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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

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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*

*Anchorage Times Nov 21, 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."

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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.*

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## Villagers say they need jobs

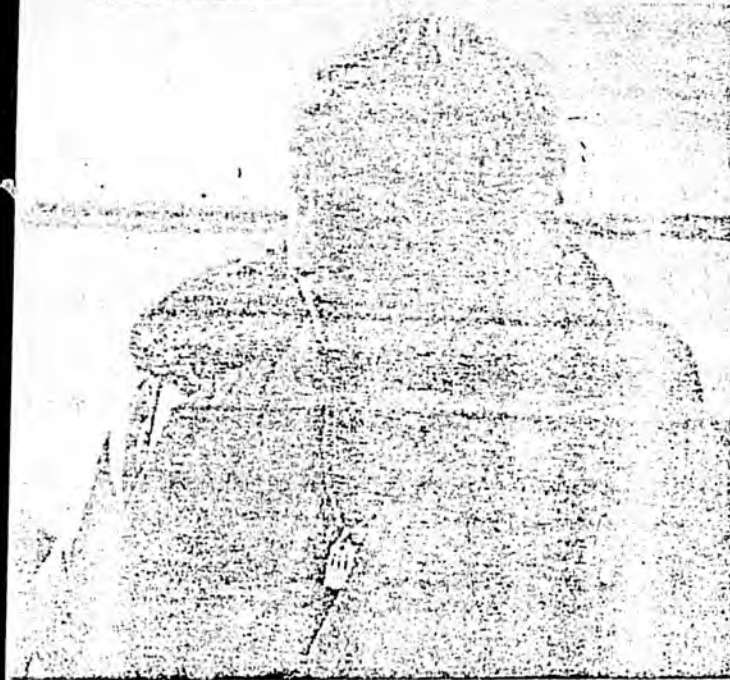
By DON HUNTER  
Daily News reporter

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



Anchorage Daily News/Don Hunter

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

# 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. Roer 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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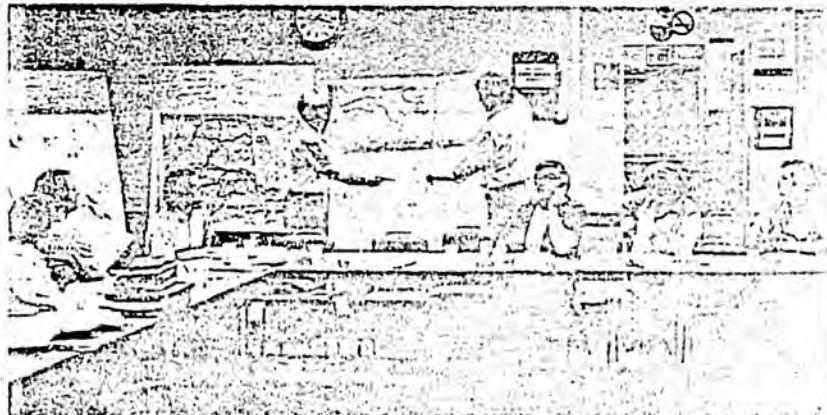
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LOCAL GOVERNMENT SEMINAR - Vic Fischer of the University of Alaska's Institute of Social and economic research and Gene Walsh of the committee staff unveil the bewildering array of overlapping jurisdictions that bring services to rural Alaska at a 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.



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

## Committee Hearing

Dear Editor:

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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

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***"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

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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 Kitlutsistl 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."

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***"Money should be a secondary focus---  
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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 Granson; 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.

