

SCOMM

#10:77

# Sociologist Says Villagers Apprehensive On Beaufort Sale

By SUSAN ANDREWS  
Times Staff Writer

Richard Carroll, a government sociologist looking at the human effects of the proposed Beaufort Sea oil and gas lease sale, says he expects strong testimony from North Slope villagers at public hearings beginning May 15 in Kaktovik.

"The village elders remember when a ship went aground near Point Hope years ago and spilled many gallons of oil and affected sea life," Carroll said Monday, following his return from a week in the villages of Point Hope and Wainwright. That accident still is cited, he said, as an example of what might happen if there's an oil spill.

Younger Eskimos, whom he described as more vocal and militant, don't see that the villages have much to gain from lease sales.

The North Slope Borough will gain from strengthening the local tax base. But the young people, who are getting a taste of a cash economy and like some of the benefits it brings, complain that few jobs are available to them in the oil fields.

"The problem of a cash economy partially replacing a subsistence lifestyle is a process of social change that will continue whether the Beaufort Sea sale goes or not," Carroll said. "The only real difference is that it (the sale) will speed up the processes of change."

The hearings, which will give Alaskans an opportunity to comment on the sale's draft environmental impact statement, will continue May 16 in Nuiqsut, May 17 and 18 in Fairbanks and June 4 in Barrow.

Carroll was assistant coordinator for the environmen-

tal statement, working with coordinator Jim Seidl in Interior's Alaska Outer Continental Shelf Office. Comments from the sale will be incorporated in the final statement which will be issued early this fall.

Carroll said he feels it would be possible for a "reasonable" level of oil development activity to take place in the Beaufort Sea and still be compatible with the local subsistence lifestyle.

"It would certainly have to be controlled," he said, "and take into account the needs and wishes of the people who are impacted by the sale," locally, regionally and statewide.

"The bottom line is the whale," Carroll said. "The concerns I heard at Point Hope and Wainwright were almost exclusively with the migratory path of the Bowhead whale." At Kaktovik and Nuiqsut, there is also a concern that the need for water or gravel could harm wintering areas of fish and that noise from oil rigs could affect ringed seal pups.

The Eskimos look on the Beaufort sale — the first in the U.S. Arctic — as precedent-setting for future sales, he said, in the degree of involvement which is allowed the villages and the North Slope Borough.

They are concerned about responding to the environmental impact statement. The older people who are most knowledgeable in Eskimo lore and subsistence pursuits are not comfortable in English, he noted. The North Slope Borough has provided some assistance: Cynthia Wentworth is helping the village of Kaktovik to prepare its response, and Bob Worl is helping Nuiqsut. But Carroll said, "So far, neither Wainwright nor Point Hope has anyone to do this."

Apprehension about the oil sale "all comes down again to the whale," said Carroll. "The whale is important nutritionally, but even more important, it ties the whole socio-cultural system. They share the work — the total effort and expense — in hunting the whale, then they share in dividing it.

"The feasts and celebration are terribly important from a sharing standpoint. I compare it to the sundance celebrations of the Plains Indians, or the celebration of Easter for Christians. It binds the entire North Slope."

Success in hunting a whale is a means of achieving prestige and standing in the village, he pointed out. "The man who has been captain of a whaling boat which has gone out and gotten a whale has assured his reputation for life."

It may be possible nutritionally to substitute some other food for the whale, but that would be disregarding the whale's social significance, Carroll points out. "That's why it's so important. Those kind of things couldn't be replaced."

In many ways, Barrow is becoming urban, something the other villages don't want to happen to them, he has found. "I heard from a village elder that Point Hope has been inhabited for 2,000 years. They want to maintain that continuity — those ties and roots. That's something quite different from urban America, where people move every four or five years."

Carroll spent several years in graduate school, he said, "But I've learned more from my work on the Beaufort Sea sale than I ever learned in graduate school."



RICHARD CARROLL  
'Bottom Line Is The Whale'

**\*\*PLEASE NOTE\*\***

THE ORIGINAL FILE CONTAINS AN OVERSIZED DOCUMENT THAT IS UNSUITABLE FOR FILMING. PLEASE REFER TO THE ALASKA STATE ARCHIVES TO VIEW THE ORIGINAL.

DESCRIPTION: NEWSPAPER FEATURE

THE ANCHORAGE TIMES , MAY 6, 1978, SUNDAY

PAGES C-1 THRU C-8

"OLD MINGLES WITH THE NEW ON THE BANKS OF THE KUSKOKWIM"

Letter to Leg. Comm.  
P. 22. h.  
to Leg. Off.

CORRECTION

HCS CSSB 137 am H

- (1) appointment
- (2) planning -

Please discard all copies of the Bill and retain this corrected version.

Gene / Margie

I gave commitment  
to Jessie Dodson that  
we would take a look  
at (1) appointment  
(maj vote)

(2) delegate of Planning

Please add to Muni  
concern list a/

Original sponsor: Rules/Governor

Offered: 4/27/79  
Referred: Rules

1 IN THE SENATE

BY THE COMMUNITY AND REGIONAL  
AFFAIRS COMMITTEE

2 HOUSE CS FOR CS FOR SENATE BILL NO. 137 am H

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the municipal code; and providing  
7 for an effective date."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 \* Section 1. AS 29.23 is amended by adding new sections to read:

10 Sec. 29.23.021. ASSEMBLY COMPOSITION AND APPORTIONMENT. (a)

11 Assembly composition and apportionment shall be consistent with the  
12 equal representation standards of the Constitution of the United States.

13 (b) The assembly of a newly incorporated borough is, after incor-  
14 poration and until the adoption of an ordinance providing for a change  
15 in composition or apportionment, composed of the number of members and  
16 apportioned as set out in the incorporation petition approved by the  
17 voters. If a borough is already incorporated, the assembly shall be  
18 composed and apportioned in a manner that is consistent with AS 29.23.-  
19 023 and prescribed by charter or ordinance.

20 (c) An assembly may not provide for weighted voting.

21 Sec. 29.23.023. COMPOSITION AND REPRESENTATION REQUIREMENTS FOR  
22 GENERAL LAW BOROUGHES. (a) The borough assembly shall provide for its  
23 composition and for the form of its representation. Not later than  
24 July 31, 1981, and thereafter within four months after the report of  
25 a federal decennial census, the assembly shall propose and submit to  
26 the voters at a regular election or special election called for the  
27 purpose alternative forms of representation by which members are

- 28 (1) elected at large by all qualified voters of the borough;  
29 (2) elected at large by all qualified voters of the borough,

1 but required to live within an election district or zone established by  
2 the borough for election of assembly members, with each district or zone  
3 being of substantially equal population; or

4 (3) elected by and from election districts or zones estab-  
5 lished by the borough for the election of borough assembly members.

6 (b) The proposals set out in (a) of this section shall be sub-  
7 mitted to the voters. The vote on the proposals submitted to the  
8 voters shall be tabulated in two separate classifications. One  
9 classification shall consist of all votes cast in the first class and  
10 home rule cities in the borough. The other classification shall  
11 consist of all votes cast in the remaining area of the borough. The  
12 borough assembly shall, within three months of the certification of the  
13 results of the election, adopt an ordinance providing for its composi-  
14 tion and the form or representation which conforms to the form of  
15 representation receiving a plurality of the votes in each classification  
16 at that election.

17 (c) A member of the assembly of a general law borough may not be  
18 elected or appointed by and from the council of a city in the borough.

19 Sec. 29.23.025. ASSEMBLY RECOMPOSITION AND REAPPORTIONMENT. (a)  
20 Not later than July 31, 1981, and, thereafter, within four months after  
21 the official report of a federal decennial census, the assembly shall  
22 determine and declare by resolution if the existing apportionment of the  
23 assembly meets the applicable standards of AS 29.23.021 - 29.23.023.

24 (b) If the existing apportionment of the assembly does not meet  
25 the applicable standards of AS 29.23.021 - 29.23.023, the assembly shall  
26 provide by ordinance for its reapportionment. At the same time, the  
27 assembly may change the composition of the assembly.

28 (c) In addition to providing for apportionment at the times re-  
29 quired under (b) of this section, the borough assembly shall provide by

1 ordinance for its reapportionment and may provide for a change in its  
2 composition whenever it determines, on the basis of federal census  
3 reports or other reliable population data, that the existing apportionment  
4 does not meet the standards for apportionment in AS 29.23.021. If  
5 a petition signed by not less than 50 borough voters requests the  
6 assembly to determine whether the existing apportionment meets the  
7 standards for apportionment in AS 29.23.021, and the petition contains  
8 evidence that the existing apportionment does not meet those standards,  
9 the assembly shall make the determination requested.

10 (d) An ordinance adopted by the assembly under (b) or (c) of this  
11 section shall be submitted to the voters for approval. In order for the  
12 ordinance to be approved it must receive the approval of a majority of  
13 the votes cast.

14 (e) Within four months of a determination by the assembly that the  
15 current apportionment does not meet the standards of AS 29.23.021 -  
16 29.23.025; the assembly shall adopt an ordinance providing for reapportionment,  
17 and submit the ordinance to the voters. If, at the end of the  
18 four month time period, an ordinance providing for reapportionment has  
19 not been approved, the Department of Community and Regional Affairs  
20 shall provide for the reapportionment in accordance with the standards  
21 of AS 29.23.021 - 29.23.023.

22 (f) A reapportionment ordinance, or a determination of the borough  
23 assembly that applicable standards do not require adoption of a change  
24 in apportionment, is subject to judicial review.

25 (g) A change in assembly apportionment or composition under this  
26 section is effective beginning with the first regular election for  
27 members of the assembly which follows approval of a reapportionment  
28 ordinance.

29 \* Sec. 2. AS 29.13.100(3) is repealed and re-enacted to read:

1 (3) AS 29.23.021; 29.23.025 - 29.23.050 (composition and  
2 apportionment of borough assembly; borough assembly recomposition and  
3 reapportionment; assembly representation)

4 \* Sec. 3. AS 29.18.050(4) is amended to read:

5 (4) composition and apportionment of the assembly or council,  
6 but the number of members of a borough assembly may not exceed 11;

7 \* Sec. 4. AS 29.23.040 is amended to read:

8 Sec. 29.23.040. REGULAR TERM OF OFFICE. Assemblymen are selected  
9 for three-year terms and until their successors are selected and have  
10 qualified, unless different terms not exceeding four years are pre-  
11 scribed by borough charter or ordinance. The regular term of office  
12 begins on the first Monday following certification of the election.

13 [HOWEVER, IF UNDER A BOROUGH APPORTIONMENT CITY COUNCILMEN ARE APPOINTED  
14 AS ASSEMBLYMEN OR ELECTED TO DUAL ASSEMBLY-COUNCIL SEATS, THEY MAY NOT  
15 BE REPLACED UNTIL THEIR ASSEMBLY TERM EXPIRES AS PROVIDED BY CITY CHAR-  
16 TER OR ORDINANCE, OR THEY CEASE TO BE A MEMBER OF EITHER THE ASSEMBLY OR  
17 COUNCIL.] The current term of incumbent assemblymen may not be altered  
18 under this section. This section applies to home rule and general law  
19 boroughs.

20 \* Sec. 5. AS 29.23.130(c) is amended to read:

21 (c) The borough mayor's regular term of office is three years and  
22 until a successor is elected and has qualified and begins on the first  
23 Monday following certification of the mayor's [HIS] election [, WHICH IS  
24 HELD THE FIRST TUESDAY OF OCTOBER, UNLESS A DIFFERENT DATE OF ELECTION  
25 IS PROVIDED BY ORDINANCE]. The assembly may provide by ordinance for a  
26 different term not to exceed four years, except that the current term of  
27 an incumbent borough mayor may not be altered.

28 \* Sec. 6. AS 29.23.130(d) is amended to read:

29 (d) A borough may adopt or abandon a manager plan at any time, as

1 provided in AS 29.23.410 - 29.23.480. The borough mayor may not veto an  
2 ordinance or resolution calling for an election on this question. The  
3 manager has all the powers and duties of the borough mayor as chief  
4 administrative officer. [IF THE MANAGER PLAN IS ADOPTED, IT BECOMES  
5 EFFECTIVE FOLLOWING CERTIFICATION OF THE RESULTS OF THE FIRST REGULAR  
6 ELECTION OCCURRING AT LEAST SIX MONTHS AFTER ADOPTION OF THE PLAN.] The  
7 borough mayor then serves as borough executive.

8 \* Sec. 7. AS 29.23.200(c) is amended to read:

9 (c) Councilmen are selected [AN ELECTION IS HELD ANNUALLY ON THE  
10 FIRST TUESDAY OF OCTOBER, UNLESS A DIFFERENT ELECTION DATE OR INTERVAL  
11 OF YEARS IS PROVIDED BY ORDINANCE, TO CHOOSE COUNCILMEN] for three-year  
12 terms and until their successors are elected and have qualified. The  
13 regular term of office begins on the first Monday following certifica-  
14 tion of the election. The council may provide by ordinance for differ-  
15 ent terms not to exceed four years, except that the current term of  
16 incumbent councilmen may not be altered.

17 \* Sec. 8. AS 29.23.210(a) is amended to read:

18 (a) The council shall meet at least once every month, unless  
19 otherwise provided by ordinance. Special meetings may be held on the  
20 call of the mayor or two councilmen upon not less than 24 hours written  
21 or oral notice communicated to each member. In an emergency, a special  
22 meeting called on less than 24 hours notice is a legal meeting if all  
23 members are present or there is a quorum and all absent members have  
24 waived in writing the required notice. A waiver may be made either  
25 before or after the time of the meeting. The waiver shall be attached  
26 to and made a part of the journal for that meeting.

27 \* Sec. 9. AS 29.23.250(c) is amended to read:

28 (c) The mayor of a second class city is elected by and from the  
29 council for a term of one year and until a successor is elected and

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1 has qualified [EQUAL IN LENGTH TO A COUNCILMAN'S TERM].

2 \* Sec. 10. AS 29.23.250(d) is amended to read:

3 (d) The mayor's regular term begins on the first Monday following  
4 certification of the mayor's [HIS] election [, WHICH IS HELD ON THE  
5 FIRST TUESDAY OF OCTOBER, UNLESS A DIFFERENT DATE OF ELECTION IS PRO-  
6 VIDED BY ORDINANCE] The council of a second class city shall meet on  
7 the first Monday after certification of the regular election [DATE] and  
8 elect a mayor who takes office immediately.

9 \* Sec. 11. AS 29.23.440(a) is amended to read:

10 (a) If the manager plan is approved, the assembly or council  
11 shall, within 60 days, adopt the plan by ordinance or resolution.

12 \* Sec. 12. AS 29.33.010(b) is amended to read:

13 (b) No city, whether home rule or not, may exercise an areawide  
14  power [CONFERRED IN, OR ASSUMED BY MEANS OF AS 29.33.250 - 29.33.290] *stg*  
15 once that power is being exercised by a borough. *clm*

16 \* Sec. 13. AS 29.33.070(b)(2) and (3) are amended to read:

17 (2) delegate other planning and zoning powers conferred by  
18 this chapter [ADMINISTRATIVE AND ENFORCEMENT RESPONSIBILITIES] to a  
19 [THE] city within the borough [, PROVIDED THAT BOROUGH JURISDICTION IS  
20 NOT IMPAIRED];

21 (3) revoke or modify any part or all of the [WITHDRAW] powers  
22 delegated under this subsection.

23 \* Sec. 14. AS 29.33.110(a) is repealed and re-enacted to read:

24 (a) The assembly is the board of adjustment but may delegate by  
25 resolution or ordinance part or all of its functions to a city within  
26 the borough for the area within city boundaries in accordance with  
27 AS 29.33.070(b)(1), in addition to making delegations as provided for an  
28 assembly under AS 29.33.245. Meetings of the borough board are held at  
29 the call of the presiding officer and of the city board by the mayor.

1 The presiding officer or mayor may administer oaths and compel atten-  
2 dance of witnesses. Meetings and hearings of the board shall be open to  
3 the public and the board shall keep minutes of its proceedings as a  
4 public record.

5 \* Sec. 15. AS 29.33.190(a) is amended to read:

6 (a) The owner or agent of the owner of land located within a  
7 subdivision who transfers, sells, or enters into a contract to sell land  
8 in a subdivision before a plat of the subdivision has been prepared,  
9 approved, and recorded, is guilty of a misdemeanor and upon conviction  
10 is punishable by a fine of not more than \$500 for each lot or parcel  
11 transferred, sold, or included in a contract to be sold. The borough  
12 [PLATTING BOARD] may enjoin a transfer, sale, or contract to sell, and  
13 may recover the penalty by appropriate legal action.

14 \* Sec. 16. AS 29.48.180(a) is amended to read:

15 (a) Each ordinance [AND RESOLUTION] after adoption shall be codi-  
16 fied.

17 \* Sec. 17. AS 29.48.180(c)(2) is amended to read:

18 (2) the ordinance is a provision which establishes a rule of  
19 conduct or behavior and which is included, or to be included, in a code  
20 of ordinances or other complete system of [POSITIVE] law enacted [PRO-  
21 MULGATED BY THE COUNCIL] and kept current [BY THE CITY] at reasonable  
22 intervals.

23 \* Sec. 18. AS 29.48 is amended by adding a new section to read:

24 Sec. 29.48.185. RESOLUTIONS. The assembly or council shall pro-  
25 vide for the maintenance of a permanent file of resolutions that have  
26 been adopted.

27 \* Sec. 19. AS 29.48.200 is amended to read:

28 Sec. 29.48.200. PENALTIES. For the violation of an ordinance, the  
29 assembly or council may prescribe punishment not to exceed a fine of

1 \$500 or imprisonment for 30 days, or both. However, the punishment  
2 authorized under this section may be imposed only if [AN ORDINANCE IS  
3 CODIFIED AND] copies of the ordinance are made available for distri-  
4 bution to the public at cost.

5 \* Sec. 20. AS 29.58.200 is amended by adding new subsections to read:

6 (b) A municipality may issue its revenue bonds to finance the  
7 purchase of residential mortgage loans. The revenue bonds issued under  
8 this subsection are payable solely from the principal and interest of  
9 the mortgage loans and from any other amounts pledged by the municipal-  
10 ity, except the pledge of revenues derived from taxes. Revenue bonds  
11 issued under this subsection do not constitute a general obligation of  
12 the municipality.

13 (c) A municipality may also issue revenue bonds for any lawful  
14 purpose. The bonds shall be payable from any amounts pledged by the  
15 municipality except taxes and shall not constitute general obligations  
16 of the municipality.

17 \* Sec. 21. AS 29.58.210 is amended to read:

18 Sec. 29.58.210. FORMS AND TERMS. The assembly or council shall  
19 fix the date of the bonds, denominations, maturities, rate or rates of  
20 interest, place and manner of payment, redemption terms, registration  
21 privileges, manner of execution, [AND] signatures required, and other  
22 details of the bonds. If an officer whose signature appears on the  
23 bonds or coupons ceases to be an officer before delivery of the bonds,  
24 his signature is valid as if he had remained in office until delivery.

25 \* Sec. 22. AS 29.58.220 is amended to read:

26 Sec. 29.58.220. PAYMENT. Bonds issued under AS 29.58.200 -  
27 29.58.220 or the proceedings of the assembly or council authorizing  
28 their issuance may contain the covenants which the assembly or council  
29 considers advisable concerning

1 (1) the rates or fees to be charged for services rendered by  
2 the public facilities, the revenue of which is pledged to the payment of  
3 the bonds, or the terms and conditions of any other amounts collected  
4 which are pledged to the payment of the bonds;

5 (2) the deposit and use of the revenue of the public facili-  
6 ties or of other amounts collected which are pledged to the payment of  
7 the bonds;

8 (3) the issuance of additional bonds payable from revenue of  
9 the public facilities or of other amounts collected which are pledged  
10 to the payment of the bonds;

11 (4) the rights of the bondholders in case of default in the  
12 payment of the principal or interest on the bonds, including the appoint-  
13 ment of a receiver to operate the public facilities;

14 (5) other covenants as the assembly or council determines."

15 \* Sec. 23. AS 29.63.065(b)(2) is amended to read:

16 (2) a claimant receiving the exemption must file with the  
17 department by March [JANUARY] 15 of each subsequent year a separate  
18 application proving eligibility as of January 1 in order to retain the  
19 exemption. Within the same year the department [THE ASSEMBLY OR COUNCIL]  
20 for good cause shown may waive the claimant's failure to make timely  
21 application and approve the application as if timely filed.

22 \* Sec. 24. AS 29.23.020 is repealed.

23 \* Sec. 25. AS 29.59 is repealed.

24 \* Sec. 26. Notwithstanding AS 29.23.040, amended by sec. 4 of this Act,  
25 the terms of office of borough assemblymen elected or appointed to dual  
26 borough assembly - city council seats are not affected by the amendment made  
27 to AS 29.25.040 in sec. 4 of this Act until reapportionment of the borough  
28 assembly is required or proposed under AS 29.23.020, repealed by sec. 21 of  
29 this Act, or is effected as required or proposed under AS 29.23.021 - 29.23.-

1 025, added by sec. 1 of this Act.

2 \* Sec. 27. Sections 1 - 3 and 24 of this Act take effect January 1, 1981.

3 Sections 4 - 23, 25 and 26 of this Act take effect immediately in accordance  
4 with AS 01.10.070(c).

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Article 4. Planning, Platting and Zoning.

Section

- 70. Planning, platting and zoning
- 90. Zoning

Sec. 29.33.070. Planning, platting and zoning. (a) First and second class boroughs shall provide for planning, platting and zoning on an areawide basis.

(b) The assembly by ordinance may

(1) designate the council of a city within the borough as a board of adjustment within the city;

(2) delegate other planning and zoning administrative and enforcement responsibilities to the city, provided that borough jurisdiction is not impaired;

(3) withdraw powers delegated under this subsection. (§ 2 ch 118 SLA 1972; am § 1 ch 17 SLA 1977; am § 7 ch 93 SLA 1977)

Effect of amendments. — The first 1977 amendment, in subsection (b) deleted "If a city within a borough is located more than 25 miles from a boundary of the borough seat" from the beginning of the introductory language and substituted "a city within the borough" for "the city" in paragraph (1).

The second 1977 amendment substituted "First and second class boroughs" for "Boroughs" at the beginning of subsection (a).

Cited in Moore v. State, Sup. Ct. Op. No. 1284 (File Nos. 2551, 2587), 553 P.2d 8 (1976).

Sec. 29.33.090. Zoning. (a) In accordance with the comprehensive plan, the assembly shall regulate and restrict the use of land and improvements by districts or contract zoning to permit specific uses provided for in the contract. Regulations shall be uniform for each class or kind of building, structure, land or water area within each district, but the regulations may differ among districts and exceptions may be made in order to provide for the preservation, maintenance and protection of historic sites, buildings and monuments. In this section, "contract zoning" means a zoning reclassification to a less restricted use when the owner of the rezoned property, either through an agreement with the assembly or a covenant in favor of the borough, places restrictions on the use of the land beyond the zoning requirements generally attaching to the new district in which the property has been placed. The assembly shall hold a public hearing on the proposed contract zoning.

(d) The assembly shall regulate and restrict the use of state land within the borough which is vacant, unappropriated and unreserved and which is found suitable for classification and disposal for homesite entry under AS 38.08.010. Compliance with the provisions of this subsection is a prerequisite to issuance of homesite entry permits for land within the borough.

(am § 1 ch 104 SLA 1974; am § 3 ch 142 SLA 1977)

Introduced: 2/13/79  
Referred: Community & Regional  
Affairs and Judiciary

1 IN THE HOUSE

BY MALONE

2 HOUSE BILL NO. 184

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 ELEVENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the delegation of planning and  
7 zoning authority by boroughs."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 \* Section 1. AS 29.33.070(b)(2) and (3) are amended to read:

10 (2) delegate other planning and zoning powers conferred by  
11 this chapter [ADMINISTRATIVE AND ENFORCEMENT RESPONSIBILITIES] to a  
12 [THE] city within the borough [, PROVIDED THAT BOROUGH JURISDICTION IS  
13 NOT IMPAIRED];

14 (3) revoke or modify any part or all of the [WITHDRAW] powers  
15 delegated under this subsection.

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This publication of the Committee for Optimum Government (COG) follows up the February, 1979 publication regarding issues and concerns of our local government in Haines. It is the purpose of this publication to examine the alternative forms of municipal government available to Haines. The COG recognizes that less government or even no government is an alternative, however, the COG is presenting only those alternatives it ultimately considers are reasonable.

They Are:

### CITY GOVERNMENT

**First Class - General Law City.** Currently, Haines is a First Class General Law City. It qualifies as First Class because its population exceeds 400 residents. As a General Law city, it is authorized or required by State Statutes to provide a specific range of typical community services. The limits of the City's authority is established by State Statute, and only those powers granted by law may be exercised by the City.

**First Class - Home Rule City.** A Home Rule City is a first class city which, through a municipal election, has adopted a Charter establishing specific powers and duties of the City. A Home Rule government has all legislative powers **not prohibited** by State Statute or local Charter. (Compare this with General Law, above, where the City has all legislative powers **granted** by State Statute.)

### BOROUGH GOVERNMENT

**Third Class Borough.** The current form of government in the Haines Borough is a third class, general law borough. As a general law government, its powers are specified in State Statutes. As a Third Class Borough, the only areawide (meaning: all borough area including cities) powers it can exercise are those of Education and Tax Assessment/Collection. A Third Class Borough **may**, by a majority vote of the people affected, establish ser-

vice areas in which to provide additional services and facilities.

**Second Class Borough.** A Second Class Borough is also a general law government. In addition to the areawide duties of Education and Tax Assessment/Collection, a Second Class Borough **must** provide for areawide planning, platting and zoning. A second class borough may acquire additional areawide powers by a majority vote of all Borough residents. A second class borough may acquire additional non-areawide (meaning: all borough areas outside of city limits) powers by a majority vote of the residents outside of the city limits. A second class borough may establish service areas for specific purposes by a majority vote of the people residing in the proposed service area.

**First Class Borough.** A First Class Borough is also a general law government. It differs from a second class borough only in that the Assembly of a First Class Borough can establish **non-areawide** powers without a vote of the residents affected (the Borough outside of city limits). Acquiring additional **areawide** powers still requires a majority vote of all Borough residents.

**Home Rule Borough.** Like a Home Rule City, a Home Rule Borough adopts its own Charter which outlines the specific limitations and areas of government authority. Again, a Home Rule government is subject to some limitations set out in State Statutes.

As an area of population develops within any organized Borough described above (3rd Class, 2nd Class, 1st Class and Home Rule), the population body may elect to organize itself as a City. Except for those limitations imposed by State Statute on cities within organized Boroughs, the City would be autonomous. A population body may also elect to organize a service area within any organized Borough. In this case, the Borough Assembly would administer the Service Area.

### UNIFIED HOME RULE MUNICIPALITY

This form of government would combine the separate City and Borough governments into a single unit of government. There are no separate cities within a Unified Home Rule Municipality, however, service areas can be established and administered by the Borough Assembly. There are three communities in Alaska which are presently organized in this form of government: Juneau, Sitka, and Anchorage.

Again, under a Home Rule government, a locally designed Charter would set out the powers, duties and limitations of the local government. State Statute 29.13.100 provides for specific authority in certain areas of Home Rule Government, and the Home Rule Charter cannot supercede those provisions. Some of the provisions of AS 29.13.100 relate to:

- a. Composition, apportionment and reapportionment of the Borough Assembly
- b. Property tax limitation, exemption and assessment procedures
- c. Charter Amendments
- d. Acquisition of additional areawide powers
- e. Authority to exceed bonded indebtedness limitation to provide for construction of school facilities.
- f. Zoning of land for homesite entry

Otherwise a Home Rule Charter is expressly tailored to the needs and desires of the local people. A majority of the voters both inside as well as outside the city would have to **independently** approve such a charter. This means there must be two ballots

cast - one for residents inside the city, and one for residents outside the city and in the borough - and a majority in both elections is necessary to establish the charter.

The Chart in this publication was developed to help clarify the limits and scope of authority held by each type of City and Borough government discussed in this publication. COG hopes that it proves useful to you.

### COG Members:

MARVIN HARTSHORN, City Councilmember  
DEBRA SCHNABEL, City Councilmember  
RAY ROSE, Borough Assembly member  
RAY MENAKER, Borough Assembly member

| POWERS/DUTIES   | CITY GOVERNMENTS  |   | BOROUGH GOVERNMENTS  |  |   |   | UNIFIED MUNICIPALITY                                      |
|---|---|---|--|--|---|---|---|
|   | 1 <sup>st</sup> Class                                     | Home Rule   | 3 <sup>rd</sup> Class  | 2 <sup>nd</sup> Class  | 1 <sup>st</sup> Class   | Home Rule   |   |
| Education   | No<br>(if in unorganized borough, yes)                    | No  | Area-wide<br>(all Borough area including cities)   | Area-wide  | Area-wide   | Area-wide   | Area-wide   |
| Tax Assessment & Collection   | No  | No  | Area-wide  | Area-wide  | Area-wide   | Area-wide   | Area-wide   |
| Planning, Platting & Zoning   | within city limits if not done by borough                 | within city limits if not done by borough                             | By Service Area Only approved by S.A. residents  | Area-wide  | Area-wide   | Area-wide   | Area-wide   |
| Public Works:<br>streets & sidewalks, water & sewer, marine facilities, flood control, electricity, etc.          | Yes<br>may also provide some extra territory<br>29.48.037 | Yes<br>limits authorized by Charter; may provide some extra territory | Service Area<br>must be approved by residents of service area                                    | Yes<br>Area-wide, by vote of City & Borough residents<br>Non area wide, by vote of Borough outside City<br>Service Area; vote of S.A.    | Yes<br>Area-wide, by vote of City & Borough residents<br>Non area wide, by Ordinance<br>Service Area, by vote of S.A. | Yes<br>Limits & area authorized by Charter<br>Charter amendments made by vote of people affected. | Area-wide<br>Limits & area authorized by Charter          |
| Municipal Services:<br>health & medical, refuse collection, police & fire, cemeteries, etc.                       | Yes<br>to the limits authorized by State Law              | Yes<br>to the limits authorized by Charter                            | By Service Area<br>must be approved by residents of service area only                            | Yes<br>Area-wide, by vote of City & Borough residents<br>Non area wide, by vote of Borough outside City<br>Service Area; vote of S.A.    | Yes<br>Area-wide, by vote of City & Borough residents<br>Non area wide, by Ordinance<br>Service Area, by vote of S.A. | Yes<br>Limits & area authorized by Charter  | Yes<br>Limits & area authorized by Charter                |
| Arts, Culture & Recreation:<br>Parks, Libraries, Museums, Historic Preservation, Communications, Community Center | Yes<br>to the limits authorized by State Law              | Yes<br>to the limits authorized by Charter                            | Service Area<br>If deemed an Educational Function, can be administered area-wide by School Board | Yes<br>Area-wide, by vote of City & Borough residents<br>Non area wide, by vote of Borough outside City<br>Service Area, by vote of S.A. | Yes<br>Area-wide, by vote of City & Borough residents<br>Non area wide, by Ordinance<br>Service Area, by vote of S.A. | Yes<br>Limits & area authorized by Charter  | Yes<br>Limits & area authorized by Charter                |
| Regulatory:<br>Pollution Control, Building Codes, Vehicles, Animals, Alcohol-Beverage, Consumer Protection        | Yes<br>to the limits authorized by State Law              | Yes<br>to the limits authorized by Charter                            | Service Area<br>must be approved by residents of service area only.                              | Yes<br>Area-wide, by vote of City & Borough residents<br>Non area wide, by vote of Borough outside City<br>Service Area, by vote of S.A. | Yes<br>Area-wide, by vote of City & Borough residents<br>Non area wide, by Ordinance<br>Service Area, by vote of S.A. | Yes<br>Limits & area authorized by Charter  | Yes<br>Limits & area authorized by Charter                |
| Limits on Property Tax  | may not exceed 30 mils when combined with Borough         | may not exceed 30 mils when combined with Borough                     | may not exceed 30 mils when combined with City   | may not exceed 30 mils when combined with City   | may not exceed 30 mils when combined with City  | may not exceed 30 mils when combined with City  | may not exceed 30 mils<br>Charter defines maximum         |
| Limits on Sales Tax   | 3%  | established by Charter  | 3%   | 3%   | 3%  | established by Charter  | established by Charter                                    |
| Authoritative Bodies  | City Council  | City Council  | Borough Assembly/<br>School Board<br>(one or two functions)                                      | Borough Assembly<br>School Board, if 500+ students; if not Assembly is school board<br>Planning Commission                               | Borough Assembly<br>School Board<br>Planning Commission   | Borough Assembly<br>School Board<br>Planning Commission   | Municipal Assembly<br>School Board<br>Planning Commission |

File of local government  
study. A number of these  
names will eventually  
end up in our directory  
for mailing

9/

BOTH SIDES

# Lunch - \$8.25

0-0-0

## Name                      Mailing Address

1. ✓ Don Gilman                      Box 850, SOLDOTNA
2. Lee M. Anemey                      Pouch B Juneau
3. EDUARDO AMBARIAN                      ROUTE 3, KENAI
4. Bill OVERSTREET                      318 Highland, JUNEAU
5. HARRY AASE                      Box 2895, JUNEAU 99803
6. Jeff Morrison                      Box 1696, Juneau 99802
7. Esther Wunniche                      1406 Sumner Dr. Anch 99504
8. Sterling Collyer                      127 N Franklin St Juneau 99801
9. Bryan Maclean                      Box 290 Barrow
10. Lee Sharp                      155 So Seward St, Juneau 99801
11. S. H. Boudoin                      Box 189, NAKOAK, AK. 99633
12. N. ERICKSON                      Box 189, NAKOAK, AK. 99633
13. Ron R. Whitcraft                      Pouch V, JUNEAU, AK 99811
14. ART HARTENBERGER                      RR6 Box 4082 JUNEAU 99803
15. Tim Doty                      Box 294, KAKE, AK. 99850
16. John E. Wise                      Box 370 KENAI
17. VICTOR NICHOLAS                      NULATO, AK 99765
18. Maurice M. Hing                      " " "
19. Eugene Joseph                      Hooper Bay Ak. 99604
20. Jean Marie                      Naposkiak Ak 99559
21. \* John J. Tamm                      Ketchikan " 99621
22. Allen R. Cook                      Fbx " 99701
23. X Joseph R. Brown                      Jahnok Bay " 99637
24. Philip Bryman                      Fbx (FMSB) 99707
25. Dorothy H. Thompson                      4420 Airport Way 99701  
Fairbanks, AK
26. RODNEY SCHUMME                      BOX 13. PALMER 99645
27. Ginny Chitwood                      204 N. Franklin St. Juneau 99801
28. Martin A. Long                      Box 148 Haines 99827
29. MARK STEPHENS                      225 Cordova, P.O. B " Anch 99501
30. Kenneth Beiler                      Kasigluk AK 99609
31. Masee Parker                      St. Marys Ak 99458
32. George Cannos                      225 Cordova Bldg B Anchorage 99501
33. Bob Jenkins (DCRA)                      " " " " " OVER
34. Brad Johnson                      Div. of Lands, SCDD, Marie Selby.

