,

DEC, originally withheld support, it may not have even known of the village's preliminary efforts, but when DEC did assist, it concentrated on education and simplicity to keep within the actual conditions and financial position of the local situation, funding only when local resources were clearly unable to continue. This project is very small for a rural Alaskan development project. It did not involve big money, or big machinery. The project was built over a three-year period, depending principally on local initiative. The project re-enforces the self-esteem of the village, and does not sit in the midst of a cash-poor society as an example of wasteful technology.

Part 4

Why technology has fared poorly in the Bush

(Editor's Note: This article, which we have had to divide into four parts, was written by Harold Sparck of Bethel. Sparck for several years, has been associated with Nunam Kitlutsiti, the environmental program of the Association of Village Council Presidents of Bethel. He argues eloquently that the "Other Village" has in recent years grown up alongside the traditional village of rural Alaska because bureaucrats and technocrats have consistently neglected to fit capital construction projects to the budgets, maintenance capabilities and esthetic viewpoints of villagers. The "Other Village" is thus built of community halls, houses, laundromats and other public facilities which the indigenous population often did not ask for, hasn't the money to maintain and which has trapped many villagers in a new seasonal lifestyle which lacks the integrity of life before economic development projects began making inroads.

BY HAROLD SPARCK

The subject of "quality of life" and the relationship of rural Native Alaskans to the land has so far been made over. Most capital intensive projects are land intensive also, and even though the project may only occupy a small acreage, its environmental effects are far-flung. Emmonak's facility depends on tanker and barge transportation to supply fuels, air transportation of machinery and repair personnel, financial accounting in urban centers, and a myriad of support service to keep a technological paradise in

ronment has been the key to the continued success of the Native culture. The people attempt not to live beyond the "carrying capacity" of their land. They believe that they cannot afford to destroy the very sustenance of their being and routinely reject urban programs to exploit natural, nonrenewable resources that would despoil and permanently change the land. Rural and Native Alaskans look to the land as their bank, their storehouse of goods and energy, and as their cultural sink.

A recent survey by our region's Native organization determined that in 1974, the village people harvested approximately 14.2 million pounds of food from the land in the form of land mammals, sea mammals, waterfowl, fish and vegetation. The region's heavy dependence on the renewable resource bank has not been gauged in monetary figures. Many of the old and wise people of the village state that you cannot put a value on a salmon, for besides its edible flesh and protein content, it is a cultural experience to harvest the fish. The exact value of the salmon caught by a rural or Native Alaskan cannot be calculated. The situation defies econometrics, because the replacement value of pro-

the village threatens the subsistence economy of the village due to its own multiplier effect of environmental dangers associated with intra- and intervillage development. Oil spills from supply barges threaten the substrata of our ecosystem that supports the higher elements in the food chain. A moose can relocate to a browse area not permeated with mercury or arsenic from mine runoff and a salmon can swim away from a refined oil spill, but their young and their supporting food systems have less mobility. In several cases where technology has led to disasters within or surrounding our villages, village hunters and fishermen complain that wildlife is now absent. In several villages, Kwethluk, Chuathbaluk, and Mekoryuk, secondary treatment plants have frozen up, allowing untreated black water to flow into the drainage field and then into the receiving waters. Because of the failure to foresee disasters like freeze-ups which would be expected in subarctic environments, sewage plants have been situated where outfall directly affects subsistence harvest areas, particularly winter ice fishing.

Planning is obviously not the single answer since many planners in the public sector are not familiar with rural economies and technical levels. Development in rural Alaska should proceed only after local people have made their own decision on what is important. Once the people have determined their needs and agreed on how to achieve their goals, an individual skilled in the transfer of technical information should become involved from the public support agency. The person should first familiarize himself with the microeconomics of the village, including its food sources and harvest mechanisms, and then bring to the village's attention all the factors that a technological project involves. The individual should compute a time-life schedule of costs and duties imposed on the community by the project and assist in defining stages of development so that the village could clearly foresee where its own level of technical and managerial competence might falter. If public funds are to be used, a new division of funding should be encouraged to allow for a gradual development of a project in stages that would allow the village to grow with each successive, and more difficult stage. That way the project never exceeds the village's ability to care for it.

The state agency mentioned earlier, DEC, has achieved notable success in our region by assigning one of its engineers to become a familiar resident in four

villages that had the option for public funds for a village safe water act facility. This individual worked with the councils and explained the benefits and problems involved with the project. The villages made their own decisions. Once the councils selected the village, the agency devoted a good deal of its time to preplanning by working

the life of the project.

One further question remains and involves the disposition of public funds when the village does not petition, or show active involvement in the project. People make do with whatever is at hand. New developments that are not generated from inside will not be properly supported. Also they will wither from



THE TRADITIONAL VILLAGE

with the council to develop a facility that would meet the needs of the local people and not exceed their technological skills. Economic studies were presented to the council based on the costs per degree of technology desired, and the council chose the simplest system. The village then developed with the agency an approach by which the plant is able to pay for itself. One individual selected by the council will work with the project, and then instruct others in the mechanics of operation. The village will build the project under agency supervision, but the entire building's design and construction is derived from the village's own knowledge. This technological system, within the village's control, and operation and maintenance costs should reflect the preplanning effort over

lack of community support. The project will continually require support from external sources, and therefore become a drain on the village's tolerance level and the public funds supporting the project. Gift-giving should have its limits, and projects should not be initiated unless local support and commitments to accept responsibility are generated in the village first. Timing of projects should be based on continual commitments by the village, and if the village fails to achieve its stated commitment, the project should be suspended until the local people rejuvenate their own interest. Anxiety over suspended public funding must not be allowed to terminate the project, for given the history of development in the rural Alaska, more time is a good thing.



THE "OTHER VILLAGE"

operation in a rural Alaskan village that is incapable of supporting the facility itself. The rural Native opinion of land is one of harmony. The land is not a quarry for man to dig in, to use up without replenishing, to spoil in the name of development and material gain. The land is a vital, living organism which man is a part of. The Native people pride themselves on the fact that although they have lived on the land for many thousands of years, a visitor still cannot tell they have been here except through their widely scattered settlements. Emmonak's washeteria is clearly part of a different culture.

