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10:32



Alaska State Legislature

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

Address all
correspondence to:
LOCAL GOVERNMENT STUDY

Official Business

Co-Chairmen
Senator Ariiss Sturgulewski
Representative Bill Parker

Pouch V
State Capitol
Juneau, Alaska 99811

9/27/79

LATEST ITINERARY - BETHEL/HOOPER BAY/DILLINGHAM/NEW STUYAHOK

Friday, September 28

Depart Anchorage 7:20 A.M. Wien, #27
Arrive in Bethel 8:35 A.M.
The group will be met by Nancy Kraning, Assistant City Manager of Bethel who will take the Committee on a tour of the city.
11:30 A.M. Lunch at the Kuskokwim Inn with Carl Jack of AVCP, Nancy Kraning, and Donald Elliott, Mayor.
2:00 P.M. Senator Sturgulewski and Rep. Parker will have an interview with Corey Flintoff of KYUK for a show to be aired at 5:55 P.M.
Late afternoon - The Committee will meet together to review the proposed action proposals. (Time and place to be decided upon by the group)
7:00 P.M. Public Hearing at the Kuskokwim Community College.
Accommodations in Kuskokwim Inn.

Saturday, September 29

10:00 A.M. Charter on SEA Air to Hooper Bay
The public hearing time was to be set by Richard Nanuk, Mayor of Hooper Bay.
Accommodations in the school.

Sunday, September 30

10:00 A.M. Charter SEA Air to Dillingham
Public HEaring 1:30 P.M. Youth Center
Dinner with Rep. and Mrs. Nels Anderson, David Carlson, Mayor, and Laura Schroeder, City Manager.
Accommodations at Dillingham Hotel

Monday, October 1

2:30 P.M. Charter Yutt Air to New Stuyahok
6:00 P.M. Public Hearing
Multipurpose Room/ School
Accommodations in School

Tuesday, October 2

10:00 A.M. Charter Yutt Air to Dillingham
2:25 P.M. Wien Flight #5 to Anchorage
3:30 P.M. Arrive in Anchorage



Official Business

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Pouch V
State Capitol
Juneau, Alaska 99811

Sept. 14, 1979

The Local Government Study Committee will hold a PUBLIC HEARING on the subject of creation of regional governmental units in the unorganized borough in

NEW STUYAHOK
MONDAY, OCTOBER 1

6:00

School

The Committee will be discussing proposed legislation which would:

- (1) Divide the single unorganized borough into unorganized boroughs generally following Regional Educational Attendance Area boundaries, or combinations of two or more REAAs, but not extending beyond the boundaries of more than one Native regional corporation established under the Alaska Native Claims Settlement Act;
- (2) Authorize the election of not more than eleven (11) member unorganized borough assemblies, defining the powers and duties of these assemblies: review, comment and recommendations in a clearinghouse approach to proposed state projects and services under the state's fiscal procedures and facilities procurement acts;
- (3) Authorize assemblies of unorganized boroughs to initiate a process by which a charter for a home rule borough may be prepared;
- (4) Name the Department of Community and Regional Affairs as the state agency responsible for lending assistance to unorganized borough assemblies;
- (5) 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.

Members of the 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 Branson
Representative Ray Metcalfe
Representative Pat O'Connell
Representative Charlie Parr
Representative Fred Zharoff

NEW STUYAHOK

New Stuyahok, Alaska 99636

Second Class City

Phone: (907) 246-3369

INCORPORATION DATE: 1972
POPULATION: 230
REGULAR ELECTION: First Tuesday of October
SALES TAX: None
CITY COUNCIL MEETS: Second Sunday of each month

(no other information reported)

Dept. C. & R. A. AR
Auc Office

ALASKA COMMUNITY SURVEY

Prepared For

State of Alaska

DEPARTMENT OF COMMUNITY
AND REGIONAL AFFAIRS

Juneau, Alaska

by

ALASKA PLANNING AND MANAGEMENT
835 W. Northern Lights Blvd.
Anchorage, Alaska

September, 1972

59° 29' N
157° 20' W

NEW STUYAHOK

Location:

New Stuyahok is located on the right bank of the Nushagak River 10 miles northeast of Ekwok, and 52 miles northeast of Dillingham, in the Bristol Bay Lowland and is in the region of the Bristol Bay Native Association.

Description:

The Bristol Bay Lowland is a moraine and outwash mantled plain rising from sea level at the coast to inner margin altitudes of 300 to 500 feet. It is rimmed on the west by the rugged, craggy, steep-walled Ahklun Mountains, of heavily glaciated and deformed sedimentary and volcanic rock. The beautiful, glacial lakes of the Wood River-Tikchik Lakes Region are located along the eastern slopes of the Ahklun Mountains, and drain into the Nushagak River by short, swift streams.