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***"---we may become the victim of another well-intended system."***

**-Jesse Foster**

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# 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



**HILL 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 Sparek of Bethel. Sparek for several years, has been associated with Nunam Kitlutsisti, 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 crapped 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 plants, 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

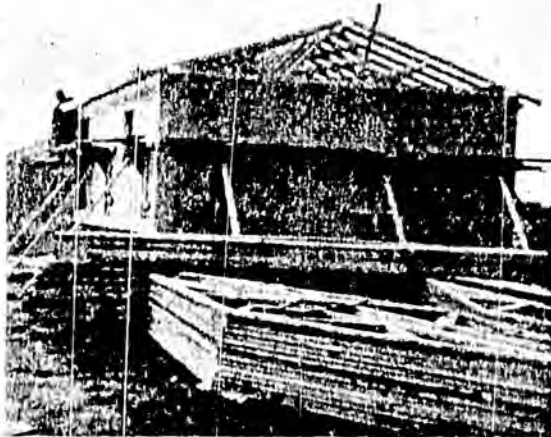
this same week, two professional people came to the village to work on existing public facilities in the village.

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

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.



THE "OTHER VILLAGE"

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

accept the responsibilities of any recipient of public dole. After one has lived in a rural Alaskan Native village, one will find that this procedure is normally not the case. One week in the village of Tala, the city administrator informed me he had received a total of 14 applications from different federal and state agencies each proposing a deadline to be eligible for future funding. All the village administrator acting as an individual would have to do was express interest in the project, and the wheels of change began to roll.

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 Kitlutsisti, 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.

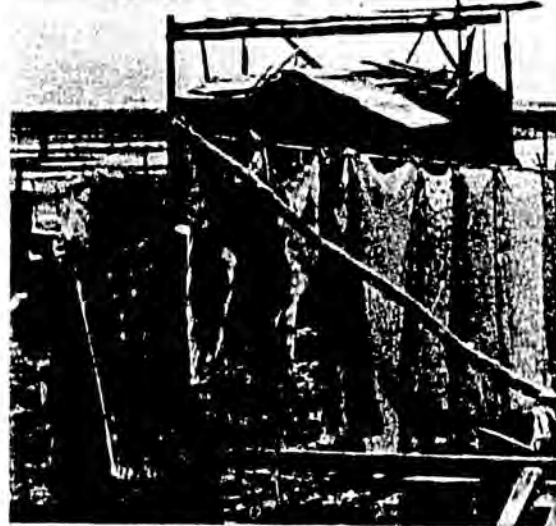
None of these difficulties stopped the growth of the imported fuel economy. It continues today without an appreciation of the tenuous relationship between the villages' ability to plan, manage, and maintain, and the public need to build regardless of the consequences. To date, the public sector has made 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.

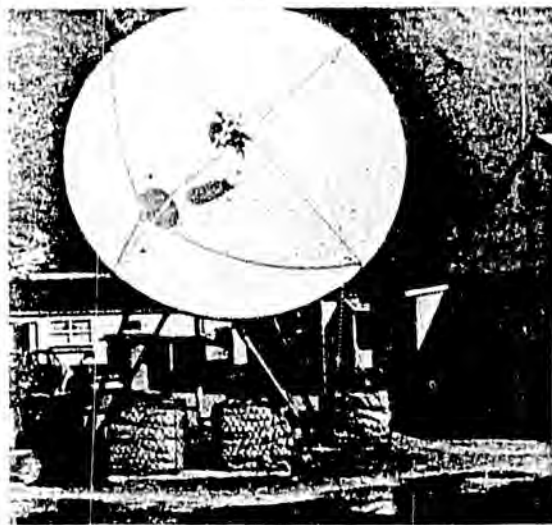
The villagers have watched these events and learned a lot. The people only have their place in the universe and their labor to sell. The villagers are in a bad bargaining position, and they realize that they cannot be stubborn people who do not wish to learn how things operate in their "other" village. 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-

PLEASE TURN TO PAGE TWELVE



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

# 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: 7-78

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 (S) 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 ONE MILLION NINETY-TWO THOU-

SAND DOLLARS (\$1,092,000) TO FINANCE THE COST 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 AND FACILITIES NECESSARY FOR THE CONSTRUCTION, REPAIR AND MAINTENANCE OF ROADS, STREETS AND SIDEWALKS, 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 78-6 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 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 78-7 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-EIGHT THOUSAND DOLLARS (\$1,898,000) 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: 40,900 linear feet of beam type guardrail and 176 terminal end 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 subcontract 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 1467, 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, 1978