Simplicity in a difficult and hostile subarctic envi-

tein in remote, sparsely settled communities with no infrastructure to support modern industries associated with imported foods has not been ascertained. Tentative exploration into this subject has attracted few economists. One recent state official charged with describing the state's economy referred to the rural subsistence economy as an "impossible" task to measure for "subsistence defied quantification."

The subject, however, is vitally important, for both the federal and state governments plan to unleash immense land intensive development projects in the region connected with oil, natural gas, and coal. In less impressive ways, each technical achievement in

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Interior residents want no part of new borough

Fairbanks News
5/21/80

By BILL CRAMPTON
Staff Writer

Residents of Circle, Central and Livengood have sent petitions to the state asking that their areas not be in the proposed Yukon Flats Borough.

They would rather see the borough's southern boundary end on the north side of the Yukon River.

"They would rather not be part of any borough, but if they have to be in a borough they would rather become part of the Fairbanks borough," says state Sen. Don Bennett, who has followed the issue of a Yukon Flats borough for several years.

He recently sent letters to the North Star Borough and the state Department of Community and Regional Affairs to alert those bodies to concerns of residents in the mining districts between the Yukon River and the North Star Borough.

Also, the Department of Community and Regional Affairs has received petitions from Livengood signed by 15 persons and a petition from Central-Circle signed by 35 persons asking that if a Yukon Flats borough is created, they want to be excluded, said Pat

Poland, the staff member for the state Boundary Commission.

The proposed 53,000-square-mile Yukon Flats Borough would be Alaska's second-largest. It would include 1,600 persons living in 11 communities: Arctic Village, Beaver, Birch Creek, Central, Chalkyitsik, Circle, Fort Yukon, Livengood, Rampart, Stevens Village, and Venetie.

The borough's borders would be the Fairbanks borough to the south, Canada to the east, the trans-Alaska pipeline and haul road to the west, and the North Slope Borough to the north.

The notion of a Yukon Flats Borough has been discussed for several years. Last year, at the request of residents of the area, the Legislature allocated money to write the 185-page Yukon Flats Regional Government Study.

The study recommends a first-class borough, which carries mandatory area-wide power of taxation, schools and planning.

But efforts to create the borough are now in a holding pattern, said Jonathan Solomon, chairman of the Yukon Flats Borough Study, when contacted by

(See BOROUGH, page 5)

BOROUGH...

(Continued from page 1)

telephone in Fort Yukon.

Before the state could make a move to form the borough, residents of the area would have to give the boundary commission a petition signed by at least 70 persons.

No petition has been submitted. Solomon said if a petition drive begins, it probably wouldn't happen until next fall.

But Bennett said many residents south of the Yukon are getting nervous about the creation of the borough and want the state to know now that they don't want to be included.

"Socially and logistically these mining districts have always related to Fairbanks," Bennett said. "I have no objection to the Yukon Flats borough, but the river is a natural barrier that should be used as the boundary."

He noted that there is a feeling among some legislators and officials that the state should be working toward creating boroughs to cover all of the state.

If it does become necessary for unorganized areas to become boroughs, the Circle-Central-Livengood areas would rather be part of the Fairbanks borough rather than the Yukon Flats borough, Bennett said.

Fairbanks borough attorney Jim Nordale noted that this idea has been discussed for the past few years, but the borough probably would not consider annexing areas to the north until a petition is filed with the state for a Yukon Flats borough.

And he said it's unlikely the assembly would ever consider such a move unless there was a request from residents of the areas to be annexed.

A Yukon Flats borough can be created without involvement by the Legislature.

If a petition is filed with the state, the Boundary Commission would conduct public hearings. If the commission accepted the idea, an incorporation election and election of officers would be held in the region. If everything went smoothly, the entire process from petition to election would take eight to 10 months.

The Boundary Commission has the option of amending the boundaries of the proposed borough.

Willow Still Wants City Status

Willow Fights For City Status

(Continued From Page A-1)

provided a "bank account" through land sale or lease.

Under state law, incorporated local governments also are entitled to revenue sharing from several state sources, with road-maintenance funds providing a large share for some municipalities.

Based on \$1,500 per mile, Willow's road maintenance revenue would have amounted to more than \$60,000 — approximately the amount in the proposed annual budget for the new city.

The system is used extensively throughout the state with small cities collecting no local taxes and operating wholly from state revenue.

The city of Houston, a few miles from here, operates basic services and pays a clerk entirely from state funds. The city of Wasilla, with an annual budget of \$270,000, collects no local taxes. It, too, functions with money from Juneau.

Legally, municipalities need only spend 20 percent of the shared revenue for the purpose it is granted. For example if a city receives \$1,000 for road maintenance, it may spend only \$200 for that purpose and use the remaining \$800 for almost any other civic purpose.

The statutory loophole has concerned some legislators — and irritated some residents along poorly-maintained rural roads — and there have been vague promises of legislative reform over the years. However, local political pressure has been effective in stifling such reform talk.

Now it seems the citizen-members of the Local Boundary Commission have decided to crack down on the custom, insisting on local participation — that is, taxes — for new cities.

Meeting in Juneau, four members of the five-seat commission voted "no" on the Willow petition. They refused to allow a vote by area residents on incorporation.

Commission chairman Sheila Gallagher said after the meeting the group felt, generally, that if people want a city, they should demonstrate some local responsibility, "that is, be prepared to pay something themselves."

She said she was not speaking for the entire commission but felt the commissioners would again reject a petition from Willow unless it included some provision for a local tax levy for at least part of municipal operations.

Residents here sought second-class city status, a system that allows local tax levies only with the consent of the majority of voters in the area.

Only first-class, or home rule, cities may levy local taxes by council action. Cities such as Houston and Wasilla must adopt an ordinance and offer voters a chance to accept or reject the tax.