The climate is maritime, with minimum temperatures of -45° and maximum temperatures of 80°. Precipitation measures 24 inches per year, and snowfall averages 40 inches per winter. Winds are from the south in summer and from the north in winter. The growing season is 100 days long. Cloud cover averages 4/5's of the year, and fog is also common.

Stream overflow floods New Stuyahok once every 5 to 20 years, and permafrost is discontinuous. There is a radio flood warning system.

History:

The first site of this village, called "Old Village," was moved in 1918 to a site several miles upriver from the present location. From 1918 to 1942, the inhabitants engaged in reindeer herding for the U.S Government, but the herd eventually dwindled to nothing. In 1942, the village was moved to its present site, for better access to the Bristol Bay fishing industry, and for a better school location. A Post Office was established in 1961.

Population:

The population of New Stuyahok since its last move has been as follows:

1950- 88
1960-145
1970-216

There has been a 49.0% increase on population since 1960. 208 of the 1970 total were native, or 96%. 118 were male and 98 were female. 77 children were enrolled in the SOS school in the year 1971-72; 18 pre-schoolers were enrolled in the Headstart school in 1970.

Village Facilities:

New Stuyahok has a Post Office, an SOS and a Headstart school, a Russian Orthodox Church, and 32 homes. 17 of these are Mutual Help units built by HUD and the villagers in 1971. There is no store.

Water is obtained from the river or from a nearby creek. There are 2 wells. Private generators supply 50% of the homes with power. Privies and honey buckets are used for excreta.

In 1972, the State Department of Highways intends to spend \$75,000 on the village-airfield road. The airfield itself consists of a 2,200 foot gravel runway. There are scheduled flights five times a week. Transportation other than plane is by dog sled, snow machine, and boats.

The village has an ACS radio-telephone.

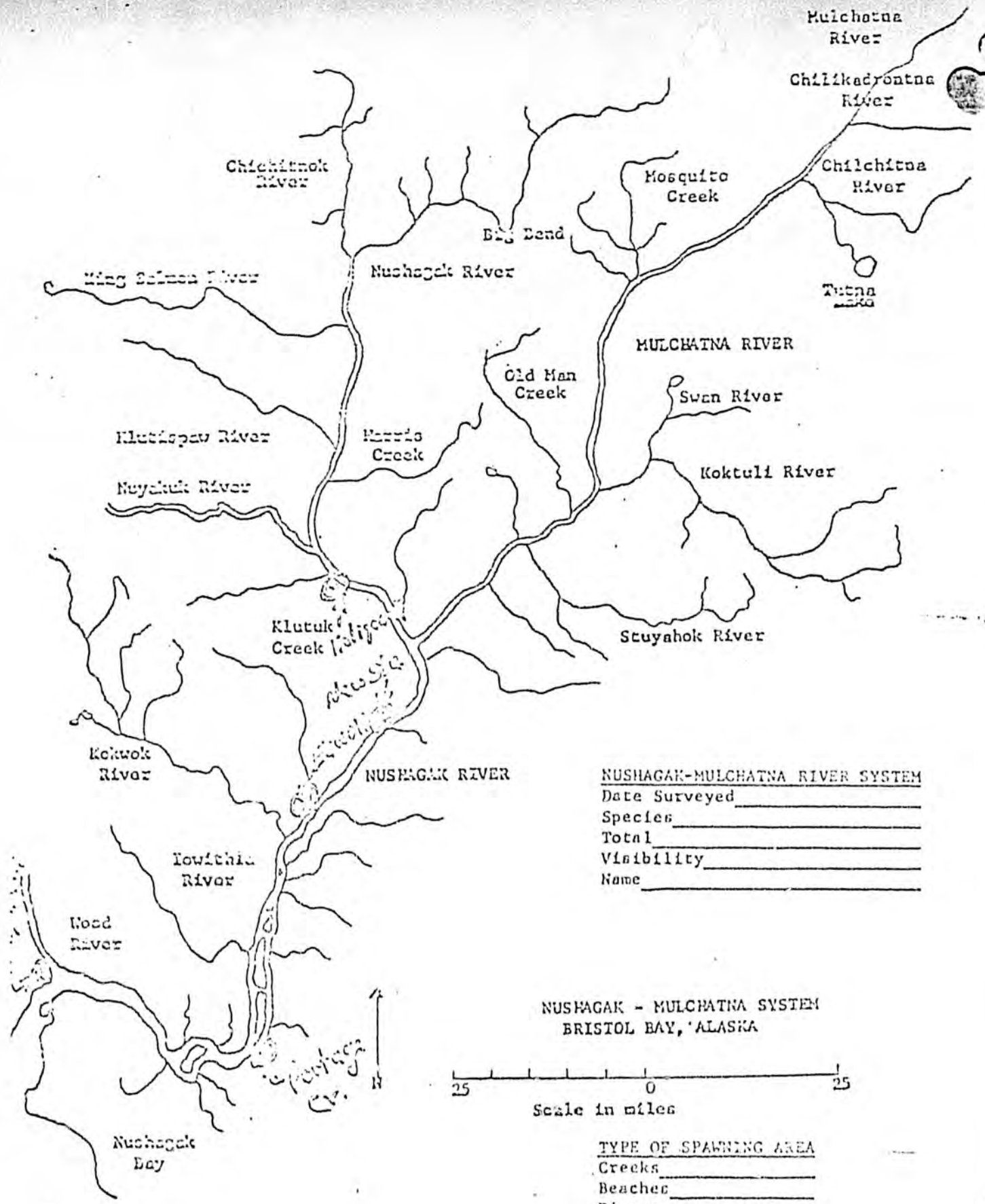
Cultural Configurations:

Income in New Stuyahok is obtained from commercial fishing and cannery work in the Bristol Bay fishery, or from trapping. Each summer the entire population goes downriver to Lewis Point, which is near Dillingham and yet has good subsistence fishing. There, the women stay and take care of the subsistence fishery (salmon), while the men go to work for the canneries. Many own boats. Trapping, once very important, is now only a minor activity (mink, otter, beaver).

Moose, caribou, small game, waterfowl, pike, and berries comprise the rest of the subsistence harvest. This diet is supplemented by cash purchases, obtained in Dillingham or from freight barges.

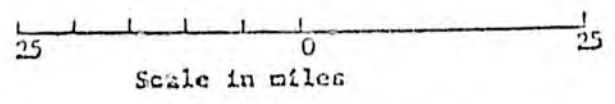
In 1966, of a total work force of 66 (59 men and 7 women), only 1 man (postmaster) and 1 woman had permanent jobs. 10 men and 6 women had temporary jobs. In 1965, a good year for salmon, the total yearly income was distributed as follows:

10,000 and over	1 family
5,000 to 9,999	0 "
3,000 to 4,999	0 "
2,000 to 2,999	14 families
1,000 to 1,999	10 "
Under 1,000	3 "
Unknown	2 "



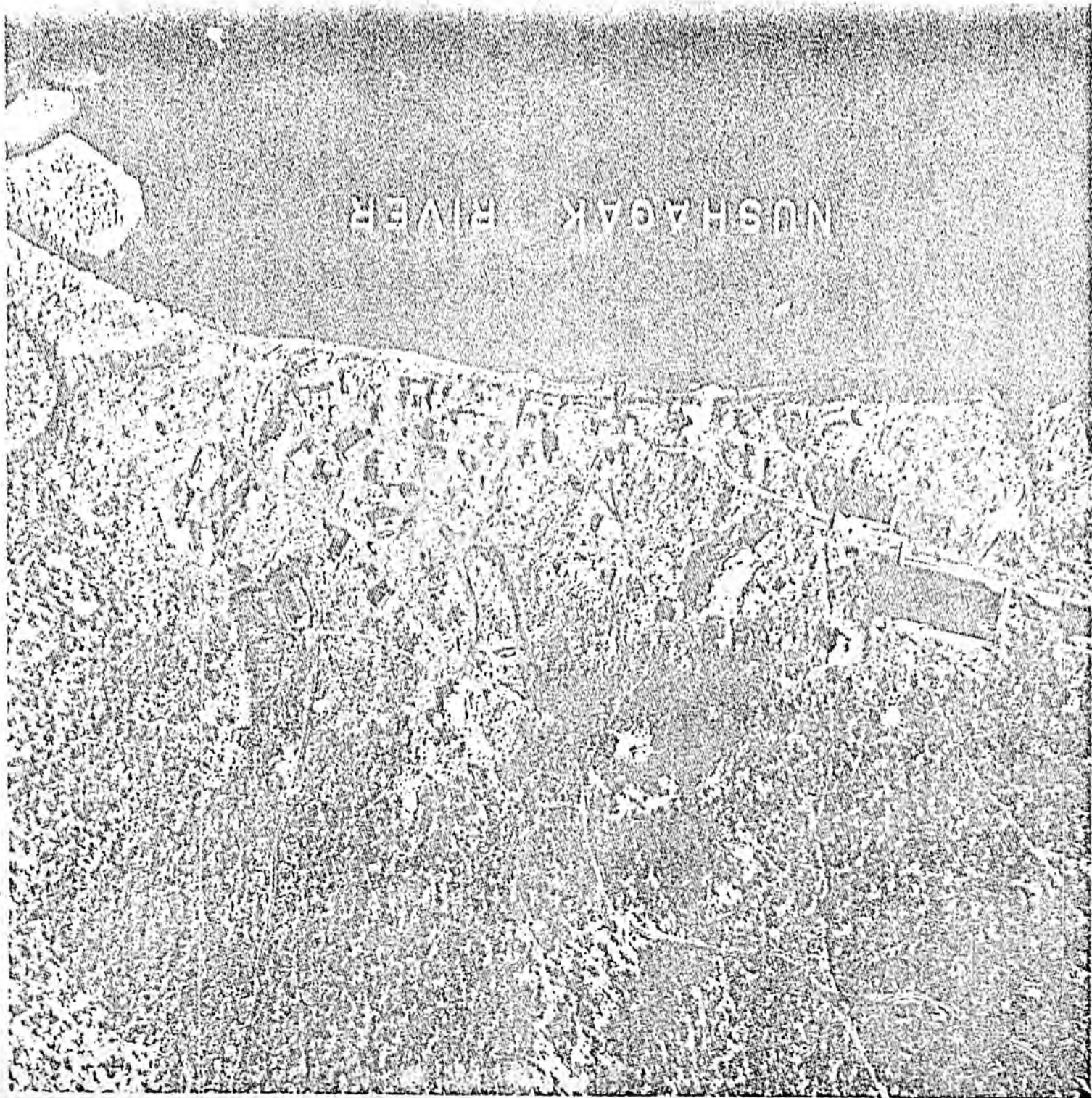
NUSHAGAK-MULCHATNA RIVER SYSTEM
 Date Surveyed _____
 Species _____
 Total _____
 Visibility _____
 Name _____