### 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 experience in accounting work involving general ledger and balance sheet preparation, accounts payable and payroll. Experience with C.E.T.A. 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, Fairbanks, Alaska 99701. Telephone: 586-1432. AN EQUAL OPPORTUNITY EMPLOYER

### WANT TO BUY

We Buy Eskimo Artifacts. Pre-historic to turn of century carved and carved ivory bone, wood, masks, utensils, charms, clothing—anything of interest. Describe condition and price of ship. We pay postage both ways if we do not buy. Marty Elman, 21 Camelot Lane, E. Setauket, N.Y. 11733.

PLEASE TURN TO PAGE 13

## ALASKA CENTRAL



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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-

## ● 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 Kintlusuti, 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 transferrers 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

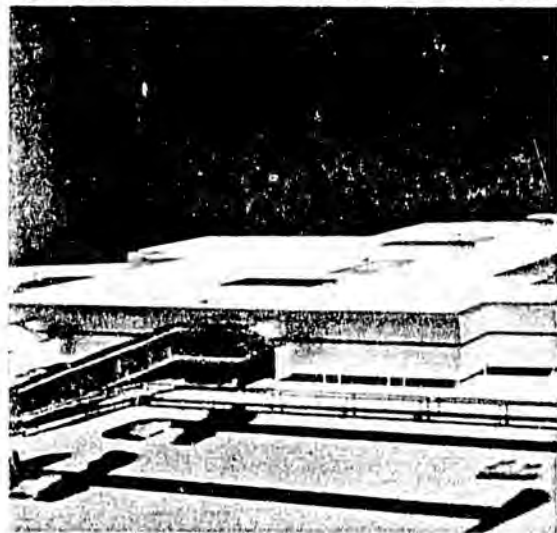
a year operation fee over to the village. Through user fees, the village collected \$25,000 and through revenue sharing another \$65,000. The village had no other means of raising the rest of the money to support the facility, much less the administrative and maintenance personnel to support the project 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 groups' 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 installed, how it 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 do-

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 Kitlutsisti, 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 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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## 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.

# Interior residents want no part of new borough

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)

# Willow Still Wants City Status

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)

## 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.

# Anchorage Daily News

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ANCHORAGE, ALASKA, MONDAY, December 10, 1979

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.

On 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 Gilson, 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.