Wasilla's city council has tried repeatedly to pass a local tax vote for city projects, but voters have said "no" at the polling place or have protested with such vigor during public hearings that council members have dropped plans to even hold a vote.

Prime advocate of a city here has been the Willow Area Civic Organization (Waco), a community-betterment group that includes members from almost every family in the area. Waco volunteers had gathered signatures from 47 of the 86 registered voters here before applying for the city vote. Only 25 signatures were required.

Waco president Doyle Holmes said people here are "pretty disappointed or pretty mad" at the boundary commission's action. He said most are determined to re-submit the application.

He said some here feel a suit should be filed, based on the legality of the revenue-shared city funding allowed in other municipalities.

"Why us?" asked Holmes. "Other cities operate this way. The money is already being spent." Currently the Matanuska-Susitna Borough, the only local government with jurisdiction here, receives the \$1,500 per mile for maintaining Willow's roads.

"We don't want taxes, and we don't need taxes," Holmes said. "But that is not how the bureaucratic mind works, it seems."

Holmes and others here are worried that state employees at the new capital will spill over into Willow and dominate the area, possibly even voting to establish a first-class city, with taxing powers vested in the city council.

"We don't want that," Holmes said. "We want some say in what happens to our area."

Ms. Gallagher said she feels the commission wanted "a more realistic approach" to any new city.

She said the commission would hear a new petition from the area but probably would require a different budget proposal, to include some revenue other than state funds or land sale receipts.

New action for incorporation would require the petition, investigation by the staff of the Community and Regional Affairs Department, and new public hearings on the plan.

Then, if a vote is allowed, the lieutenant governor must call an election from 30 to 90 days after Local Boundary Commission approval. City council members would be selected on the same ballot.

At the commission meeting earlier this month, only Sig Strandberg of Anchorage voted to approve the Willow-area petition. Voting to deny it were Ms. Gallagher, an Anchorage attorney; C.B. Bettisworth of Fairbanks and Joe Anderson of Wrangell. Betty Hopson of Barrow, the other commissioner, was absent.

At the same meeting the commission rejected a similar petition for incorporation from the tiny Southeast Alaska community of Gustavus.

Gustavus would have required only about \$550 annually in state funds, but that application, too, was rejected on the grounds of no local tax base.

Willow advocates of incorporation feel they must expedite plans for a new petition because of a time limit on land transfers.

Under a state law passed last year, no newly created municipalities will be granted state land after Oct. 1, 1980. The petition/hearing/election process could bring the vote dangerously close to that deadline, city supporters here feel.

26/19 By AL CAMPBELL
For The Times

WILLOW — Proponents of city status for this Parks Highway community, stung by rejection of the proposed new city by the Local Boundary Commission, say they will try again with a new incorporation petition.

And there is talk here of a lawsuit to try to force the governor's appointed commission to allow residents to vote on the question.

Meanwhile the commission's negative action on the plan is being interpreted as a hardening in the state's philosophy toward local government: If you want it, pay for it.

Willow petitioners had hoped to fund operation of the city through sale of state-transferred lands within its boundaries and by using state-shared revenues rather than local taxes for city services.

Willow is a historic mining and homesteading community about 70 highway miles from Anchorage. There are about 350 people living on 35,000 acres in the area, adjacent to the new state capital site.

City advocates petitioned for a vote among the eligible residents as to whether a mayor and council could be established and a local government set up.

If this had been allowed and the vote had been affirmative, city proponents would have applied for transfer of state land to the municipal government. The 1,500 acres they felt they were entitled to would have

(See WILLOW, Page A-2)

Anchorage Daily News

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PRICE 25 CENTS

Court to hear Beaufort appeal

By BILL WILSON
Daily News reporter

The stakes will be high and the issues dramatic this morning when the Alaska Supreme Court entertains arguments for and against holding the sale of Beaufort Sea oil leases as scheduled.

In an unusual emergency session in their Anchorage chambers, the justices will begin entertaining North Slope Borough's last minute appeal to cancel the sale at 10 a.m.

The lease sale is scheduled for 10 a.m. Tuesday in Fairbanks.

Today's arguments follow decisions by an Alaska state judge, as well as a federal judge in Washington, D.C., giving the sale the green light.

Friday, both Fairbanks Superior Court Judge Jay Hodges and U.S. District Court Judge Aubrey Robinson issued orders denying pleas to stop the lease sale, which would grant Arctic Ocean drilling rights east of Prudhoe Bay.

One side are lawyers representing the North Slope Borough, the village of Kaktovik and environmentalists. On the other, the state attorney general, the oil industry and the federal government.

Sunday evening, while preparing for the showdown, neither side minced words.

"Commissioner LeResche has set out to destroy the North Slope economy, and has said so publicly," said Alaska Legal Services attorney Don Clocksin, representing the village of Kaktovik and its mayor, Archie Brower.

"They don't know what they are talking about. This is the director's decision," said Jeff Lowenfels of the attorney general's office pointing to LeResche's edict approving the sale. "It is 102 pages and references probably 25,000 other pages. They say this is not

adequate. Aaaggghhh!"

Clocksin and company will try to persuade the justices of irreparable harm to the Inupiat people of the North Slope that would follow the sale. The state and industry will stress protection built into the leases themselves is proof of safety.

That harm, to some North Slope residents, is pure and simple: the destruction of the Inupiat way of life.

One document on file quotes Barrow Inupiat Raymond Neakok as saying, "We will die slowly and

See Back Page, BEAUFORT

Beaufort

possibly soon because our government doesn't have time to consider so few."

"It will be very tough to get anyone to change their mind once they get their hot little hands on those leases," says Clocksin. "If we don't stop it now, we will never stop it."

"There is clear evidence they (environmentalists) have

Continued

won," counters Lowenfels. "They have won the battle. They have won the war. There will never be another lease sale that is not environmentally sound."

"The North Slope Borough has a capital improvement budget of \$400 million. That's \$400 million," steams Lowenfels. "In Kaktovik alone, they are spending \$500,000 per family. That's \$500,000 per fam-

ily.