NUSHAGAK - MULCHATNA SYSTEM
 BRISTOL BAY, ALASKA



TYPE OF SPAWNING AREA
 Creeks _____
 Beaches _____
 Rivers _____
 Others _____
 Total _____

NUSHAGAK RIVER



0 100 200

POPULATION 7/6

LONG. 157° 20' W.

LAT. 59° 28' N.

NEW STUYAROK

1963

VENETIELocation:

Venetie is located on the Chandalar River, 41 miles southwest of Christian, on the Yukon Flats. It is in the Upper Yukon Census District, and is in the area of the Tanana Chiefs Conference.

Description:

The Yukon Flats is a marshy, lake-dotted flood plain, 300 feet in elevation in the west, sloping to 600 to 900 feet to the north and east. The Chandalar River heads in the Brooks Range and flows southeast across the Porcupine Plateau to the gentle slopes of the Yukon Flats.

The climate is arctic continental, with mean annual temperatures ranging from -20° to 72°. Precipitation and snow measure 8 and 45 inches respectively per year. Prevailing vegetation is spruce, willow, cottonwood, birch, brush, and berries.

Floods caused by ice jam, glaciation, and stream overflow occur on a 40 to 60 year frequency. Permafrost is present.

History:

This is an old Natsitkutchin Indian village, settled in 1900. Some of the people have ancestors who were Teach-inkutchin Indians, a sub-group of the Natsitkutchins. These people have historically engaged in trade with the coastal Eskimos, especially those of the Thule Culture living between Barter Island and the MacKenzie River Delta.

A Post Office was established here in 1938.

Population:

The population of Venetie was 107 in 1960 and 112 in 1970. Of the latter, 108 were native, or 96%. 57 were male and 55 were female. 29 children were enrolled in the BIA school during the school year 1971-72.

Village Facilities:

Venetie consists of a Post Office, 28 houses, a BIA school, a community center, 2 stores (one native, one private), an Episcopal Church, and a Baptist Mission. In 1972, the village requested 20 units of the Native Housing Program; only 15 were approved.

Water is obtained from the river. Only the BIA

school has electricity. Pit privies are used for the disposal of human waste, and there is a designated garbage dump.

There is a 4,400 foot dirt runway. The Fort Yukon Air Service has scheduled mail flights three times a week.

The BIA school maintains ACS communications.

Cultural Configurations:

Venetie is an IRA village. The people are mostly Natsitkutchin Indians of Athapascan linguistic stock.

Economy:

This is mainly a subsistence village. Any income is obtained from trapping, firefighting, construction, and road and military installation jobs.

The subsistence harvest consists of ptarmigan, waterfowl, rabbit, moose, caribou, bear, Dall sheep (in the Brooks Range), and salmon. In 1967, Venetie took 2,626 salmon from the river for subsistence alone.