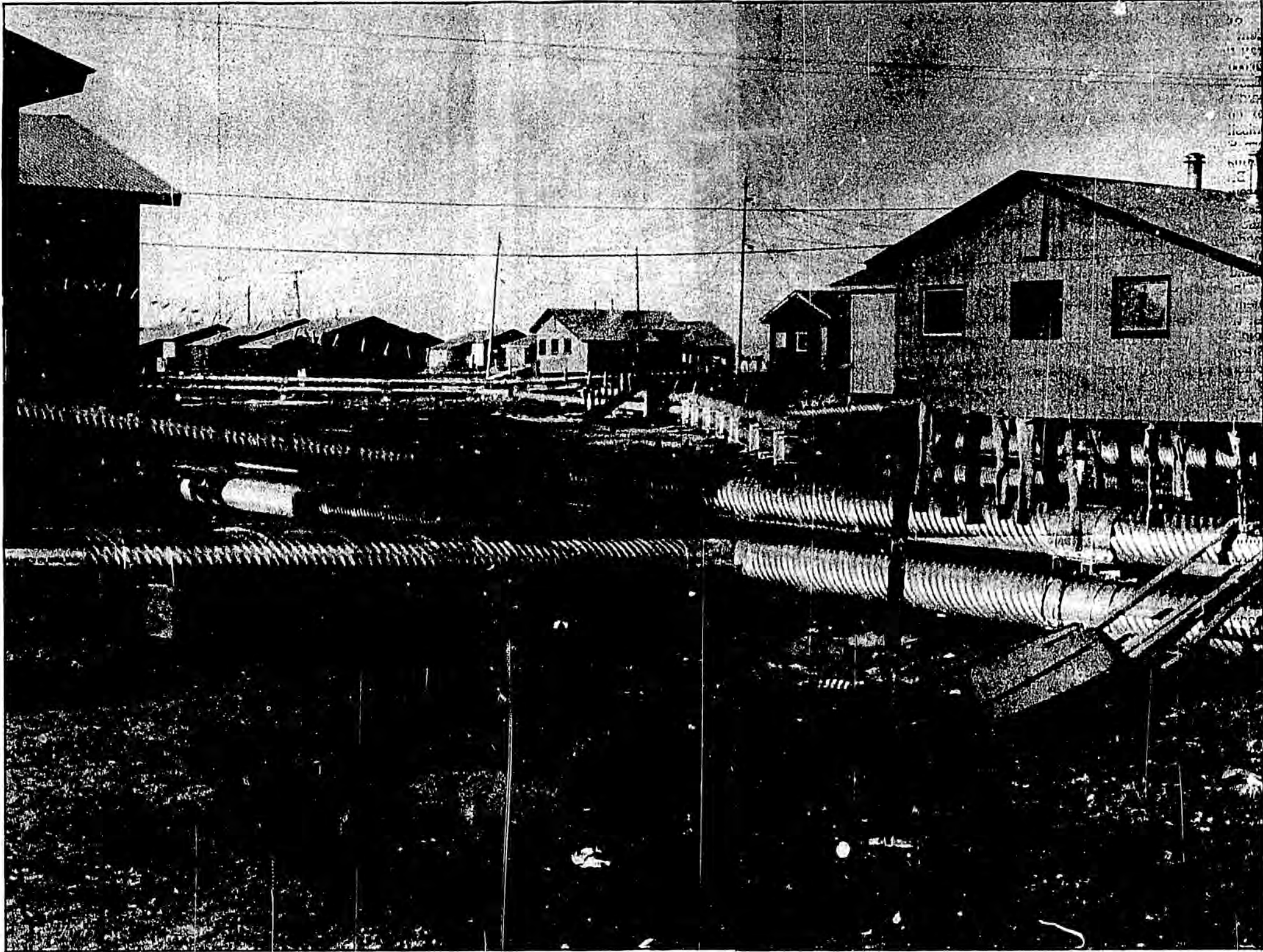
Critics say PHS, which has built 200 projects of varying complexity in Alaska since 1960, has applied technology designed for Arizona deserts to the arctic without regard to the effects of the climate on machinery, or to the low income of villagers who have to foot the bill for repairs.

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."



Anchorage Daily News/Don Hunter

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

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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. Roer 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-

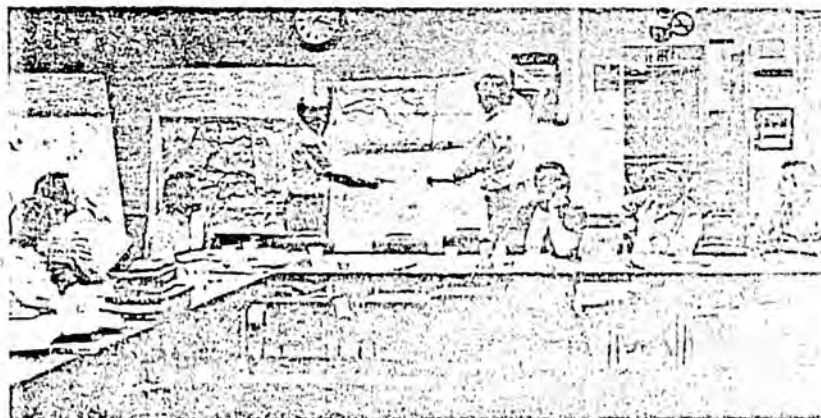
tion," and "budget constraints." The first two represented a general consensus of what needed to be done. The third described the limitations on the extent of just what could be done.

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 to 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, 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

subdivided into subregions that reflected the sense of 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.



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.