"They are getting public housing, schools, roads, water system, sewage treatment, lights and power, airport improvements, police, communications, health and social services, cultural programs ... 90 percent of their operating revenue is from local taxes of Prudhoe Bay. Who is paying for this? It is not the Inupiat."

Natives air complaints on rural transportation

By DON HUNTER
Daily News reporter

A federal panel in Alaska to assess rural transportation needs heard a long list of requests and complaints Friday, many geared to conditions on the state's inland waterways.

The conference, sponsored by the federal government in conjunction with the Northwest Federal Regional Council, is linked to a series of Carter administration initiatives intended to improve life in the nation's rural areas.

The visiting officials, headed by Larry Gibson, associate assistant to the president, were received somewhat skeptically by Bush leaders in town for the day-long conference at the Anchorage Westward-Hilton.

Dillingham Mayor David Carlson and Jonathan Solomon from the Yukon Flats area said their towns need dock improvements.

"The barges that are loaded at Nenana can't dock into Fort Yukon with a 100 percent load," Solomon said. "When the barges come in with a 50 percent load, you know that the cost of your tariff and the cost of the fuel is going to almost double."

Solomon said there's been talk of building roads to link Fort Yukon to other areas. He doesn't support the idea.

"For the 85 miles of road — at about \$1 million a mile — that's \$85 million. You can build three docks



Anchorage Daily News/Fran Durner

Larry Gibson, associate assistant to President Jimmy Carter, heard complaints and suggestions on rural transportation Friday.

for \$3 million and improve all the airstrips within the Yukon Flats for \$10 million."

Solomon said it would be wiser to improve the docks at Fort Yukon, Center and at the Yukon crossing of the pipeline haul road. If that were done, he said, freight could be trucked to those points, then barged over to Fort Yukon.

Center is connected to urban centers by the Steese Highway.

"You're talking about taking the

rural villages out of isolation," Solomon said. "I don't want to be taken out of isolation ..."

"We've (Fort Yukon) passed resolution after resolution saying we don't want a road system within the Yukon Flats."

McGrath City Administrator Bob Juettner voiced a more serious concern. Only three of five scheduled barges stopped in the Kuskokwim River town this summer, he said, and McGrath will run out of fuel sometime between mid-October and mid-November.

That means fuel will have to be flown in, at higher costs.

Quinhagak Mayor Jesse Foster told the officials they couldn't get an accurate picture of transportation conditions in rural Alaska by holding hearings in Anchorage.

"You've got to get out to these areas, even if you have to put on rubber boots, even if you have to hold the meetings outside because there's no facilities" to hold them indoors, Foster said.

Carlson, the Dillingham mayor, noted that 19 barges have off-loaded 20 million pounds of cargo in that town this summer. Still, Carlson said, the dock is inadequate for "rapidly growing" Dillingham, and the smaller, more remote villages for which it serves as a regional distribution hub.

"In one of the Yukon villages, the PHS (public health service) has built a fence" around an area to be used as a landfill, noted state Sen. Arliss Sturgulewski. "Yet there is no road to it ... We're not getting as much bang out of our buck as we should be."

State Sen. John Sackett said it is important for the federal government to realize that rural Alaska isn't the rural Midwest.

"The first thing we've got to get across is the difference," he said. "We don't need grandiose roads from Fairbanks to Nome" but simple roads "from the village to the airstrip."

Bush Sewers: Like Floating A Crowbar In Bowl Of Oats

By MARY LENZ

BETHEL, Alaska (AP) — Laying a water line in Alaska's soggy tundra is like trying to float a crowbar in a bowl of oatmeal.

That's why the U.S. Public Health Service has faced tough technological problems since it became responsible for providing water and sewer systems in Alaska's Eskimo and Indian villages.

Although some PHS systems have been successful, skyrocketing fuel prices, maintenance costs and frequent breakdowns in other areas have brought some spectacular failures.

"Right now, sewer lines are broken in so many places . . . that sewage backs up into people's yards," said Mayor Royal Harris of the Arctic Ocean town of Kotzebue. He said the city council wanted to ask PHS to take back the system it had built 17 years ago.

Bob Juettner, city administrator of the Kuskokwim River town of McGrath, said its 350 residents had been furious when they discovered a proposed PHS project would have cost a family up to \$300 a month in water and sewer bills. The project was delayed, leaving 120 public-housing residents without sanitation.

The Alaska Village Electrical Cooperative shut off electric power to a PHS-built water and sewer system in the central Alaskan village of Minto due to an unpaid \$30,000 bill. More shutdowns involving PHS systems are in the works, AVEC officials said.

"I think it's a pretty safe assumption that most native villages are having trouble supporting PHS projects," said Sherry Valentine, of the Rural Alaskan Community Action Program.