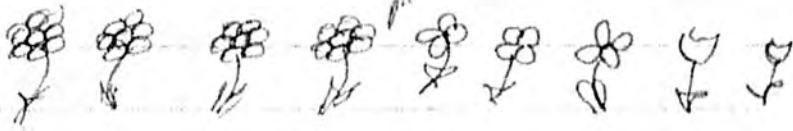
Lunch

8.25

Name

Address

- 35. Decept. Herb Box 4-40 Anch. Ak. 99509
- 36. Kathy Carssob <sup>PS. send transcript</sup> 344 Front St., Ketchikan 99901 (KGB)
- 37. Jim Papp Box 5995 Ketchikan 99901
- 38. Nat Goodha Ak. Div. of Parks 619 Warehouse Ave 99501
- 39. Pete Martin " "
- 40. FRANK J. PIATKOWSKI K.C. M. INC. 14 W. Fifth St. JUNEAU 99801
- 41. James E. Fisher U.S.D.A. Rep-2221 E No Lighter Blvd, Anch
- 42. Lois Knapp SR Box 2727 (City Hall), <sup>Hesperian</sup> Macilla, 99687
- 43. V. Wertzbaugher Pouch 6-6 50 Anch.
- 44. David S. Carter Pilot Station, Ak.
- 45. Bart J. Hechman Pilot Station, Ak. 99650
- 46. Kate Troll 3018 Ador Circle 99504





Federal-State  
Land Use Planning Commission  
For Alaska

May 15, 1979

Senator Arliss Sturgulewski  
2957 Sheldon Jackson  
Anchorage, Alaska 99504

Dear Mrs. Sturgulewski:

We are enclosing an agenda for the municipal land policy workshop, which will be conducted on Friday, May 18, in the Captain Cook Hotel in Anchorage.

A buffet lunch will be served in our meeting room at a cost of \$8.75. Please contact us if you have any further questions. We are pleased that you will be joining us.

Sincerely,

Judy Shuler

Enclosure (1)  
1. Agenda



Federal-State  
Land Use Planning Commission  
For Alaska

MUNICIPAL LAND POLICY WORKSHOP

Captain Cook Hotel  
Anchorage, Alaska  
May 18, 1979

AGENDA

- 9:00 a.m. - Opening Remarks  
Esther C. Wunnicke, Federal Co-Chairman  
Walter B. Parker, State Co-Chairman  
Federal-State Land Use Planning Commission
- 9:15 a.m. - Slide Presentation  
Paul Steucke, Public Information Officer  
Federal-State Land Use Planning Commission
- 9:45 a.m. - Demands for Public Lands  
- Optional Policy Items for  
Municipal Land Ordinance  
- Section 14(c), Alaska  
Native Claims Settlement  
Act  
Janet McCabe, Area Director  
Heritage Conservation & Recreation Service  
Tom Hawkins, Land Management Planner  
Federal-State Land Use Planning Commission
- 10:30 a.m. - Coffee Break
- 10:45 a.m. - Status of Municipal Land  
Selections and Conveyance  
- Update on Recent State  
Lands Legislation  
Bill Beaty, Planning Supervisor  
Department of Natural Resources
- 12:00 noon - Lunch & Address  
Lee McAnerney, Commissioner  
Department of Community & Regional Affairs
- 1:30 p.m. - Alaska Municipal League  
Ginny Chitwood, Executive Director
- 2:00 p.m. - Panel Discussion  
Pressures and Guidelines  
for Municipal Lands  
  - ✓ Donald E. Gilman, Mayor, Kenai Peninsula Borough
  - ✓ Tony Knowles, Assembly Member, Municipality of Anchorage
  - 4 Philip Berrian, Planning Director, Fairbanks North Star Borough
  - ✓ ~~Laura Schroeder~~, City Manager, Dillingham
  - ✓ ~~Arnel Crumpton~~ *Arnel Crumpton*, Planning Coordinator, North Slope Borough
  - ✓ ~~Brental Bay~~ *Brental Bay*, Mayor, Haines Borough
- 4:00 p.m. - Adjournment

Co-Sponsors: Alaska Municipal League  
Department of Community & Regional Affairs

**\*\*PLEASE NOTE\*\***

THE ORIGINAL FILE CONTAINS AN OVERSIZED DOCUMENT THAT IS UNSUITABLE FOR FILMING. PLEASE REFER TO THE ALASKA STATE ARCHIVES TO VIEW THE ORIGINAL.

DESCRIPTION: NEWSPAPER TABLOID

A SPECIAL SECTION OF THE TUNDRA TIMES OCTOBER 1979

"CRISIS IN THE VILLAGES: ENERGY IN RURAL ALASKA"



Arliss,

I'm not impressed. The same source (similarity in wording) appears to have been ~~made~~ used for many of the recommendations. Also, clearly, there were experts in on these groups whose words and detailed level of knowledge dominated what others might have said (some are ven footnoted to specific editions of publications).

Regarding Local Government implications, on the cover, I have listed those pages which have anything to say they relate to local govt. Most of the stuff is what the state should or should not do, however. Themes seem to be

1. increase revenue sharing
2. the state should consult with the local folks (in general and in particular re health facilities and services.
3. Local government structures should be flexible.

There is one other point that is made (I'm not sure what it means): "The State govt must provide formula grant funding for planning a five-year program in the unorganized boro." (p.49).

That's about it.

Margo

## RECOMMENDATIONS OF THE FIVE GROUPS

Recommendations of five participating groups, in the Future Frontiers Conference, December 5 through 8, 1979, Anchorage, Alaska

## ALPHA GROUP

The Alpha Group of the 1979 Future Frontiers Conference, after discussion of the issues and deliberation, makes the following recommendations to the people of Alaska.

Resolutions were passed of the following topics:

## Direct Services

Future Frontiers Conference  
Education  
Child Care  
Transportation  
Communications  
Law and Justice

## Finance

Policy  
Mutual goals

## Resources

Oil and gas  
Fisheries  
Timber  
Alternative energy

In addition, the group recommends that staff and the general public make reference to the dialogue contained in the transcripts of the conference.

## ALPHA GROUP'S EDUCATION RESOLUTION:

Alpha Group resolves that the legislature

1 consider the following recommendations in the area of  
2 education:

3 1. That the State of Alaska provide scholarship  
4 loan funds to any Alaskan student for post-secondary  
5 education with special attention paid to

6 a. Preservation of a student's freedom of  
7 choice of colleges or universities;

8 b. Recognition that private higher education  
9 makes a significant and important contribution to the State,  
10 and that the legislature not adopt policies that place  
11 private higher education at a competitive disadvantage;

12 c. Providing new and expanding opportunities  
13 for vocational and technical education and training; and

14 d. Loan forgiveness based on years of  
15 service in Alaska in the public or private sector;

16 2. That the State of Alaska allocate funds for  
17 local school districts, for teleconferencing and vocational  
18 education, according to a policy other than Average Daily  
19 Membership in order that all elementary and secondary  
20 students in Alaska might be provided the option of a  
21 technical trade appropriate for the 1980's, soliciting  
22 counseling from industry.

23

24 ALPHA GROUP'S CHILD CARE RESOLUTION:

25 Alpha Group resolves that the legislature

1 consider the following recommendations in the area of child  
2 care:

3 1. That the State continue to use the resources  
4 of private child-caring institutions to deliver services to  
5 children entrusted to the State's care; and

6 2. That the State place children with child-care  
7 institutions as a good parent would, providing for prompt  
8 payment of full cost of care which includes a portion of  
9 those costs required to keep the institution ready to  
10 receive the State's children.

11 The policy of the State should be that of a good  
12 parent that cares well for children for whom it has  
13 responsibility and pays its bills quickly.

14

15 ALPHA GROUP TRANSPORTATION RESOLUTION:

16 Alpha Group resolves that the legislature  
17 considering these recommendations for transportation needs:

18 1. Expand and upgrade the marine highway system  
19 throughout the entire state, including but not necessarily  
20 limited to the Alaska Peninsula-Aleutian communities,  
21 Yukon-Kuskokwim and tributary system and other areas as  
22 later selected;

23 2. Preparation and implementation of a state-wide  
24 plan for air and surface transportation;

25 3. Construction of a complete system for rural

1 air transportation, navigation aids and facilities,  
2 relatively equivalent to present regional airport  
3 facilities;

4 4. Develop a complete inventory of the entire  
5 State's transportation facilities;

6 5. Upgrade and expand inter-community road  
7 systems, including but not limited to extension of the road  
8 to Tanana and a connecting link between the Yukon and  
9 Kuskokwim Rivers;

10 6. Avoid imposing transportation intrusions on  
11 communities or regions whose residents do not want them,  
12 i e, unwanted highways;

13 7. Improve and expand river-loading facilities.

14

15 ALPHA GROUP FUTURE FRONTIERS COMMUNICATIONS RESOLUTION:

16 Expand and upgrade communications services and  
17 facilities in every Alaskan community with special  
18 consideration to:

19 1. Television conferencing for legislative and  
20 educational purposes;

21 2. Efficient telephone systems with a single  
22 toll area spreading the costs throughout the State;

23 3. Other appropriate technology.

24 The goal is to integrate Alaskan society while  
25 preserving the contributions made by diverse cultures.

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ALPHA GROUP'S RESOLUTION ON LAW AND JUSTICE:

Alpha Group resolves:

1. That the Alaska court system be expanded as follows:

a. increase the number of judges in order to expedite the civil and criminal calendar;

b. maximize the use of existing facilities beyond the normal working day to improve the convenience to juries and civil litigants; and

c. improve the magistrate system in villages through better communication, using appropriate technology with the presiding judge.

2. Provide increased funds to villages for police training and support, considering State participation in the management in support of the CETA program.

ALPHA GROUP'S FINANCING RESOLUTION:

Alpha Group resolves that the legislature adopt a policy of a financial partnership between the State and private enterprise, in cooperation with local financial institutions with a view toward:

1. Supporting private enterprise through the provision or facilitation of venture capital in Alaska;

1                   2. Capital or operational support for projects  
2 and equipment, including leases or lease purchases with the  
3 lease rate based on actual revenues received from use of  
4 the product; and

5                   3. Approval of borrowers, based on relevant  
6 factors beyond those presently considered by banks.

7                   The State economic policy should be to develop  
8 with goals of desirable social and economic development  
9 toward the improvement and strengthening of the private  
10 sector.

11  
12 RESOLUTION:

13                   Alpha Group resolves that the legislature  
14 recognize the existence and opportunities provided by the  
15 existence of the native land claims corporations, and the  
16 unique opportunities provided by those rural-based private  
17 corporations for developing mutual economic and socially  
18 desirable goals in rural and urban areas of the State.

19                   Alpha Group further encourages the legislature to  
20 develop structures that can provide creative mutual  
21 interaction between the State, native corporations and  
22 other entities concerned with the healthy and desirable  
23 Alaska urban and rural society.

24  
25 ALPHA GROUP OIL AND GAS RESOLUTION:

1 Alpha Group recommends that the State investigate  
2 a gas-stripping plant for the liquids at Prudhoe Bay and  
3 the State transportation system to bring the gas liquids  
4 and royalty share to tidewater for maximum State benefit.

5 Further, Alpha Group recommends that every effort  
6 be made to use Alaska petroleum to lower the cost of fuel  
7 throughout the state.

8

9 ALPHA GROUP RECOMMENDATION ON FISHERIES:

10 Alpha Group recommends that the Alaskan fisheries  
11 program do the following:

12 1. Encourage and support the best possible  
13 harvest, transportation and care technique for all its  
14 multiple fisheries;

15 2. Readiness for complete harvest and best  
16 utilization of all State fisheries products;

17 3. Initiation of the most advanced systems of  
18 quality production, control, transportation and storage of  
19 fisheries products;

20 4. Make every effort to train persons in the  
21 technical skills necessary to operate in a modern fishery.

22

23 ALPHA GROUP'S TIMBER RECOMMENDATION:

24 Alpha Group resolves that the State should  
25 facilitate in every way possible development of Alaska's

1 vast timber resources in an expeditious, economically  
2 feasible and ecologically responsible manner.

3

4 ALPHA GROUP'S ALTERNATIVE ENERGY RESOLUTION:

5 Alpha Group resolves that the State develop  
6 alternative energy sources from every community in the  
7 State of Alaska, not limited to hydro power, tide, wind,  
8 solar power, geothermal or hydrogen cells and sites after  
9 an inventory is made.

10

11 ALPHA GROUP'S RECOMMENDATION ON ANOTHER FUTURE FRONTIERS  
12 CONFERENCE:

13 Alpha Group recommends that another Future  
14 Frontiers Conference be held in five years, and that it be  
15 preceded by regional conferences to select delegates for  
16 the state-wide conference.

17

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## BETA GROUP

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2  
3           The Beta Group appreciates the commitment that  
4 the Alaska legislature has made to involve Alaskans in the  
5 formulation of public policy through the Future Frontiers  
6 Conference.

7           Additional time during this conference would have  
8 permitted more refined policy recommendations.

9           Nevertheless, the concepts recommended are believed to be a  
10 valid statement of current and future needs and methods of  
11 resolution.

12           We propose a reconvening of the Future Frontiers  
13 Conference within one year to review legislative and  
14 administrative reaction to our recommendations and to  
15 propose more detailed policy development.

## GOVERNMENT SERVICES POLICY STATEMENT

16  
17           For every request for government financing,  
18 programs, participation and/or regulation before acting the  
19 government should ask the requester:

- 20           1. Is there truly a need?  
21           2. Have you exhausted all other means of  
22 resolution of this need?  
23           3. What is the least government can do in  
24 conjunction with other resources to meet the need?  
25           4. What is the most creative role government can

1 play in resolving the need that maximizes private  
2 participation?

3 Then government's role should be limited to the  
4 lowest level of participation necessary to adequately  
5 resolve the need consistent with incentives for maximum  
6 participation by the individual and the private sector in  
7 general.

8 2. Revenue-sharing funds to local governments  
9 shall be increased and the State shall share revenue with "No  
10 strings attached" disposition to be in sole discretion of  
11 local governments.

12 3. If the unorganized areas of the State are  
13 compelled to organize into boroughs, they should be limited  
14 to small contiguous areas with common needs.

15 4. State activities affecting a local area shall  
16 not be undertaken without local consultation. Various  
17 levels of government participating in the same program  
18 shall develop effective means of coordination.

19 5. Means should be found to constitutionally  
20 administer at least some of the State benefits on a  
21 longevity of residence basis.

22 6. Legislative reapportionment shall be  
23 implemented so as not to effectively eliminate rural  
24 representation.

25 7. The adventure education program is extremely

1 valuable to Alaskan youth in helping to achieve self-confidence  
2 and a sense of purpose, and shall be made available to all  
3 Alaskan youth as an adjunct to regular school curriculum.

4 COMMUNICATIONS SECTION

- 5 1. Broadcasting of State government activities  
6 shall be under the control of an independent public board  
7 with regional representation.
- 8 2. Any expansion or improvement of public  
9 communication must be preceded by a careful evaluation of  
10 the ongoing as well as start-up costs and of who is going  
11 to "Pick up the tab."
- 12 3. Government shall not interfere in program  
13 content or availability.
- 14 4. Development of communication systems shall be  
15 sensitive to the resulting social and political effects.
- 16 5. Highest priority shall be given to upgrading  
17 communications between rural communities and the rest of  
18 the world.
- 19 6. Career education shall be provided in the  
20 field of communications.
- 21 7. The University of Alaska shall be provided  
22 the means and directive to provide education throughout the  
23 State via telecommunications.
- 24 8. VHF and microwave systems shall be developed  
25 as a supplement to satellite communications.

## JUSTICE

1  
2 1. The State shall assure adequate basic law  
3 enforcement facilities in rural areas through local  
4 government.

5 2. Effective means shall be provided whereby  
6 judges who are not performing properly shall be removed  
7 from office.

8 3. Publicly supported legal services shall be  
9 expanded to meet the growing needs of Alaskans lacking the  
10 financial means to hire an attorney.

11 4. Research shall be undertaken to evaluate  
12 sentencing of offenders who commit crimes of violence  
13 against females in comparison with sentencing of offenders  
14 who commit similar crimes against males.

15 5. Criminal sentencing shall not reflect  
16 minority bias.

17 6. Criminal justice to be effective must be  
18 swift and sure in application.

19 7. The legislature, judiciary, executive and  
20 private sector shall actively pursue programs, incentives  
21 and public education to discourage the people of Alaska  
22 from their increasing propensity to litigate and shall  
23 encourage social amenity.

## FINANCE POLICY

24  
25 The State shall invest its surplus income in the

1 permanent fund inside the State, to the extent the  
2 opportunity for prudent investment exists in Alaska.  
3 Monies shall be loaned at low interest rates to anyone who  
4 has a financially sound investment opportunity, subject to  
5 the availability of adequate security and the borrower's  
6 demonstrable ability to repay the loan, provided the  
7 project enhances one or more goals of Alaska.

#### 8 EDUCATION

##### 9 Policy:

- 10 1. Provide residents of Alaska with financial  
11 access to post-secondary education.
- 12 2. To best serve the interests of the State,  
13 autonomy should be granted to the community college system.
- 14 3. Explore methods of encouraging competition in  
15 educational systems, including alternatives to the  
16 University of Alaska system.

##### 17 Program:

- 18 1. Give special consideration to minority  
19 students through program development and teacher  
20 preparation to enable them to achieve at grade level.
- 21 2. Establish a nontraditional state-wide  
22 educational program to enable rural students to obtain a  
23 Bachelor's Degree, i.e. open-learning, school-without-walls  
24 concept.
- 25 3. Develop bilingual and cross-cultural programs

1 and teacher training to better serve minority students.

2 Funding:

3 1. State formula funding to provide smaller  
4 classes and needed services for children in grades K  
5 through six to ensure their success at the secondary and  
6 post-secondary levels.

7 2. Explore alternative forms of endowing Alaskan  
8 universities to enable them to achieve excellence.

9 3. Increase the level of funding for special  
10 education programs, including those for gifted students.

11 4. Provide funding for innovative programs, such  
12 as student exchange programs, wilderness experience and  
13 special cultural programs.

14 Amendments:

15 1. Establish an education fund similar to the  
16 renewable resources fund which dedicates a portion of the  
17 permanent fund for long-term educational needs.

18 2. The State of Alaska should improve the status  
19 of vocational-technical education state-wide. Such efforts  
20 should be geared not only toward program development and  
21 maintenance, but improved employment prediction needs and  
22 improved job development and placement.

23 3. Increase the loan funding monies, and, if  
24 possible, the individual applicant ceiling amount of the  
25 scholarship loan program.

1           4. Where the Board of Regents of the University  
2 of Alaska establishes a state-wide program at a community  
3 college, it shall assure the availability of adequate  
4 housing for out-of-town students participating.

5                           HEALTH

6 Health services which include:

- 7                   1. Family planning counseling; and  
8                   2, Mental/Alcoholism/Drug Abuse Health need to be  
9 made available to all areas of the State from the  
10 paramedical/nurse practitioner level in the rural areas to  
11 the fully sophisticated facilities in central urban areas.  
12 An adequate means of transportation and communication is  
13 necessary.

14                   Expansion of the professional role of paramedics  
15 and nurses shall be encouraged at all levels of health-care  
16 delivery.

17                   An adequate curricula be added to the school  
18 system, stressing early detection and providing training  
19 opportunities to help school children become aware of  
20 health-care needs.

21                   Alternative methods need to be considered for  
22 future water/sewer systems to ensure the practicality of  
23 the operation from a maintenance and cost standpoint.

24                   Catastrophic health care should be available to  
25 all Alaskans with a mandatory deductible requirement

1 sufficient to prevent abuse.

2 A need state-wide is for health education in the  
3 media. Our TV, radio and newspaper should have more  
4 specific information about preventive health measures.  
5 Only when our whole community is more concerned about  
6 health will we improve our children's health and,  
7 consequently, the welfare of future generations.

8 ENERGY STATEMENT, BETA GROUP

9 The energy goal of the State should be:

10 Existing energy systems which depend on  
11 nonrenewable resources should be converted to systems which  
12 are based on renewable resources in an orderly, effective  
13 and efficient transition.

14 A means to accomplish this would be for the State  
15 government to encourage the private sector, i e, business  
16 and individual, through tax incentives, tax penalties and  
17 low-interest loans, to convert existing energy systems to  
18 be as efficient as possible, and to replace existing energy  
19 systems and develop new energy systems that rely on  
20 renewable resources.

21 Among the suggestions of the Beta Group were:

22 1. Energy-efficient improvements for both  
23 residences and businesses should not increase the value of  
24 the property for taxation purposes, but should reduce the  
25 property tax.

1           2. The State should encourage the creation of  
2 regional energy councils to respond to grass roots concerns  
3 and ideas to develop alternative energy sources.

4           3. An Alaskan energy plan should be developed by  
5 1982 which includes a realistic timetable to accomplish the  
6 long-term energy goal.

7           .... Nonrenewable resources used for energy  
8 systems are in a state of transition which requires new  
9 problem-solving techniques.

10           Human energy potential should not be diluted by  
11 polarization and provincialism, but must acknowledge the  
12 immediate challenge that today's energy crisis brings. The  
13 cost of diesel fuel in rural Alaska is a crisis, both in  
14 financial and emotional terms. Survival and economic  
15 development at present in rural Alaska is dependent on the  
16 availability and the price of diesel fuel. Until the  
17 primary goal of energy-system dependency on renewable  
18 resources is accomplished - and a specific time limit  
19 should be established - the State should be prepared to  
20 assist the people in rural Alaska to acquire and pay a  
21 reasonable price for diesel fuel. Any State program should  
22 promote the stated energy goal. In no way should a  
23 government program foster business as usual, which provides  
24 no incentive to convert to other alternative energy sources.

25           It appears logical and appropriate that monies

1 received by the State from the increased revenues from its  
2 petroleum resources should be used to accomplish the long-term  
3 energy goals and to solve the short-term immediate energy  
4 crisis.

5 All State agencies should coordinate their  
6 efforts to achieve the long-term energy goal.

#### 7 BETA GROUP TRANSPORTATION

8 It shall be the policy of the State that a  
9 transportation system be developed in a manner that serves  
10 the economic and social needs of all Alaskans and the areas  
11 in which they reside. An integrated system of  
12 transportation shall include facilities necessary to  
13 accommodate the mode of transportation which best fits the  
14 particular needs of the area to be served. Regional  
15 representatives will participate in all stages of planning  
16 and implementation. And to help facilitate their  
17 involvement, there will be established regional advisory  
18 committees which shall have representation on a state-wide  
19 advisory board that guides state-wide transportation policy.

20 Priorities of an integrated transportation system  
21 shall include the following:

22 1. Transportation systems to be developed shall  
23 minimize adverse social, cultural and environmental impact.

24 2. All existing transportation facilities shall  
25 be upgraded to standards which assure traveler safety,

1 optimal freight rates and minimal maintenance costs.

2 3. Airport and port facilities in rural Alaska  
3 will be improved to assure the safety of users and provide  
4 adequate medical public safety and service support.  
5 Particular attention should be paid to improving and  
6 developing airport and port facilities and alternative  
7 transportation modes to accommodate critical economic needs,  
8 such as the transportation of fishery products.

9 4. When new transportation projects are proposed,  
10 full operation and maintenance costs shall be considered in  
11 the decision to implement the project.

12 5. Appropriate incentives should be given to  
13 private enterprise to develop transportation facilities in  
14 the private sector.

15 6. The State of Alaska shall assist in the  
16 immediate improvement and development of mass transit  
17 systems in urban Alaska.

18 7. As part of a regional resource planning  
19 process, the Department of Natural Resources shall  
20 undertake a thorough assessment of transportation needs in  
21 relation to development of Alaska's renewable and nonrenewable  
22 resources.

23 8. The Department of Transportation shall  
24 explore innovative and alternative transportation modes  
25 that may result in lower freight and fair costs and avoid

1 adverse social, cultural and environmental impact

2 A criterion for evaluating new transportation  
3 systems in both rural and urban Alaska shall be energy  
4 efficiency.

5 9. The Department of Transportation shall give  
6 immediate attention to the development of intraregional  
7 transportation systems that do not necessarily link.

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## 1 FINAL REPORT, GAMMA GROUP

2  
3 Gamma Group spent the first day setting goals for  
4 the future of Alaska. We worked as a committee of the  
5 whole. We separated our goals into nine areas.

- 6  
7 I. Political/Justice  
8 II. Lifestyle  
9 III. Transportation and Communication  
10 IV. Development  
11 V. Human Resources  
12 VI. Education  
13 VII. Governmental Structure  
14 VIII. Economy  
15 IX. Community Development

16  
17 It was our plan to come up with means for  
18 achieving the goals, but time ran out. Except for the  
19 goals under Political/Justice, the means submitted herein  
20 were not acted on by the group, but were ideas which had  
21 been submitted by individuals in the group.

22  
23 One policy statement which was adopted by the  
24 group was that, "Responsible fiscal actions be applied to  
25 all goals suggested herein."

Gamma Group recommends that a follow-up  
conference be held. There was objection to the way the  
conference was planned, namely, that the time frame was too  
short to do an adequate job.

We were just beginning to communicate well with  
each other when we had to push to produce some kind of

1 report.

2 Gamma Group voted down a motion to call a  
3 Constitutional Convention.

4

5 I. POLITICAL/JUSTICE

6 Gamma Group envisions a future for Alaska as one  
7 in which:

8 1. Political representation reflects both  
9 population and geographic diversity.

10 Recommendations:

11 a. The Alaska State Legislature should be  
12 apportioned in accordance with Alaska's constitution which  
13 calls for the election of the House of Representatives on a  
14 one man one vote basis, and a Senate on a geographical  
15 distribution.

16 2. Justice and enforcement of the law is applied  
17 equally without regard to race, ethnic group, geographic  
18 location, sex or social status.

19 Recommendations:

20 a. Professional and adequate permanent law  
21 enforcement service in rural and urban areas.

22 b. Increase the number of magistrates and  
23 judges and provide for circuit riding magistrates.

24 c. Legal aid available in rural and urban  
25 areas.

- 1                   d. Minority hire in law enforcement  
2 positions which reflect ethnic populations.
- 3                   e. Improved recruitment and training in all  
4 aspects of law enforcement personnel.
- 5                   f. Courts which are closer to home.
- 6                   g. End to racial biases in sentencing.
- 7                   h. State enforcement of local liquor  
8 laws.

9

10 II. LIFESTYLE

11                   Gamma Group envisions a future for Alaska as one  
12 in which:

13                   1. Diverse lifestyles desired by its people are  
14 protected and respected.

15                   2. The arts and cultural pursuits are seen as  
16 integral to such lifestyles and essential to and enhancing  
17 the quality of life.

18                   3. A harmony is maintained between man and his  
19 natural environment.

20

21 III. TRANSPORTATION AND COMMUNICATION

22                   Gamma Group envisions a future for Alaska as one  
23 in which:

24                   1. Aesthetic qualities are incorporated in all  
25 transportation and public facilities planning.

1                   Recommendations:

2                   a. The State DOT-PF should avoid a  
3 standardization in highway design through incorporation of  
4 aesthetics, through a more holistic approach to planning,  
5 through employing people of various disciplines. In order  
6 to accomplish this, the State should at times seek waivers  
7 of federal standards and/or build the projects with State  
8 monies.

9                   2. Any anticipated transportation development  
10 would only be implemented based on the expressed preference  
11 of the local areas to be affected.

12                   3. There are improved rural air transport  
13 systems.

14                   Recommendations:

15                   a. Safety should have major emphasis in  
16 development of air transport systems.

17                   4. There is improved and expanded marine  
18 transportation, including support facilities, throughout  
19 Alaska.

20                   5. There are improved rural communications.

21                   Recommendations:

22                   a. Improved UHF/VHF/microwave systems.

23                   b. Improved telephone communications.

24                   c. Improved uplink systems from regional  
25 centers on satellite systems.

1                   1. Provide radio stations in regions where  
2 they are needed.

3

4           IV. DEVELOPMENT

5                   Gamma Group envisions a future for Alaska as one  
6 in which:

7                   1. The stewardship role of the State for present  
8 and future generations of Alaskans in protecting the  
9 natural environment, including wildlife habitat and wild  
10 and scenic areas, and in preserving air, land and water  
11 quality, is recognized.

12                   2. Protection of the environment and maintenance  
13 of viable ecological systems shall be a major factor in  
14 reaching decisions on both public and private development  
15 projects.

16                   3. The energy needs for a future Alaska shall be  
17 based on renewable resources to the greatest extent  
18 possible and on localized economical units allowing for  
19 maximum self-sufficiency.

20                   4. National energy independence is not reached  
21 to the detriment of Alaskan citizens and the environment.

22                   5. Oil and gas leases should occur only where  
23 justifiable and only after the Coastal Resource Service  
24 Area plans have been completed and approved by the  
25 appropriate agencies.

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V. HUMAN RESOURCES

Gamma Group envisions a future for Alaska as one in which:

1. The dignity and well-being of Alaskans of all ages, race, sex and economic status are guaranteed.

Recommendations:

a. Adequate housing, preventive and crisis medical treatment, day care and aid for the elderly are essential.

2. The causes of alcohol abuse as an impediment to the full utilization of Alaska's human resource have been recognized and effectively dealt with.

3. Private industry is encouraged to assume the responsibility to offset adverse developmental impact in the areas affected.

Recommendations:

a. Socio-economic studies should be done before the fact, not after the problems occur.

4. Good health is a right of the people.

Recommendations:

a. people should be educated about nutrition.

b. funds should be made available for

1 building suitable medical facilities in rural areas.

2

3 VI. EDUCATION

4 Gamma Group envisions a future for Alaska as one  
5 in which:

6 1. High expectations for all students are shared  
7 by their teachers and school administrators, and where the  
8 opportunity for a enriched education is available to all  
9 Alaskans without discrimination.

10 Recommendations:

11 a. A commitment to bilingual education.

12 b. Better standards for village high  
13 schools.

14 c. Student exchange programs between all  
15 high schools.

16 d. Special programs for gifted and  
17 handicapped students.

18 2. The opportunity is provided for Alaskans of  
19 all ages to acquire basic academic and life-coping  
20 competencies.

21 a. Two-step certification for Alaskan  
22 teachers which would include teaching skills and cultural  
23 knowledge.

24 b. Stress good health and nutrition as a  
25 responsible part of the program.

1           3. Apply to the fullest extent possible and at  
2 all educational levels principles and practices of  
3 self-directed life-long learning.

4           4. The State assume its constitutional  
5 responsibility for educating all public school  
6 children.

7           5. Continuing education is provided.

8           6. Compulsory education in all public school  
9 systems be 100 percent funded.

10           Recommendations:

11           a. Funds be made available for suitable  
12 buildings.

#### 13 14 VII. GOVERNMENTAL STRUCTURE

15           Gamma Group envisions a future for Alaska in  
16 which:

17           1. Flexibility in the types of government  
18 available at the local level and experimentation in the  
19 means by which we govern ourselves is encouraged.

20           Recommendations:

21           a. Legislation preventing experimentation of  
22 local government structures must be repealed.

23           2. State decision-making is decentralized by  
24 means of maximum local public involvement and control.

## 1 VIII. ECONOMY

2 Gamma Group envisions a future for Alaska in  
3 which:

4 1. Maximum self-sufficiency is provided by and  
5 for the people, through the encouragement of small-scale  
6 self-sustaining business, agriculture, manufacturing,  
7 resource and energy utilization.

8

## 9 IX. COMMUNITY DEVELOPMENT

10 Gamma Group envisions a future for Alaska in  
11 which:

12 1. Land disposals are adequately planned by the  
13 state and existing land-use patterns, and the desires of  
14 the people in the local area are taken into account in  
15 order to maintain quality of life.

16 2. Urban areas are assisted by the State to  
17 achieve quality urbanization.

18 Recommendations:

19 a. When feasible the State should shift  
20 transportation funding from projects which promote  
21 automobile dependence to mass transportation.

22 3. Rural housing, water and assuming disposal  
23 facilities are designed for suitability to local needs.  
24 (Criteria should include energy conservation, affordability,  
25 utilization of local resources and know-how, and strong

1 local input in planning and implementation).

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1 DELTA GROUP GENERAL RECOMMENDATIONS  
2 OF THE  
3 FUTURE FRONTIERS CONFERENCE  
4  
5

6 1. Make money available to local banks for  
7 investment in small Alaskan businesses, with specific  
8 requirements from the State.

9 2. Make State housing loans available where  
10 other housing funds are not.

11 3. Fully reinstate and fund the Veterans Loan  
12 Program and include surviving spouses.

13 4. Liquidate by lump-sum the Alaska Native Fund  
14 paid for by the State (400 million dollars).

15 5. Do not repeal State income tax.

16 6. Continue an aggressive national advertising  
17 campaign to promote tourism.

18 7. Expand and upgrade the Alaska Marine Highway  
19 system.