In November of 1970, the Department of Labor conducted a Manpower Outlook Survey in Venetie. Of a total population of 112, 53 completed questionnaires (47%, an estimated 100% of the work force). 14 of these 53 were employed, and 30 were unemployed. Labor distribution was as follows:

Primary Occupational Distribution of Surveyed Population, Nov., 1970

<u>Category</u>	<u>Emp.</u>	<u>Unemp.</u>
Professional Technical and Managerial	8	1
Clerical and Sales	0	0
Services	5	2
Farming, Fishing, Forestry	0	3
Processing	0	0
Machine Trades	0	0
Bench Work	0	0
Structural	1	6
Miscellaneous	0	0
Not Identified	0	18
	14	30

Of those surveyed, 75% had annual incomes under \$3,000. The following table shows income groupings:

(Over)

Income Groupings of Surveyed Population, Nov., 1970

<u>Annual Earnings</u>	<u>Employed</u>	<u>Unemployed</u>
\$0-2,999	6	27
\$3,000-5,999	6	2
\$6,000-8,999	0	0
\$9,000 and over	1	0
No response	0	1
	13	30

Venetie is within the Rampart Power Site Withdrawal, and is in the Chandalar Native Reserve, 1,408,000 acres, which also includes Arctic Village.

Townsite Survey: Withdrawal for Native purposes

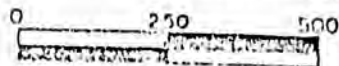


1966

VENETIE

LAT. 66° 59' N LONG. 146° 24' W

POPULATION 712



PLEASE SIGN - IF YOU WISH TO TESTIFY AT THIS HEARING

10/1/79

New Stuyahok

NAME MAILING ADDRESS GROUP NAME OR ORGANIZATION IF REPRESENTING SUCH

Annie Woods	New Stuyahok	
Nash Casella	" "	
Natalia & Blanka	" "	
Ivan Blunka		
Just Blunka		
Vako I. ...		
Stephan Blunka		
Vera Blunka	New Stuyahok	
Simon Chockud	" "	
Natalia Yukaluk	New Stuyahok	
Nancy Maskey	New Stuyahok	
John Humlickpak		
Hazel Hansen	" "	
Peter Christophy	" "	
Wally Moko	" "	
Evan Chusak	" "	
Wally Zumblick	" "	
Steph Enegak		
Anna Kusma	" "	
Simon		
Wanilla Humlickpak		
Just Ogaluk		

PLEASE SIGN - IF YOU WISH TO TESTIFY AT THIS HEARING

10/1/79 New Stuyahok
~~Yakutat~~

NAME MAILING ADDRESS GROUP NAME OR ORGANIZATION IF REPRESENTING SUCH

Peter Andrew		
Nick Christopher		
Opaluna Andrew		
Pete Andrew		
Elena Humlickpu		
Barbara Wankula		
Morie Andrew		
Anora Andrew		
Anaska Kusma		
Wesley Hanson		
Nick Swygerson		
Mary Halcott		
Anaska Oyaluk		
Camelilo Andrew		
Annie Chocknok		
Evan Chocknok Sr.		
Wassilla Andrew		
Wassily Simons		
Masa Humlickpu		
Charlie Humlickpu		
Claudia Wilson		
Jerry Arthur		

Summit - Ron? Linnon?

* William Humlickpu mayor

PLEASE SIGN - IF YOU WISH TO TESTIFY AT THIS HEARING

New Stuyahok 10/1/79

NAME	MAILING ADDRESS	GROUP NAME OR ORGANIZATION IF REPRESENTING SUCH
441 Russ Burkhardt	General Delivery New Stuyahok	
Bill Parker		
Ardis Sturgulinski		
Margaret Bronson		
Pat Corney		
Tom Kelly		
Palmer McCarter		
Marjorie Gorsuch		
Gene Walsh		

NEW STUYAHOK
October 1, 1979
52 Participants

QUESTIONS RELATIVE TO PROPOSED LEGISLATION

How would representation work?

Would people go to Dillingham to vote?

Concern that administrative costs would be excessive if a borough was formed. How best could people get a voice in government? What positive impacts would an unorganized borough have? Are bush legislators effective in getting things done?

At the present time there are problems with the regional school board as some of the people do not really represent village interest on the school board, but rather those of Dillingham. Would this be handled the same way under the proposed legislation?

DEFICIENCIES IN EXISTING SERVICES

Airport cannot be used two weeks in the spring as it needs a new gravel base. It is essential for emergency use.

Would like to receive educational TV.

Backhoe needs to be replaced for maintenance of the sanitary land fill.

Water/sewer system being transferred from Public Health and the community cannot afford to maintain it.

Fire plugs exist in the village, but there are no hoses to connect to them.



Official Business

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Representative Bill Parker

Correspondence to
LOCAL GOVERNMENT STUDY

Fouch V
State Capitol
Juneau, Alaska 99811

TO: Committee Members
FROM: Marjorie Gorsuch *mg*
DATE: Sept. 19, 1979
RE: Public Hearings

Enclosed is some additional background information on village life and a Tundra Times article on the Local Government Symposium. "The Other Village" by Harold Sparck has been highly recommended for Committee reading by leaders in rural Alaska.