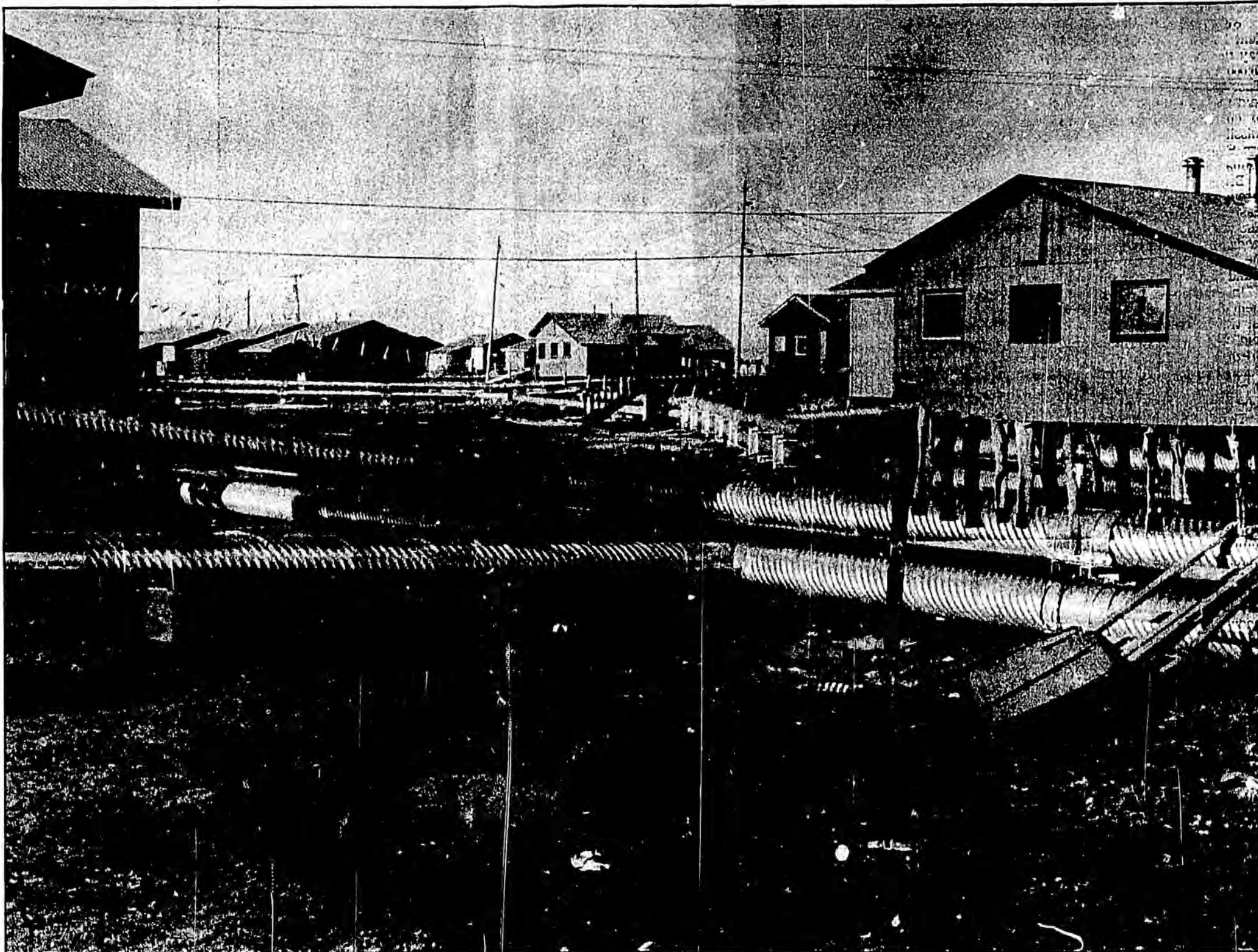
Critics say PHS, which has built 200 projects of varying complexity in Alaska since 1960, has applied technology designed for Arizona deserts to the arctic without regard to the effects of the climate on machinery, or to the low income of villagers who have to foot the bill for repairs.

But PHS sanitation chief Dan Rogness said the systems had been designed in Anchorage. He said water and sewer systems "simply aren't going to operate trouble-free in an arctic environment."

Traditionally, village plumbing has consisted of a water bucket and dipper, and a "honey bucket," or outhouse. In larger areas, water is transmitted by pipes laid above the ground.

"In defense of PHS, they have programs up here that are much more full-blown and more expensive than the Lower 48 United States," said Jordan Suhr, a civil engineer from Bethel who studied 30 PHS water and sewer systems in western Alaska.

Suhr said PHS problems had begun in 1959 when Congress had ap-



Times Photo By Barbara Rogers

PUBLIC HEALTH SERVICE SEWERS NOT COMING UP ROSES

Rural Alaska villages are questioning the worth and effectiveness of Public Health Service-designed sewer systems. Several villages have been

forced to shut down the systems because the cost of running them was too great. Above is an area of Bethel, called "Housing," where frost heaves and

soupy soil forced construction of water and sewer pipe above ground. Across town pipes are virtually non-existent in an area called "Lousetown."

proved legislation requiring the agency to provide sanitation on Indian reservations. Alaska became a state that same year, and Suhr said apparently no one considered the implications.

reservations," Suhr said. He said initial cost of providing running water and toilets for a reservation home might be \$10,000 but in Alaska it might cost \$35,000.

In addition, water in northern Alaska must not only be stored and transmitted, but heated constantly

so it doesn't freeze. This means that, in an area where energy costs are far higher, much more energy is needed to operate the systems.

Suhr said Indians in the Albuquerque, N.M., area might have to drive 40 miles to work, but they had roads, cars and jobs. In most cases, these

are non-existent in Alaska villages, where residents depend on subsistence hunting for up to 80 percent of their food.

Suhr said one reason for frequent breakdowns was that although villages signed contracts promising to provide constant maintenance for

the system, they were sometimes unable to follow through.

"An operator who makes \$300 a month can't afford to sit there watching the system when the salmon are running or when it's moose season," Suhr said. "The whole thing goes neglected for weeks on end."

Media focus on wrong Beaufort Sea story

By WILLIAM H. DUBAY

For the North Slope Borough

Although international attention has been focused on the proposed December joint federal-state Beaufort Sea Oil and Gas Lease Sale as the first attempt of the U.S. to explore in the offshore Arctic, the Alaska news media gave little space to the recent hearings conducted by the Department of Interior on the sale. What they missed was not just the usual story about environment versus industry, energy needs versus scenery and wildlife, but a dramatic test of American democracy and a new feeling that people have the right to know and participate in the decisions that affect their lives.

The news media has presented the story as "North Slope Natives versus the economic needs of the state and the energy needs of the country," while the real story has to do with the Coastal Zone Management Act and the right of local citizens to regulate development on their own coastal areas. In this remarkable piece of legislation Congress put the environmental protection of coastal areas mainly in the hands of local citizens — knowing they were most effected and at the same time most concerned with the encroachments of industry. Here is an act tailor-made for Alaskans demanding self-government. It requires state and federal legislation to be brought into compliance with local regulations — a Congressional first. Those who are the most to complain about government interference in local affairs are the first to give up their rights whenever a fast buck is to be made.