20 8. Reactivate the Capital Site Planning  
21 Commission and direct the legislature to proceed without  
22 delay for moving the capital according to law.

23 9. Regionalize the telecommunications system, so  
24 that regional centers can broadcast via an uplink system  
25 regional news, entertainment, public affairs and

1 educational television.

2           10. Legislature should mandate that the top  
3 priority of the telecommunications system be the  
4 installation of emergency and medical telephone in every  
5 village in Alaska.

6           11. Create a single toll area for the entire  
7 state for telephone communications.

8           12. Upgrade rural airports to make them more  
9 fully operational and safe.

10           13. Expand key rural commercial center airports  
11 to provide more economical transportation systems.

12           14. Delay any attempt to organize the unorganized  
13 borough until studies made of economical and geographical  
14 feasibility of that organization.

15           15. Expand and improve the magistrate system in  
16 rural Alaska.

17           16. Improve maintenance and upgrade present  
18 State highway system.

19

20 AGRICULTURE

21           17. Continue to vigorously promote the  
22 development of our agricultural potential so that the State  
23 becomes as self-sufficient as possible.

24           18. Establish a Department of Agriculture.

25           19. Encourage in-state production of all mineral

1 and organic elements for use as fertilizer within the state.

2 20. Increase Agriculture Revolving Loan Fund.

3 21. Provide State tax incentives for agricultural  
4 production.

5

6 FISHERIES

7 22. Stimulate the rapid development of on-shore  
8 processing facilities and Alaska-based vessels with  
9 development of the bottom fish industry utilizing all of  
10 the State's investment and regulatory tools, including but  
11 not limited to:

12 A. Loans for Alaskan fishermen and processors,

13 B. State bonds for the construction of ports and  
14 harbors,

15 C. Promoting a marketing association to develop world  
16 markets for Alaska seafood products.

17 23. Establish strict quality control for all  
18 Alaska seafood products.

19 24. Encourage the legislature to investigate the  
20 possibility of establishing a policy that would restrict  
21 foreign ownership and control of the Alaskan seafood  
22 processing industry.

23 25. Support a substantial federal exploitation  
24 tax to be levied on foreign vessels fishing and processing  
25 in the American 200-mile zone.

1

## 2 EDUCATION

3

## Opening Remarks

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5 In the spirit of Buckminster Fuller's thesis that  
6 the healthy growth of the human mind is vital for the  
7 survival of mankind, and recognizing that the preservation  
8 of Alaska's unique life-style in the face of enormous  
9 pressure for resource development is dependent upon  
10 intelligent and creative leadership, the State shall make a  
11 total commitment to and establish as one of its highest  
12 priorities excellence in the University of Alaska system,  
13 including emphasis on social, cultural and physical studies  
14 related to the arctic and subarctic and adjacent seas.

15 In the implementation of this program, and  
16 providing an incentive to Alaskan families to encourage  
17 their children to attend the university system, the  
18 legislature shall consider adopting policies of free  
19 tuition and other incentives that would encourage all  
20 Alaskans who want to further their education to attend the  
21 university system.

22 26. Consider adding the Naval Arctic Research  
23 Laboratory as a facility for the University if federal  
24 funds are withdrawn.

25 27. Develop excellence in vocational and

1 technical education as a basic function of the community  
2 college system.

3 28. Provide funding to expand pre-school  
4 educational programs as an educational priority.

5 29. Provide an exchange program between urban  
6 and rural students in Alaska.

7 30. Continue support for and expansion of  
8 community school program.

9 31. Pursue methods to fully utilize  
10 telecommunications in all phases of education, especially  
11 to support rural schools with regionalized programming.

12 32. Provide adequate funds to support basic  
13 literacy projects in Alaska.

14 33. Support expansion of programs for the  
15 exceptionally gifted students in Alaska.

16

17 HEALTH AND SOCIAL SERVICES

18

19

Opening remarks

20

21 That in the spirit underlying each of the  
22 following policy recommendations, the broad cross-section  
23 of Alaskans from every part of the state strongly urge the  
24 legislative and executive branches to encourage, whenever  
25 feasible, the adoption and implementation of health and

1 social programs which encourage local input, provide  
2 incentives for self-help and adopt creative policies that  
3 tend to encourage human dignity.

4 34. Public policy as developed by the  
5 legislative and executive branches of government should  
6 shift priority as far as possible from the curative and  
7 treatment approach to health promotion, health education  
8 and disease prevention and social service programs and  
9 similar approaches recommended for problems.

10 35. Since disease prevention is cheaper than  
11 cure and treatment, Alaska should single out diseases which  
12 contribute unduly to the pain and suffering of citizens and  
13 lay heavy claims on public funds. Earliest attention  
14 should be given to tuberculosis, otitis media, alcoholism  
15 and drug abuse, accident prevention, and venereal disease.

16 36. Cost containment for all health care  
17 purchased by government should be undertaken with a minimum  
18 goal that payment and fees for services should not be  
19 allowable beyond the increases in the Consumer Price Index  
20 for the region concerned.

21 37. That to the extent allowable by present law  
22 and reasonable amendments thereto, health and social  
23 services delivery programs should be vested in local  
24 government and in private nonprofit corporations with  
25 mutually agreeable funding provided by federal and state

1 governments.

2 38. Revenue-sharing funds made available by the  
3 State government for health services and health facilities  
4 should be made available to local governments, with the  
5 local governments determining the priorities for usage of  
6 the funds, whether for services, institutions or facilities.

7 39. That public policy in Alaska include studies  
8 leading toward the possible revision of all direct service  
9 health expenditures with the emerging possibility of opting  
10 out the Medicaid program, the development of an unique and  
11 comprehensive Alaska health insurance program, or other  
12 innovative improved methods for assisting Alaskans in  
13 meeting medical costs.

14 40. Immediate attention should be given to an  
15 improved catastrophic illness program to bring relieve to  
16 low- and middle-income wage earners, otherwise ineligible  
17 for federal and state assistance.

18 41. The State should consider a revised plan of  
19 reimbursement for physician services and hospitals,  
20 including strong emphasis on the free enterprise,  
21 competitive system and that as a quid pro quo the free  
22 market forces be rigidly enforced as demanded in other  
23 fields of endeavor.

24 42. Alternatives to expensive institutional  
25 health care (hospitals, nursing homes, residential centers)

1 should be sought, including pilot programs and coordinated  
2 home support and health care, with services available not  
3 only from nurses but also from doctors for in-home  
4 assistance.

5 43. Since all forms of accidents are responsible  
6 for the highest percentage of Alaska deaths and a major  
7 portion of health care dollar expenditures, special massive  
8 attention should be given to the fundamental causes of  
9 those accidents and the relationship thereto to other  
10 social and health phenomena, and that a bold program of  
11 education and prevention be developed.

12 44. All third-party insurance payment mechanisms  
13 for health care in Alaska should be required to cover  
14 mental illness services in much the same way as they cover  
15 physical illness at the present time.

16 45. Legislative and executive branch decisions  
17 should be directed toward more extensive utilization and  
18 funding of community mental health centers and several  
19 small regional juvenile residential facilities should be  
20 provided for mentally disturbed juveniles.

21 46. That the legislative and executive branches  
22 provide for the detailed analysis regarding the financial  
23 impact of improving the current payment level of \$120.54  
24 per month per recipient under the Aid to Families with  
25 Dependent Children Program. (Under AFDC, the monthly

1 payment for mother and child is \$350 versus \$608 for two  
2 persons under the supplemental security income programs.)

3 47. Since \$80 per month per person for certain needy  
4 persons in the State is not sufficient to deal  
5 realistically with those eligible, a detailed study should  
6 be provided to determine the future structure and coverages  
7 under the General Relief and General Relief Medical  
8 programs.

9 48. The legislative and executive branches of  
10 government should attempt to influence more strongly the  
11 Federal Office of Management and Budget in order to adjust  
12 the official poverty guidelines for Alaska, to bring it in  
13 line with financial realities and remove the current  
14 discrimination against Alaska's needy made possible by the  
15 policies of the Federal Office of Management and Budget.

16 49. That the legislative and executive branches  
17 provide for an updated, comprehensive study of the status  
18 of Alaska's elderly population, with special emphasis on  
19 adequacies of the financial assistance provided to elderly  
20 eligibles, and with special review of the effects of  
21 inflation and the fixed income of retired persons and in  
22 connection with a proposed Older Alaskans Commission.

23 50. The legislative and executive branches of  
24 government in Alaska have recently provided for a  
25 comprehensive Corrections Master Plan for Alaska. After

1 public hearings are held in affected communities only,  
2 those portions of the plan deemed to be acceptable should  
3 be strongly supported by the legislative and executive  
4 branches in order to improve both facilities and services  
5 in urban and rural areas of Alaska.

6           51. Limited and new programs, such as Treatment  
7 Alternatives to Street Crime and New Start Center have  
8 demonstrated efficiency and adequate rate of success in  
9 assisting in the continuing rehabilitation of ex-offenders.  
10 It is in the interest of every citizen of Alaska that such  
11 ex-offenders be assisted in developing new life patterns  
12 free of crime and deserve adequate staff and financial  
13 support to assist in that goal.

14           52. Even though public assistance in the form of  
15 money-transfer payment programs and social services based  
16 on counseling do not have the same goals, human service  
17 centers in various communities throughout the State should  
18 be co-located in order to serve citizens in a more  
19 efficient manner.

20           53. Since Alaska does not operate any social  
21 service child care institutions and only one correctional  
22 juvenile institution, revisions should be made in the "purchase  
23 of services" statutes by amendment in order to fund those  
24 privately operated programs giving care to juveniles whose  
25 care has been made a State responsibility more nearly on

1 the basis of actual full cost of care.

2 54. The legislative and executive branches of  
3 government should make provisions whereby a reasonable  
4 percentage (approximately one percent) of the human  
5 services budgets of the State could be utilized by the  
6 executive agencies for research and evaluation purposes in  
7 order that full data may be available and proper  
8 evaluations made to place sound statistical and  
9 programmatic basis under all expenditures in the field of  
10 human services.

11 55. Support adventure-based education on a  
12 continuing basis.

13 56. Continue support of Crisis Centers  
14 throughout the State.

15

16 OIL AND GAS - ENERGY

17 57. Explore State oil and gas potential so that  
18 planned development can occur. Develop seismic information  
19 before State commits its resources to development.

20 58. Investigate and inventory archaeological  
21 sites and insure their protection, especially in areas that  
22 might currently be threatened due to development or erosion.

23 59. Oil and gas resources should be used  
24 primarily to benefit Alaska's energy needs.

25 60. Considerations other than just the rate of

1 monetary return and security should be utilized as a State  
2 investment policy.

3 51. The legislature shall develop a policy in  
4 the 1980 legislative session for the development of oil and  
5 gas resources to determine the rate of development.

6 62. The legislature shall consider the  
7 possibility whether the State should be involved as a  
8 partner to industry in oil and gas leasing, exploration and  
9 development.

10 53. The State shall inventory the State's fuel  
11 and mineral resources and this shall be incorporated into  
12 State capital project's development plan.

13 64. The State shall invest income from our  
14 nonrenewable resource wealth to develop renewable energy as  
15 a major State priority.

16 55. The State shall develop incentives for  
17 industry and consumers for energy conservation, especially  
18 in the areas of waste heat utilization, mass transit,  
19 insulation and car pooling.

20 66. The University of Alaska shall develop  
21 excellence in the matters pertaining to the resources of  
22 the northern latitudes.

23 67. The State legislature should specially  
24 encourage small-scale utilization of alternate energy  
25 resources. This would include use by individuals, families

1 and small businesses.

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TIMBER

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68. Establish a conservation corps. to put people to work maintaining State forrests and parks, especially thinning and protecting State forrests.

69. Increase utilization of timber resources with appropriate ecological and biological and economical conservation.

70. Increase utilization of State timber for personal use.

71. Research utilization of State timber into finished timber products.

72. Produce a quantitative report of the real effects of timber harvest on other resources.

1 REPORT OF Epsilon Group TO THE ASSEMBLED DELEGATION  
2 LEGISLATIVE COUNCIL CONFERENCE  
3 ON ALASKA'S FUTURE FRONTIERS

4 We have accepted the challenge of this great  
5 undertaking and accept it in the light of its excellence as  
6 an exercise in participant democracy.

7 Epsilon Group was a microcosm of Alaska,  
8 representing as it did a balance of cultures, regions and  
9 ethnic populations which reflected the diversity of our  
10 state.

11 Our specific recommendations are as follows:

12 IN THE AREA OF NATURAL RESOURCES

13 1. Oil and natural gas policy: There will be no  
14 further oil or gas exploration conducted until a Coastal  
15 Zone Management plan and an outer continental shelf  
16 management plan is adopted. And further, any oil or gas  
17 leasing program must include regional interests and  
18 considerations.

19  
20 IN THE AREA OF FISHERIES

21 Epsilon Group recommends that the legislature  
22 adopt Alaska's fisheries as its highest priority, and that  
23 the State increase its jurisdiction over fisheries  
24 activities to include the entire 200-mile limit.

25

1 WITH REGARD TO STATE LANDS

2 No State land disposal program should preclude  
3 agricultural use.

4 In the area of agriculture specifically, Epsilon  
5 Group recommends that a State agriculture program emphasize  
6 in-state production, distribution and consumption of  
7 Alaskan agricultural commodities and products.

8 Further, that the State make available money to  
9 help fund alternative method to fuel and fertilizer  
10 production, such as methane and alcohol fuels from  
11 agricultural products.

12 Further, both fisheries by-products and  
13 petroleum-based fertilizers be made available.

14 The State should further encourage the retention  
15 of all potential agricultural lands for exclusively  
16 agricultural purposes through tax incentives.

17

18 TOURISM

19 The tourist industry is recognized as Alaska's  
20 second major industry and should reflect both cultural  
21 sensitivity and the integrity of ethnic populations within  
22 the state.

23 The State should see that local employment  
24 benefits accrue to Alaskans in any tourism programs.

25 The State should ensure that local and regional

1 inputs be included in tourism program planning.

2 With specific regard to the proposed World's  
3 Fair, Expo '84, that the State promote local and regional  
4 participation and particular emphasis on participation of  
5 both minorities and women.

6

7

WITH REGARD TO ENERGY

8

9

The State should invest funds for the development  
of appropriate energy source.

10

11

12

The State should look into grants or subsidies  
for the development of alternative energy sources for  
marine transportation.

13

14

15

The State should provide a cash prize annually to  
any Alaskan who develops and builds an energy-efficient  
structure.

16

17

The State should upgrade existing State buildings  
and facilities to meet minimum energy-efficient studies.

18

19

20

21

22

23

The State should pursue and encourage in-state  
processing of natural resources to a finished and consumable  
form. These products and resources should then be made  
available to Alaskans on a priority basis. And further,  
that any in-state resource processing be pursued with  
strong consideration for local environmental concerns.

24

25

The legislature should provide funding for the  
development of sail power applicable to the fishing and

1 maritime industries and establish maritime museums within  
2 the state.

3

4 General policy on energy resource development and the  
5 environment:

6 1. We ask that the State protect the subsistence,  
7 cultural and psychological values of the State's resources,  
8 specifically to include its people.

9 2. We ask that the State include in its oil and  
10 gas policy a provision providing that no gas be withdrawn  
11 from an oil reservoir until oil recovery from that  
12 reservoir is mostly completed.

13 3. We further ask that the State include in its  
14 oil and gas policy a provision insuring that maximum  
15 pressure be maintained in oil reservoirs from the beginning  
16 of production activities in order to maximize petroleum  
17 recovery.

18 4. Further, that the State of Alaska upgrade all  
19 State buildings from an energy-efficient standpoint, and  
20 that all future State buildings meet an energy-efficiency  
21 standard. And in order to meet those ends, the State  
22 should use as its guideline the ASHRE (American Society of  
23 Heating and Refrigerating Engineers) No. 90-75 A, 1992  
24 standards, to be implemented no later than 1985.

25 Each year this law is to become more stringent to:

1           1. Maintain a maximum energy efficiency in the  
2 structure; and

3           2. Maximize efficiency in the mechanics of  
4 heating and refrigeration.

5                           LAND

6           1. All Alaska lands are to be regarded as an  
7 asset of all citizens present and future.

8           2. Prior to any land disposal planning be done  
9 providing for local input.

10           3. Said planning should involve determining the  
11 best resource potential, the best use, the best disposal  
12 mechanism, giving local preference.

13           4. The State should expedite the processing of  
14 permits, loans and leases relative to land acquisition.

15           5. The State should reconsider the joint  
16 consideration process of municipal and state lands.

17                           GOVERNMENT

18           State government:

19           1. The State government must provide formula  
20 grant funding for planning a five-year program in the unorganized  
21 borough.

22           2. The State shall develop a plan to ensure  
23 equitable representation in the State legislature, taking  
24  
25

1 into consideration both population and geographical  
2 considerations.

3

4 HEALTH AND SOCIAL SERVICES

5 1. The State should establish a comprehensive  
6 health insurance program.

7 2. Encourage the private sector to provide  
8 health and social services in Alaska.

9 3. The State should emphasize the role of the  
10 family in social, health and education priorities and  
11 policies.

12

13 TRANSPORTATION

14 1. The State should encourage development,  
15 maintenance and up grading of existing area transportation  
16 systems.

17 2. And should further develop programs to expand  
18 public harbor and port facilities, with a view of expanding  
19 the fishing and maritime industry in Alaska.

20 3. The State should research and encourage  
21 alternative transportation systems, including mass  
22 transportation in the urban areas.

23 4. The State should pass legislation enabling  
24 the establishment of port authorities with full taxing  
25 powers.

1           5. The Department of Transportation should hold  
2 local public hearings and the legislature provide funding  
3 for both inter- and intrastate transit systems on a  
4 community-to-community basis as desired locally.

5           6. Alaska should use a portion of the unanticipated  
6 revenues from the North Slope to defray the cost of intrastate  
7 transportation.

8

9

#### EDUCATION

10           The emphasis of Epsilon Group was to encourage  
11 more relevant educational programs and delivery systems  
12 that are field based and have a strong emphasis on local  
13 control. They should concentrate and place an emphasis on  
14 strengthening the diversity of our people, the numbers of  
15 people involved and the development of both relevant  
16 curricula and methods of funding.

17           It was also proposed that there should be 100  
18 percent financing of school bonds. A process of  
19 certification should take place which requires special  
20 courses to develop better understanding of our multi-cultural/  
21 cross-cultural population base as well as ongoing  
22 evaluation of teachers.

23

24

#### LAW AND JUSTICE

25           We recommend that the State of Alaska encourage

1 the equitable treatment of all individuals within the  
2 judicial system regardless of race, sex, ethnic or cultural  
3 background. This will be encouraged through special  
4 funding and programs:

5 1. The Judicial Council should investigate and  
6 develop plans to remedy inequities.

7 2. Should provide better services in law  
8 enforcement for rural areas.

9 3. Give preference to women who are victims of  
10 violence or displacement in areas such as housing to insure  
11 the safety and protection of our women.

12

13

#### COMMUNICATIONS

14 The State should participate in funding both the  
15 existing and newly developed systems of communications, so  
16 that those expenses are not part of the consumer service  
17 charges for improved communications net works, including  
18 the utilization of advanced and expanded telecommunications  
19 technology.

20

21

22

23

24

25

# STATE OF ALASKA

**DEPT. OF COMMUNITY & REGIONAL AFFAIRS**

**DIVISION OF COMMUNITY PLANNING**

*Rural AL Comm Action Program*  
**JAY S. HAMMOND, GOVERNOR**

225 CORDOVA, BUILDING B  
ANCHORAGE, ALASKA 99501

March 9, 1979

The Honorable Bill Parker  
State Representative  
Court Building - Room 628  
Juneau, Alaska 99811

Dear Representative Parker:

Enclosed, as requested, are copies of materials I received at the Citizen's Participation Conference sponsored by Rural CAL in Juneau.

My six years of experience in rural Alaska indicates that problems and issues identified in these materials are genuine. If we can be of further assistance on these issues, please contact me.

Sincerely,



Lawrence H. Kimball, Jr.  
Director

Enclosures

*Gene  
and E  
have  
want gm. Study  
9*

EXECUTIVE SUMMARY  
Rural Alaska Community  
Action Program

CITIZENS PARTICIPATION CONFERENCE  
March 5-8, 1979.  
Juneau, Alaska

WORKSHOP REPORTS

# Rural Alaska Community Action Program, Inc.

March 8, 1979

Dear Friends,

Included in this packet is a summary of Workshop recommendations resulting from the 1979 Rural Citizens Participation Conference. Delegates to the Conference were selected from towns and villages all over Alaska and have spent three days in intensive study of issues of critical importance to their futures.

Workshops were held on the following topics:

- Energy
- Subsistence
- Head Start
- Alcoholism
- Limited Entry
- Local Government
- Village Agriculture

In addition to reviewing proposed legislation, participants also examined the adequacy of current public policy and recommended appropriate changes.

It was hard work, and the results of that work certainly deserve your sincere interest and attention.

Finally, we would like to thank the many Legislators and members of the Administration who assisted in the Conference. Their work was appreciated.

*Gordon Jackson*

CONTENTS

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| HEAD START WORKSHOP          | Page 27 |
| ALCOHOLISM WORKSHOP          | Page 33 |
| LIMITED ENTRY WORKSHOP       | Page 38 |
| LOCAL GOVERNMENT WORKSHOP    | Page 42 |
| VILLAGE AGRICULTURE WORKSHOP | Page 44 |

## ENERGY WORKSHOP

### ENERGY ISSUE BACKGROUND

The imposition of inappropriate economics and technology on rural Alaskan villages has resulted in a chaos of unplanned development, a critical shortage of cash needed to sustain that development, and the consequent erosion of the rural Alaskan lifestyle.

The price paid for fuel products and electricity in Alaskan villages is the highest in the Western Hemisphere. And the prices will continue to escalate at an alarming rate unless and until appropriate policies are developed by the State and Federal Governments and by Private Enterprise to insure affordable energy in the Alaskan bush.

### WORKSHOP ACTIVITIES

It was toward the development of such a policy that 15 elected Delegates from every Region in the State came together in Juneau. For many hours, the delegates discussed the issues with invited "Resource People" and Legislators. Consensus was reached on the issues. What follows is a compilation of the recommendations and Resolutions of the Committee.

### RECOMMENDATIONS AND RESOLUTIONS

It was UNANIMOUSLY agreed by all of the Delegates that:

THERE IS AN IMMEDIATE AND URGENT NEED TO DEVELOP A COMPREHENSIVE ENERGY POLICY FOR RURAL ALASKA.

Elements of such a policy, which must be developed with the involvement of rural Alaskan citizens, should include (but not necessarily be limited to) the following:

#### I. TRANSPORTATION

An energy policy which does not address the critical need of adequate transportation of fuels, people, and goods to, from, and within rural Alaska would be totally inadequate. The following Actions on Bills and Recommendations were deemed consistent with good policy.

#### Action on Bills Related to Transportation

- 1- HB 263 - Relating to Airport Improvements - "DO PASS"
- 2- HB 264 - Providing for General Obligation Bonds for Airport Lighting - "DO PASS"
- 3- SB 220 - Requesting Special Appropriation for Airport Lighting - "DO PASS"

Recommendation

The Workshop recommends that barge companies serving Alaskan communities be placed under the regulatory jurisdiction of the Alaska Transportation Commission for the following purposes:

- 1- Increasing competition, thereby reducing consumer rates.
- 2- Establishing the shipment of fuel supplies as a top priority.

II. ELECTRIFICATION

The following actions on Bills were deemed consistent with good policy:

Action on Bills Related to Electrification

SB 164 - Related to non-profit electric or telephone cooperatives - "DO PASS"

SB 204 - Relating to Public Utility Rates - "DO PASS"

III. BULK STORAGE, MANAGEMENT AND FUNDING FOR FUEL PRODUCTS

Resolution #1:

Supporting Rural CAP Resolution #79-6 (attached) regarding the Bulk Fuel Storage Problem in Rural Alaska (with amendment).

Add: "Whereas, even villages which have storage facilities tend to outgrow their capacity to serve the needs of the villages."

Resolution #2:

Urging the Department of the Interior to adhere to their trust responsibility to allow the Bureau of Indian Affairs to make funds available to villages experiencing fuel crises

IV. CONTINUE WEATHERIZATION AND HOUSING IMPROVEMENT

Resolution #3:

Requesting State General Fund Appropriations for Weatherization.

Resolution #4:

Urging CETA Sponsors to Provide Support for Weatherization Projects.

V. ENERGY CONSERVATION/EDUCATION

Recommendation

The Energy Delegates of the Citizens Participation Conference support the efforts of the State Division of Energy and Power Development, the Community Services Administration, and other agencies involved in consumer education and fuel management training.

Action on Bill Related to Energy Conservation/Education

HB 12 - An Act relating to northern technology - "DO PASS"

VI. LOCAL ENERGY RESOURCES

Action on Bills Related to Local Energy Resources

HJR 24 - Relating to studies of hydro-electric potential in rural Alaska - "DO PASS"

SB 68 - Relating to the use of waste heat produced by pipeline facilities - "DO PASS"

SB 221 - Making a special appropriation to the Department of Transportation and Public Facilities for alternate energy demonstration projects in rural Alaska - "DO PASS"

HB 239 - Making a special appropriation to Legislative Affairs for a gas liquids line feasibility study and an in-state royalty gas and gas liquids line "DO PASS"

Resolution #5:

Endorsing Rural CAP Resolution #79-7 (attached)

Resolution #6:

Supporting the Development and Utilization of Local Resources for North Slope Villages (attached)

Resolution #7:

Urging that the Department of Energy revise its funding formula for distribution of funds authorized by the Appropriate Technology Small Grants Program.

Recommendations

Reference: HB 63 and SJR 6

1. We note with regret that the Governor has introduced an appropriations measure requesting an allocation of over \$8 million for the purposes of studying methods for providing cheap energy in areas of the State where no real problem exists; while, at the same time, the FY '79 Governor's budget contains virtually no funding to cope with chronic and critical energy problems in Alaska's villages.

We would also request that any studies resulting from the passages of HB 63 include a comprehensive analysis of the social and economic impact of the project on all Alaskan citizens; as well, said studies should examine all alternatives of energy production and end-use consumption patterns.

2. We appreciate and support the work being done by the Legislative Rural Energy Committee and urge that funding be provided for its activities; however, it is not appropriate for this Committee to endorse passage of HB 94 as so many of the appropriations contained therein do not relate to rural energy problems.

VII. COMMUNITY AND REGIONAL PLANNING AND INTERAGENCY COORDINATION

Recommendations

1. That the U.S. Department of Energy provide funding to each Native Association in Alaska for the purpose of establishing Energy Councils to engage in planning and advocacy activities for solving their respective energy problems.
2. That all public agencies involved in housing and/or community facilities development and construction in Alaskan villages be required to engage in comprehensive inter-agency planning activities prior to proceeding to a construction phase; and that the planning process be controlled by the village people the projects purport to serve.

*State supports  
is beginning  
essential element  
community involvement*

VIII. OTHER

Other elements of a State Energy Plan which should be considered in its development include:

- Impact of Energy Development on Subsistence
- Economic Development Alternatives
- Local Control of Resource and Energy Development
- Local and Appropriate Economic Development

CONCLUSION

It was noted by the Delegates that last year's Citizen Participation Conference urged the Development of such a plan, and that only slight progress has been made. Certainly, the time has come for the development and implementation of a State Policy which recognizes that "Heat and Light are Human Right" in rural Alaska.

Tight fiscal year - will effect response but will be as positive as possible.

## ENERGY WORKSHOP

### Delegates

Kent Grinage - Barrow  
Charlie Hubbard - Cantwell  
Louie John - Fairbanks  
Earl Attla - Huslia  
Ray Sanford - Tok  
Fred T. Angason - Dillingham  
Morris Kugzruk - Teller  
Jake Wells - Noorvik  
Mike Williams - Akiak  
Isaac B. Amik - Kipnuk  
Catherine Curry - Chugiak  
Bob Peterson - Kodiak  
Gertrude Lyons - Petersburg  
Jeri Chong - Anchorage (A/PIA)

### Resource People

Bill Luria - Governor's Office  
Donald L. Shira - Alaska Power Administration-DOE  
John K. Stotz - Grumman Energy Systems, Inc.  
Donald S. Dorsey - ANICA, Inc.  
Frederick A. Talstrom - BIA  
Jake Johnson - Alaska Transportation Commission  
Donald R. Markle - State Div. Energy & Power Dev.  
Gary Selk - Alaska Business Development Center  
Howard Elliott - United Transportation Inc.  
Bill Troy - Pacific Alaska Lines  
Pat Ryan - State Dept. Transportation & Public Facilities  
Richard Holden - State Dept. Transportation & Public Facilities  
Dave Massey - State Division of Business Loans  
Carol Kachele - Dept. Community & Regional Affairs  
Dan Kanouse - Dept. Community & Regional Affairs  
Larry Kimball - Dept. Community & Regional Affairs  
Lee McAnerney - Dept. Community & Regional Affairs  
Clarissa Quinlan - Div. of Energy & Power Development  
Eric Yould - Alaska Power Authority  
Bob Cross - Alaska Power Administration  
Kit Duke - Dept. Transportation & Public Facilities  
Carolyn S. Guess - Alaska Public Utilities Commission  
Mike Henry - Tlingit-Haida Regional Electrical Authority  
Dale Rusnell - Div. Energy & Power Development  
Jerry Larson - Alaska Village Electric Coop.  
Donald Anderson - Bureau of Indian Affairs  
Fred Feagin - Crowley Maritime Corp.

### Facilitators

Charles Johnson - Kawerak  
Frank R. Peterson - Kodiak

Guests

Senator John Sacket  
Dee Olin, Ruby  
Walter Riley, Anchorage  
Daisy May Lamont, Bethel  
James Wilson, Juneau  
Nancy Lee, Alaska Center for the Environment  
George D. Calliou, Calgary, Alberta, Canada  
Mary Stachelrodt, Bethel  
Morris Thompson, Alaska Federation of Natives  
Senator Frank Ferguson  
Senator Pat Rodey

Staff

Sherry Valentine  
Dee Lane  
Thea Smelcer  
Erika Tritremmel

# Rural Alaska Community Action Program, Inc.

## RESOLUTION #79-6

ENTITLED: REGARDING THE BULK FUEL STORAGE PROBLEM IN RURAL ALASKA

WHEREAS, the winter of 1978/79 has been a cold one and many communities face fuel shortages caused by limited bulk storage facilities and/or transportation difficulties; and

WHEREAS, the Rural Alaska Community Action Program has developed an innovative fuel loan program through funding from the Community Services Administration to supply funds for emergency fuel and transportation costs to communities and individuals in need; and

WHEREAS, the fuel loan program helps with emergencies but does not attack the real problem which is that every community must have adequate bulk storage facilities; and

WHEREAS, bulk fuel facilities are not economically viable in many rural locations but are a crucial link in the marketing chain of oil and gas products; and

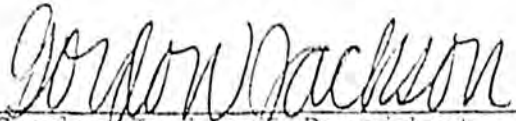
WHEREAS, the solution of this problem requires cooperation and assistance from those corporations which market fuel products in Alaska requiring a total system approach rather than one which chooses to serve only locations that are most profitable; now, therefore, be it

RESOLVED, that the Board of Directors of the Rural Alaska Community Action Program urges the Alaska Oil and Gas Association to address the problem of inadequate fuel storage facilities in rural Alaskan communities by bringing to bear its considerable economic and political influence and its expertise in matters related to fuel management and marketing; and, be it further

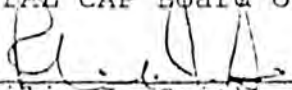
RESOLVED, that a copy of this Resolution shall be transmitted to the Energy Workshop of the 1979 Citizens Participation Conference for further action.

Dated this 3rd day of March, 1979, in Juneau, Alaska.

Signed:

  
Gordon Jackson, President  
Rural CAP Board of Directors

Signed:

  
Philip J. Smith  
Executive Director

RESOLUTION #2

ENTITLED, RELATING TO VILLAGE BULK STORAGE AND FUEL

WHEREAS, many villages do not have funds necessary to handle emergency shortages of fuel; and

WHEREAS, the Bureau of Indian Affairs rules and regulations prohibit the use of their funds to alleviate fuel shortages; now, therefore, be it

RESOLVED, by the Energy Delegates of the Citizens Participation Conference that the Department of Interior adhere to their trust responsibility and allow the Bureau of Indian Affairs to make funds available to villages experiencing fuel crises; and, be it further

RESOLVED, that the Juneau Area Director pursue this matter on behalf of the Department of the Interior.

RESOLUTION #3

ENTITLED, REQUESTING STATE GENERAL FUND APPROPRIATIONS FOR WEATHERIZATION

WHEREAS, Weatherization of homes in rural Alaska has proven to be the most cost-effective energy conservation effort in Alaska, with energy saving computed to average between 40 and 60 per cent; and

WHEREAS, funding for weatherization has been provided exclusively by the Federal Government, through appropriations to the Community Services Administration and the Department of Energy; and

WHEREAS, the Congress has eliminated funding for the Community Services Administration program, opting instead to fund the Department of Energy in the future; and

WHEREAS, Department of Energy funding guidelines are so restrictive it is impossible to operate programs in Alaska, absent another source of funds for labor and program management; and

WHEREAS, it is clearly in the public interest to maintain and expand present weatherization efforts; now, therefore, be it

RESOLVED, that the Delegates to the 1979 Citizens Participation Conference do strongly urge the Legislature to appropriate the sum of no less than 25% of Federal Department of Energy weatherization allocations to Alaska in the preceding Fiscal Year; and, be it further

RESOLVED, that said appropriation be made to the Department of Community and Regional Affairs for contracting to municipalities and other organizations receiving Department of Energy and other weatherization funding.

MEMORANDUM

TO: CPC Delegates  
FM: Nancy Harvey through Senator Frank Ferguson  
RE: HB 94 - Section 14, Satellite Television

March 7, 1979

Section 14 of HB 94 contains a \$197,500 appropriation to the Department of Education, Alaska Public Broadcasting Commission to provide television equipment and cable connection to 18 communities.