BETHEL - HOOPER BAY - DILLINGHAM - NEW STUYAHOK

Friday, September 28

Depart Anchorage 7:20 A.M. Wien, #27
Arrive 8:35 A.M. in Bethel
Public Hearing 7:00 P.M.
Kuskokwim Community College
Accommodations at Bethel Hotel

Saturday, September 29

10:00 A.M.
Charter FEA Air to Hooper Bay
Public Hearing in Hooper Bay
Accommodations in school

Sunday, September 30

10:00 A.M. Charter to Dillingham
FEA Air
Public Hearing 1:30 P.M.
Youth Center
Accommodations at Dillingham Hotel

Monday, October 1

10:00 A.M. Charter to New Stuyahok
Yutt Air
Public Hearing
Multipurpose Room/School
Accommodations in school

Tuesday, October 2

10:00 A.M. Charter to Dillingham
Yutt Air
2:25 P.M. Wien Flight #5 to Anch.
3:30 P.M. Arrive in Anchorage

Rep. Ellis Anderson is planning to accompany the group from Otilirgha to New Stoyahok.

Reservations have been made for those who are indicated on the attached sheet as "attending". These reservations will cover those portions of the trip from Anchorage and back to Anchorage. It is expected that you will make your own connecting arrangements and will bring a TR for the purchase of your ticket at the airport in Anchorage.

If there are any last minute cancellations, please notify staff immediately at 465-3712 or 586-1714 (home).

The main points to be discussed at the public hearing related to the creation of regional governmental units, unorganized boroughs, are listed below. Copies of the Symposium Report are currently being printed in Anchorage and will be made available prior to the public hearings.

The Committee will be discussing proposed legislation which would:

- (1) Divide the single unorganized borough into unorganized boroughs generally following Regional Educational Attendance Area boundaries, or combinations of two or more REAAs, but not extending beyond the boundaries of more than one Native regional corporation established under the Alaska Native Claims Settlement Act;
- (2) Authorize the election of not more than eleven (11) member unorganized borough assemblies, defining the powers and duties of these assemblies; review, comment and recommendations in a clearinghouse approach to proposed state projects and services under the states fiscal procedures and facilities procurement acts;
- (3) Authorize assemblies of unorganized boroughs to initiate a process by which a charter for a home rule borough may be prepared;
- (4) Name the Department of Community and Regional Affairs as the state agency responsible for lending assistance to unorganized borough assemblies;
- (5) 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.

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. Rover 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," "education," and "budget constraints." The first 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.

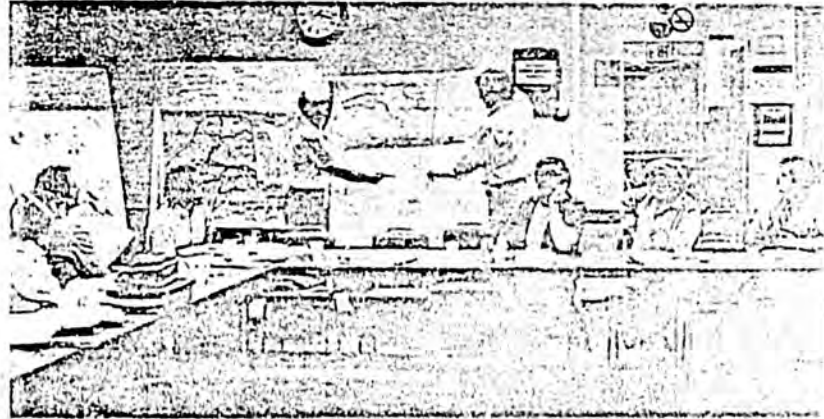
Those essential services were identified as education, police protection, health services, and public assistance. Those services are provided to rural Alaska, but the people who live there are satisfied with neither the manner and extent with which they are delivered, nor are they satisfied with the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



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. Chienoweth of Legal services with the Legislative Affairs Agency.

Changes sought by rural areas

(Continued from Page 1)

organizations, such as municipal governments, IRA council, 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.

●Part 1

Why technology has fared poorly in the Bush

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

Recently, predominately Native Alaskan villages in the rural sections of south-western 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

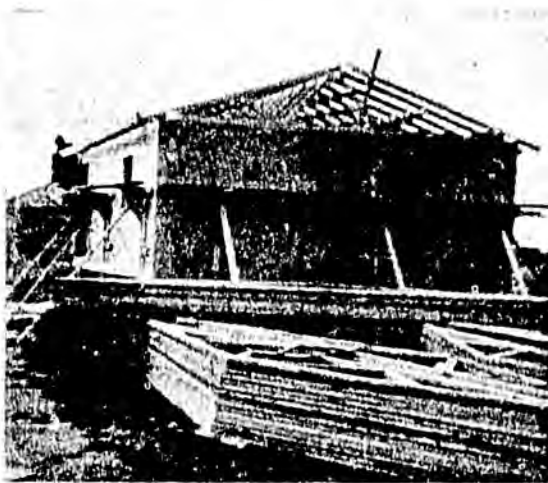
this same week, two professional people came to the village to work on existing public facilities in the village.