Witnesses from each of the seven North Slope Borough villages stated their solidarity in delaying the sale and promised legal action if necessary. North Slope Mayor Eben Hopson, in his prepared statement, stated that the borough would not consider a sale until the borough's Coastal Zone Management ordinances

are approved. "As we understand it, Congress enacted the Coastal Zone Management Act to establish equitable and democratic means through which to prepare for federal offshore oil and gas leasing and operations," he said. "Therefore, the North Slope Borough will no longer cooperate with the Beaufort Sea sale preparations other than through the procedures of the Coastal Zone Management regime in place."

Local control of environmental protection and security has been one of the chief concerns of the borough since its establishment in 1972. The proposed NSB Coastal Zone Management ordinances — developed in concert with Trustees for Alaska, the legal arm of the environmental movement in Alaska — are a key issue in that concern. They constitute one of the most comprehensive sets of legal protections yet developed by any municipality under the provisions of the national Coastal Zone Management Act. The North Slope Borough's pioneering efforts in promoting strong local government through law and due process has been an accomplishment largely denied or ignored by the news media.

The irony of the story is that the news media have played up industry and government as ready for the sale and the Natives as being in opposition. But anyone listening to the more than 30 hours of testimony and reading the thousands of pages of comments on the environmental impact statement is lead to suspect that the opposite is true, and that the residents of the North Slope have been doing their homework and getting ready for the sale, participating in the environmental and sociological studies, testifying at countless hearings, and getting their CZM ordinances in place. Industry, on the other hand, is still lacking the technology required to drill with safety in the Arctic environment. The state and the federal government are lacking both the regulatory powers to protect that

environment and the leasing processes that would guarantee to the citizens of Alaska they are getting their dollars worth in selling the oil.

It was the unanimous recommendation of borough residents, Native and non-Native, the scientific community, and local and national environmental groups that the joint federal/state Beaufort Sea Lease Sale, scheduled to take place in December, be delayed because industry has not demonstrated sufficient technology to conduct operations without long-term degradation to subsistence wildlife habitat and resources. With the exception of oil and gas industry spokespersons and Fairbanks commercial interests, all witnesses opposed the sale in December.

Citing massive amounts of research, legislation, and evidence from personal and historical information, witnesses stated that proceeding with the sale at this date would violate important provisions of the National Environmental Protection Act (NEPA), the Marine Mammals Protection Act, the Endangered Species Act, and the Coastal Zone Management Act. Provisions of the Draft Environmental Impact Statement (DEIS) were attacked as deficient and inadequate. The credibility of industry's statements that the technology was available for safe conduct of oil and gas operations was point-by-point contradicted by witnesses who gave accounts of the deterioration of wildlife habitat already affected by industry operations on existing leases in the Beaufort area.

Elise Patkotak, director of the NSB Health Program, summed up the feelings of North Slope citizens about pursuing oil and gas with rationality, according to the due processes already set up:

"I accept the fact that change must occur. I accept that we cannot shut the door on the outside world. But I cannot accept the destruction of a whole people and their culture to supply perhaps 70 days of oil to the

Lower '48. I cannot accept that the same technology that put a man on the moon in one decade to preserve national pride in achievement cannot put those same energies to use in finding efficient alternate energy based on renewable resources. Neither oil, the Inupiat, nor the bowhead are renewable resources if the present plan of action is pursued.

"Are the Inupiat people and their environment of so little value that the United States would allow development to proceed when the knowledge to do it safely is so inadequate that the impact statement raises more questions than answers?

"If change and development must proceed, then let it proceed in a timely and safe fashion. Let the technology advance to the point where offshore drilling is as safe to the environment as sending a man to the moon was safe to the man in the capsule. Let the Inupiat people proceed on their own path, working to preserve their environment while accepting some of the inevitable changes. But let this happen only within the framework of safety to this area — to its people and to its wildlife. Technology has not yet advanced to this point and until it does, drilling should not occur."

If the Beaufort Sea Lease Sale takes place in violation of these legal provisions, these civic processes which are the heart and soul of our democracy, it will be just not the Inupiat who will have lost, but every citizen of the country. We will all be the more vulnerable to the demands of those who will use the latest crisis — energy or environment — to further subvert the rights of citizenship.

William H. DuBay is a public information officer of the North Slope Borough, assigned to the borough's liaison office in Anchorage. He is editor of the Arctic Coastal Zone Management Newsletter.

Villagers say they need jobs

By DON HUNTER
Daily News reporter

HOOPER BAY — A legislative committee out for a taste of life in Bush Alaska is rapidly becoming gorged on the problems of remote settlements.

The joint House-Senate Community and Regional Affairs Committee conducted hearings in three Bush communities over the weekend and found its largest audience in the smallest of the three.

That was Hooper Bay, where Mayor Richard Nanuk and his 500 constituents are crusading for road repairs, for a sanitation system, and, more than anything else, for jobs.

See Back Page, BUSH

Bush

Continued

The people here say the cost of living is reaching such proportions that life in the remote villages, that for centuries have supported Native Alaskans, is no longer realistic.

A 55-gallon drum of fuel oil here costs \$82.50. Hooper Bay residents use three to four barrels a month in winter. Electricity costs \$40 to \$60 a month.

"When I was a kid here, we didn't think about dollars and cents," said Harold Smith, a villager. "But now, in order for me to survive in this village, I have to do it in dollars and cents."

Says Al Hunter, "I need new housing. Tell those people I need a new house."

The people of Hooper Bay are not exactly enchanted with politicians. Still, they were polite to the six who visited Saturday. But they were also overtly skeptical.

"Before an election, they (district legislators) promise us," said Peter Seton. "But after the election, they never come through."

Hooper Bay, says former village Mayor R. J. Murran, has been promised water and sewer installations for years.

"Now that the state has all that oil money, we figure there is no excuse" for not making good on the promises, Murran said.