The communities involved in the project are as follows:

|  |               |
|--|---------------|
| Unalakleet - transmitter and cable   | \$12,500      |
| Sleetmute - transmitter and cable  | 12,500        |
| Skagway - translator and transmitter   | 22,500        |
| * Hydaburg - transportation and installation<br>of earth station and transmitter | 22,500        |
| Koliganek - transmitter and cable  | 12,500        |
| Selawik - transmitter and cable  | 12,500        |
| Grayling - transmitter and cable   | 12,500        |
| * Seward - transportation and installation<br>of earth station and transmitter   | 22,500        |
| Kiana - cable connection and equipment   | 12,500        |
| Kivalina - cable connection  | 2,500         |
| Noorvik - cable connection   | 2,500         |
| Nuigsut - cable connection   | 2,500         |
| St. George - cable connection  | 2,500         |
| Unalaska - cable connection  | 2,500         |
| Fort Yukon - cable connection  | 2,500         |
| Dillingham - transmitter, cable connection                                       | 7,500         |
| Togiak - transmitter, cable connection   | 12,500        |
| Sand Point - cable connection  | 5,000         |
| contingency fund to insure project completion                                    | <u>15,000</u> |
|  | \$197,500     |

\* In these two cases, we expect the earth stations currently owned by the State of Alaska and in storage to be used.

The communities selected for inclusion within this appropriation represent a wide cross-section of the districts represented in the legislature and potentially eligible for the satellite program. Nearly half of the communities included can be hooked to the satellite for \$2500/each. These communities currently have mini-tv capability and earth stations and only require cable and connection to enable them to receive the satellite transmission.

The remaining villages require some equipment (transmitters, translators, etc.) in order to receive the satellite program. For two communities (Hydaburg and Seward) we are seeking funds to transport and install earth stations currently owned by the state. In all cases, these communities were among those cut by the Governor last

(OVER)

year when he vetoed major portions of HB 908 which would have provided satellite tv in every Alaskan community with a population of 25 or more.

If I can provide you with any additional information on this please call.

RESOLUTION #4

ENTITLED, URGING CETA SPONSORS TO PROVIDE SUPPORT FOR WEATHERIZATION PROJECTS

WHEREAS, Weatherization of substandard homes in Alaska provides clear benefits to the recipients of the program and to the public; and

WHEREAS, funding for labor required for the installation of materials is not provided by either the Community Services Administration or the Department of Energy; and

WHEREAS, Community Services Administration, Department of Energy, and the Department of Labor have signed an inter-agency Memorandum of Agreement establishing Department of Energy policy that urges CETA Prime Sponsors to fund manpower costs for weatherization projects; now, therefore, be it

RESOLVED, that delegates to the 1979 Citizens Participation Conference do hereby strongly urge all CETA Prime Sponsors, both private and public, to establish weatherization as a top priority in allocating labor funds.

# Rural Alaska Community Action Program, Inc.

## RESOLUTION #79-7

ENTITLED: URGING THAT THE ALASKA PERMANENT FUND BE USED AS A SOURCE OF FUNDING FOR SMALL-SCALE HYDRO-ELECTRIC POWER IN RURAL ALSKAN COMMUNITIES

WHEREAS, most "electrified" rural Alaskan communities rely on diesel generators for the provision of electricity; and

WHEREAS, a variety of economic factors, including costs of transportation, storage, and product, combine to make the resultant price paid by the consumers of electricity prohibitively high; and

WHEREAS, development of small-scale Hydro-Electric power plants would be both technologically and economically appropriate in many rural locations; and


WHEREAS, the Alaska Permanent Fund provides a source of funding for the development of such projects; now, therefore, be it

RESOLVED, that the Board of Directors of the Rural Alaska Community Action Program does hereby urge the Legislature and the Administration to study the most appropriate method of funding small-scale Hydro-Electric projects from the Permanent Fund and to enact the necessary enabling provisions; and, be it further

RESOLVED, that a copy of this Resolution shall be transmitted to the Energy Workshop of the 1979 Citizens Participation Conference for further action.

Dated this 3rd day of March, 1979, in Juneau, Alaska.

Signed:

  
Gordon Jackson, President  
Rural CAP Board of Directors

Signed:

  
Philip J. Smith  
Executive Director

RESOLUTION #6

ENTITLED, SUPPORTING THE DEVELOPMENT AND UTILIZATION OF LOCAL RESOURCES FOR NORTH SLOPE VILLAGES

WHEREAS, the existing source of natural gas from the South Barrow Gas Field near Barrow is rapidly depleting and has been restricted in an effort to conserve it; and

WHEREAS, natural gas has been identified as the lowest cost, most convenient, environmentally desirable source of energy in two reports, the Energy Study for Barrow, Alaska prepared for the U.S.D.I., Alaska Power Administration, by R. W. Beck and Associates dated August 1977 and the Alternative Fuel Sources for Barrow, Alaska (Preliminary) prepared for the U.S.D.I. by Gruy and Associates dated February 14, 1979; and

WHEREAS, the Department of Navy and Department of Interior agreed in using local resources by the residents of NPR-A; and

WHEREAS, the total development of the East Barrow Gas Field has been suspended pending further USGS investigations into alternate energy sources for Barrow; now, therefore be it

RESOLVED, that the Department of Interior be requested to continue with the total development and hook-up of the East Barrow Gas Field to the community of Barrow.

RESOLUTION #7

ENTITLED, URGING THAT THE DEPARTMENT OF ENERGY REVISE ITS APPROPRIATE TECHNOLOGY SMALL GRANTS PROGRAM FUNDING FORMULA

WHEREAS, The Department of Energy administers the Appropriate Technology Small Grants Program, making funds available for small-scale energy projects; and

WHEREAS, the ATSGP has great promise in Alaska, as evidenced by the overwhelming response to the Department of Energy call for proposals; and

WHEREAS, the present allocation formula employed by the Department of Energy to distribute the funding would provide only \$262,000 to all of Region X (out of an appropriations request of \$8.5 million); and

WHEREAS, this formula discriminates against the one Region of the Nation with the highest demonstrated need for the program; now, therefore, be it

RESOLVED, that the Delegates to the 1979 Citizens Participation Conference do hereby urge the Department of Energy to revise its allocation formula to include the following factors, weighted equally:

1. Population
2. Number of States in Region
3. Per capita response to the 1979 Program.

Subsistence Workshop - Citizens Participation Conference  
March 5-8, 1979

The subsistence delegates to the Citizens Participation Conference addressed pending state legislative bills affecting subsistence. Following are the bills on which testimony was given:

HB 193

The subsistence delegates reviewed HB 193 and HB 304, both providing for regionalization of fish and game. All delegates voted to oppose HB 304, as this bill created regional fish and game boards having only advisory powers. The delegates voted to endorse HB 193 providing certain amendments were adopted. HB 193, in contrast to HB 304, provides regional boards having regulatory power. In HB 193, a master board of fish and game would have power to amend or veto regional board regulations for (1) compelling conservation measures, and (2) in situations where regional boards were affected by common resources and could not arrive at a common management plan. The testimony on HB 193 to the House Resources Committee by Bert Greist, facilitator of the Subsistence Workshop, is enclosed.

*Gardiner  
says  
supports  
these*

Tony Vaska also presented oral testimony to the House Resources Committee on HB 193 reiterating the following recommendations for regionalization reached during the Special Conference on Subsistence, December 6-8, 1978 in Juneau.

*Gardiner -  
says regionalization  
will be attempted  
this year*

1. Subsistence is the priority use of fish and wildlife resources.
2. A legislative approach to regionalization is preferable.
3. A minimum of seven regions is needed.
4. The retention of the local advisory committee system as the basis for obtaining local input on local concerns is desirable.
5. The appointment, by the governor, of regional board members who are residents of the regions they represent and are chairpersons of that region's advisory committee.

SB 113

SB 113, an act relating to the waste of wild food animals, received the unanimous support of the delegates. This bill, submitted by Sackett and Ferguson, provides for maximum utilization of game. The CPC delegates presented an oral testimony (which is enclosed) to the the Senate Resources Committee endorsing SB 113. Several delegates, speaking on behalf of their regions, also testified in support of SB 113.

HB 199

HB 199, an act creating a division of fish and game, was endorsed by the subsistence delegates. The testimony on HB 199 to the House Resources Committee is enclosed.

HB 167

HB 167, an act providing for the subsistence use of musk oxen, submitted by Anderson and Guy, received the unanimous support of the delegates. A resolution in support of the subsistence use of musk oxen was endorsed by the delegates.

(d) (2) Workshop/Panel Report

The workshop heard a report from John Shively and Don Mitchell on the current status of the D-2 bill. It was reported that the Huckaby bill has passed out of the House subcommittee and has been referred to Rules. A hearing has been scheduled by the House Merchant Marine and Fisheries committee in Fairbanks on March 10, 1979. Several representatives of the native community will be testifying at the hearing.

The panel mentioned the Alaska Department of Fish and Game's recent announcement proposing an aerial wolf hunt by special permit. No action was decided upon by the workshops, but a discussion of the issues was held.

The panelists: Byron Mallot, Morris Thompson, John Shively and Don Mitchell also answered questions on several issues from the floor, including the interim monument regulations and Washington response to the Jack Anderson story on Kodiak land selection.

Subsistence Committee- Citizens Participation Conference  
Juneau, Alaska March 5-8, 1979

TO: House Resources Committee  
FROM: Subsistence Delegates, Citizens Participation Conference  
Juneau, Alaska, March 5-8, 1979  
DATE: March 7, 1979  
SUBJECT: HB 193 - Fish and Game Management

The following are proposed changes in HB 193. This follows up the oral testimony given by Bert Griest, facilitator of the Subsistence Workshop, CPC, on March 6, 1979.

1. p.1, line 24. After "game" delete:

"for each of the following general areas:

(1) Alaska Peninsula, Aleutian Chain, Kodiak;

(2) Arctic, Norton Sound, Seward Peninsula,

Kotzebue Sound, Yukon;

(3) Bristol Bay, Kuskokwim;

(4) Southcentral;

(5) Interior;

(6) North Slope;

(7) Southeastern." and insert:

"for following areas:

(1) Southeast Alaska, encompassing the Southeast Alaska mainland and islands northward and westward from Dixon Entrance to the middle of Icy Bay and the west side of the Guyot Hills; and those adjacent coastal waters seaward to the limit of the state's jurisdiction;

(2) Southcentral Alaska, encompassing that area drained by waters flowing into the Gulf of Alaska, Prince William Sound, Cook Inlet, and Shelikof Strait from the middle of Icy Bay westward along the coast to the northern boundary of Katmai National Monument, including Kayak, Hinchinbrook, Montague, Middleton, Kalgin, and adjacent islands; that area draining into the Delta River which is upstream from Clear Creek and Black Rapids Glacier; that area draining into the Nenana River upstream from the southeast corner of Mt. McKinley National Park at Windy; that area drained by the Tanana River and its tributaries upstream from the east bank of the Robertson River to the Alaska-Canada boundary and the White River and its tributaries except the Ladue River lying within Alaska; and those adjacent coastal waters to the limit of the state's jurisdiction;

(3) Southwest Alaska, encompassing that part of the Alaska Peninsula and adjacent mainland which drains into the Pacific Ocean and west side of Shelikof Strait from False Pass and the southeast boundary of Katmai National Monument and into Bristol Bay from False Pass to the King Salmon River drainage, and the islands adjacent to the mainland between the above-named points; Kodiak, Afognak, Chirikof, and Semidi, and all other adjacent offshore islands, the Aleutian Islands and the Pribilof Islands; and those coastal waters seaward to the limit of the state's jurisdiction;

(4) Western Alaska, encompassing the Alagnak and Naknek River drainages, including all lands in the Katmai National Monument; the Kvichak River drainage; that part of the mainland draining into Bristol Bay between Etolin Point and Cape Newenham, and the islands adjacent to the mainland between the above-named points; that area draining into the Kuskokwim River downstream from and including the Moose Creek drainage on the north bank and downstream from and including the Stony River drainage and the Hoholitna River drainage on the south bank; and the Yukon River drainage downstream from the Piamuit-Kalskag portage, including the Pastolik River drainage; Nunivak and adjacent islands; and those adjacent coastal waters seaward to the limit of the state's jurisdiction;

(5) Northwestern Alaska, encompassing that area drained by all streams flowing into the Arctic Ocean, Kotzebue Sound, Bering Strait, and Norton Sound from Cape Lisburne on to but not including the Pastolik River drainage on the south; King, Little Diomedea, St. Lawrence, Sledge, Stuart, and adjacent islands; and those adjacent coastal waters seaward to the limit of the state's jurisdiction;

(6) Arctic Alaska, encompassing that area drained by all streams and rivers flowing into the Arctic Ocean between Cape Lisburne and the Alaska-Canada boundary; the Firth River drainage lying within Alaska; and those adjacent coastal waters seaward to the limit of the state's jurisdiction;

(7) Interior Alaska, encompassing that area draining into the Yukon River, including islands in the Yukon River, upstream from the Piamuit-Kalskag portage to the Alaska-Canada boundary, including the Tanana River drainage; the Alaska drainage of the Ladue and Forty-mile Rivers; that area drained by the Tanana River and its tributaries north of Clear Creek and Black Rapids Glacier on the Delta River and downstream from the southeast corner of Mt. McKinley National Park at Windy on the Nenana River and downstream from the east bank of the Robertson River to the confluence of the Tanana and Yukon Rivers; and that area drained by the Koyukuk River and its tributaries upstream from but not including the Dubli River drainage; and the Kuskokwim River drainage upstream from but not including the

Moose Creek drainage on the north bank and upstream from but not including the Stony River drainage on the south bank."

Explanation. The areas defined in Gardiner's bill are too general and must be further redefined into specific areas. The boundaries delineated represent the consensus reached at the Special Conference on Subsistence in December, 1978.

2. p.2, line 12. After "board", delete"

"consists of five members appointed by the governor and confirmed by a majority of the membership of the legislature meeting in joint session. Each regional board member shall be well informed about the fish and game resources of the region to which he is appointed."

and insert:

"shall consist of at least seven members. Each regional board member shall be a resident of the region and shall be well informed about the fish and game resources of the region to which he is appointed. The governor shall appoint the members from among the chairpersons of the advisory committees in that region."

Explanation. The complexity of issues faced by the State Boards of Fisheries and Game will continue to increase as the rate of development throughout the State increases. The resources of each region will be best managed by regional board members who are residents of that region and are most knowledgeable of the local resources and issues. These board members will be most qualified to determine policies, regulations, and management guidelines affecting their region.

3. p.3, line 3. Delete subsection (1).

Explanation. The fish and game resources which would be classified as commercial fish, sport fish, and big game animals are all alternate subsistence resources. Such classification will present conflicts to the intent of S.L. 151.

4. p.3, line 11. After "state," delete:

"exercising predation control measures considered necessary to the resources of the state,"

Explanation. This type of regulatory control can best be decided by the regional boards. Such controls are rarely imposed statewide.

5. p.4, line 16. After "regulation", add the following subsection:

"(c) a regional board shall, in consultation with the department, its local fish and game committees and appropriate federal agencies, develop plans for the conservation, regulation, management, and use of the fish and wildlife resources within its region; if concerns for the fish and wildlife resources involve two or more regional councils, those councils shall participate jointly in the development of those plans."

Explanation. The Western Arctic Caribou Herd is a prime example of migratory species which annually pass private, state and federal lands. Comprehensive regional and inter-regional regulatory plans is the only viable tool for efficient management of such migratory species.

6. p.4, line 27. After "plants.", add new subsection:

"(5) exercising predation control measures considered necessary to the resources of the state."

Explanation. A regulatory function of this type should be on a regional board level whose members are most knowledgeable of the resources and issues of that region. The recently announced wolf control measure is a clear example of decisions that would be effectively and efficiently made on a regional basis.

SB 113

The subsistence committee of the Citizens Participation Conference unanimously supported SB 113.

During the past decade we have witnessed a lot of changes - especially in the area of technology and the size of Alaska's population. This puts a lot of pressure on our resources and on some resources that are dwindling, full utilization of game taken is crucial.

In that light SB 113 is not only timely but it also provides a compelling, updated conservation approach to game management.

Subsistence Committee - Citizens Participation Conference  
Juneau, Alaska March 5-8, 1979

TO: Senate Resources Committee

FROM: Subsistence Delegates, Citizens Participation Conference  
Juneau, Alaska, March 5-8, 1979

DATE: March 7, 1979

SUBJECT: SB 113 - "An act relating to the waste of wild food animals."

The Subsistence Committee of the Citizens Participation Conference unanimously support SB 113.

During the past decade we have witnessed a lot of changes - especially in the area of technology and the size of Alaska's population. This puts a lot of pressure on Alaska's resources; on some resources which are dwindling, full utilization of game taken is crucial.

In that light, SB 113 is not only timely, but it also provides a compelling, updated conservation approach to game management.

Subsistence Committee - Citizens Participation Conference  
Juneau, Alaska March 5-8, 1979

TO: House Resources Committee

FROM: Subsistence Delegates, Citizens Participation Conference  
Juneau, Alaska March 5-8, 1979

DATE: March 7, 1979

SUBJECT: HB 199 - Division of Subsistence

Since the passage of S.L. 151, the Department of Fish and Game has set a track record which demonstrates the necessity of creating a division of Subsistence.

If it took the Department eight months just to hire its first two employees for the subsistence section, this indicates the degree of interest the Department has in implementing S.L. 151. This is exactly the kind of situation we had hoped to avoid.

However, since the present implementation of S.L. 151 rests within a section status, it becomes apparent what degree of influence the Department can have. In the Department's testimony it has been stated that there is no difference between a division and a section. However, the benefits, as we see them, of a division as opposed to a section, would be:

1. Direct access of the division chief to negotiate his budget with the finance committees of the legislature.
2. In division status, conceptually, hunting and fishing would be as important as commercial fishing and sport hunting.

I would like to express support for the inclusion of musk oxen for purposes of subsistence uses by residents in the vicinity of the habitat of the musk oxen.

1. The subsistence law, S.L. 151, stipulates that fish and wildlife resources in the State of Alaska will be given a priority to subsistence uses. This I understand to mean all fish and wildlife in Alaska, including those introduced or re-introduced, such as musk oxen.
2. My continued support also involves the use of so-called big game for subsistence purposes. Subsistence uses of game is as stable as the resources, and when there is a dip in one resource, others are sought. The variability in the population of the resources must be taken into account when any fish and game management schemes are established. Where there is an introduction of a species into an area, that resource should also be available for subsistence use when other available resources are diminished.
3. The majority of the people in areas close to the musk oxen habitat cannot afford the permits to hunt musk oxen, and some mechanism is needed to allow the subsistence users to have access to the resources.

Subsistence Workshop - Citizens Participation Conference  
Juneau, Alaska March 5-8, 1979

RESOLUTION

- Whereas: The subsistence law, S.L. 151, stipulates that fish and wildlife resources in the State of Alaska will be given a priority to subsistence use; and
- Whereas: This priority use of fish and wildlife resources includes all fish and wildlife in Alaska; and
- Whereas: musk oxen is a wildlife resource not currently utilized for subsistence; now therefore be it
- Resolved: That the Subsistence Delegates to the Citizens Participation Conference do hereby endorse and support HB 167, an act providing for the subsistence use of musk oxen.

As approved by unanimous vote of the Conference.

CONFERENCE FACILITATOR

s/Bert Greist  
March 8, 1979

PARTICIPANTS - CITIZENS PARTICIPATION CONFERENCE  
SUBSISTENCE WORKSHOP

| <u>NAME</u>            | <u>ORGANIZATION/ADDRESS</u>                     |
|------------------------|---|
| JIM FARMER             | KOYUKON DEVELOPMENT CORPORATION                 |
| LOIS MUNSON            | EKLUTNA   |
| SALVATORE DIMARIA      | KODIAK AREA COMMUNITY DEVELOPMENT CORP.         |
| GUSTY CHYTHLOOK        | BRISTOL BAY NATIVE ASSOCIATION                  |
| FRED BISMARCK          | TYONEK  |
| WALTER CHARLEY         | COPPER RIVER NATIVE ASSOCIATION                 |
| MIKE ZACHAROF          | T&X CORPORATION                                 |
| MYRNA TORGRAMSEN       | SEACAP  |
| BERT GRIEST            | NANA  |
| JULIE SIMON            | MAUNELUK  |
| TONY VASKA             | NUNAM KITLUTSISTI                               |
| NORMAN COHEN           | RURAL CAP                                       |
| MOSES STRAUSS          | ASSOCIATION OF VILLAGE COUNCIL PRESIDENTS       |
| PAUL GREGORY           | ASSOCIATION OF VILLAGE COUNCIL PRESIDENTS       |
| GUY MARTIN             | KAWERAK, INC.                                   |
| FRED TOCKTOO           | ESKIMO WALRUS COMMISSION                        |
| NICK HARTZELL          | KODIAK AREA COMMUNITY DEVELOPMENT CORP.         |
| LINDA FAGERSTROM       | RURAL CAP                                       |
| ILENE STEIN            | RURAL CAP                                       |
| DON MITCHELL           | ALASKA FEDERATION OF NATIVES                    |
| JONATHON SOLOMON       | THREE G'S                                       |
| SUZAN MIDKIFF-ANDERSON | RURAL CAP                                       |
| BOBBY SCHAEFFER        | MAUNELUK  |
| DAVE MORRISON          | KODIAK ISLAND SUBSISTENCE ADVISORY<br>COMMITTEE |
| DON CLOCKSIN           | ALASKA LEGAL SERVICES                           |

## I. Issues addressed:

1. Implementation of the Indian Child Welfare Act and how it will affect children in Alaska.
2. Formation of an Alaska Head Start Directors' Association which would 1) serve as an advocate of Head Start children, families and staff; 2) facilitate communication between Head Start programs throughout the State of Alaska; 3) serve as a channel through which Alaska Head Start may participate in the Regional and National Head Start Associations; 4) keep members informed about state and national issues relating to early childhood education, health and social services; and 5) serve as a forum for information and opinions on such issues.

(Such an association is a recognized mechanism already established in other states.)

3. State Head Start Match Funding. Since 1975, the State of Alaska has appropriated funds to meet the 20% non-federal match requirement attached to basic federal Head Start grants coming into the State of Alaska to the four Head Start grantees (Rural CAP, Fairbanks, Chugiak and Metlakatla). During 1978-79, five additional Head Start grantees were created by direct funding from the Indian and Migrant Program Desk of the Administration on Children, Youth and Families in Washington, D.C. The Governor's budget contains no increase in the allocation from the 1978-79 level, thereby spreading the same amount of dollars among up to eleven grantees.
4. International Year of the Child. The United Nations has proclaimed 1979 the International Year of the Child, a year to focus on the rights and needs of children throughout the world. President Carter has asked all states to actively participate in this celebration.

## II. Action taken to deal with the issues:

1. Indian Child Welfare Act Implementation. Individual delegates were encouraged to testify regarding their concerns at the Wednesday hearing, and to keep abreast of the progress of implementation.
2. Alaska Head Start Directors' Association. Consensus was achieved to form this association. A draft of by-laws was discussed and prepared for delegates to take with them for further comment by their respective organizations. Action on the by-laws will occur at a meeting in May. A committee was formed to coordinate that meeting, consisting of Kay Wallis, TCC Head Start, Linda Mizer, Y/K Parent Child Program, and Alice Wardlow, AVCP Head Start.
3. State Head Start Match Funding. Consensus was reached that match of 20% of the total program requirement for Alaska's Head Start programs should be requested from the State, consistent with previous legislative intent. This match will amount to \$600,000, an increase of \$200,100 over the amount currently in the Governor's budget.

Strategies for pursuing this effort were agreed upon, a fact sheet was prepared outlining the rationale for the request (attached to this report), and a resolution was prepared.

A committee to coordinate the implementation of these strategies was formed. Members are Jim Ayers (Rural CAP), Sharon Lattery (Chugiak), Linda Mizer and Alice Wardlow (Bethel), Jo Putman (Nome), Lloyd Wood (Fairbanks), and Marilyn Akiyama (Juneau/SE).

4. International Year of the Child. Information was distributed to delegates. The issue was discussed in various contexts throughout the workshop and it was especially noted that a State commitment of adequate match funding would be an appropriate and tangible expression of Alaska's support.

III. and IV. Formal recommendations/other actions:

1. Acceptance of the Alaska Head Start Fact Sheet.
2. Formation of an Alaska Head Start Directors' Association.
3. Acceptance of the CPC Alaska Head Start Resolution.
4. Delegates agreed to testify at appropriate hearings and to follow through on strategies for pursuing adequate state funding.

V. Delegates:

Alice Wardlow, AVCP Head Start  
Kay Wallis, Tanana Chiefs Conference Head Start  
Jo Putman, Kawerak Head Start  
Sharon Lattery, Chugiak Head Start  
Lloyd Wood, Fairbanks Head Start  
Jane Jackman, Tanana  
Esther Ilutsik, AFN  
Vivian Senungetuk, CINA Head Start  
Linda Mizer, Yukon-Kuskokwim Parent-Child Program  
Bob Lohr, Upper Tanana Parent-Child Program  
Marilyn Akiyama, T&H Central Council Head Start  
Jim Ayers, Rural CAP Head Start

Resource Persons:

Daisy May Lamont, AVCP Social Services  
Bob Davis, Federal Supplemental Program, Department of Education  
Rosalee Walker, Department of Education

Staff:

Jack Easterbrook  
Norika Humphreys  
Sandy Larson

CPC HEAD START WORKSHOP

ALASKA HEAD START FACT SHEET

1. Since 1975, the State of Alaska has appropriated funds to meet the 20% in-kind requirement attached to basic federal Head Start grants coming into the State of Alaska to the four Head Start grantees (Rural CAP, Fairbanks, Chugiak and Metlakatla). During 1978-79, five additional Head Start grantees were created by direct funding from the Indian and Migrant Program Desk of the Administration on Children, Youth and Families in Washington, D.C.

In order for the State to meet its 20% in-kind match commitment to Alaskan Head Start, the appropriation of \$399,900 contained in the Governor's budget must be increased by \$200,100 to a total of \$600,000.

2. Alaskan Head Start programs are asking for sufficient funding just to maintain their present levels of service to children and families. This is the International Year of the Child, and the State of Alaska can take this opportunity to demonstrate its commitment to children in a direct and meaningful manner by appropriating \$600,000 to Alaska Head Start.
3. Number of children served by Alaskan Head Start programs: 1,164.
4. Number of jobs provided by Alaskan Head Start programs: 210.
5. Federal dollars coming into the State of Alaska for Head Start: \$2,400,000.
6. Inadequate federal funding with no consideration for cost-of-living or logistics problems in the State.
7. 1970 census data indicates that Alaskan Head Start programs serve less than 50% of the children in need. (An up-dated in-State assessment would show an even greater need!)
8. At least 10% of the number of children served in Head Start must be children with diagnosed handicaps. Head Start provides a service that is a cost-saving to the State of Alaska which is mandated to find and provide these services to pre-school children, ages 3-6. Although the State does not mandate these services for children 0-3, specific Head Start programs do.

ALASKA HEAD START FACT SHEET.....page 2.

9. Head Start has been proven to enhance the development of children physically, cognitively, emotionally and socially. (National Head Start Office.)
10. Comprehensive description of Head Start program--(total contribution of individual program to community).
11. Waiting list (by program).
12. Without the State appropriation of \$600,000 in support of Head Start, the number of children enrolled and quality of services provided will be reduced, and, some programs may be discontinued.
13. The number of jobs provided will be reduced.
14. Recap: 

|  |                |
|--|----------------|
| Total federal Head Start dollars           | \$2,400,000    |
| Total State dollars requested              | <u>600,000</u> |
| Total Head Start dollars (State & federal) | \$3,000,000    |
15. No other program or state agency can provide the number of jobs and quality of services for this limited level of funding.

CPC HEAD START WORKSHOP RESOLUTION

- WHEREAS, children are our most valuable resource; and
- WHEREAS, Alaska's Head Start programs are providing interdisciplinary, comprehensive early childhood education opportunities and services to 1,164 children and their families throughout Alaska; and
- WHEREAS, This number of children and the quality of service will necessarily be reduced without adequate State funding support; and
- WHEREAS, there are 210 jobs provided with these Head Start dollars and that number of jobs provided to citizens of the State of Alaska will also be reduced without adequate State funding support; and
- WHEREAS, Head Start provides career development opportunities in rural and urban areas; and
- WHEREAS, in order to meet the State's commitment to a 20% non-federal match for Alaska Head Start program, the Governor's budget allocation must be increased by \$200,100; and
- WHEREAS, there is insufficient financial support from the federal Head Start funding agencies, causing dollar deficits in the Head Start programs in the State of Alaska; and
- WHEREAS, we heartily and earnestly support and embrace this as the International Year of the Child; now, therefore, be it
- RESOLVED, that the 1979 Citizens' Participation Conference enthusiastically supports the Alaskan Head Start programs in their request for \$600,000 from the State of Alaska in order that they may maintain their present level of service to Alaska.

Major issues considered were education, finance, and enforcement. Bills pending before the Legislature were considered, and the following actions were taken:

HB 76: Establishing tax on powdered alcohol:

DO NOT PASS

Potential danger foreseen in transportation of powdered alcohol to dry villages, and easy access by young people ignorant of the lethal effect of consuming a high concentration of alcohol in a short time.

HB 163: Holder of a beverage dispensary license to be allowed to sell packaged liquor, if dispensary premises and retail outlet are connected by a non-public passage.

DO NOT PASS

HB 188: Supplementary appropriation to Office of Alcoholism and Drug Abuse for FY 78, to correct lapse of funds from FY 78 budget.

DO PASS

HB 212: Supplementary appropriation of \$1, 512,600 to DHSS and for alcohol related programs, contingent on passage of SB 228: excise tax bill.

DO PASS

Funding priorities: \$518,300 - K-12 alcohol curriculum implementation  
613,300 - New programs and expansions  
250,000 - Alcohol manpower training  
25,000 - troubled employees programs

Recommended that the educational curriculum to be implemented be subject to discretion of local or regional school districts.

Recommended that curriculum include information on both alcohol and other drugs of abuse.

See attached resolution.

HB 219: ABC Title 4 revisions

DO PASS with addition of word "radio" after word "mail" in line 25, page 1; line 29, page 1; and line 6, page 2.

SB 148: Liquor licensing, local control, limitations of sales

DO PASS

SB 227: Group health insurance policies to include coverage for alcoholism and drug dependence.

DO PASS

Members of workshop directed that a summary of actions taken be forwarded to all legislators and to all other groups and individuals on the mailing list for Reverend Paul Jordan's letter of February 7 to Rep. Russ Meekins. This list is attached.

The group further directed that their follow-up delegation, consisting of Ralph Amouak, Tom Tilden, and Peg Benepe, hand-carry these recommendations to the meetings of the Governor's Advisory Board on Alcoholism March 15-17, and to scheduled legislative hearings on March 15 and 16.

Respectfully submitted,

Peg Benepe  
Workshop Coordinator

CPC ALCOHOLISM WORKSHOP PROPOSED RESOLUTION

WHEREAS, rural Alaska for several years expressed substantial support for increasing alcohol excise taxation to support preventive education for elementary and high school students, expand current regional programs, initiate new regional programs, and provide adequate alcohol-manpower training, and

WHEREAS, the CPC recognizes that modifications and internal prioritization of both SB 228 and HB 216 will be required to reach a solution acceptable to all involved parties, and

WHEREAS, the CPC has identified priorities for legislative consideration in addressing this matter, now therefore be it

RESOLVED, that the CPC recommends to the Alaska State Legislature that the following priorities be recognized for allocation of available alcoholism services funding:

- 1) K-12 preventive education curriculum
- 2) Existing program expansion/new program development
- 3) Alcohol manpower training

and be it further

RESOLVED, that the Alaska State Legislature assure that additional funding be available in FY 1980 for the top identified priority (education) by taking the following actions in descending order of preference:

- a) Enact SB 228 and HB 212 as proposed
- b) Enact reduced-level SB 228 with HB 212 appropriations according to the priorities identified.
- c) Enact new legislation appropriating \$518,300 from the general fund for k-12 preventive education development.

cc: HSA Board Chairperson  
SHCC Board Chairperson  
Alaska Native Health Board Chairmen  
ANCADA Board Members  
Rural Cap Board of Directors  
Alaska Medical Society Members  
Alaska Public Health Association Members  
Members, Governor's Commission on the  
Administration of Justice  
Alaska Peace Officer's Association Members  
Director, Family Violence Program  
All Alaskan Judges/Magistrates/Prosecutors  
Emergency Medical Systems Board Members  
All Local Alcoholism & Drug Abuse Program  
Board Members and Program Managers  
Members, Governor's Advisory Board on  
Drug Abuse  
Members, Governor's Advisory Board on  
Alcoholism  
Community Mental Health Advisory Council  
Members, Alaska Christian Conference  
Executive Directors, All Alaskan Public Radio  
and Television Stations  
Editor, All Alaska Weekly  
Editor, Anchorage News  
Editor, Fairbanks Daily News-Miner  
Editor, Southeast Alaska Empire  
Editor, Tundra Times  
Editor, Alaskan Advocate  
Boards of Directors; All Native  
Health Corporations

CPC ALCOHOLISM WORKSHOP

Delegates

March 5-7, 1979

Rev. John J. Shaffer  
Marie Olson  
Ralph Amouak  
Arlene A. McCafferty  
Captain Ronald Wendt  
Charlotte Siverly  
Joyce Wemark  
Tom Stoner

Jeanie Maxim  
Jeanne Norton  
Stewart Nicolai  
Max Lestenkof  
Ignatius Andrew  
Thomas Tilden  
Mary Edwardson  
Ethel Adcox  
Ann Crosswell  
Roger Silook  
Alephe Morris  
Matthew Felix  
Paul Sherry

Staff:

Peg Benepe  
Norika Humphreys

Alaska Christian Leaders Conference  
Alaska Native Training Institute  
Cook Inlet Native Association  
Mauneluk Assoc. Kotzebue  
Salvation Army/Anchorage  
Southeast Regional Health Corp.  
North Pacific Rim Corp.  
Alaska Native Comm. on Alcoholism  
and Drug Abuse  
Copper River Native Association  
Aleutian Pribilof Island Association  
Rural CAP Counselor, Copper River  
Rural CAP Counselor, St. Paul Island  
Yukon Kuskokwim Health Corp.  
Bristol Bay Area Health Corp.  
North Slope Borough Health Dept.  
Rural CAP Counselor, Iliamna  
Kodiak Area Native Association  
Norton Sound Health Corp.  
Anchorage, Juneau  
Gastineau Council on Alcoholism  
Tanana Chiefs Health Authority

Limited Entry Workshop - Citizen Participation Workshop  
March 5,7, 1979

1. First Meeting - March 5

At the first meeting the group discussed lawsuits on the limited entry program and then discussed each of the bills that had already been filed in the Legislature. A number of problems were then identified by the group, and it was decided that legislators should be invited to explain some of the bills and to talk about the problems. The list of problems is attached to this report on "Attachment A". The participants in this workshop are listed in "Attachment B".