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

submergible 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 magnet, 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 Kitiutisiti, 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.

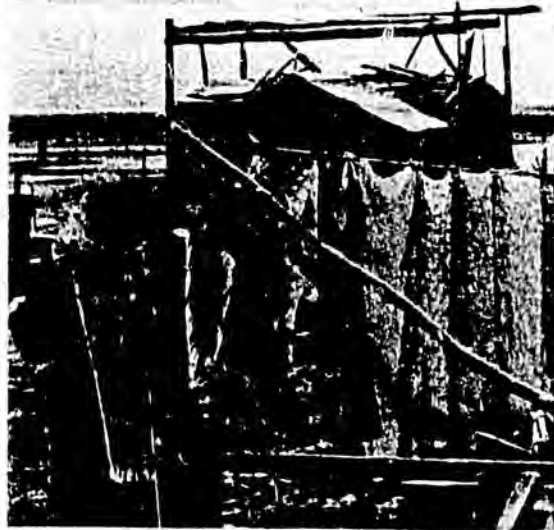
None of these difficulties stopped the growth of the imported fuel economy. It continues today without an appreciation of the tenuous relationship between the villages' ability to plan, manage, and maintain, and the public need to build regardless of the consequences. To date, the public sector has made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

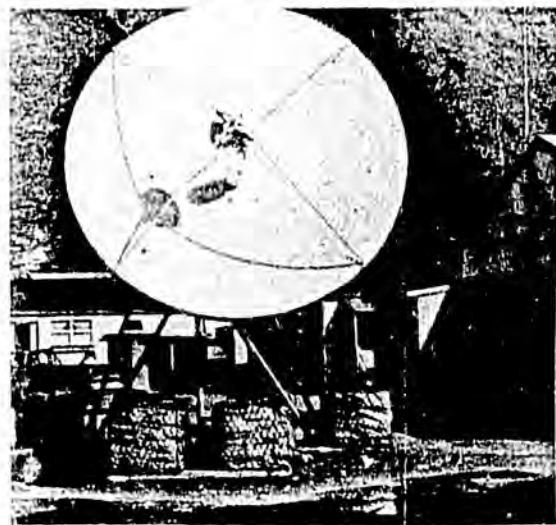
chase the waste heat from the utility's diesel plant but this, too, is decided to the B.I.A. school. The B.I.A. schools do not use the waste heat but B.I.A. administrators are reluctant to allow anyone else to use the energy in case the waste heat may be required in the future. The result is that no 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

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

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

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



THE "OTHER VILLAGE"

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

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

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 is 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 (G) 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 EIGHT MILLION NINETY-TWO THOU-

SAND DOLLARS (\$8,992,000) TO FINANCE THE COST, IN WHOLE OR IN PART, OF THE CONSTRUCTION, IMPROVEMENT, BETTERMENT, REPAIR, RECONSTRUCTION, OR ACQUISITION OF SCHOOLS IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT, FURNISHINGS AND FACILITIES, AND THE ACQUISITION OF LAND OR RIGHTS IN LANDS IN CONNECTION THEREWITH AND PROVIDING FOR THE SUBMISSION TO THE VOTERS OF SAID BOROUGH OF A PROPOSITION RATIFYING THE AUTHORIZATION OF SAID BONDS.

ORDINANCE 78-5 AN ORDINANCE RELATING TO A DEBT OF NORTH SLOPE BOROUGH, ALASKA, AUTHORIZING THE ISSUANCE OF GENERAL OBLIGATION BONDS OF SAID BOROUGH IN AN AMOUNT NOT TO EXCEED THE SUM OF FIVE HUNDRED FORTY-EIGHT THOUSAND DOLLARS (\$548,000) TO FINANCE THE COST, IN WHOLE OR IN PART, OF THE CONSTRUCTION, IMPROVEMENT, BETTERMENT, REPAIR, RECONSTRUCTION, OR ACQUISITION OF PUBLIC ROADS, STREETS AND SIDEWALKS IN SAID BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES, EQUIPMENT 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 IN PART, OF THE CONSTRUCTION, IMPROVEMENT, BETTERMENT, REPAIR, RECONSTRUCTION, OR ACQUISITION OF PUBLIC HOUSING IN NORTH SLOPE 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 NORTH SLOPE BOROUGH, TOGETHER WITH ALL NECESSARY APPURTENANCES 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 Ahlgren 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 S05-3(005) Southeast Region Quarrel Project described herein, will be received until 3:00 p.m. prevailing time, May 4, 1978, at the Deputy Commissioner's Office, Division of Highway Design and Construction, Island Center Building, Douglas, Alaska.