The people of Hooper Bay, almost without exception, use the same adjective in describing those promises — "empty"

Nanuk, Murran and their neighbors wanted solid commitments from the visiting legislators. The legislators said they were not in Hooper Bay to make promises, only, so to speak, to test the waters of this fishing community on the Bering Sea coast.

The politicians — State Senators Arliss Sturgulewski, Bob Mulcahy, Tim Kelly, and representatives Bill Parker, Pat Carney, and Margaret Branson — came here to talk about the possibilities for creating stronger local government. Whatever the merits of such a plan, Hooper Bay is concerned with more gut-level issues.

"The politicians look out for the bigger cities," said Rudy Smith. "They neglect the little ones. The problems there are bigger."

Hooper Bay's big concern is employment. If there were jobs, the village would have more tools to use in building its future, says Murran.

The villagers are skeptical about the prospects for a more effective local government for just that reason: stronger government, they say, most likely means more taxes.

As Seton said, "If we had an economy then it might be different."

State Senator Arliss Sturgulewski was one of six legislators to visit Hooper Bay Sunday.

Anchorage Daily News/Don Hunter

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STATE ARCHIVES TO VIEW THE ORIGINAL.

DESCRIPTION: NEWSPAPER ARTICLE

THE ANCHORAGE TIMES, THURSDAY, OCTOBER 4, 1979

PAGE 30

"SUBSISTENCE ANSWERS DEPEND ON WHO AND WHERE YOU ASK"

"BOARDS ACCOMMODATE SUBSISTENCE USE"

Rural areas seek change

How can the delivery of essential government services to rural Alaska be improved? What are those services? And to what degree should local residents control both the delivery of those services and their extent?

These are not new questions. And they have been discussed time and time again ever since Statehood. Answers and solutions, according to almost every person concerned, whether a recipient or a provider of services, have so far been inadequate.

There was yet another discussion of these problems last weekend throughout a two-day seminar called by the Joint Senate and House Community and Regional Affairs Committee's Local Government Study. The committee is co-chaired by Senator Arlis Sturgulewski and Representative Bill Parker, both Anchorage Democrats. Roger Lang of the Alaska Native Foundation (ANF) moderated the meeting.

At their invitation, about 50 persons gathered at the Pioneer School House in Anchorage Saturday and Sunday for an exchange of ideas and a discussion of problems which one participant, long experienced in similar gatherings, said was one of the more candid and forthright meetings of this kind he has ever seen.

No formal resolutions resulted from the meeting, and the problems were not solved. But, Parker and Sturgulewski, and their committee's staff, were given some direction to go in an attempt to begin setting up a structure that might eventually lead to at least the start of some solution.

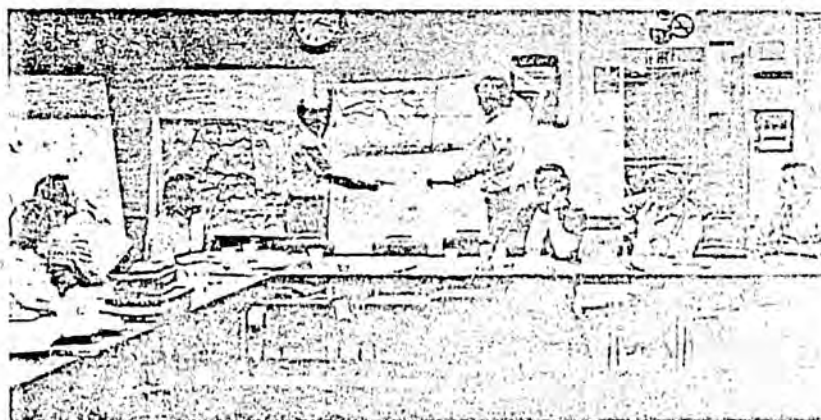
The words most often heard during the discussions were "planning," "education," and "budget constraints." The first two represented a general consensus of what needed to be done. The third described the limitations on the extent of just what could be done.

Another word often heard throughout the two-day affair was "equity". And it was the overall consensus that every citizen in Alaska is entitled to a range of at least four essential government services, no matter who they were nor where they lived.

Those essential services were identified as education, police protection, health services, and public assistance. Those services are provided to rural Alaska, but the people who live there are satisfied with neither the manner and extent by which they are delivered, nor are they satisfied with the degree of local control over those services.

During the meeting there was considerable discussion as to the degree to which many of the services now provided by the state and federal government, could be contracted to local

(See CHANGES on Page 11)



LOCAL GOVERNMENT SEMINAR - Vic Fischer of the University of Alaska's Institute of Social and economic research and Gene Walsh of the committee staff unveil the bewildering array of overlapping jurisdictions that bring services to rural Alaska at a local government seminar held by the Joint Committee on Community and Regional Affairs last weekend. From left to right are Commissioner Lee McAnerney of the Department of Community and Regional Affairs; Rick Garnett, an attorney; Bob Knoll, a planner with the Manulok Association; Fischer; Walsh; Roger Lang of ANF who moderated the meeting; Sen. Arlis Sturgulewski, who co-chaired the meeting with Rep. Bill Parker; and J. Chenoweth of Legal services with the Legislative Affairs Agency.

• Changes sought by rural areas

(Continued from Page 1) the "mythological unorganized borough." There are many unorganized boroughs, the consensus of the meeting, and they should be recognized by the drawing of boundaries splitting them at least into administrative units that made more sense than the current overlapping of jurisdictions between various state and federal agencies. These larger units should then be subdivided into subregions that reflected the sense and will of the people living there.

An analysis of the meeting is currently being drawn up by a committee of the participants which will then be forwarded to Parker and Sturgulewski. They plan to hold hearings in various rural communities later this fall in order to then take the next steps.

Essential to such a scheme, most of the participants agreed, was some coherent boundaries in what one participant called



MEETING PARTICIPANTS - Mathew Iya, president of the Nome IRA (left). Dallas Cross of NANA Development Corporation; Phil Smith of Rural CAP; Don Argetsinger of Community and Regional Affairs; Jonathan Solomon, and Chris Anderson, and Ray Kent of Tanana Chiefs' Conference; and Bob Lohr of the Upper Tanana Development Corporation were among the 40 or so participants in a local government seminar held in Anchorage last weekend.