2. Second Meeting - March 7

At the second meeting a panel of five legislators discussed the concerns raised by the group. (Reps. Gardiner, Anderson, Fuller, Osterback, Hurlbert) Representative Gardiner said that some limited entry issues were too complex to be dealt with this year and would be handled by a study (HB 141, 142). Other problems could be solved this year if they did not disrupt the program. There was much discussion of the local people being unable to get permits while out-of-staters can get them, either by being more sophisticated in using the limited entry program or by having more money. A list of some of the issues and brief comments on them follows:

1. Late filers - Many people missed application deadlines. A bill has been filed by Rep. Gardiner to open up the application periods again. (No number)

2. Studies - A year-long, \$125,000 legislative study has been requested (HB 141, 142). In addition, HB 94, if it is adopted, would appropriate \$86,000 to the Regulation Review Committee which could be used to study limited entry regulations. Motions were adopted by the workshop supporting those appropriations.

3. Out-of-staters - Most ways of stopping out-of-staters from getting permits would be unconstitutional. Possible alternatives include requiring only in-state applications and giving preference in loans and grants to residents.

4. Transferability - There were problems expressed with high costs of permits and the need to transfer permits to family members only. This will be looked at by the study committee.

5. Late-developing commercial markets - In some areas (Upper Yukon) lack of markets for fish mean many people can't get enough points. SB 187 deals with that, but is being redrafted.

6. HB 30 - Makes more loans available to buy limited entry permits.

7. HB 290 - Allows a participant in two fisheries to combine points and get a permit in one of the two. Effects only about 15-20 people state-wide.

Participants in this second workshop are listed in "Attachment C".

ATTACHMENT A

1. Transferability - Is it possible to limit transfer of Limited Entry Permits to family members only?
2. Interim Use Permits -
  - a) Can they be made permanent?
  - b) When individuals using an Interim Use Permit no longer qualify, is it possible for the state to reimburse the individual for his boat and gear?
3. Explanation of H.B. 30
4. Study group - An explanation of H.B. 141 and 142.
5. Late filers - Is it possible to address the issue of late filers and possibly open the filing date in those areas that did not receive advance notice?
6. Handtrollers - Are Handtrollers presently regulated? If so do they need to purchase or qualify for permits?
7. Explanation of S.B. 187 - Fisheries established with commerical markets and the point system.
8. Explanation of H.B. 290.
9. Stop out of staters -
  - a) by charging a larger fee
  - b) by eliminating the mailing in of fees for individuals living outside of Alaska.
10. Review of "gear license" bill - Would it be possible to legislate a law concerning gear licenses?
11. Explanation of H.B. 37 - Some history and review of the bill concerning bottom fish and their management.

ATTACHMENT B

Limited Entry Workshop - Citizens Participation Conference

List of those present March 5, 1979

Moderator

Don Clocksin - Alaska Legal Services, Juneau

Delegates

Thomas Tilden - B.B.A.H.C., Dillingham  
Nick Hartzell - K.A.C.D.C., Kodiak  
Ted Angason - B.B.N.A., Dillingham  
Henry Mitchell - T.C.C., Fairbanks  
Jeri Chang - A/PIA, Anchorage  
Ed Callen - S.E. Handtrollers, Sitka  
Carl Berger - K.A.N.A., Kodiak  
Fred Bismark - Tyonek  
Salvatore DiMaria - K.A.C.D.C., Kodiak  
Mike Zacharof - T&X Corp., St. Paul Island  
Walt Ripley - C.I.N.A., Anchorage  
Isaac B. Amik- A.V.C.P., Kipruk  
Tony Vaska - Nunam Kitlutsisti, Bethel  
Moses Strauss - A.V.C.P., Bethel  
Paul Gregory - A.V.C.P., Bethel  
Daisy May Lamont - A.V.C.P., Bethel

Special Guest

Judy Dillard - Senate Resources, Juneau

Staff

Suzan J. Midkiff-Anderson - R.CAP, Anchorage  
Norman Cohen - R.CAP, Anchorage

ATTACHMENT C

Limited Entry Workshop - Citizens Participation Conference

List of those present March 7, 1979

Moderator

Mike Zacharof - T&X Corp., St. Paul

Delegates

Ted Angason - B.B.N.A., Dillingham  
Thomas Tilden - B.B.A.H.C., Dillingham  
Gusty Chythlook - B.B.N.A., Aleknagik  
Daisy May Lamont - A.V.C.P., Bethel  
Lois Munson - Seward  
Fred Bismark - Tyonek  
Carl Berger - KANA, Kodiak  
Arnold Melsheimer - NPRNC, English Bay  
Nick Hartzell - KACDC, Kodiak  
Henry Mitchell - TCC, Fairbanks  
Guy Martin - Kawerak, Inc., Nome  
Salvatore DiMaria - KACDC, Kodiak  
Carl Jack - AVCP, Bethel  
Myron P. Naneng - AVCP, Bethel

Resource People

Don Clocksin - Alaska Legal Services, Juneau

Legislative Representatives

Panel: Representative Terry Gardiner  
Representative Alvin Osterback  
Representative John G. Jack Fuller  
Representative Nels Anderson  
Representative Vernon Hurlbert

Other Legislators: Senator Frank Ferguson  
Representative Fred Zharoff

Legislative Staff

Nancy Harvey (Senator Sackett)  
Dean Paddock (Senator Hohman)  
Sharon Stoops (Representative Terry Gardiner)  
Adelheid Herrmann (Representative Anderson)

Staff

Suzan J. Midkiff-Anderson

## LOCAL GOVERNMENT WORKSHOP

### BACKGROUND TO THE ISSUES:

Small municipal governments in rural Alaska (normally Second Class Cities) have a difficult time in providing governance under State law. Although some problems can be attributed to a lack of trained and experienced city administrators, most stem from the fundamental problem of inadequate funding for the provision of basic municipal services. Therefore, State Aid to Local Governments (Revenue Sharing) is a most important concern.

The CPC delegates requested a special workshop on pending legislation relating to Local Government. The Workshop was held Monday evening with eight delegates in attendance (see attached). Assistance was provided by Doug Griffin of DCRA, Mia Spear from the Governor's Office, Rep. Bill Parker (Chairman, House CRA Committee), and staff members Ross Soboleff and Phil Smith.

### RECOMMENDATIONS

- 1- HB 192 - Related to Revenue Sharing - "DO PASS"

Recommended amendment:

(page 7, lines 11 & 12) The last sentence should read "Payments shall be made for maintenance of roads used by automotive equipment."

- 2- HB 300 - Providing for a minimum grant of 25,000 to local governments - "DO PASS"

(Recommendations 1 and 2 both recognize the need for a minimum amount of funding required for the operation of municipal government. It is clear that, in the event HB 192 passes, HB 300 would be redundant.)

- 3- SB 137 - Title XXIX "Clean-up." - "DO PASS"

Recommended amendment:

(Page 3, line 3) This sentence, providing for the term of office for Mayors of Second Class Cities, should read: "the mayor.....for a term equal in length to the remainder of his or her term and until a successor is elected and has qualified."

- 4- HB 9 - Relating to taxing the Unorganized Borough - "DO NOT PASS"

It was felt that the costs associated with assessing property and levying and collecting taxes would exceed the revenues derived from the exercise.

5- HB 38 - Requiring public disclosure of the provisions of contracts of the State and Municipalities.

"DO PASS"

6- HB 314 - Relating to optional property tax exemptions.

"DO PASS"

7- HB 95 - Relating to Sanitary Landfills - "DO PASS"

Clearly, the major priority was the passage of HB 192.

WORKSHOP PARTICIPANTS

|                |          |            |
|----------------|----------|------------|
| Mike Williams  | Delegate | Akiak      |
| Jake Wells     | Delegate | Noorvik    |
| Andy Kahoutec  | Delegate | Akhiok     |
| Willie John    | Delegate | Fort Yukon |
| Al Macasaet    | Delegate | Klawock    |
| Morris Kugzruk | Delegate | Teller     |
| Jeanne Norton  | Delegate | Unalaska   |
| Julie Simon    | Delegate | Kotzebue   |

Doug Griffin -- Dept. Community & Regional Affairs  
Mia Spear - Office of the Governor

Rep. Bill Parker, Chairman, House CRA Committee

Ross Soboleff, Staff  
Phil Smith, Staff

## VILLAGE AGRICULTURE WORKSHOP

### BACKGROUND TO THE ISSUE:

Due to village concerns over limited fuel reserves, increased cost of flying food into the villages, possibility of restrictive fuel allocations, continuing increases in cost of food, lack of employment, and diminishing fish and game stocks, the village people decided that they would have to return to village gardening to insure adequate diet and nutrition and proper variety for their families. Based upon these factors, the resource people in the regions were requested to come up with a program for the village.

The following report then is a thumbnail sketch of what is occurring in Village Alaska at this time. Many projects are due to get underway this year and are not addressed in this report.

- I. Discussion of Alaska's ongoing agricultural programs
  - A. Village Gardening
  - B. Delta Barley Project

- A. Village gardening is being expanded at a fantastic rate. The interest in this practice has taken hold like wildfire.

The Ruby-Galena area has expanded in the last three years from two villages to 35-40 villages over the Tanana Chiefs Conference Region.

The Aniak project has expanded to a small-scale commercial project.

The Kotzebue area expects some 500 village personal garden plots this year (1979).

Koyukon Development Corporation has submitted a bill to the House of Representatives, HB 120, to fund equipment, seed, and fertilizer for 18 villages. This bill is the first one ever submitted for village people.

Koyukon Development Corporation also submitted a proposal to the Dept. of Health, Education and Welfare, Indian Education Program, as the education component of this program.

- B. Delta Barley Project. Rep. H. "Pappy" Moss (Delta Junction) explained the Delta project bill for funding. This is a bill to make low interest loans to these farmers, not a grant program. This money has a 30-year repayment period. He provided an in-depth explanation of the history and need for such a program.

- II. Most participants felt that the actions taken were good and some felt that the information derived would provide the needed emphasis for their programs.
- III. Participants supported efforts to get better diet and nutrition to the village people.
- IV. No resolutions suggested. Due to attendance at other workshops, only one meeting was held.

Testimony will be provided on SB 62 on Friday.

Testimony was given to a special meeting of the House Special Committee on Agriculture on Wednesday, March 7 by J. L. Farmer, Koyukon Development Corporation, Galena on HB 120.

#### Resource People

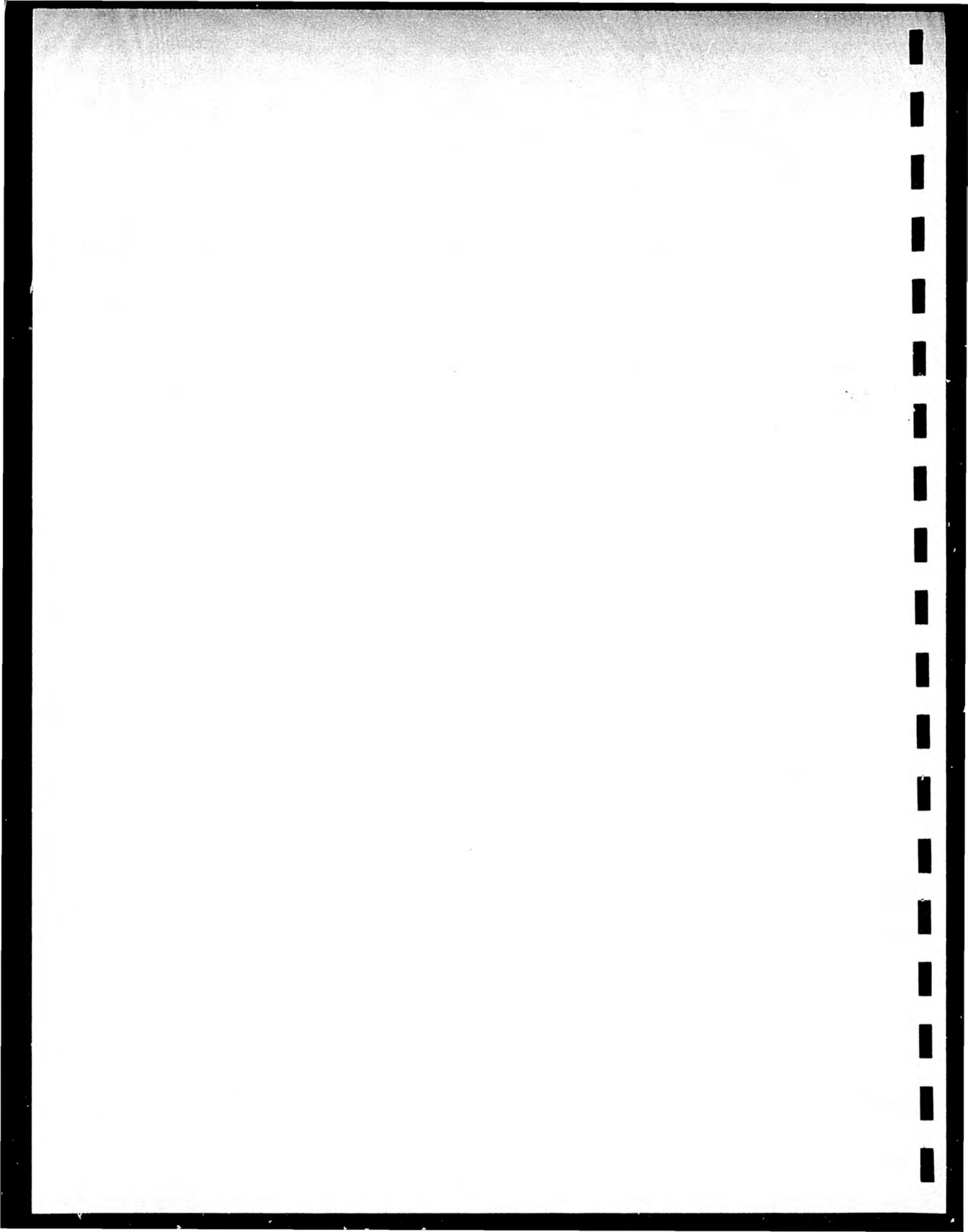
Rep. H. "Pappy" Moss, Delta Junction  
Kelly Fike, Wasilla, Aide to Legislative Agriculture Committee  
Rep. Patrick J. Carney, Wasilla  
Tom Hawkins, Land Use Planning Commission, Anchorage  
James E. Fisher, U.S. Dept. of Agriculture

#### Participants

Roger Silook, Gambell  
Fred Tocktoo, Eskimo Walrus Commission  
Eddie Mayo, Tanana Chiefs Conference  
Dave Morrison, KISAC, Kodiak  
Jerri Chong, A/PIA  
Arnold Melsheimer, North Pacific Rim, English Bay  
John J. Shaffer, Nome  
Dee Olin, Mayor, Ruby  
Jim Farmer, Koyukon Development Corporation, Galena

#### Staff

Erika Tritremmel  
Ilene Stein



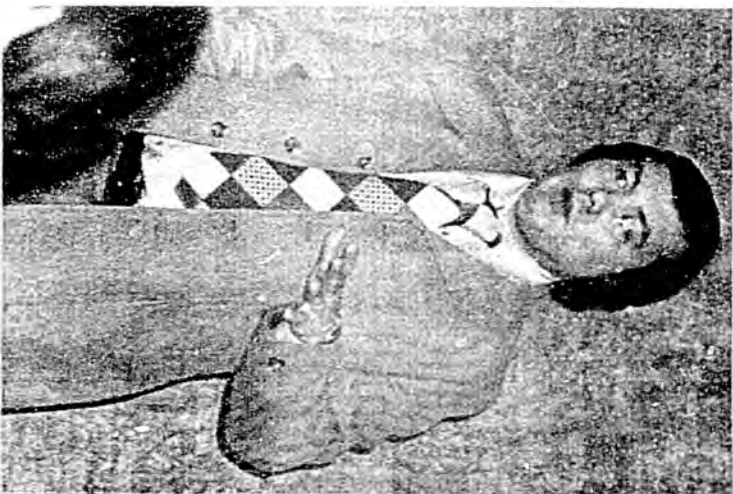
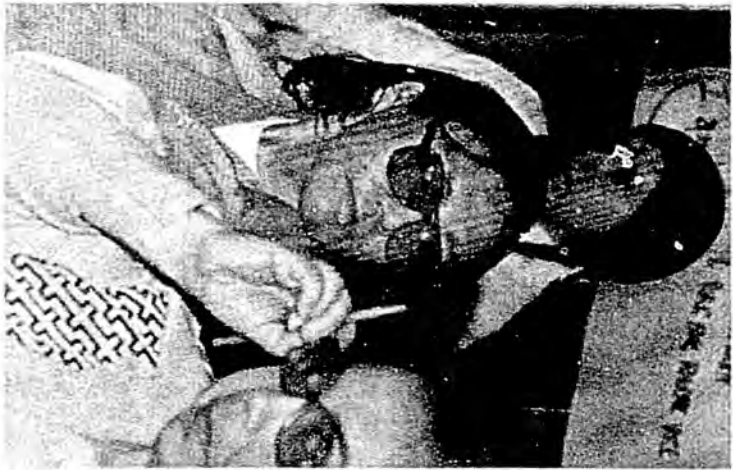
# Citizens Participation 1979

Progress report . . .

. . . and what happens next?



Sponsored by Rural Alaska Community Action Program



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# Citizens Participation 1979

Progress report . . .

. . . and what happens next?

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# INTRODUCTION

In early March of 1979, RurAL CAP sponsored a "Citizens Participation Conference." Over 100 delegates, representing all corners of the state, came together in Juneau to carefully scrutinize and review pending and/or proposed legislation which would have a specific impact on various issues of concern to rural Alaska. This booklet contains a report of the work of those delegates.

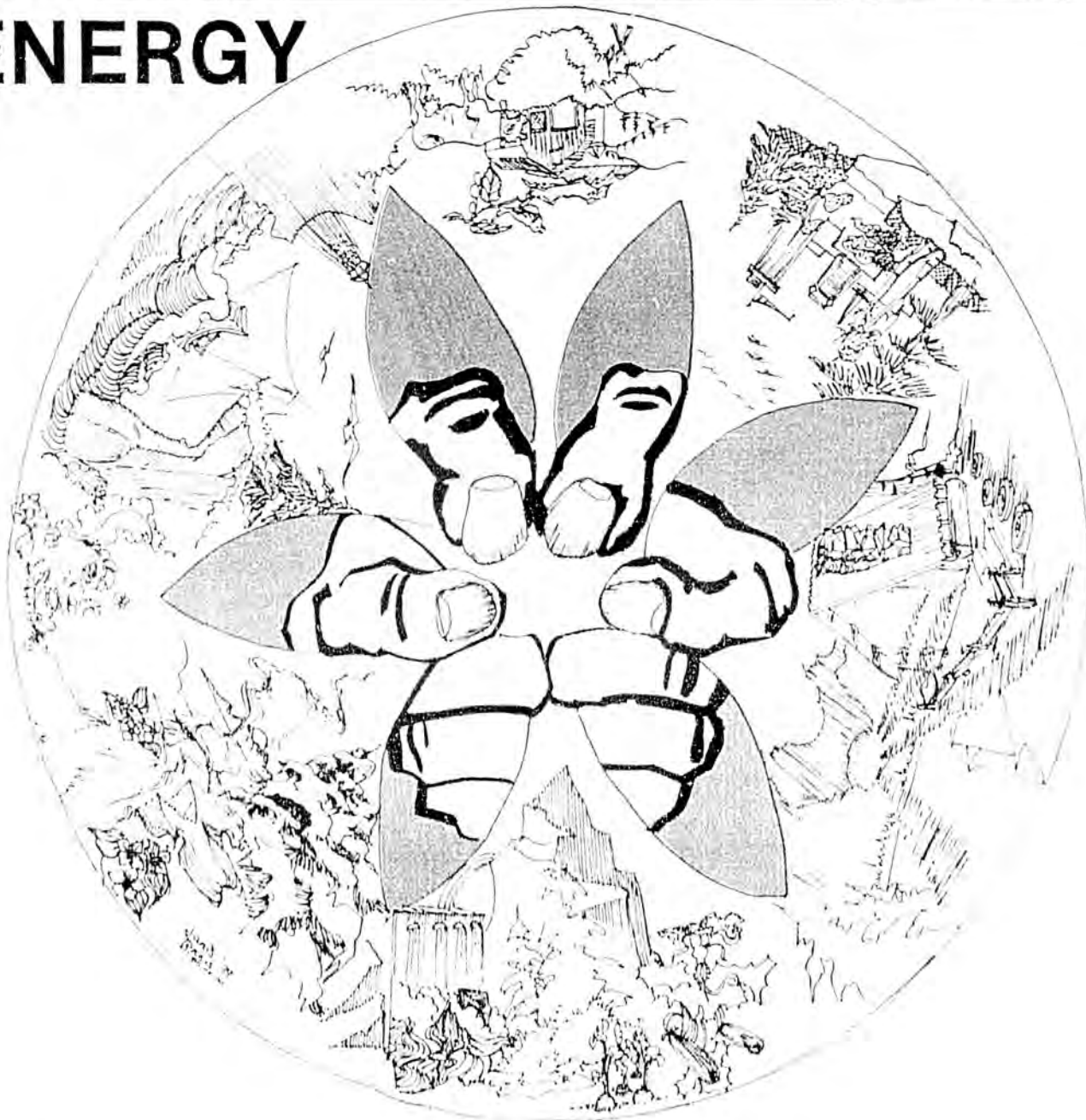
More importantly, it contains an analysis of the process of citizens' participation in 1979. Citizens' participation is not merely an annual conference, not an event, not a meeting with designated legislators; rather, citizens' participation is (or should be) an ongoing policy process of both the Administration of the State of Alaska as well as the Legislature. That this is being recognized by decision-makers is indeed heartening. For it is only through tapping the wisdom of rural Alaskan people that problems may be satisfactorily addressed.

It was toward that end that the Rural Alaska Community Action Program initiated the CPC process several years ago. This year's process, begun in March, was perhaps the most sophisticated effort we have thus far made. The conference itself was a "success," with full participation of delegates from rural areas, members of the Administration, and the Legislature. Beyond that, there was participation of the Kake Dancers, the President of the Alaska Federation of Natives, and other important dignitaries and guests. It was a success; although the true measure of its success is the degree to which it generates interest in solving the serious problems of rural Alaska.

Toward the end of assessing that potential, this document has been prepared. It examines not only the specific recommendations of the conference, but also the results of legislative action, the attitudes and intentions of the Hammond Administration, and a summary of the future activities that will be needed to bring these issues to some satisfactory conclusion.

We hope you find it enlightening. The process of Citizens' Participation is as old as democracy. RurAL CAP is proud to facilitate that process.

# ENERGY



RurAL CAP is lending a hand to pull together Alaska's resources to formulate a Statewide Energy Policy.

For most urban Alaskans, a beautiful scenario evolves in the mind regarding rural living conditions: log homes, wood stoves, kerosene lamps, and a food cache complete with lake and canoe. Rural Alaska, of all places, seems the perfect sanctuary from the woes brought on city life by the energy crisis.

Flat, frozen, treeless, no fuel — no heat — no life . . . A scenario from a movie about the winter of eighty in the lower forty-eight? Actually, if one were to replace the "no's" with "little" and added "heating oil \$1.50 a gallon, and poorly insulated housing," one would have a more accurate view of the real energy crisis in rural Alaska.

The crisis involves not just shortages of fuel, but also what it takes to purchase it. The price paid for fuel products and electricity in Alaskan villages is the highest in the

Nation. And experts say that prices will continue to climb until policies are developed by the State government, the Federal government, and private enterprise that will ensure affordable energy in rural Alaska.

Affordable is the word. For a people removed from the mainstream of economics, "affordable" is a word used when discussing heat and light, not a motor home or a new boat.

The energy department at RurAL CAP has been actively working towards the development of a statewide energy policy for Alaska. Taking a positive step towards achieving that objective, fifteen elected delegates from every corner and region of the state met at the March Citizens Participation Conference. The first statement unanimously agreed upon by the delegates was an obvious

one: "THERE IS AN IMMEDIATE AND URGENT NEED TO DEVELOP A COMPREHENSIVE STATEWIDE ENERGY POLICY FOR ALASKA."

"Developing such a policy has not been attended to by politicians riding on urban votes," asserted the delegates. The chore of localizing and developing appropriate therapy for rural energy ailments was then given all the care and responsibility of a surgeon worth of knife and needle. The following documents this important Citizen Participation:

TRANSPORTATION of fuels to remote areas was cited by the delegates as one of the critical problems contributing to outlandish costs. In agreement with this, State Senate President Clem Tillion, in an address to the delegates, said, ". . . when you figure the cost of energy in some of the rural areas . . . I'd say the secret or solution lies in (improved) transportation links." And Governor Jay Hammond pointed to the hovercraft project being conducted by the Department of Transportation as a step in the right direction. He said: "It is hoped that the hovercraft project being conducted . . . in the lower Kuskokwim area will prove that this mode of transportation may be one of the answers for providing fuel at lower costs on a regular basis in remote areas of the state."

*TRANSPORTATION PROBLEMS: High village fuel costs relate to poor transportation. Airports are inadequate: runways aren't lighted, are poorly maintained, and are too short in length to land "Hercs" to land larger loads of fuel which could cut fuel delivery costs. (GGG, K, KOG, M, NSB, NK, UTOC)*

This problem of inadequate airport facilities, as recorded in these conference notes, has since met with action by the Legislature. While not yet adopted, three bills were introduced providing monies for airport improvements (HB 263, SSHB 264, SB 220)

The following priorities have not yet met with such luck:

*-Need more competition in fuel transportation, barge companies, United Transportation, Arctic lighterage and Utana have not grown with the people's needs. Barge companies should be required to ship priority items such as fuel. (M, NK)*

The final entry in these notes describing yearly barge services seemed to be the point at which the subject of transportation and BULK STORAGE met. The delegates devised two resolutions in an effort to reach the people they decided could help the situation the most. In a resolution directed to the Alaska Oil and Gas Association, the delegates pointed out that while RurAL GAP has recently developed a fuel loan program for villages in an emergency fuel situation, the crucial problem of fuel storage remains. The responsibility of finding an answer was placed upon the considerable economic and political influence, and expertise in matters related to fuel management and marketing" possessed by the Association.

## RESOLUTION 1

*Regarding the Bulk Fuel Storage Problem in Rural Alaska:*

*Whereas: The winter of 1978/79 has been a cold one and many communities face fuel shortages caused by limited bulk storage facilities and/or transportation difficulties; and*

*Whereas: Even villages which have storage facilities tend to outgrow their capacity to serve the needs of the villages; and*

*Whereas: The Rural Alaska Community Action Program has developed an innovative fuel loan program through funding from the Community Services Administration to supply funds for emergency fuel and transportation costs to communities and individuals in need; and*

*Whereas: Bulk fuel facilities are not economically viable in many rural locations but are a crucial link in the marketing chain of oil and gas products; and*

*Whereas: The solution of this problem requires cooperation and assistance from those corporations which market fuel products in Alaska requiring a total system approach rather than one which chooses to serve only locations that are most profitable; now, therefore, be it*

*Resolved: That the Board of Directors of the Rural Alaska Community Action Program urge the Alaska Oil and Gas Association to address the problem of inadequate fuel storage facilities in rural Alaskan communities by bringing to bear its considerable economic and political influence and its expertise in matters related to fuel management and marketing; and be it further*

*Resolved: That a copy of this Resolution be transmitted to the Energy Workshop of the 1979 Citizens Participation Conference for further action.*

*s/ Mike Williams, Chairman*

**ENERGY WORKSHOP**

*s/ Gordon Jackson  
Conference Chairman  
March 5, 1979*

In a second resolution, the delegates called upon the Bureau of Indian Affairs to revise whatever rules stand in the way of providing relief to Native villages experiencing fuel crises.

### RESOLUTION 2

*Relating to Village Bulk Storage and Fuel:*

*Whereas: Many villages do not have funds necessary to handle emergency shortages of fuel; and*

*Whereas: The Bureau of Indian Affairs rules and regulations prohibit the use of their funds to alleviate fuel shortages; now, therefore, be it*

*Resolved: By the Energy Delegates of the Citizens Participation Conference that the Department of Interior adhere to their trust responsibility and allow the Bureau of Indian Affairs to make funds available to villages experiencing fuel crises; and, be it further*

*Resolved: That the Juneau Area Director pursue this matter on behalf of the Department of the Interior.*

*s/ Mike Williams, Chairman*

#### ENERGY WORKSHOP

*s/ Gordon Jackson  
Conference Chairman  
March 8, 1979*

That lack of adequate storage facilities is a statewide concern is evidenced by this conference note:

*-Need bulk fuel storage and fuel management in the villages. (BBNA, CRNA, CINA, KACDC, KDL, M, NPR, NSB)*

The delegates felt it necessary to mold two more resolutions to deal with "sub-standard housing and design," a thorn in efforts to conserve energy supplies that have been shown to be scarce and requested funds for the costly alterations needed:

### RESOLUTION 3

*Requesting State General Fund Appropriations for Weatherization:*

*Whereas: Weatherization of homes in rural Alaska has proven to be the most cost effective energy conservation effort in Alaska, with energy saving computed to average between 40 and 60 per cent; and*

*Whereas: Funding for weatherization has been provided exclusively by the Federal Government, through appro-*

*priations to Community Services, Administration and the Department of Energy; and*

*Whereas: The Congress has eliminated funding for the Community Services Administration program, opting instead to fund the Department of Energy in the future; and*

*Whereas: Department of Energy funding guidelines are so restrictive it is impossible to operate programs in Alaska, absent another source of funds for labor and program management; and*

*Whereas: It is clearly in the public interest to maintain and expand present weatherization efforts; now, therefore, be it*

*Resolved: That the Delegates to the 1979 Citizens Participation Conference do strongly urge the Legislature to appropriate the sum of no less than 25% of Federal Department of Energy weatherization allocations to Alaska in the preceding Fiscal Year; and, be it further*

*Resolved: That said appropriation be made to the Department of Community and Regional Affairs for contracting to municipalities and other organizations receiving Department of Energy and other weatherization funding.*

*s/ Mike Williams, Chairman*  
**ENERGY WORKSHOP**

*s/ Gordon Jackson  
Conference Chairman  
March 8, 1979*

### RESOLUTION 4

*Urging ESEA Sponsors to Provide Support for Weatherization Projects:*

*Whereas: Weatherization of substandard homes in Alaska provides clear benefits to the recipients of the program and to the public; and*

*Whereas: Funding for labor required for the installation of materials is not provided by either the Community Services Administration or the Department of Energy; and*

Whereas: Community Services Administration, Department of Energy, and the Department of Labor have signed an inter-agency Memorandum of Agreement establishing Department of Energy policy that urges CETA Prime Sponsors to fund manpower costs for weatherization projects; now, therefore be it

Resolved: That delegates to the 1979 Citizens Participation Conference do hereby strongly urge all CETA Prime Sponsors, both private and public, to establish weatherization as a top priority in allocating labor funds.

Mike Williams, Chairman  
**ENERGY WORKSHOP**

Gordon Jackson  
Conference Chairman  
March 8, 1979

No action or comments have arrived from the legislature to date, but Governor Hammond chose to discuss each of these resolutions in enough detail to provide clear understanding of the Executive position:

"The third Energy Workshop resolution requests the legislature to appropriate general fund monies for weatherization projects. I do not support this resolution because I believe there are currently sufficient federal funds coming into the state from both the Community Services Administration and the Department of Energy to fund weatherization programs. It is possible that the need to request general funds might arise in the future, because of restrictions which might be placed on the state by federal regulations."

The fourth resolution encourages the use of CETA funds for weatherization projects. The Balance of State CETA Prime Sponsor has previously funded labor costs associated with weatherization projects. Labor funds are normally provided through CETA Title VI, Public Service Employment Project funds.

Balance of State CETA funds are subgranted to municipal governments, educational agencies and nonprofit organizations. Proposals for funding are solicited by the CETA Division's five Regional Offices through a standard Request for Proposal process. Final decisions on subgrant award are based on the employment and training needs of the regional population. In the past, the Balance of State Prime Sponsor has subgranted CETA labor funds to Rural CAP agencies involved in weatherization projects.

Recent amendments to the CETA legislation require 50% of all Public Service Employment jobs created under Title VI to be project positions. Coordinating DOE or CSA weatherization funding with CETA Title VI project funds is an ideal way to meet this requirement. Therefore, the Balance of State Prime Sponsor will encourage

community and agencies to submit proposals for CETA funding of weatherization labor costs. It is not the policy of the state, however, to place priority on funding specific projects. Decisions on subgrant award are based on the degree to which the prepared activity meets the employment and training needs of the eligible population.

The last three were aimed in the general direction of ALTERNATE ENERGY resources.

Resolution number five asked that money from the Alaska Permanent Fund be used to develop small-scale hydro-electric plants in rural communities.