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

Principal items of work consist of the following: 40,000 linear feet of beam type quarrel and 20 terminal and sections for beam type quarrel.

All work shall be completed in 160 calendar days. In accordance with requirements set forth by the Federal Highway Administration, the following provisions are made a part of all advertisements for highway construction contracts:

Bidders must submit certification stating whether or not they intend to subcontract a portion of the work and, if so, that they have taken affirmative action to seek out and consider minority business enterprises as potential subcontractors. Each bidder intending to submit part of the contract work shall make contact with potential minority business enterprise subcontractors to affirmatively solicit their interest, capability, and price, and shall document the results of such contacts. A bidder's failure to submit this certification or submission of a false certification shall render his bid nonresponsive.

Certification form SA320 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

Publish April 12, 19 and 26.

HELP WANTED

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

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● Part 3

Why technology has fared poorly in the Bush

(Editor's Note: This article, which we have had to divide into four parts, was written by Harold Sparck of Bethel. Sparck for several years, has been associated with Nunam Kiltutstisi, 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 have spoiled 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

operating 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 engi-



THE TRADITIONAL VILLAGE

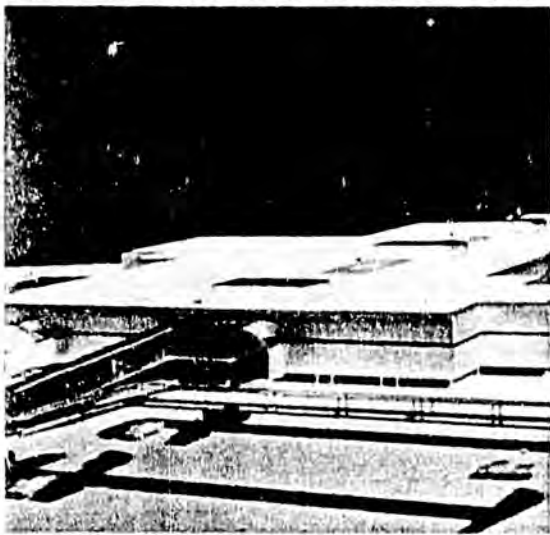
a year operation fee over to the village. Through user fees, the village collected \$25,000 and through revenue sharing another \$65,000. The village had no other means of raising the rest of the money to support the facility, much less the administrative and maintenance personnel to support the project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

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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.

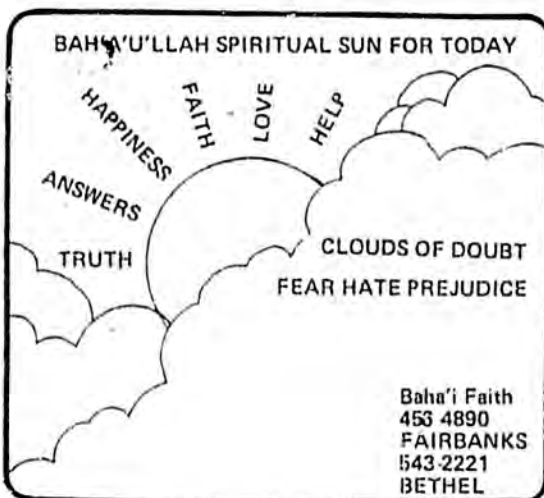
"Reynard the Fox" is performed by the Fairbanks Children's Theater; the groups' tour was sponsored by the Alaska State Council on the Arts, National Endowment for the Arts and the Fairbanks Drama Association. The group visited the villages of Barrow, Pt. Hope, Anaktuvuk Pass, Bethel, Dillingham, Nome, 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 Chievak. 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 resupply several months later when the river thawed. The

council managed the facility from an experienced viewpoint and did not expect a subsidy. Although the maintenance competence of the village's men has increased, the village is still not considering additions to the system. Problems are few at the facility. The village generates 30 percent of the operating cost through user fees and uses

general village funds to support the facility, keeping costs below \$15,000 per year. The state agency involved has recently assisted the village by purchasing a 8,000 gallon bulk tank and fuel oil to support the facility. The agency realized that it had encouraged oil use increases in the village and reasoned that the village was spending all of its funds to purchase new bulk and bladder tanks to support the domestic fuel oil and gaso-

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

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

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

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

Part 4 Why technology has fared poorly in the Bush

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

BY HAROLD SPARCK

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

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 washeria is clearly part of a different culture.



THE "OTHER VILLAGE"

Simplicity in a difficult and hostile subarctic environment 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 15.2 million pounds of food from the land in the form of lard 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-

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

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

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

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

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

the life of the project.

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



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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.

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