SCOMM

10:13



Official Business

Alaska State Legislature

JOINT SENATE AND HOUSE
COMMUNITY AND REGIONAL AFFAIRS COMMITTEE
LOCAL GOVERNMENT STUDY

Co-Chairmen
Senator Arliss Sturgulewski
Representative Bill Parker

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Pouch V
State Capitol
Juneau, Alaska 99811

August 10, 1979

TO: Representative Bill Parker
Co-Chairman

FROM: Senator Arliss Sturgulewski
Co-Chairman

SUBJECT: Alaska Municipal League

Bill, I am sending you information regarding the Alaska Municipal League meeting to be held in Valdez later on this month. I think it is important that we are represented to bring the Municipal League Legislative Committee up-to-date on exactly what we are doing with the Local Government Study. We are meeting quite a few of the League concerns in the approach that we are utilizing, but they may well have other areas of interest as far as particular problems in the organized municipalities. I know that Representative Margaret Branson plans on attending this meeting and I am going. I will be talking to Mrs. Ginny Chitwood to get further details on when an appropriate time might be to appear both before the Legislative Committee and the Municipal League Board.

I am sending along this advance word in case you would also like to attend all or part of that session. I will see that Marge will get additional information to you as soon as it is available.

Attachment
cc: Mrs. M. Gorsuch
Mr. G. Walsh

Valley - Talk to Genny C.

(1) Collect Genny re appropriate
latest times

(2) Discuss of Genny
content of presentation

a. "approach as result
symposium"

b. Role Genny - other items

c. result questionnaire

d. AS-87 needed revision



August 7, 1979

Senator Arliss Sturgulewski
Chairman
Community and Regional Affairs Committee

Dear Senator Sturgulewski:

The Alaska Municipal League has scheduled the meeting of the Board of Directors and the Legislative Committee for Valdez beginning at 1:30 p.m. on August 22 in the Valdez Council Chambers.

They will be considering additions, deletions and changes to the League's policy statement along with other League business.

I would like to take this opportunity to invite you and/or members of your staff to participate in these meetings.

Please advise the League office if you and your staff will be able to attend.

Sincerely,

Ginny Chitwood (mm)
Ginny Chitwood
Executive Director

Mark Lewis, Mayor, Valdez
835-4313

ALASKA MUNICIPAL LEAGUE
LEGISLATIVE COMMITTEE MEETING - 1979
VALDEZ, ALASKA

T E N T A T I V E A G E N D A

August 22 Convene - Valdez Council Chambers 1:30 p.m.

- I. Municipal Lands Selection
- II. Legislative Report by staff
 - A. Special Session
 - B. Status of League bills
- III. Policy Statement - Deletions, additions or changes
- IV. Items for consideration
 - A. Instant Unification
 - B. Reapportionment
 - C. Funding for Community Councils
 - D. In-state use of natural resources vs. sale
 - E. Initiative to eliminate state income tax
 - F. Form for bill analysis
 - G. CRA guideline for the administration of senior citizen exemptions

August 23 Convene - Valdez Council Chambers 9:00 a.m.

Continue Agenda.

August 24 AML Board convenes at 9:00 a.m.
Legislative Committee chairman's report scheduled
for afternoon. Interested members invited to
participate.

Members please note:

If you have additional items for the agenda, notify the
League office immediately.

If you have not done so already, contact Mark Lewis, City
Manager, Valdez, at 835-4313, for hotel reservations.

ALASKA MUNICIPAL LEAGUE
BOARD OF DIRECTORS' MEETING - 1979
VALDEZ, ALASKA

T E N T A T I V E A G E N D A

August 24

Convene - Valdez Council Chambers

9:00 a.m.

- I. Call to Order
- II. Roll Call
- III. Minutes of previous meeting
 - A. Ratification of minutes dated January 19
 - B. Approval of minutes dated February 3
 - C. Ratification of conference call and executive committee action in hiring executive director on February 14 and February 24.
- IV. Staff Reports
 - A. Activities
 - 1. Executive Director
 - a. Federal/State Land Use Planning Meeting
 - b. NACo meeting
 - c. DEC contract
 - 2. Director, Program Services
 - a. IPA - 1979, Spring
 - b. IPA - 1979, Conference
 - c. Special Session
 - d. Salary survey
 - e. State Aid Catalog revision
 - 3. Administrative Assistant
 - a. Newsletter
 - B. Financial
 - 1. Monthly Operating Statement
 - 2. Murray, Bradley and Rockey bill
 - 3. 1980 Preliminary budget
 - 4. Membership - status of those members in arrears
 - 5. 1978-79 Audit
- V. Old Business
 - A. DOT Contract
 - B. NLC
 - 1. Steering Committee appointments
 - 2. Small Cities' Advisory Council Appointments

VI. New Business

- A. Tentative Conference Schedule
- B. AML Reorganization
 - 1. Election of directors
 - 2. Past presidents as voting board members
 - 3. Legislative committee appointments
- ✓ C. Interim Committee on Local Government Study
- D. Natural Resources
 - 1. Governor's Points on (d)2
 - 2. In-state use of natural resources vs. sale

VII. Legislative Committee Report

- A. Recommended changes to policy statement
- B. Municipal Land Selection and State Land Disposal update
- C. Form for bill analysis
- D. Initiative to eliminate state income tax

VIII. Meeting announcements

- A. Public Lands
- B. NLC Congress of Cities
- C. NLC and NACo Legislative meetings in Washington, D. C.
- D. WIR
- E. NACo annual conference

August 25 Continue if necessary
 (A boat and fishing trip is planned courtesy City of Valdez)

Members please note:

If you have additional items for the agenda, notify the League office immediately.

Please bring the 3-ring notebook the staff prepared for you last spring which contains minutes of past meetings, etc.

If you have not done so already, contact Mark Lewis, City Manager, at 835-4313 for hotel reservations.