## RESOLUTION 5

Urging that the Alaska Permanent Fund Be Used As A Source of Funding for Small-scale Hydro-electric Power in Rural Alaskan Communities:

Whereas: Most "electrified" rural Alaskan communities rely on diesel generators for the provision of electricity; and

Whereas: A variety of economic factors, including costs of transportation, storage, and product, combine to make the resultant price paid by the consumers of electricity prohibitively high; and

Whereas: Development of small-scale Hydro-Electric power plants would be both technologically and economically appropriate in many rural locations; and

Whereas: The Alaskan Permanent Fund provides a source of funding for the development of such projects; now, therefore, be it

Resolved: That the Board of Directors of the Rural Alaska Community Action Program does hereby urge the Legislature and the Administration to study the most appropriate method of funding small-scale Hydro-Electric projects from the Permanent Fund and to enact the necessary enabling provisions; and, be it further

Resolved: That a copy of this Resolution shall be transmitted to the Energy Workshop of the 1979 Citizens Participation Conference for further action.

Mike Williams, Chairman  
**ENERGY WORKSHOP**

Gordon Jackson  
Conference Chairman  
March 8, 1979



**SENATOR PAT RODEY AND ENERGY DIRECTOR SHERRY VALENTINE** discuss pending energy legislation. Ms. Valentine gave direction to the March CPC by holding three statewide workshops in January, which were designed to identify rural energy problems.

Commenting on this resolution, Governor Hammond was not in favor of using money from the Permanent Fund as described. The fact that small-scale hydro-electric projects need funding and could be sound alternative energy resources was not disputed; the Governor simply thought the money for such an endeavor should come from a different source. ". . . it may be that the Renewable Resources Development Fund could be put to this purpose," said the Governor.

House Speaker Terry Gardiner spoke in agreement with that suggestion in his discussion with the conference delegates. Commenting on the Renewable Resources Fund, Mr. Gardiner pointed out that "one of the areas this fund was supposed to put money into was renewable energy projects."

While neither the Governor nor Mr. Gardiner were willing to make specific promises, it seems that money is available for alternative energy development somewhere, and rural citizens should be encouraged in their efforts to obtain it. On behalf of the legislature, Mr. Gardiner also said, "It's a general effort on most of the legislators' part to fund all the energy needs in the state." Since that comment was made, the legislature passed a resolution asking that the U.S. Army Corps of Engineers study hydro-electric power potential in rural Alaska (HJR 24).

CSHB 12 was also passed providing grants of up to \$5,000 and loans of up to \$10,000 for new ideas in energy production and distribution. Resolution number seven adopted by rural representatives also requested grants be made more readily obtainable by Alaskans from the Department of Energy's small grants program.

## RESOLUTION 7

*Urging That the Department of Energy Revise Its Appropriate Technology Small Grants Program Funding Formula*

*Whereas: The Department of Energy administers the Appropriate Technology Small Grants Program, making funds available for small-scale energy projects; and*

*Whereas: The ATSGP has great promise in Alaska, as evidenced by the overwhelming response to the Department of Energy call for proposals; and*

*Whereas: The present allocation formula employed by the Department of Energy to distribute the funding would provide only \$263,000 to all of Region X (out of an appropriations request of \$8.5 million); and*

*Whereas: This formula discriminates against the one region of the nation with the highest demonstrated need for the program; now, therefore, be it*

*Resolved: That the Delegates to the 1979 Citizens Participation Conference do hereby urge the Department of Energy to revise its allocation formula to include the following factors, weighted equally:*

- 1. Population*
- 2. Number of States in Region*
- 3. Per capita response to the 1979 Program.*

*s/ Mike Williams, Chairman*  
**ENERGY WORKSHOP**

*s/ Jordan Jackson*  
*Conference Chairman*  
*March 8, 1979*

The success achieved from the creation of this resolution to the Federal Government was saluted by Governor Hammond: "It appears that increased funding will be available for the Department of Energy's small energy grants program for the coming year. *THANKS TO THE HELP RECEIVED FROM THE CONFERENCE, a new funding formula is being developed by DOE. This success is an excellent illustration of how coordinated efforts such as this can achieve positive and tangible results.*"

## RESOLUTION 6

*Supporting the Development and Utilization of Local Resources for North Slope Villages:*

*Whereas: The existing source of natural gas from the South-Barrow Gas Field near Barrow is rapidly depleting and has been restricted in an effort to conserve it; and*

*Whereas: Natural gas is available but not yet developed in the East-Barrow Gas Field; and*

*Whereas: Natural Gas has been identified as the lowest cost, most convenient, environmentally desirable source of energy in two reports, the Energy Study for Barrow, Alaska prepared for the U.S.D.G., Alaska Power Administration by R. W. Beck and Associates dated August 1977 and the Alternative Fuel Sources for Barrow, Alaska (preliminary) prepared for the U.S.D.G. by Gray and Associates dated February 14, 1979; and*

*Whereas: The Department of Navy and Department of Interior agreed to lease local resources by the residents of APR, A; and*

*Whereas: The total development of the East-Barrow Gas Field has been suspended pending further RFF; investigations into alternate energy sources for Barrow; now, therefore, be it*

*Resolved: That the Department of Interior be requested to continue with the total development and hook up of the East-Barrow Gas Field to the community of Barrow.*

*Mike Williams, Chairman*  
**ENERGY WORKSHOP**

*Gordon Jackson*  
*Conference Chairman*  
March 8, 1979



Thea Smelcer and Mike Williams working hard as participants in the Energy Workshop.

The all too common complaint that local and available energy sources are not usable by villagers for one reason or another was touched on at the conference with a resolution: "the Department of Interior be requested to continue with the total development and hookup of the East-Barrow Gas Field to the community of Barrow." This is a prime example of a village that sits almost on top of a natural gas field and yet has no access to it. Much of the future work in solving rural energy problems will most likely lie in this direction of LOCAL ENERGY RESOURCE DEVELOPMENT.

Rural Alaska has gained the attention of both the Legislature and the Governor in the matter of energy. Said Governor Hammond in a letter to RurAL CAP, "... the whole issue of energy availability in rural areas is one with which I am extremely concerned ... and I appreciate the suggestions made (by rural Alaskans) on the State Energy Plan ..."

Recognition of the problem has been achieved, but the fight for "heat and light, the human right" is far from over. Rural citizens should be encouraged by the minor successes of late to keep the ideas and the will to succeed, burning.

---

# SUBSISTENCE



The roots of Subsistence go thousands of years deep in Alaska, yet have been undermined and exposed in just one century. Will the tree of Subsistence retain it's balance, or will it fall . . . ?

Kathie  
Yennie  
1977

Life — Existence. To explain the importance of those words would be intellectually insulting.

Subsistence — the act of providing that which sustains life; Subsistence has taken on a much more complex meaning in Alaska, and perhaps an extra measure of gravity.

Subsistence is the single most important concern for rural Alaskans, especially in relation to the future. Consistent with this concern, rural Alaskans have been actively working to preserve their subsistence lifestyle. They have correspondingly met with some success.

In 1978 the State of Alaska finally recognized subsistence as the priority use of Fish and Game with the passage of HB 960.

To implement this bill, a subsistence section was established within the State Department of Fish and Game.

However, the progress made so far could still end up meaning nothing unless a fundamental characteristic of Alaska is recognized through further legislation; namely, Alaska's size. REGIONALIZATION of the Department of Fish and Game is a plan that would take into consideration both Alaska's variety and public opinion. "It's about time something was done on the region level, which is

### HB 199

HB 199, an act creating a subsistence division of fish and game, was endorsed by the subsistence delegates. Bert Griest, on behalf of the subsistence workshop delegates, presented testimony to the House Resources Committee on March 9, 1979, supporting HB 199.



BERT GRIEST on behalf of the conference delegates, gave testimony to the House Resources committee supporting HB 199.

something that hasn't been done in the past." (House Speaker Terry Gardiner)

In December of 1978, RurAL CAP sponsored a Special Conference on Subsistence, the results of which were documented in a publication entitled "What Happens Next?" Delegates to the conference agree that regionalization could be a solution to the problem of protecting subsistence, IF DONE PROPERLY.

The "properly" included two stipulations: First, that enough regional divisions be established. Second, that people living within those regions be given the right to engage in the development of the regulations they would be required to live under; not an excessive request, merely a democratic one.

At the RurAL CAP sponsored Citizens Participation Conference held in March, 1979, the issue of subsistence was once again attacked by a very active workshop. The result was a series of definite recommendations to the Alaska legislature:

### HB 193

The subsistence delegates reviewed HB 193 and HB 304, both providing for the regionalization of the Alaska Department of Fish and Game. All delegates voted not to endorse HB 304, as this bill created regional fish and game boards having only advisory powers. The delegates voted to endorse HB 193 *providing* certain amendments were adopted. HB 193, in contrast to HB 304, provides regional boards having regulatory power. In HB 193, a master board of fish and game would have power to amend or veto regional board regulations for (1) compelling conservation measures, and (2) in situations where regional boards were affected by common resources and could not arrive at a common management plan. The testimony on HB 193 to the House Resources Committee by Bert Griest, facilitator of the Subsistence Workshop, is enclosed.

Tony Vaska presented oral testimony to the House Resources Committee on HB 193, reiterating the following recommendations for regionalization reached during the special Conference on Subsistence, December 6-8, 1978 in Juneau:

TONY VASKA's report:

BOB WALDRIP for Governor Hammond:

1. Subsistence is the priority use of fish and wild-life resources.
2. A legislative approach to regionalization is preferable.
3. A minimum of seven regions is recommended.
4. The retention of the local advisory committee system as the basis for obtaining local input on local concerns is desirable.
5. The appointment, by the governor, of regional board members who are residents of the regions they represent and are chairpersons of that region's advisory committee.

"There is just no question that subsistence is the priority use, and that is reflected in the governor's approach."

"We agree that the Legislative approach to regionalization is preferable, and the governor has introduced a bill to support this too."

". . . We feel that six regions would be enough to do the job. The problem is the more regions, the more money spent."

". . . The fourth point . . . is desirable."

"The appointment by the governor of regional board members is also our approach."

TO: House Resources Committee

FROM: Subsistence Delegates, Citizens Participation Conference, Juneau, Alaska, March 5-8, 1979

DATE: March 7, 1979

SUBJECT: HB 193 - Fish and Game Management

The following are proposed changes in HB 193. This follows up the oral testimony given by Bert Griest, facilitator of the Subsistence Workshop, CPC, on March 6, 1979.

1. p.1, line 24. After "game" delete:  
"for each of the following general areas:

- (1) Alaska Peninsula, Aleutian Chain, Kodiak;
- (2) Arctic, Norton Sound, Seward Peninsula, Kotzebue Sound, Yukon;
- (3) Bristol Bay, Kuskokwim;
- (4) Southcentral;

(5) Interior;

(6) North Slope;

(7) Southeastern" and insert:  
"for following areas:

(1) Southeast Alaska, encompassing the Southeast Alaska mainland and islands northward and westward from Dixon Entrance to the middle of Icy Bay and the west side of the Guyot Hills; and those adjacent coastal waters seaward to the limit of the state's jurisdiction;

(2) Southcentral Alaska, encompassing that area drained by waters flowing into the Gulf of Alaska, Prince William Sound, Cook Inlet, and Shelikof Strait from the middle of Shelikof Strait from the middle of Icy Bay westward along the coast to the northern boundary of Katmai National Monument, including Kayak, Hinchinbrook, Montague, Middleton, Kalgin and adjacent islands; that area draining into the Delta River which is upstream from Clear Creek and Black Rapids Glacier; that

area draining into the Nenana River upstream from the southeast corner of Mt. McKinley National Park at Windy; that area drained by the Tanana River and its tributaries upstream from the east bank of the Robertson River to the Alaska-Canada boundary and the White River and its tributaries except the Ladue River lying within Alaska; and those adjacent coastal waters to the limit of the state's jurisdiction;

(3) Southwest Alaska, encompassing that part of the Alaska Peninsula and adjacent mainland which drains into the Pacific Ocean and west side of Shelikof Strait from False Pass and the southeast boundary of Katmai National Monument and into Bristol Bay from False Pass to the King Salmon River drainage, and the islands adjacent to the mainland between the above-named points; Kodiak, Afognak, Chirikof, and Semidi, and all other adjacent offshore islands, the Aleutian Islands and the Pribilof Islands; and those coastal waters seaward to the limit of the state's jurisdiction;

(4) Western Alaska, encompassing the Alagnak and Naknek River drainages, including all lands in the Katmai National Monument; the Kvichak River drainage; that part of the mainland draining into Bristol Bay between Etolin Point and Cape Newenham, and the islands adjacent to the mainland between the above-named points; that area draining into the Kuskokwim River downstream from and including the Moose Creek drainage on the north bank and downstream from and including the Stony River drainage and the Hoholitna River drainage on the south bank; and the Yukon River drainage downstream from the Piamuit-Kalskag portage, including the Pastolik River drainage; Nunivak and adjacent islands; and those adjacent coastal waters seaward to the limit of the state's jurisdiction;

(5) Northwestern Alaska, encompassing that area drained by all streams flowing into the Arctic Ocean between Cape Lisburne and the Alaska-Canada boundary; the Firth River drainage lying within Alaska; and those adjacent coastal waters seaward to the limit of the state's jurisdiction;

(6) Arctic Alaska, encompassing that area drained by all streams and rivers flowing into the Arctic Ocean between Cape Lisburne and the Alaska-Canada boundary; the Firth River drainage lying within Alaska; and those adjacent coastal waters seaward to the limit of the state's jurisdiction;

(7) Interior Alaska, encompassing that area draining into the Yukon River, including islands in the Yukon River, upstream from the Piamuit-Kalskag portage to the Alaska-Canada boundary, includ-

ing the Tanana River drainage; the Alaska drainage of the Ladue and Forty-mile Rivers; that area drained by the Tanana River and its tributaries north of Clear Creek and Black Rapids Glacier on the Delta River and downstream from the southeast corner of Mt. McKinley National Park at Windy on the Nenana River and downstream from the east bank of the Robertson River to the confluence of the Tanana and Yukon Rivers; and that area drained by



**NORM COHEN, Subsistence Advocacy Director - Rural CAP, shown on the right.**

the Koyukuk River and its tributaries upstream from but not including the Dubli River drainage; and the Kuskokwim River drainage upstream from but not including the Moose Creek drainage on the north bank and upstream from but not including the Stony River drainage on the south bank."

**Explanation.** The areas defined in Gardiner's bill are too general and must be further redefined into specific areas. The boundaries delineated represent the consensus reached at the Special Conference on Subsistence in December, 1978.

2. p.2, line 12. After "board", delete:  
"consists of five members appointed by the governor and confirmed by a majority of the membership of the legislature meeting in joint session. Each regional board member shall be well informed about the fish and game resources of the region to which he is appointed."

"shall consist of at least seven members. each regional board member shall be a resident of the region and shall be well informed about the fish and game resources of the region to which he is appointed. The governor shall appoint the members from among the chairpersons of the advisory committees in that region."

**Explanation.** The complexity of issues faced by the State Boards of Fisheries and Game will continue to increase as the rate of development throughout the State increases. The resources of each region will be best managed by regional board members who are residents of that region and are most knowledgeable of the local resources and issues. These board members will be most qualified to determine policies, regulations, and management guidelines affecting their region.

3. p.3, line 3. Delete subsection (1).

**Explanation.** The fish and game resources which would be classified as commercial fish, sport fish, and big game animals are all alternate subsistence resources. Such classification will present conflicts to the intent of S.L. 151.

4. p.3, line 11. After "state," delete:  
"exercising predation control measures considered necessary to the resources of the state,"

**Explanation.** This type of regulatory control can best be decided by the regional boards. Such controls are rarely imposed statewide.

### SB 113

SB 113, an act relating to the waste of wild food animals, received the unanimous support of the delegates. This bill, submitted by Sackett and Ferguson, provides for maximum utilization of game. The CPC delegates presented an oral testimony (which is enclosed) to the Senate Resources Committee endorsing SB 113. Several delegates, speaking on behalf of their regions, also testified in support of SB113.

TO: Senate Resources Committee  
FROM: Subsistence Delegates, Citizens Participation Conference, Juneau, Alaska, March 5-8, 1979

"(c) a regional board shall, in consultation with the department, its local fish and game committees and appropriate federal agencies, develop plans for the conservation, regulation, management, and use of the fish and wildlife resources within its region; if concerns for the fish and wildlife resources involve two or more regional councils, those councils shall participate jointly in the development of those plans."

**Explanation.** The Western Arctic Caribou Herd is a prime example of migratory species which annually pass private, state and federal lands. Comprehensive regional and inter-regional regulatory plans is the only viable tool for efficient management of such migratory species.

6. p. 4, line 27. After "plants," add new subsection:

"(5)exercising predation control measures considered necessary to the resources of the state."

**Explanation.** A regulatory function of this type should be on a regional board level whose members are most knowledgeable of the resources and issues of that region. The recently announced wolf control measure is a clear example of decisions that would be effectively and efficiently made on a regional basis.

Introduced: 2/6/79  
Referred: Resources

IN THE SENATE BY SACKETT AND FERGUSON

DATE: March 7, 1979

SUBJECT: SB 113 - "An act relating to the waste of wild food animals."

The Subsistence Committee of the The Subsistence Committee of the Citizens Participation Conference unanimously support SB 113.

During the past decade we have witnessed a lot of changes - especially in the area of technology and the size of Alaska's population. This puts a lot of pressure on Alaska's resources; on some resources which are dwindling, full utilization of game taken is crucial.

In that light, SB 113 is not only timely, but it also provides a compelling, updated conservation approach to game management.

Introduced: 2/12/79  
Referred: Special Subsistence Committee and Resources

SENATE BILL NO. 113  
IN THE LEGISLATURE OF THE STATE OF ALASKA  
ELEVENTH LEGISLATURE – FIRST SESSION  
A BILL

For an Act entitled: "An Act relating to the waste of wild food animals."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

\* Section 1. AS 16.30.010(d) is amended to read:

(d) In this section, "most of the edible meat" of a wild food animal means no less than the meat of the ribs, neck and brisket, and the meat of the front quarters, as far as the distal joint of the tibia fibula (stifle joint) and that portion of the animal between the front and the hind quarters except the viscera [AND THE MEAT OF THE RIBS]. However, the following is not considered edible meat:

- (1) the meat of the head [AND THE NECK];
- (2) any meat that has been damaged and made inedible by the method of taking; and
- (3) the bones, sinew, and incidental meat reasonably lost as a result of boning or a close trimming of the bones.



The panelists: Byron Mallott, Morris Thompson.

(d) (2) Workshop/Panel Report

The workshop heard a report from John Shively and Don Mitchell on the current status of the D-2 bill. It was reported that the Huckaby bill has passed out of the House subcommittee and has been referred to Rules. A hearing has been scheduled by the House Merchant Marine and Fisheries committee in Fairbanks on March 10, 1979. Several representatives of the native community would be testifying at the hearing.

The panel mentioned the Alaska Department of Fish and Game's recent announcement proposing an aerial wolf hunt by special permit. No action was decided upon by the workshops, but a discussion of the issues was held.



Don Mitchell and Don Clocksin. Mitchell answered questions on several issues from the floor, including the interim monument regulations and Washington response to the Jack Anderson story on Kodiak land selection.

HB 167

HB 167, an act providing for the subsistence use of musk oxen, submitted by Anderson and Guy, received the unanimous support of the delegates. A resolution in support of HB 167 was endorsed by the delegates. This bill would provide for the subsistence use of an animal which is both a re-introduced species and a big-game animal. It would establish the use of all available alternative resources for subsistence use.

HOUSE BILL NO. 167  
IN THE LEGISLATURE OF THE STATE OF ALASKA  
ELEVENTH LEGISLATURE - FIRST SESSION  
A BILL

For an Act entitled: "An Act relating to the subsistence use of musk oxen."

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

\* Section 1. AS 16.05.345 is amended by adding a new subsection to read:

(b) If the Board of Game declares an open season for subsistence hunting of musk oxen, the department shall issue big game tags for the taking of the musk oxen at no charge to persons residing in the vicinity of the habitat of the musk oxen. The department shall conduct drawings for subsistence musk oxen permits within villages in the vicinity of the musk oxen habitat. The department may not charge a permit application fee for permit applications made under this subsection.

RESOLUTION

*Whereas: The subsistence law, G.S. 151, stipulates that fish and wildlife resources in the State of Alaska will be given a priority to subsistence use; and*

*Whereas: This priority use of fish and wildlife resources includes all fish and wildlife in Alaska; and*

*Whereas: musk oxen is a wildlife resource not currently utilized for subsistence; now therefore be it*

*Resolved: That the Subsistence Delegates to the Citizens Participation Conference do hereby endorse and support HB 167, an act providing for the subsistence use of musk oxen.*

*As approved by unanimous vote of the Conference.*

*s/Rest Giest, Chairman*  
SUBSISTENCE WORKSHOP

*s/Jordan Jackson*  
Conference Chairman  
March 5, 1979

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# HEADSTART

— helping preschoolers over the formulative years.



The creation, nurture and development of children is the most important function of the human race, since everything we do is reflective of that fact. Every positive pursuit of man has at the time of its final thrust of accomplishment the welfare of our children.

While involved in one of the many daily activities of life that do not directly involve children, does the possi-

bility exist that the children themselves could be forgotten? Nearly every nation in the world has, through the representation of the United Nations, chosen to eliminate that possibility by declaring 1979 "The International Year of the Child." President Carter has asked that all states actively join the world in focusing on the rights and needs of children throughout the world.

In Alaska, the Head Start Program is instrumental in

the healthy growth of children up to age six. A current total of 1,164 children, a ten per cent minimum of which are handicapped, are benefiting from this program that "has proven to enhance the development of children physically, cognitively, emotionally, and socially."

Alaska, through self-imposed mandate, has recognized the needs of pre-schoolers. And it is of benefit to the State that it provide twenty per cent of the funds necessary to fulfill that mandate, due to the federal funding provided to Headstart.



**JIM AYERS, HeadStart Director - RurAL CAP**

Ironically, the International Year of the Child almost became the year that Alaska's Headstart program ran into financial difficulty. Due to increased program needs, Federal dollars coming into the State were increased to \$2,400,000. Somehow, the Governor's budget allowance failed to meet its twenty per cent obligation by coming up \$200,100 short.

At the March Citizens Participation Conference, delegates wrote a resolution designed to solve the encroaching financial problem. Not only would children be deprived, pointed out the delegates, but some of the 210 jobs generated by Head Start would also be reduced if the needed monies were not forthcoming.

## RESOLUTION

*Whereas: Children are our most valuable resource; and*

*Whereas: Alaska's Head Start programs are providing interdisciplinary, comprehensive early childhood education opportunities and services to 1,164 children the their families throughout Alaska; and*

*Whereas: This number of children and the quality of service will necessarily be reduced without adequate State funding support; and*

*Whereas: There are 210 jobs provided with these Head Start dollars and that number of jobs provided to citizens of the State of Alaska will also be reduced without adequate State funding support; and*

*Whereas: Head Start provides career development opportunities in rural and urban areas; and*

*Whereas: In order to meet the State's commitment to a 20% non-federal match for Alaska Head Start program, the Governor's budget allocation must be increased to \$200,100; and*

*Whereas: There is insufficient financial support from the federal Head Start funding agencies, causing dollar deficits in the Head Start programs in the State of Alaska; and*

*Whereas: We heartily and earnestly support and embrace this as the International Year of the Child; now, therefore, be it*

*Resolved: That the 1979 Citizens Participation Conference enthusiastically supports the Alaskan Head Start programs in their request for \$600,000 from the State of Alaska in order that they may maintain their present level of service to Alaska.*

*s/ Jim Ayers, Chairman*

### HEADSTART WORKSHOP

*s/ Gordon Jackson  
Conference Chairman  
March 8, 1979*

The legislature responded by increasing the budget allotment by the necessary \$200,100 and the governor signed his agreement. Thus it was a successful exercise of citizen participation in our government.

# ALCOHOLISM



You can see what it's doing . . .

It is unfortunately a well-known fact that Alaska has the highest per-capita alcoholism rate in America. It is also known that successful rehabilitation of an alcoholic cannot be achieved until the person takes the first step of admitting that the problem exists. Such is the case with an entire state.

Citizens of rural Alaska have recognized that they

have a problem with alcoholism, and have gone past step one by making efforts to improve their situation. Many communities have chosen to completely alienate themselves from alcohol by going "dry". All of rural Alaska have encouraged and welcomed the support of RurAL CAP and other organizations in providing education, money and enforcement of tougher alcohol measures.

Opposition to these efforts seem to exist only in urban Alaska. "Everybody knows that alcohol is our No. 1 social problem", said Senate President Clem Tillion in an address to the rural Alaskans assembled in conference. "That is not argued about, but as soon as you start talking solutions, they start coming apart rather rapidly . . . and you find that about half the people are against anything you want to do."

### RESOLUTION

Whereas, a vacancy exists on the Governor's Advisory Board on Alcoholism, and

Whereas, the statute mandates that this vacancy be filled with the appointment of an Alaskan Native, therefore be it

Resolved, that the CAC recommends to the Governor's Advisory Board that Annie Bowen of Anchorage, Alaska be appointed to fill this position.

This Resolution was forwarded to the Governor's Advisory Board on Alcoholism, and to the Governor.

*s/* Ralph Amoyak, Chairman

#### ALCOHOLISM WORKSHOP

*s/* Jordan Jackson

Conference Chairman

Affirmative action taken by Alaska's lawmakers can be diagnosed as almost completely impotent. The tell-tale symptoms this year included almost total inaction, except for the yearly exercise of shelving action bills. Said the "Final Legislative Report of May 15, 1979": . . . "it is very obvious that the legislature and the Governor either believe that alcohol is not a problem in the State, or that the current programs are sufficient." By way of advice, it continued: "If anything is going to happen in this area, a well-designed strategy will have to be developed and should begin soon." Speaker of the House Terry Gardiner gave possible reasons for the legislative inaction on alcohol bills:

"I know one of the complaints of a lot of legislators who are in favor of doing something about alcoholism. We keep funding these programs, but we don't know which ones of them are working. I think the ones that have demonstrated that they have some amount of success have been supported."

### RESOLUTION

Whereas, rural Alaska for several years expressed substantial support for increasing alcohol excise taxation to support preventive education for elementary and high school students, expand current regional programs, initiate new regional programs, and provide adequate alcohol-manpower training, and

Whereas, the CAC recognized that modifications and internal prioritization of both GB 228 and HB 216 will be required to reach a solution acceptable to all involved parties, and

Whereas, the CAC has identified priorities for legislative consideration in addressing this matter, now therefore be

Resolved, that the CAC recommends to the Alaska State Legislature that the following priorities be recognized for allocation of available alcoholism services funding:

- 1) K-12 preventive education curriculum
- 2) Existing program expansion/new program development
- 3) Alcohol manpower training and be it further

Resolved, that the Alaska State Legislature assure that additional funding be available in FY 1980 for the top identified priority (education) by taking the following actions in descending order of preference.

- a) Enact GB 228 and HB 212 as proposed
- b) Enact reduced-level GB 228 with HB 212 appropriations according to the priorities identified.
- c) Enact new legislation appropriating \$518,300 from the general fund for K-12 preventive education development.

*s/* Ralph Amoyak, Chairman

#### ALCOHOLISM WORKSHOP

*s/* Jordan Jackson

Conference Chairman

Recommendations by the Alcoholism Workshop on bills that were pending in March cannot be judged as to their effectiveness, since those bills never passed the House. The delegates did make another request, that the Governor fill a vacancy existing on his Advisory Board on Alcoholism with a rural representative, Ms. Annie Bowen. Governor Hammond agreed to consider the nomination. An increase (of \$600,000) in the budget for Alcoholism Education Programs was also approved, in spite of the failure of several bills. (A measure of success was achieved)

# THE RESULTS...

The following presents the recommendations and resolutions created at the March Citizens Participation Conference, the action taken in each case, and the approximate level of success achieved.

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## RESOLUTION 1:

Directed to the Alaska Oil and Gas Association requesting it use its influence and expertise in fuel management and marketing to aid in the BULK FUEL STORAGE problem.

"I do not support this resolution because there are currently sufficient Federal funds coming into the State from both the Community Services Administration and the Department of Energy to fund WEATHERIZATION programs." (Governor Jay Hammond, May :79)

"The balance of State Prime Sponsor will encourage community action agencies to submit proposals for CETA funding of WEATHERIZATION labor costs. It is not the policy of the state, however, to place priorities on funding specific projects." (Governor Jay Hammond, May :78)

... "It may be that the Renewable Resources Development Fund could be used (to fund small scale HYDRO-ELECTRIC projects)" (Governor Jay Hammond, May :78)

## RESOLUTION 2:

Requesting that the Dept. of Interior make funds available to villages experiencing fuel crisis.

## RESOLUTION 3:

Asking the State Legislature to appropriate an addition of no less than 25% of the Department of Energy's allocation to Alaska for WEATHERIZATION.

## RESOLUTION 4:

Urging all CETA Prime Sponsors to establish WEATHERIZATION as a top priority in allocating labor funds.

## RESOLUTION 5:

Urging the Administration and Legislature to study most appropriate method of funding small scale HYDRO-ELECTRIC projects from the Permanent Fund.

## RESOLUTION 6:

Resolved "that the Department of Interior be requested to continue with the total development and hookup of the East Barrow Gas Field to the Community of Barrow."

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| <p><b>RESOLUTION 7:</b><br/>         Urging the Department of Energy to revise its allocation formula to include the following factors weighed equally:<br/>         1. population; 2. number of States in Region; 3. per-capita response to the 1979 program.</p> | <p>In House, State Affairs Committee</p> <p><b>RECOMMENDATION 1:</b><br/>         HB 263 - DO PASS<br/>         (relating to airport improvements)</p> | <p>HB 264 - In House, Finance Committee</p> <p><b>RECOMMENDATION 2:</b><br/>         HB 264 - DO PASS<br/>         (providing general obligation bonds for airport lighting)</p> | <p>In Senate, Finance Committee</p> <p><b>RECOMMENDATION 3:</b><br/>         SB 220 - DO PASS<br/>         (specific appropriations for airport lighting)</p> | <p><b>RECOMMENDATION 4:</b><br/>         That barge companies serving Alaskan communities be placed under the regulatory jurisdiction of the Alaska Transportation Commission to increase competition and establish fuel shipments as top priority.</p> |
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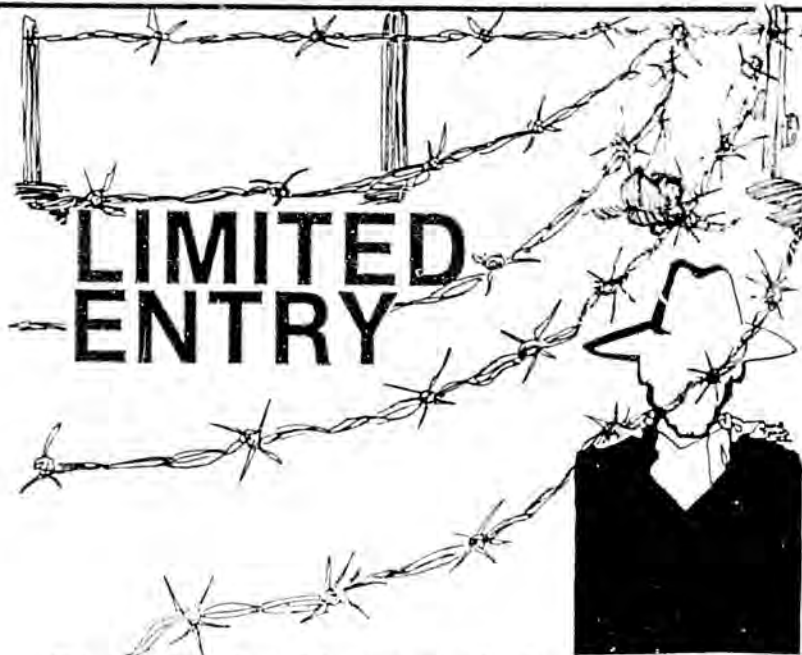
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| <p>SB 164 - ADOPTED</p> <p><b>RECOMMENDATION 5:</b><br/>         SB 164 - DO PASS<br/>         (related to non-profit electric or telephone co-ops)</p> | <p>Has Governor Hammond's support</p> <p>SB 204 - Senate refused to concur with House amendments</p> <p><b>RECOMMENDATION 6:</b><br/>         SB 204 - DO PASS<br/>         (relating to public utility rates)</p> | <p>"I will soon be initiating . . . the development and distribution of presentations and handbooks designed for village leaders, REAA School Boards and administrators, and individuals working in the Bush such as teachers and Vista volunteers. The program will not only educate these individuals regarding the "nuts and bolts" aspects of energy supply . . . but will also identify key contacts in and outside government that can assist with specific problems. As wide a distribution of this material as possible is planned through existing mechanisms such as RurAL CAP."<br/>         (Governor Jay Hammond, May '79)</p> <p><b>RECOMMENDATION 7:</b><br/>         Encouraging consumer education and fuel management training.</p> | <p>HB12 - ADOPTED</p> <p><b>RECOMMENDATION 8:</b><br/>         HB 12 - DO PASS<br/>         (relating to studies of hydro-electric potential in rural Alaska)</p> | <p>"I support in concept SB 68 . . ." (Governor Jay Hammond, May '79)</p> <p>SB 68 - in House, Resources Committee</p> <p><b>RECOMMENDATION 10:</b><br/>         SB 68 - DO PASS<br/>         (relating to the use of waste heat produced by pipeline facilities)</p> |
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| <p>SB 221 has Governor's support</p>   | <p>HB 239 - has Governor's support</p>  | <p>With respect to HB 63 on Senate financing efforts are being made to coordinate the study of pipeline energy resources to address the rural energy problem . . .<br/>(Governor Jay Hammond, May '79)</p>   | <p>[REDACTED]</p>   | <p>[REDACTED]</p>   |
| <p>SB 221 - in Senate, Finance Committee</p> <p><b>RECOMMENDATION 11:</b><br/>SB 221 - DO PASS</p> <p>(making a special appropriation to the Department of Transportation and Public Facilities for Alternate Energy Demonstration Projects in rural Alaska)</p> | <p><b>RECOMMENDATION 12:</b><br/>HB 239 - DO PASS</p> <p>(making a special appropriation to Legislative Affairs for a liquid gas feasibility study)</p> | <p><b>RECOMMENDATION 13:</b><br/>HB 63 and SJR 6 -</p> <p>"We note with regret that the Governor has introduced an appropriations measure requesting an allocation of over \$8 million for the purposes of studying methods for providing cheap energy in areas of the State where no real problem exists; while at the same time, the FY 79 Governor budget contains virtually no funding to cope with the chronic and critical energy problems in Alaskan villages."</p> | <p><b>RECOMMENDATION 14:</b><br/>HB 63</p> <p>"We would also request that any studies resulting from the passage of HB 63 include a comprehensive analysis of the social and economic impact of the projection of Alaskan citizens; as well as studies should examine all alternatives of energy, production and the end-use consumptive patterns."</p> | <p><b>RECOMMENDATION 15:</b></p> <p>That the Department of Energy provide funding to each native association to establish energy councils that would engage in planning and advocacy activities for solving their respective energy problems.</p> |

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| <p>[REDACTED]</p> <p><b>RECOMMENDATION 16:</b><br/>That all public agencies involved in housing and/or community facilities development and construction in Alaskan villages be required to engage in comprehensive inter-agency planning activities, and that the planning process be controlled by the village people.</p> | <p>Governor agreed not to sign this bill</p> <p><b>RECOMMENDATION 1:</b><br/>HB 76 - DO NOT PASS</p> <p>(establishes tax on powdered alcohol)</p> | <p>In House, Rules Committee</p> <p><b>Recommendation Two:</b></p> <p>HB 153 - Do not pass (allows holder of a beverage dispensary license to sell packaged liquor).</p> | <p>Governor would sign this bill</p> <p><b>RECOMMENDATION 2:</b><br/>HB 163 - DO PASS</p> <p>(Supplementary appropriation to Office of Alcoholism and Drug Abuse to correct lapse in funds)</p> | <p><b>RECOMMENDATION 4:</b><br/>HB 219 - DO PASS</p> <p>with the addition of the word radio after the word mail in line 25, page 1; line 29, page 1; and line 6, page 2 (related to the ordering of alcoholic beverages)</p> |
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| <p>Governor would sign this bill</p> <p><b>RECOMMENDATION 5:</b><br/>SB 148 – DO PASS<br/>(liquor licensing, local control, limitation of sales)</p> | <p>Governor would sign this bill</p> <p>RUMORED THAT THESE BILLS WOULD HAVE PASSED LEGISLATURE IF THEY HAD BEEN CONSIDERED:</p> <p>In House, Rules Committee</p> <p><b>RECOMMENDATION 6:</b><br/>SB 227 – DO PASS<br/>(group health insurance policies to include coverage for Alcoholism and Drug Dependence)</p> | <p>Governor Hammond introduced these bills.</p> <p>Contingent on passage of SB 228</p> <p><b>RECOMMENDATION 7:</b><br/>HB 212 – DO PASS<br/>(supplementary appropriation of \$1,512,600.00 to DHSS for alcohol related programs)</p> | <p>Governor Hammond introduced these bills.</p> <p>In House, Finance committee</p> <p><b>RECOMMENDATION 8:</b><br/>SB 228 – DO PASS<br/>(excise tax bill)</p> | <p style="writing-mode: vertical-rl; text-orientation: mixed; font-size: 2em; font-weight: bold;">S<br/>U<br/>B<br/>S<br/>I<br/>S<br/>T<br/>E<br/>N<br/>C<br/>E</p> <p>"I would support the subsistence use of musk oxen as long as the boards of game maintained the decision making authority on allocation among users." (Governor Jay Hammond, May '79)</p> <p>HB 167 – never moved from House, Resources Committee</p> <p><b>RESOLUTION 1:</b><br/>(supporting HB 167 which provides for the subsistence use of musk oxen)</p> |
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| <p><b>RECOMMENDATION 1:</b><br/>(in opposition to HB 394 which gives Fish and Game Boards only advisory powers)</p> | <p>multiple variations to HB 193 considered by legislature. No version ever passed in House or Senate.</p> <p><b>RECOMMENDATION 2:</b><br/>Supporting HB 193 (gives regional councils policy authority) provided amendments are made.</p> | <p>"I would support wholeheartedly SB 113." (Governor Jay Hammond, May '79)</p> <p>HB 113 passed Senate<br/>House which passed House do not pass<br/>Senate introduced no new version</p> <p><b>RECOMMENDATION 3:</b><br/>HB 113 – DO PASS<br/>(limits waste of wild meat)</p> | <p>Governor may veto – feels Subsistence Section adequate</p> <p>HB 199 passed Senate<br/>House which passed House do not pass</p> <p><b>RECOMMENDATION 4:</b><br/>HB 199 – DO PASS<br/>(an act creating a Division of Subsistence within Fish and Game)</p> | <p>Governor signed</p> <p>Legislature increased "child assistance" budget to \$600,000.</p> <p><b>RESOLUTION 1:</b><br/>Requesting an increase to \$600,000. State matching funds to the Headstart program.</p> |
|---|---|--|--|---|



Fencing the great land . . .

"Limited Entry is to fishermen what fencing the Great Plains was to the cowboy." In making that statement, Senate President Clem Tillior, was not afraid to admit "I can't say I like Limited Entry." But in so expressing the feelings of so many Alaskans, he was also quick to point out that "it isn't so good not to have it, either."

Delegates considering the Subject of Limited Entry during the Citizens Participation Conference were not in disagreement with the fact that limiting Commercial Fishing permits can be an effective method of protecting Alaska's fisheries. However, solutions to the expected problems, both legal and moral, need to be found.

On the left are notes taken at the conferences March 5th and 7th. On the right is a summary of what has happened in the legislature since then:

1. **LATE FILERS** — Many people missed application deadlines. A bill has been filed by Rep. Gardiner to open up application periods again.

This bill is numbered H.B. 360, and has not been passed.

2. **STUDIES** — A year-long \$125,000 legislative study has been requested (HB 141). In addition, HB 94, if it is adopted, would appropriate \$86,000 to the regulation review committee which could be used to study limited entry regulations. Motions were adopted by the work shops supporting those appropriations.

H.B. 141 has passed granting 165,000 not signed by Governor June 4.

3. **OUT-OF-STATERS** — Most ways of stopping out-of-staters from getting permits would be unconstitutional. Possible alternatives include requiring only in-state applications and giving preference in loans and grants to residents.

No present action.

4. **TRANSFERABILITY** — There were problems expressed with high costs of permits and the need to transfer permits to family members only. This will be looked at by the study committee.

No present action.

5. **LATE-DEVELOPING COMMERCIAL MARKETS** — In some areas (upper Yukon) lack of markets for fish mean many people can't get enough points. SB 187 deals with that, but is being redrafted.

This bill was re-drafted to HCS SCR 22, a resolution, which directs the Limited Entry Commission to determine questions of if and who have been discriminated against in the Upper Yukon, and how many more permits could be issued.

6. **HB 30** — makes more loans available to buy limited entry permits.

Passed legislature — signed by Governor June 4.

7. **HB 290** — Allows a participant in two fisheries to combine points and get a permit in one of the two.

Passed legislature — signed by Governor June 4.

The main problem which has become complex and led to still other problems is the fact that non-locals and even out-of-staters have very often been able to obtain scarce and limited fishing permits to the loss of local residents. They have been able to accomplish this through the use of money and sophisticated loop-hole methods. It is hoped that the measures listed above, especially the money for "studies," will be a start in correcting this situation.

# LOCAL GOVERNMENT

Small municipal governments in rural Alaska (normally Second Class Cities) have a difficult time in providing governance under State law. Although some problems can be attributed to a lack of trained and experienced city administrators and council members, most stem from the fundamental problem of inadequate funding for the provision of basic municipal services. Therefore, State Aid to Local Governments (Revenue Sharing) is a most important concern.

A special workshop was arranged during the Citizens Participation Conference to examine pending legislation related to the issue of local Government. These are their recommendations:

## RECOMMENDATIONS:

- 1- HB 192 - Related to Revenue Sharing - "DO PASS"

### Recommended amendment:

(page 7, lines 11 & 12) The last sentence should read "Payments shall be made for maintenance of roads used by automotive equipment."

- 2- HB 300 - Providing for a minimum grant of 25,000 to local governments -- "DO PASS"

(Recommendations 1 and 2 both recognize the need for a minimum amount of funding required for the operation of municipal government. It is clear that, in the event HB 192 passes, HB 300 would be redundant.)

- 3- SB 137 - Title XXIX "Clean-up." - "DO PASS"

### Recommended amendment:

(Page 3, line 3) This sentence, providing for the term of office for Mayors of Second Class Cities, should read: "the mayor . . . for a term equal in length to the remainder of his or her term and until a successor is elected and has qualified."

- 4- HB 9 - Relating to taxing the Unorganized Borough - "DO NOT PASS"

It was felt that the costs associated with assessing property and levying and collecting taxes would exceed the revenues derived from the exercise.

- 5- HB 38 - Requiring public disclosure of the provisions of contracts of the State and Municipalities - "DO PASS"

... at every issue



... at every level

- 6- HB 314 - Relating to optional property tax exemptions - "DO PASS"
- 7- HB 95 - Relating to Sanitary Landfills - "DO PASS"

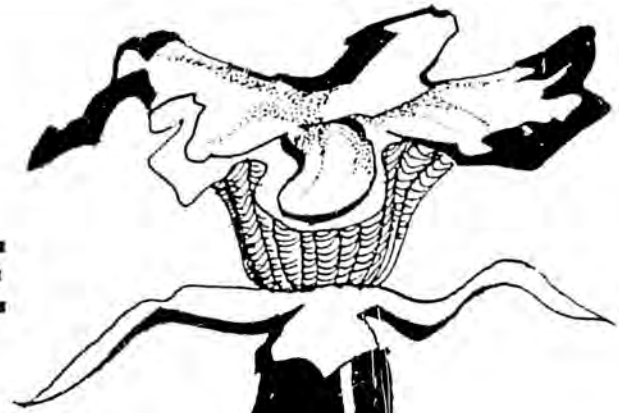
Clearly, the major priority was the passage of HB 192.

"I think that the revenue sharing reform bill which contains the minimum grant loan of \$25,000 plus cost of living allowance to all small communities, has pretty good support around the state except for some people around the Anchorage area.

The Governor said he didn't intend to support any increase in funding of revenue sharing unless there are changes, and I think this will help influence some of the people who don't necessarily like the bill." (Terry Gardiner, House Speaker)

... "you can't have a government that lives entirely on grants. You are going to have to find some way for the local area to raise some of its own money for any project it does." (Clem Tillion, Senate President)

# VILLAGE AGRICULTURE



... beginning to flower.

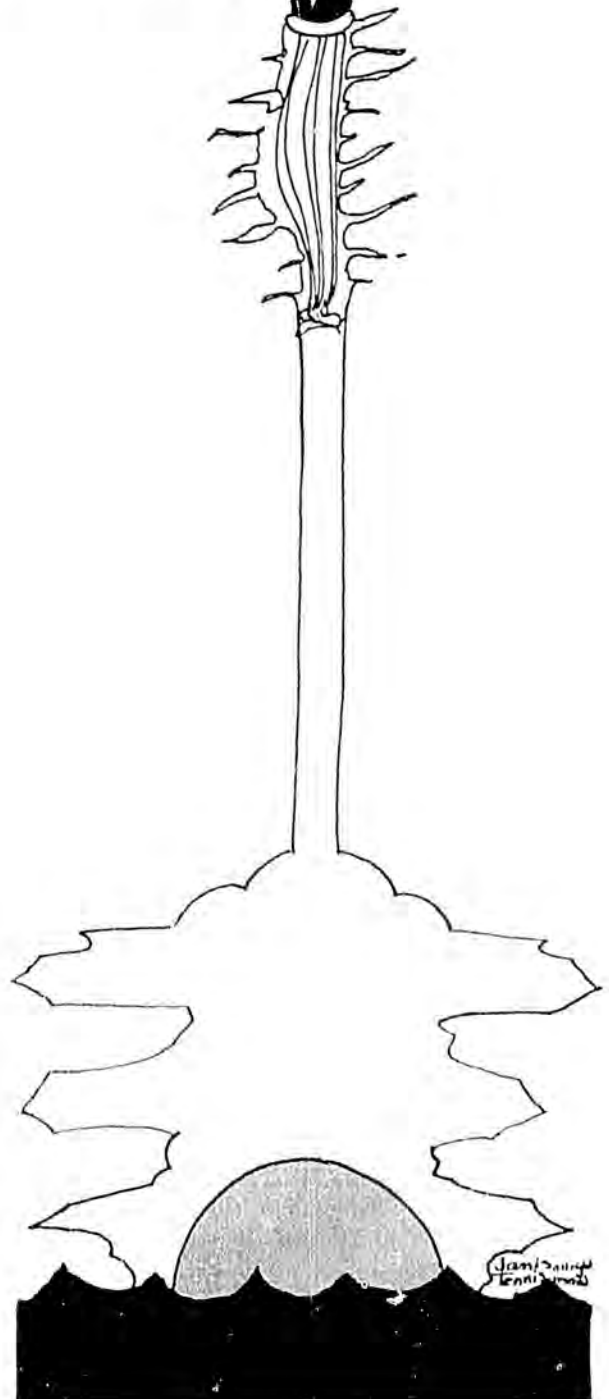
"In this day of inflation . . . village agriculture in Alaska is something we've got to take a look at. . . Because it looks like this old world is going to be a hungry place sometime in the future."

This view expressed by Alaska State Senate President Clem Tillion paralleled that of the village people he was speaking to. Inflation, diminishing fish and game supplies, and the present and worsening fuel problem (in this case for food transportation), has led rural Alaskans to address Village Agriculture collectively.

At the Citizens Participation Conference, the issue of Village Agriculture was still in a discovery stage, and the workshop was mostly informational. Reports of increased interest and practice of personal gardening were made, statewide activity indicated to be "spreading like wild-fire." Agriculture education was agreed upon as an important component in encouraging local gardening, and the Koyukon Development Corporation was reported to be taking the lead in this area with their proposal to HEW's Indian Education Program requesting aid.

Larger scale agricultural development is being encouraged by the "Delta Barley Project," a program by which farmers in the Delta area will be provided with low interest-thirty year loans.

As an issue, Village agriculture is receiving support from citizens and legislators alike. The projects currently being conducted should help provide increased interest and direction for all of Alaska.



# TELECOMMUNICATIONS



The following report was presented to the Delegates of the March Citizens Participation Conference by the AFN Telecommunications Committee. The views and recommendations therein were adopted by the delegates for future action, and any such action to date is appropriately included:

- A. Governor Hammond has created a council to advise him concerning state telecommunications policies. AFN is concerned that this council represents only administrators and industry; recommends that the Governor recognize the urgent rural concerns by also naming a rural representative (not necessarily a "consumer").

## RESOLUTION

*Whereas, the State of Alaska has in the past recognized the policy recommendations generated by the regional corporations through the AFN Telecommunications Committee, and*

*Whereas, the Alaska Federation of Natives, Inc. is concerned that this recognition continue as the State initiates new telecommunications policies, and*

*Whereas, Governor Jay Hammond's recent appointments to a newly appointed telecommunications policy council do not assure any formal representation of rural interests:*

*Now Therefore Be it Resolved by the Citizens Participation Conference, that the Hammond Administration seek nominations from AFN to appoint a representative of rural concerns to the telecommunications policy council.*

### TELECOMMUNICATIONS WORKSHOP

*by Gordon Jackson, Conference Chairman*

*Date: March 5, 1979*

- B. Projected disbanding of the Governor's Office of Telecommunications raises concerns about how the State will continue these functions – AFN is interested in having an advisory/review opportunity before this is adopted.

### C. RURAL TV DEMO PROJECT

AFN has transferred program policy functions to new Rural TV Program Policy Council as of January 1, 1979. AFN will name several members to this council in March.

There is a need to maintain rural Alaskan input to Robert Wold & Co. as the television program contractor.

AFN Telecommunications Committee urges caution about continued expansion of television service to other communities in the areas of system self support (dollars) and adequate power and basic communications necessary *first*.

### D. EARTH STATION OWNERSHIP

AFN Telecommunications Committee has not taken a stand on ownership issue; also recommend further analysis of local ownership as option – discussions needed with Pacific Power & Light.

### E. AFN COMMITTEE STRUCTURES & FUNCTION

1. AFN retain telecommunications committee function.
2. Committee membership should be appointed by the AFN Board of Directors depending on issues to be addressed; committee to meet as needed.
3. AFN should provide small budget for committee functions.

"I was pleased to recently appoint Senator Frank Ferguson and Morris Thompson (President AFN) to the council to ensure that rural interests will be fully represented." Governor Jay Hammond, May 17, '79.

# The Participants Who Make It Happen

## ENERGY WORKSHOP

### Delegates:

Isaac B. Amik . . . . . Kipnuk, Nunam Kitlutsisti  
Fred T. Angason . . . . . Dillingham, Bristol Bay Native  
Association  
Earl Attla . . . . . Huslia, Koyukon Development  
Corporation  
Jeri Chong . . . . . Anchorage, Aleutian/Pribilof  
Islands Association  
Catherine Curry . . . . . Eklutna, Cook Inlet  
Native Association  
Louie John . . . . . Fairbanks, Gwitcha, Gwitch'In,  
Ginkhye  
Morris Kuzgruk . . . . . Teller, Kawerak, Inc.  
Gertrude Lyons . . . . . Petersburg, Southeastern  
Alaska Community Action Program  
Dee Olin . . . . . Ruby  
Koyukon Development Corporation  
Bob Peterson . . . . . Kodiak, Kodiak Area Community  
Development Corporation  
Ray Sanford . . . . . Tok, Upper Tanana  
Development Corporation  
Jake Wells . . . . . Noorvik, Mauneluk Association  
\* Mike Williams . . . . . Akiak, Nunam Kitlutsisti

\*Elected Energy Workshop Chairman by the delegates.

### Guests:

Senator Frank Ferguson . . . . . D, Kotzebue  
Senator John Sackett . . . . . R, Galena  
Walter Riley . . . . . Cook Inlet Housing Authority  
Daisy May Lamont . . . . . AVCP  
James Wilson . . . . . SEACAP  
George D. Calliou . . . . . Petro-Canada  
Mary Stachelrodt . . . . . AVCP Housing Authority  
Morris Thompson . . . . . Alaska Federation of Natives  
Senator Pat Rodey . . . . . D, Anchorage  
Carole Kaehele . . . . . State Department of Community &  
Regional Affairs  
Dan Kanouse . . . . . State Department of Community &  
Regional Affairs  
Pat Ryan . . . . . State Department of Transportation

### Resource Persons:

Donald Anderson . . . . . Bureau of Indian Affairs  
Bob Cross . . . . . Alaska Power Administration  
Donald S. Dorsey . . . . . Ak. Native Industries Cooperative  
Association, Inc.  
Kit Duke . . . . . State Dept. of Transportation



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## ALCOHOL WORKSHOP

### Delegates:

|                      |  |
|----------------------|--|
| Rev. John J. Shaffer | Alaska Christian Leaders Conference              |
| Marie Olson          | Alaska Native Training Institute                 |
| Ralph Amouak         | Cook Inlet Native Association                    |
| Arlene A. McCafferty | Mauneluk Assoc., Kitzebue                        |
| Captain Ronald Wendt | Salvation Army/Anchorage                         |
| Charlotte Siverly    | Southeast Regional Health Corp.                  |
| Joyce Wemark         | North Pacific Rim Corp.                          |
| Tom Stoner           | Alaska Native Comm. on Alcoholism and Drug Abuse |
| Jeanie Maxim         | Copper River Native Association                  |
| Jeanne Norton        | Aleutian Pribilof Island Association             |
| Stewart Nicolai      | RurAL CAP Counselor, Copper River                |
| Max Lestenkof        | RurAL CAP Counselor, St. Paul Island             |
| Ignatius Andrew      | Yukon Kuskokwim Health Corp.                     |
| Thomas Tilden        | Bristol Bay Area Health Corp.                    |
| Mary Edwardsen       | North Slope Borough Health Dept.                 |
| Ethel Adcox          | RurAL CAP Counselor, Iliamna                     |
| Ann Crosswell        | Kodiak Area Native Association                   |
| Roger Silook         | Norton Sound Health Corp.                        |
| Matthew Felix        | Gastineau Council on Alcoholism                  |
| Paul Sherry          | Tanana Chiefs Health Authority                   |

### Resource People:

|                   |                            |
|-------------------|----------------------------|
| Bob Cole          | State Office of Alcoholism |
| Michael Harper    | Office of the Governor     |
| Rep. Joyce Munson | D, Anchorage               |
| Sen. Pat Rodey    | D, Anchorage               |
| Richard Spaziani  | State Office of Education  |

### Staff:

|                   |                  |
|-------------------|------------------|
| Peg Benepe        | Alcoholism Dept. |
| Alphie Morris     | Alcoholism Dept. |
| Norika Humpheries | Administration   |

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## HEADSTART WORKSHOP

### Delegates:

|                   |                                      |
|-------------------|--------------------------------------|
| Alice Wardlow     | AVCP Head Start                      |
| Kay Wallis        | Tanana Chiefs Conference Head Start  |
| Jo Putman         | Kawerak Head Start                   |
| Lloyd Wood        | Fairbanks Head Start                 |
| Jane Jackman      | Tanana                               |
| Esther Ilutik     | AFN                                  |
| Vivian Senungetuk | CINA Head Start                      |
| Linda Mizer       | Yukon-Kuskokwim Parent-Child Program |
| Bob Lohr          | Upper Tanana Parent-Child Program    |
| Marilyn Akiyama   | T&H Central Council Head Start       |

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**Resource Persons:**

Bob Davis . . . . . State Department of Education  
Daisy May Lamont . . . . . Social Services, AVCP  
Rosalee Walker . . . . . State Department of Education

**Staff:**

Jack Easterbrook. . . . . Administration  
Norika Humphreys . . . . . Administration  
Sandy Larson . . . . . Headstart

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**LIMITED ENTRY WORKSHOP**

**Delegates:**

Ed Cullen. . . . . S.E. Hantrollers, Sitka  
Ted Angason . . . . . B.B.N.A., Dillingham  
Thomas Tiden. . . . . B.B.A.H.C., Dillingham  
Gusty Chythlock. . . . . B.B.N.A., Aleknagik  
Daisy May Lamont . . . . . A.V.C.P., Bethel  
Lois Munson. . . . . Seward  
Fred Bismark . . . . . Tyonek  
Carl Berger. . . . . KANA, Kodiak

**Moderator:**

Mike Zacharof . . . . . T & X Corp., St. Paul

**Legislative Representatives:**

Panel: Representative Terry Gardiner  
Representative Alvin Osterback  
Representative John G. (Jack) Fuller  
Representative Nels Anderson  
Representative Vernon Hurlbert

**Legislative Staff:**

Nancy Harvey (Senator Sackett); Dean Paddock (Senator Hohman); Sharon Stoops (Representative Terry Gardiner); Adelheid Herrman (Representative Anderson); Judy Dillard, Senate Resources

**Other Legislators:** Senator Frank Ferguson, Representative Fred Zharoff.

**Resource Persons:**

Don Clocksin . . . . . Alaska Legal Services, Juneau

**Staff:**

Suzan J. Midkiff-Anderson; Norman Cohen.

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## LOCAL GOVERNMENT WORKSHOP

### Delegates:

Willie John . . . . .Fort Yukon  
Andy Kahoutec. . . . .Akiak  
Morris Kugruk . . . . .Teller  
Al Macasaet . . . . .Kwalock  
Jeanne Norton . . . . .Unalaska  
Julie Simon . . . . .Kotzebue  
Jake Wells . . . . .Noorvik  
Mike Williams . . . . .Akiak

### Resource Persons

Doug Griffin . . . Dept. of Community & Regional Affairs  
Rep. Bill Parker . . . . Chairman, Hse CR&A Committee  
Mia Spear . . . . . Office of the Governor

### Staff:

Phil Smith . . . . . Exec. Director  
Ross Sobolef . . . . . Legis. Information

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## VILLAGE AGRICULTURE WORKSHOP

### Delegates:

Jerri Chong . . . . . A/PIA  
Jimmy Farmer . . . . . Galena  
Eddie Mayo . . . . . Fairbanks  
Arnold Melsheimer . . . . . English Bay  
Dave Morrison . . . . . Kodiak  
John J. Shaffer . . . . . Nome  
Roger Silook . . . . . Gambell  
Fred Tocktoo . . . . . Pt. Hope

### Resource Persons:

Rep. Pat Carney . . . . . Wasilla  
Kelly Fike . . . . . Legis. Agriculture Committee  
James E. Fisher . . . . . U.S. Dept. of Agriculture  
Tom Hawkins . . . . . LUPC  
Rep. Pappy Moss . . . . . Delta Junction  
Mayor Dee Olin . . . . . Ruby

### Staff:

Ilene Stein . . . . . Subsistence Dept  
Erika Tritremmel . . . . . Administration

# The Decision-Makers Who Can Make It Happen

"I think there is a large gap in our system from the standpoint of people like yourselves having an influence, on what the governor introduces into legislation."



KENT DAWSON FOR GOVERNOR HAMMOND:

I think the people who wrote the state constitution either believed in a strong Executive Branch, or were planning to run for Governor. We have a very strong Governor in this state. The fact that we don't have any cabinet members elected separately, and the fact that the Governor has a very strong budget veto power means that we have a pretty ship . . . The theory is, I think, that if anything goes wrong in government, you want to have as few people as possible to blame. In Alaska, if things go wrong you can pretty well blame the Governor.

The large bureaucracy in Alaska (14,000 – 15,000 employees) has a lot of clout in terms of what legislation the Governor produces, and the legislature also feels the pressure from this force. The Governor is frustrated a lot with the ideas he comes up with. He says, "I want to get these bills through", but for some reason no one is pressing those bills. The ones that were dreamed up somewhere down in the bureaucracy, however, are rolling right through the legislature. The reason is that the relationship between the Executive Branch and a legislator develops with someone fairly far down in the structure. They have a telephone, call each other, and don't have to show up at a meeting to communicate ideas. So the Governor is sitting up at the top of the organizational chart appearing to be running the whole thing, but things are going on, bills are popping up, questions are being asked at hearings that are no accident; It's a much more complicated network than it appears to be.

I think there is a real gap in our system from the standpoint of people like yourselves (conference delegates) in having any influence on what the Governor introduces into legislation or into the budget. I can hardly think of any time that a Representative has come into my office in the fall and had a proposal. What happens is that ideas for a lot of things the Governor may consider to be put into the budget he's getting from the state agencies. Then he introduces his bill or budget to the legislature, the legislature tries to affect it or shape it in some way, and it comes out the other end. I think a wise legislator should see the Governor in October before the process begins.

It is a tremendous power the Governor has to veto, though it has not been exercised a lot. The Governor may eliminate or reduce a budget line item with his veto power, and it takes a two-thirds vote of the legislature to overturn that. You have to realize that if there is something you are concerned with getting through the House and Senate and Free Conference, you still have to contend with the Governor, and he has a very short time to make his decisions. Last year he had two weeks to cut \$8 million from the budget.

Once it's budgeted, you again run into the bureaucracy. Probably the best way that you as people can affect that is to come to the Governor's office. First try going to the people who are responsible for implementing what the legislature has mandated, and if you aren't satisfied, then go to the commissioner. If you still aren't satisfied, rather than frustrating yourself by going back to these agencies, go to the Governor's office; it will get the Governor's attention.



MORRIS THOMPSON:

... "Congratulations are in order to RurAL CAP for sponsoring these annual citizens participation sessions. It gives rural residents an opportunity to observe the legislative process, and to make recommendations to us on issues that we are going to be addressing . . .

It was only ten years ago that a group of (before then) disorganized native people pulled off the largest settlement in the history of the United States without any funding base . . . What I am saying is there is a lot to learn in the legislative process, but it can be learned rather rapidly. I think having all of you down here observing that process can only reflect well, in the long run, to the people we represent.

**"There is a lot to learn in the legislative process but it can be learned rather rapidly."**

We need to be more effective in working the legislature as our numbers are certainly going to decrease just as certainly as the urban areas will continue to grow. With the one man/one vote, we are going to see large communities get more votes at the expense of rural Alaska. The voices that we have down here have been very effective. But there are going to be less of them, so the burden will then shift to many of you to impact the legislative process in the future. The burden is also going to shift to those people you elect to boards, whether they are in corporations or in your regions.

Representing rural Alaska is difficult. It's difficult because we don't have that great of a communications capability to all of the various communities, from a hundred and twenty villages in the state to twelve regions, to the twelve non-profits, to RurAL CAP. If we are not careful, the Native leadership as it exists can get too far out on an issue and not truly reflect the village concerns. From our perspective, these forums provide us an opportunity to stay as close as we can to you on any issue.

Now let me give you a very quick highlight on some of the issues that we have been working on in Washington in behalf of AFN:

First of all, d-2: Don Mitchell has been our principle man in Washington over the last several years. Both he and John Shively, in my opinion, have done a tremendous service to Alaska and a greater service to the Alaska Native Community in moving along ANSCA amendments and some of the d-2 issues that have faced the Native community.

We are doing two main thrusts in the d-2 legislation. First of all trying to make the d-2 legislation visible from the Alaska Native community, and secondly trying to get some correcting amendments to the Alaska Native Claims Settlement Act. I mentioned in Washington, and I've mentioned in other forums that out of all the interest groups that are impacted by d-2, the Alaska Native community is probably impacted more directly and more heavily than any other interest group in the state, for the

simple reason that the majority of the villages border on or lie within the d-2 areas.

We're also trying to provide for a method of softening the stock alienation in 1991, whereby we will allow children of stockholders first right of refusal to purchase stock, to try to eliminate the possibility of non-Native interests in control of the corporations; we are trying to liberalize village selections on 14 (h) and 14 (c); we are talking about setting a vesting date for 14 (c) reconveyance; (these are basically the reconveyance from the village corporations to businesses in airports, schools, and so forth); and trying to speed up the conveyance process and assuring that fire protection is still provided by the Bureau of Land Management. Of course we have the land swaps that we feel are worked out between regions and regions, the State, and the Federal government.

**"The biggest issue is subsistence . . ."**

I guess the biggest issue we have in d-2 is subsistence. It's still the foundation of Native culture, a predominate activity of rural Alaskans, and in many cases the mainstay of rural economy. We are also working on access across these d-2 withdrawals to ensure protection of subsistence and protection of villages surrounded by these d-2 withdrawals to ensure access across them both for transportation and hopefully for developmental purposes if the region so desires.

The last thing I want to touch on while the Commissioner (of Fish and Game) is present is the wolf hunting situation. We did object to procedures outlined by the Department. The report was issued on the 14th, the hunt was announced on the 16th, the hearings were hurriedly arranged out in rural areas on the 19th, and the hunt was supposed to start on the 1st. Less than two weeks time we don't think is fair procedure, and our concern is that it did not provide the advice of Fish and Game boards out in the bush time to mull over this very controversial decision. As I mentioned, it's the process we objected to, not the departments recognizing subsistence as a priority.



**"Politics is the art of the possible,  
but it takes a lot of wheeling and dealing."**

**CLEM TILLION — SENATE PRESIDENT:**

While I consider the Democracy a pretty poor form of government, very wasteful and inefficient, and not at all inclined to look to the future, it is nevertheless the best form of government our people are able to live under. The advantage of it is that it changes often enough that no particular group is ever left out.

The basic parliamentary process is the actual drafting of the laws that you live under. The restraints we have under the lawmaking are the constraints within the constitution, which when any new state is formed are adopted.

Politics is the art of the possible. You have people from every different segment and every different pressure group working on the laws that you live under. In many cases it's the compromises that make it difficult for the Administrative section because we can't speak as clearly and decisively as we should. It takes a great deal of wheeling and dealing. Some of the things that are done in politics aren't what some people would consider proper, but that happens to be the rules of the game, and any time you are within the rules and don't lie and steal, it's proper.

Sam Rayburn was the one that said "politics is the search for power and the use thereof." It's best compared with sex, because if you think it's sinful, you'll not only never enjoy it, you'll never be much good at it.

The rural areas have done rather well in that they have people like John Sackett at the head of the Finance Committee (which is one of the most powerful positions in the state), and several other rural legislators that have come by one way or another to positions of prominence. This is due to the fact that the rural areas tend to send back the same people year after year and increase their seniority.

We have for the past few years been able to pay for both our wants and our needs, to the point that many of us have lost sight of what is a need and what is a want. Today we are faced with drops in the amount of revenue we can expect. Part of this is due to things that are completely out of the control of the State of Alaska, such as the fact that when we built the pipeline to Valdez instead of crossing Canada directly to market, we automatically reduced the worth of a barrel of oil to the State by about \$2.50. But everybody wanted jobs, so they wanted all 800 miles to be within Alaska. In effect we've sold out part of our birthplace to get a quick buck, and that is one of the balances of the legislative system that is not too good.

**"The only way the  
outer areas of Alaska  
can maintain power  
is through seniority."**



TERRY GARDINER

JOHN SUND FOR TERRY GARDINER (HOUSE SPEAKER):

The legislature has a great deal of power to enact law, but when you really examine what you have to do to get that law put into place, you run out of tools real fast. The major one used is Budget, hence the power of the Chairman of the House and Senate Finance Committees.

... There isn't a present process of review to see whether the regulations promulgated actually fit with the intent that the legislature had. I think that is something a lot of people are interested in now, and you will continue to see a lot of changes in the next few years. Presently, legislative oversight of implementation is mainly done through the budgetary process.

... the Only way the outer areas of Alaska can maintain power is through seniority and power. That means that the people in the smaller populated areas are going to have to send the same people back year after year if they are going to maintain any power in either house.

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# WHAT HAPPENS NEXT?



Phil Smith, Executive Director RurAL CAP:

## What happens next? – ENERGY

"The process of resolving the serious and critical energy problem of rural Alaska will be an ongoing effort by RurAL CAP, the Alaska Native Foundation, and other organizations who are concerned with this problem. In October, the Alaska Native Foundation is planning to conduct a conference on rural energy. The Alaska Federation of Natives Convention (to be held on November 1, 2 and 3) will address energy problems in a specific workshop. The ongoing involvement of Senator Frank Ferguson with his interim legislative committee on energy will yield legislative proposals in advance of the 1980 session. The Hammond Administration is paying close attention to the problem.

In spite of this, this complex and unfortunately most expensive problem can only be resolved at the village level, ultimately. The best role of policymakers and advocates is to provide a framework in which the ideas and sensitivities of rural Alaskan people can be brought to

bear on the problem. Certainly, the beginning has been made. The ongoing commitment of RurAL CAP and other organizations to realize a solution is evident. 1980 will be a busy year.

## What happens next? – ALCOHOLISM

This most significant and difficult of social issues will remain with us for some time to come. It is absolutely necessary that the Alaska Legislature understand the nature of the problem, and be willing to take minimal risks in devising solutions to it. For the past three years, the Governor's comprehensive alcohol package has languished in committee while alcohol abuse (as well as other substance abuse) has been increasing at an alarming rate. Although it is clearly inappropriate for advocates to suggest that

programs which demonstrably do not work be continued, it is nevertheless true that most inovative approaches to the problem have not been tried and found wanting; rather, they have been wanted and not tried.

It is clearly time to move the question of an adequate State response to the massive social problem of alcoholism out of the "politics as usual" spectrum of public policy development and to seriously put aside regional and partisan differences in order to cooperatively work toward a solution.

RurAL CAP, through its continuing alcoholism counselor program, and by maintaining sensitive contacts with villages and other organizations, will continue to advocate that appropriate solutions to the problem of alcoholism and drug abuse are devised and implemented by both the administration and the legislature.

Again, however, advocacy and other forms of statewide leadership will yield little in the way of concrete results unless, and until, the wisdom and the sensitivity of village people is brought to bear on the problem. At best, it will be an enabling process, whereby the tools are made available to the rural areas. Only in that way will any definitive and meaningful solutions to the problem be found.

#### What happens next? — SUBSISTENCE

This most major of public policy issues for the past several years will, it seems, be with us for some time to come. The United States Congress has thusfar failed to pass comprehensive d-2 legislation. The concern over the management of walrus continues. Outer Continental Shelf oil development and other forms of developmental activities on the Alaska coastline will continue to place pressures on the resources upon which rural people so acutely depend.

Again, however, the process of advocacy is a process of enabling. It is expected that, within the next year or so, national interest lands legislation *will* pass the congress. It is further expected that the Alaska State Legislature *will* decentralize decision-making over fish and game management questions. It is expected that informed village people *will* take control over many of the decisions affecting permissible uses of wildlife. The degree to which these efforts will succeed depends upon the degree to which village people exercise their participatory right and the degree to which their decisions are directed toward the future.

The Department of Subsistence and Natural Resources of RurAL CAP will continue to provide statewide coordination of regional advocacy efforts, analysis of pending legislation and regulations, etc. Certainly, the effort must continue — too much has been gained to back off at this point.

#### What happens next? — CHILD DEVELOPMENT

1979 is the International Year of the Child. But it is the belief of RurAL CAP that children should be accorded more than one year. Therefore, there will be a continuing effort to help the State to understand its responsibility to young children. The "success" of the advocacy effort to increase the State match for Head Start funding is only the beginning of what must be a continuing process of commitment on behalf of rural Alaskan children. It is heard time and again that the most appropriate age at which to intervene problems of development is in the early (pre-school) years. Therefore, extra efforts must be made to insure that health and social services are delivered effectively and efficiently to rural Alaskan children. The State's "Exceptional Child Act" must be fully implemented. Comprehensive child development programs such as Head Start and Parent-Child programs must be expanded to serve *all* rural Alaskan children.

Only if this ongoing commitment to these issues is evidenced by Statewide organizations will any significant impact be made on the many problems endemic to rural Alaska. It is frequently said that the *real* solution to the problems of rural Alaska can be found in the villages. Those solutions cannot be found if village people are ill, handicapped, poorly educated, or otherwise suffering from disabilities. It is therefore necessary to provide direct assistance to the very young children who will be the leaders of the effort to develop tomorrow's solutions to today's problems.

#### What happens next? — OTHER ISSUES

We will continue. The ongoing provision of access to the legislative process has taken several giant steps forward this year. The expansion of legislative affairs offices into rural Alaska, the increased sophistication of telecommunications capability, and other factors are yielding a potential for participation. Certainly, as long as the RurAL CAP organization exists, we will be making every possible effort to insure that all avenues of participation which may be used by rural Alaskan people to exert control over their own destinies will be fully developed.

Toward that end, we are in a planning process to develop an ongoing series of legislative conferences and meetings during the coming year. Although, programatically, the number one priority issue for RurAL CAP during FY '80 will be energy, we are certainly aware that only through the participation of rural people can the problem of energy (and many other issues) be solved. We are committed to facilitating that process of participation."



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Gordon Jackson, President – BOARD OF DIRECTORS, RurAL CAP:

"Article X, Section 6 of Alaska's Constitution states:

"The Legislature shall provide for the performance of services it deems necessary or advisable in unorganized boroughs, allowing for maximum local participation and responsibility. It may exercise any power or function in an unorganized borough which the assembly may exercise in an organized borough."

"What happens next in my opinion is the implementation of priorities set by the Citizens Participation Conference and implementation of that phrase in our constitution allowing for maximum local participation and responsibility. For the past five years RurALCAP in close cooperation with the Alaska Native Foundation, Alaska Federation of Natives and Alaska Legal Services Corporation have implemented the constitutional section that is clearly the state's responsibility. We have brought a broad cross section of people to Juneau from the unorganized borough to discuss and prioritize such things as the decentralization of the State Operated School System, Bilingual Education, State Participation in Head Start Funding, an adequate telecommunications network in rural Alaska, Otitis media, day care assistance, alcoholism, adequate housing, subsistence, energy, and many others. The administration and legislature provided many of the answers. It is my strong feeling we have gained the experience to define maximum local participation program in the unorganized borough."



"What happens next is up to the current Administration and the State legislature. Will they take advantage of our experience? Will they respond to our priorities? Will they finally fund and allow for maximum local participation and responsibility in the unorganized borough? Will they recognize that through Citizen Participation Conferences that public policy need not begin with public officials?"

"Our role as participants is advocacy and information. Never before have we confronted such huge and complex problems as the protection of our subsistence rights, alcoholism, and energy. There's no question in my mind we accept that responsibility."

*Gordon Jackson*



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DARBYSHIRE & ASSOCIATES  
community planning and management services

December 7, 1979

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

Dear Senator Sturgulewski:

We are pleased to submit the attached proposal describing the automated economic model developed by our firm. After you have had an opportunity to review it, we hope you concur that it is a useful tool for economic, environmental, resource, and community planners and managers.

We plan to demonstrate the use of our model in Juneau and Anchorage. These demonstrations are scheduled as follows:

DECEMBER 19 (WEDNESDAY)  
1:30 pm  
HILTON HOTEL  
JUNEAU

JANUARY 3 (THURSDAY)  
2:30 pm  
ELEVATION 92 RESTAURANT  
3RD AND K STREETS  
ANCHORAGE

We urge you or your representative to attend one of these demonstrations. Also, it would be appreciated if you would call us after you have had a chance to consider this matter and advise us which - if either - of the demonstrations you plan to attend. This will assist us greatly in making proper arrangements for our presentation.

Respectfully submitted,

*Darby*  
Ralph R. Darbyshire  
President

**Proposal  
for  
AUTOMATED  
ECONOMIC  
MODELING**

**as a policy, planning and management tool**

**Darbyshire and Associates  
420 'L' Street, Suite 403  
Anchorage, Alaska 99501  
tel. (907) 279-5443**

## PREFACE

The purpose of this proposal is to describe the automated economic model we have developed and how it can be useful to economic, environmental, resource, and community planners and managers. By illustrating the usefulness of this modeling technique we believe that more planners and managers- in both the government and the private sector - will see its value and begin to use it. In the end, we are certain such action will help foster better solutions to local problems to the benefit of all.

A PROPOSAL FOR USING AN AUTOMATED REGIONAL ECONOMIC MODEL  
AS A TOOL FOR ECONOMIC, RESOURCE, ENVIRONMENTAL,  
AND COMMUNITY PLANNING

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A PROPOSAL FOR USING AN AUTOMATED REGIONAL ECONOMIC MODEL  
AS A TOOL FOR ECONOMIC, RESOURCE, ENVIRONMENTAL,  
AND COMMUNITY PLANNING

INTRODUCTION

An area's economy is the engine that creates change in growth and development patterns. Whether an area's economy grows or declines, this change creates a chain reaction affecting all aspects of mans economic, physical, environmental, and social existence. One need only look at the affects economic change has brought to Alaska in the past dozen years to see evidence of this chain reaction: more jobs, people, water consumption, sewage and solid waste, housing construction, electrical consumption, schools, air and water pollution, fish and game consumption, and so on.

Since the economy is such a major force on resource consumption and environmental and community change, plans for the management of these things must of necessity be founded on a thorough understanding of the local economy. Further, if such plans are to be kept up to date with changing economic circumstances, then the analytical approach must also permit the constant and continued measurement of potential impacts associated with economic change.

Economic modeling and analysis\* have long been recognized as a useful tool to meet these planning requirements. Unfortunately, automated economic modeling and analysis have not been widely used by local and regional planners and managers in Alaska. This seems to stem from three difficulties:

- o First, existing models are designed to cover large geographical areas (e.g., the state, Southcentral Alaska, Northern Alaska, etc.). While they may be effective tools for these large areas, they do not permit a clear disaggregation of useful data to smaller local or regional areas (e.g., Kotzebue and the NANA Region, Nome and the Bering Straits Region, Bethel and the Calista Region, Dillingham and Bristol Bay Region, Ketchikan Gateway Borough, City and Borough of Juneau, Kodiak Island Borough, etc.).

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\* Economic modeling and analysis do not by themselves require automation - the use of a computer. Rather, an economic model is a system or rationale for analyzing an economy. Economic models are often automated (computerized), however, for the sole purpose of speeding up the calculation of numerous equations and other mathematical functions that are included in a model. In other words, an economic model can stand by itself- but automation/computerization simply makes a model a more useful and dynamic tool.

- o Secondly, traditional Input - Output (I-O) and econometric models are extremely costly to construct- \$200,000 to \$400,000 is not unrealistic for such a model. This is usually far more than most local governments or regional organizations are willing to pay for a tool of this nature.
- o Finally, many planners and managers lack knowledge and training in automated economic modeling.

Recently, Darbyshire & Associates has developed an automated regional economic model that can be implemented at a cost considerably below earlier efforts. Accordingly, the purpose of this paper is to describe the economic model we have developed and how it can be used by economic, environmental, resource, and community planners and managers. We believe that by illustrating the usefulness of this modeling technique more planners and managers will see its value and begin to use it. In the end, we are certain such action will make for better decision making from which all should benefit.

In explaining the model's value and how it works we have divided this paper into sections which:

- o Describe the products of the modeling effort;
- o Explain how the products can be used;
- o Describe the methodology and processes which are followed in completing the economic modeling/analysis work; and
- o Give technical descriptions of the workings of the model, its components, and operational characteristics.

#### PRODUCTS AND THEIR USES

The products of our automated economic modeling effort are threefold: a profile of a region's existing economy; forecasts of a region's future economy; and a tool that provides the potential to continually test and evaluate employment, income, development, resource, and environmental impacts of economic change. A detailed description of each of these products is provided below.

##### Profile of Existing Regional Economy

The first product of our effort is a report that shows the characteristics of the region's existing economy. This profile includes, but is not necessarily limited to, information on:

- o levels of income and employment by industry--by regional and sub-regional unit;

- o seasonality (monthly) changes in regional income and employment--by regional and sub-regional unit; .
- o each industry's source of revenue and the interrelation of industries and sectors (markets) within the economy;
- o regional indicators of labor migration;
- o key markets which are responsible for driving the regional economy; and
- o the multiplier effects of each industry on regional income and employment.

This profile provides the first real and simple understanding of how the local economy works. Accordingly, it identifies major economic relationships, problems, and weaknesses in terms that are easily understandable and can be influenced by decision makers (e.g., how much can employment in one industry be affected by changes in another industry). This profile information is also useful in applying for federal or state grants-in-aid and for gaining an initial understanding of the prospects for regional growth and development.

#### Forecasts of the Region's Future Economy

A forecast of regional and sub-regional characteristics of production comprise the second product of the study effort. These findings are important to federal, state, and local government administrators for developing future programs, budgets and plans. They are also useful to the private sector in making marketing, site selection, and financial planning decisions. The information to be produced herein includes, but is not necessarily limited to, forecasts of:

- o regional and sub-regional income--by industry;
- o regional and sub-regional employment--by industry;
- o regional and sub-regional occupational / skill level requirements--by industry; and
- o regional and sub-regional population trends.

The model also has the capability to develop forecasts on resource consumption, environmental change, and community development requirements. This is done through the use of multipliers (coefficients) which link resource consumption, environmental quality, and community development requirements to each sector in the economy. For example, water, electrical, land, and fuel consumption can be linked directly and indirectly to household consumption and industries such as fishing, manufacturing, trade, etc. Thus, when economic change is projected, the model can

develop projections related not only to employment, income, occupation, etc. but to expected changes in the demand for these resources as well. This same methodology is used to develop projections relating to changes in environmental quality (air, water, etc.) and community development requirements (governmental revenues, land use facilities, services, etc.).

This proposal does not provide for the initial development of forecasts relating to resource, environmental and community development requirements. Each agency and area of the state has differing needs with regard to such matters. Accordingly, these data requirements will have to be developed for each client on an individual basis.

#### Ongoing Capabilities:

The validity of economic and related forecasts or projections are directly related to the time span of the forecast and the size of the unit being analyzed. Forecasts for small economies, population bases, etc., can be subject to great error as small stimulators can cause proportionally significant increases. Also, the reliability of any forecast obviously decreases with the time span of the forecast.

When these considerations are coupled with the dynamic characteristics of Alaska's developing resource economy, it can be expected that many economic and related forecasts will prove rather speculative in nature. This, of course, means it will be most difficult for planners and managers to develop dependable and useful long-range plans and programs.

The most reasonable alternative to this situation is for planners and managers to develop strong short-term plans and the tools necessary to immediately gauge expected impacts from major development / economic changes. Then, as it becomes apparent that such changes are to occur, impacts can be immediately measured and plans adjusted as circumstances require. Given necessary lead times for development implementation in the arctic, planners and managers should have more than ample time to stage such planning responses in an intelligent manner.

The third product of this effort - the model's continuous use capabilities - provides for such a tool. Once the model is up and running and the initial economic forecast is developed, one has only begun to use its capabilities. Since the model is automated (instead of in someone's head or files) one can continue to easily and inexpensively use it to test expected impacts from anticipated development - without a complete new study! This means one can get an almost immediate measure of the affects on income, employment, resource, environmental, and development impacts caused by:

- o additional or proposed resource exploration / development activities (e.g., oil and gas exploration / development, bottom-fishing development, etc.;

- o capital improvement construction proposals and projects (e.g., roads, housing, airports, hospitals, and business and other construction);
- o proposed or actual changes in federal, state, or local fiscal and budgetary policies (e.g., cuts in CETA funding, defense funding, etc.);
- o changing costs for labor, fuel, transportation, etc.; and
- o changing markets and industrial pricing policies (e.g., changing fish or gold prices, etc.).

To give a better idea of the meaning of this capability, consider the following:

- o Each year the full economic impacts of changes in governmental expenditures can be measured. If CETA funds were cut, if a city budget were increased, if new school, road or airport construction programs were budgeted, one could immediately measure the effects such actions would have on the region.

In many areas, a large percentage of the economy is driven by governmental expenditures. This is, therefore, a vital capability for regional organizations to possess.

- o If oil, gas, or any other resources were to become viable economic development possibilities, it would be simple to quickly gauge the economic impact this development would have. Increases in industry incomes could be measured as could the number of new jobs and occupational skill requirements and resource, environmental, and development impacts .

All of this type of information can be brought to bear on forecast changes in economic activity. The key is that one is not locked-into a single forecast because the groundwork is done, and it would cost too much to have it redone!! Another simple and inexpensive computer run will produce the new forecast.

While the products of this modeling effort appear to be of most use to governmental planners and managers, it should be remembered that it has equal value to the private sector. Business, like government, has as much - or more - of a need for information on existing and projected levels of income, employment, resource consumption, etc. This information is important in figuring out when a business can successfully expand into a new area (market analysis); where they should locate within a region (site selection); and how much gross revenues they can expect to generate over each year (business operational / financial planning).

### Output

The analysis and reports that are developed are presented in narrative form. All statistical support data (tables, pie charts, bar graphs, etc.) are produced in final form directly from the computer.

### METHODOLOGY

The work to be completed in developing these products is carried out in several phases. Precisely how we do this is explained below.

#### Project Mobilization

Once authorization to proceed is given, Darbyshire and Associates works out detailed work program outlines, project scheduling, and personnel assignments. This includes, but is not necessarily limited to:

- o required administrative, operational, and organizational procedures;
- o the assignment of personnel, project responsibilities, and completion dates;
- o a final determination of study area boundaries;
- o the definition of sub-regional units / boundaries; and
- o the field survey recruiting / training program requirements;

#### Survey of Business Firms

This phase of the work program is concerned with the gathering of necessary base regional economic data. This is accomplished through a survey of local business firms and includes the following work tasks:

- o Design of a survey form that captures business information regarding:
  - geographical location;
  - factor costs (wages and salaries, interests and rents, and indirect business taxes);
  - distribution of sales;
  - seasonality and levels of employment, and
  - past and projected business trends.
- o Definition of a survey sample size and geographical location. This requires researching published statistics

that identify the major businesses and employers in the region. From these efforts, the size, distribution, and location of the required survey sample are calculated.

- o Darbyshire and Associates conducts the survey of business firms in the regional center. In the interests of cost savings, however, we also make arrangements with the contracting agency to complete the business survey work in the outlying communities. Under this arrangement Darbyshire and Associates trains field surveyors in the requirements and methodology of their work. This requires instruction in:
  - the scope and purpose of the survey;
  - survey confidentiality; and
  - survey interviewing techniques and the use of the telephone and mail out questionnaires.

Following the survey training session, sample interviews are taken by the field survey crew trainees. The results of this activity are examined, and final changes and adjustments are made.

- o Field Survey and Administration. Darbyshire and Associates' personnel supervise or assist in this activity on an as needed basis. Darbyshire and Associates also supervises quality control through a review of the accuracy and completeness of the survey forms. Should data gaps be discovered, Darbyshire and Associates advises the contractor of such discrepancies and required remedies.
- o Data Compilation. The raw data is then compiled and machine coded. This involves the application of a specially developed computer program that combines the data into overall industry statistics. The output is then formatted into table statistics by industry and sub-region. Finally, a table of industry demand coefficients is constructed that represents the structure of the economy. This table and the demand coefficients provide the base for all subsequent analyses and forecasting.

#### Transfer Payments

Transfer payments (public assistance, G.I. Bill receipts, etc.) and property type income (owners of non-regional property such as stock, bonds, and rent receipts) often prove to be a sizable portions of regional income in Alaska. This important information is not captured by the survey of regional business firms. Additional research is therefore undertaken to identify the sources and amounts of transfer income that come into the region.

### Interfacing the Model with the Region

During this phase of the work program, adjustments are made in our economic model that permit its application to a specific region. To do this:

- o The market linkages of the region are defined. These linkages are treated in our model as "export" demand coefficients. These linkages are now identified as linkages to subregional districts and appropriate coefficients are established.
- o We also modify the program input / output statements to accept the geographical characteristics of the modeled components. This permits the display of output by the newly defined industries and geographical units.

### Economic Profile Analysis and Write Up

The model is then run and a report is produced that describes existing levels of economic production by region and sub-region. Measurements taken during the field survey identify: the sources of income and employment; existing occupational requirements; and wage rates necessary to meet existing levels of production. These characteristics are broken down by industry, month, and geographical sub-regions. In sum, they provide a "snapshot" of the economy during the survey period.

Additional analysis provides a measure of how "sensitive" the regional economy is to each industry. This permits a full and detailed measure of the respective role's private, state and federal sources of demand have on the regional economy.

### Economic Forecast Analysis / Write Up

With the completion of the economic profile we have identified the key movers in the regional economy and the linkages they have with the rest of the economy. We, therefore, begin to develop forecasts of what might be expected in the future.

The first step in this process is an investigation into the history and prospects for growth of the key economic movers. This is accomplished through in-house research as well as through the solicitation of "expert opinions." From this work we prepare a series of assumptions about what changes the markets for each industry should experience over the forecast period.

The next step in the development of the forecast consists of research and analysis into the prospects for growth that new economic activities (e.g., oil / gas, bottomfishing, etc.) might bring to the region. This is accomplished in much the same way and likewise results in a series of assumptions about what new income can be expected to be generated in the region.

The third step in the forecast process entails the solicitation of future economic assumptions by local businessmen, economists etc.

From this work a set of assumptions is formulated about the future behavior of key economic variables. These assumptions about future market behavior are plugged into the model to determine the overall effects on the regional economy. During this phase of the project we also develop alternative projections based on a "what if" approach. That is, we are able to interact with our model in choosing assumptions (what-if's) about the future demand (income) of the region. The output from this series of assumptions and projections can then be used as desired.

The findings of these "most likely" scenarios can be adjusted if regional decision-makers believe any assumptions should be changed. This reiterative process can continue until regional decision-makers are satisfied with given assumptions and resultant forecasts.

Once the "most likely" forecast has been reached, alternate high and low projections can be developed. The forecast and alternate projections are made and a write-up of all key demand assumptions and projections is accomplished.

#### Ongoing Analysis

The use of the model to evaluate changing development and economic scenarios is accomplished in the same manner as the forecasting work above. When new or changing circumstances occur, a set of findings or assumptions are formulated about the expected sources and amount and distribution of income that will accrue to the region. These income assumptions are then plugged into the model, the model is run, and a new set of tables, charts, and graphs are produced that show the overall economic and other effects such change will have on the region. These findings can then be written up or verbally presented.

While it is possible to evaluate changing development scenarios at any time it would appear that the more important times to run additional analysis would be when:

- o the implications of state and federal budgeting changes were known;and
- o any significant changes were expected in key or new industries.

APPENDIX A  
MODEL DESCRIPTION

The model we will employ in this effort is a "Rows-Only" or, technically, an Intersectoral Flows model. This particular approach was first developed by Charles M. Tiebout and his associates at the University of California at Los Angeles (Miernyk, 1965). The name is derived from its departure from traditional Input-Output (I-O) analysis.

The "Rows-Only" approach, however, has several advantages over I-O models. First, the construction of a traditional I-O model requires an expensive survey. A transactions table is built whereby surveyed firms are requested to list both their total sales and total purchases during the survey year. Total sales are distributed across the rows of the transactions table while purchases make up the columns. A full accounting of all purchases and all sales is required from firms in constructing these tables, which adds tremendously to the cost of surveying.

The "Rows-Only" model becomes viable primarily through its lower survey costs. This single feature allows this model to become a viable modeling alternative while still achieving much of the detailed regional economic analysis of traditional I-O models. Basically, the concern is not with total sales dollars, but only with its distribution--that is, how does it break down across other specified industries and final markets.

This concentration on the distribution of sales dollars rather than actual sales dollars is made possible through the survey form. The survey form first requests firms to distribute each sales dollar by markets and industries. Then, it requests each firm to quantify the amount of income earned locally (i.e., total salaries and wages, profits for entrepreneurs, rents and interests on capital, and indirect business taxes gained locally.

The total of the "income earned locally" represents what is referred to as "value added." The measure of regional income, thus, becomes the sum of the "value added" income plus the transfer payments made directly to residents of the region.

Since the amount of income earned locally - value added generated by each industry - has been measured and distributed by industry, all industries become related or linked. These linkages can be defined in terms of coefficients and a demand distribution table constructed that functions much in the same fashion as an I-O table.

The importance of this "linked" table is that the model can now respond to the processes of income multiplication through

inter-industry transfers -- as does a traditional I-O table! Multiplication in the model is based upon two local linkages, or propensities, to spend locally: (1) the propensity of firms to purchase material goods from other local firms; and (2) the propensity of local residents to purchase locally produced goods and services.

The important difference between this table and one constructed for an I-O model is that in this application, industries are linked not by actual dollar amounts, as in I-O analysis, but rather by increments of demand. If, for example, industry B showed that 15 percent of its sales were received from industry A, and industry A experienced a 20 percent increase in demand, then the assumption of incremental demand linkage allows industry B to also increase its output by  $.15 \times .20 = .03$ , or 3 percent. These two increases in industry output are converted to actual dollars by passing on these increments of demand as additional sales to "value added"--which is measured in actual dollars.

A principal objection to traditional I-O models has been their assumption that the structure or interdependence within the local economy remains the same during the forecasting period, while levels of industries change in response to new demand levels. A closely related criticism is that these models are not easily recalibrated and, consequently, become dated due to the costly resurvey process. Their inability to respond to change and their expensive survey update procedures thus severely restrict the I-O models from wide-scale application.

The proposed Rows-Only model solves this problem through the use of an automated data base to develop coefficients of inter-industry linkages. This data base program translates individual field surveys into industry level demand coefficients. The structure of the economy, then, can be manipulated by changing these demand coefficients through resurvey of a portion of the data base, or simply changing coefficients manually to test economic assumptions.

The model benefits by the ability of the user to test changes in industry composition. Based on expectations or "what if" analysis, the data base program can develop a new adjusted demand distribution table which incorporates these industry changes into the economic structure. This new demand table, representing the anticipated economic structure, can be subjected to the same profile and forecast analysis as the present economy.

The following types of structural change in the region's economy can be directly incorporated into the model in this manner:

- o Import Substitution. New or expanded industries which choose to locate in the region because of expansion in local markets--markets which previously relied on importing these goods from outside;
- o Expansion in Local Processing. This structural change is

the result of adding more value locally through further processing of unfinished goods. These goods were previously exported in raw form for finishing and consumption in the final market (e.g., fish processing); and

- o Reopening/Discovered Resource Development. Shifting markets towards previously dormant resources (e.g. gold, bottom fishing, coal, etc.) or newly discovered resources (oil and gas) can cause rapid structural changes in the region. Typically, these export industries cause structural change due to increased local purchases (i.e., increasing demand on the local economy).

These features allow the Rows-Only model to overcome many of the disadvantages of traditional I-O models. Most importantly, this alternative provides enough substance and detail about the economy that business leaders, public policy makers and regional economic studies can be used to formulate explicit assumptions about the nature of the region's future economy.

Recalibration, when necessary, becomes a reasonable updating alternative because of the comparatively inexpensive survey costs. This allows the model to achieve the dynamic qualities which are necessary in the rapidly changing economic environments we experience today.

## APPENDIX B

### MODEL COMPONENTS

The proposed model for the regional economy will be composed of two fundamental components--industries and the sectors (markets) served by these industries. Industries refer to aggregates of firms or individuals producing similar products (e.g. fishing, trade, services, etc.). Sectors refer to the kinds of markets - demands - that industries serve (e.g. other industries, personal consumption, investment, export, etc.) A demand model defines all industrial activities in terms of sources of demand (markets).

Generally, regional economies in rural Alaska are grouped into 11 different industries that serve 19 separate sectors (markets).<sup>\*</sup> These two components are then linked together by the construction of a "Demand Distribution Table," (TABLE 1, next page) with the rows on the left representing individual industries and the columns across the top identifying the sectors (markets) served by the industries.

#### INDUSTRIES OF THE REGION

All business firms identified in the region will be grouped into one of the 11 different industry classifications. This classification scheme of firms into industry groups will generally follow Unemployment Insurance (UI) statistics from the Alaska Department of Labor. That is, each firm is to be classified by Standard Industrial Classification (SIC) code.

Each of the 11 different SIC industries and their characteristics are described below.

#### Agriculture, Forestry, Fisheries, and Trapping

Agricultural production covers establishments primarily engaged in the production of crops or plants and the feeding, grazing, or keeping of livestock for the sale of animal products. Fisheries covers commercial fishing, fish farms, and fish hatcheries. Forestry covers timber tracts, forest nurseries, reforestation, and other services and miscellaneous operations. Logging camps and logging contractors are classified under manufacturing. Hunting, trapping, and game propagation enterprises are also included in this industry classification.

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<sup>\*</sup>Different economies require adjustments in the types and number of industries (not sectors) provided. For instance, in Southeast Alaska it might be necessary to divide the combined Fisheries, Forestry, etc. SIC Industry into three separate industries. In Anchorage or Fairbanks all 11 SIC Industries might require subdivision into two or three different industries each.

TABLE 1

DEMAND DISTRIBUTION TABLE

14

| Sales<br>to these<br>Sectors<br><br>by<br>these<br>Industries   | DEMAND DISTRIBUTION |   |   |        |
|---|---------------------|---|---|--------|
|   | INTERMEDIATE        | FOCAL   |   | EXPORT |
|   |                     | FISHING<br>MINING<br>CONSTRUCTION<br>MANUFACTURING<br>TRANSP. & UTILITIES<br>TRADE (RETAIL)<br>TRADE (WHLSLE)<br>FINANCE & R EST.<br>SERVICES<br>PUBLIC ADMINISTRATION<br>OTHER | PERS. CONSUMP.<br>BUSINESS INVESTMENT<br>HOUSING INVESTMENT<br>GOVT. INVESTMENT |        |
| FISHING<br>MINING<br>CONSTRUCTION<br>MANUFACTURING<br>TRANSP. & UTILITIES<br>TRADE (RETAIL)<br>TRADE (WHLSLE)<br>FINANCE & R ESTATE<br>SERVICES<br>PUBLIC ADMINISTRATION<br>OTHER |                     |   |   |        |

VALUE ADDED:

|                  |  |
|------------------|--|
| WAGES & SALARIES |  |
| INDIR BUS. TAX   |  |
| PROP. INCOME     |  |

|  |
|--|
|  |
|--|

### Mining.

Mining includes the extraction of minerals (coal, ores, petroleum, natural gas, etc) as well as quarrying, milling, and other preparation needed to render materials marketable. The exploration and development of mineral properties and services performed on a contract, fee, or other basis in the development or operation of mineral properties are also included in this division. When subdivided, this SIC Industry is divided on the basis of the principal mineral produced. If there is no production, the division is made according to the principal mineral for which development work is in process.

### Construction

This division includes firms engaged in contract construction and includes new work, additions, alterations, and repairs. Three broad types of contract construction are covered: building construction by general contractors; other construction by general contractors; and construction by special trade contractors (plumbers, electricians, painters, etc.). Operative builders who build structures for their own account are classified under Real Estate.

### Manufacturing

This industry includes firms engaged in the transformation of raw materials into new products which are either "finished" (i.e. ready for consumption) or "semifinished" (i.e. requiring further manufacturing).

Logging and lumbering activities are also included under this industry classification. This includes: logging camps, sawmills, and the fabrication of structural wood members and modular buildings.

### Transportation & Public Utilities

As the title suggests, this industry includes "...enterprises engaged in passenger and freight transportation by railway, highway, water, or air, or furnishing services related to transportation; petroleum pipeline transportation; warehousing; telephone and telegraph communication services; radio and television broadcasting; and the supplying of electricity, gas, steam, water, and sanitary services." The many transportation, communication, barging, taxicabs and utility (telephone, electricity, etc.) businesses are the firms that would therefore be classified under this industry.

### Retail Trade

Retail trade includes establishments that sell merchandise for personal, household, or farm consumption and render services incidental to the sale of goods. When subdivided, retail

establishments are classified by kind of business according to the principal lines of commodities sold (groceries, hardware, etc.), or the usual trade designation (drug store, cigar store, etc.).

#### Wholesale Trade

This group includes establishments engaged in selling merchandise to retailers, commercial or institutional users, or to other wholesalers. Petroleum bulk stations are the principal types of wholesale trade operations found in rural Alaska.

#### Finance, Insurance and Real Estate

Local banking, credit, insurance, and real estate firms would be classified under this industry. Holding and investment firms--including many regional and village corporations created through the passage of the Alaska Native Claims Settlement Act--are also important groups that fit this classification.

#### Services

Hotels, personal services, business services, automotive repair, amusement, legal (public and private), health (public and private), educational (public and private), and professional services fit within this broad industrial category. This industry usually represents the most developed segment of a region's economy.

#### Public Administration

All the activities which fit under this industry classification are are publically funded. They include federal and state administrative functions (e.g. Alaska court system, BLM operations, etc.) and local governments. It should be noted that agencies such as PHS and BIA schools are classified under services and not under public administration.

#### Other, Not Elsewhere Classified

These economic activities include such things as cottage crafts, church-related organizations, and other such activities which are not easily classified under other industrial classifications.

#### Value Added

This is not an SIC industry. It has been added to the model to account for incomes earned locally from salaries and wages, profits for entrepreneurs, rents and interests on capital, and indirect business taxes gained locally. Labor earns income in the form of wages and salaries and profits as a form of salary for proprietors from their entrepreneurship. Locally owned capital and land earns income from rents and interest. Government infrastructure (police, fire, streets, schools, etc.) earns income through the levy of taxes.

A special source of income under "Value Added" is transfer payments. Transfer payments is income which is received directly by residents and is not influenced by changing levels of local industrial activity. It includes money received without service rendered and covers old age pensions, unemployment relief, social security, etc.. An estimate of transfer payments within the region is added to locally produced income, and included in the economic model.

When combined, these industries will, by and large, encompass the total productive capacity of a regions economy. The production levels (income, employment, etc.) of these industries will change in response to changing levels of demand. For example, the income and employment characteristics of the fishing, forestry and trapping industry will increase or decrease depending upon changes in demand (price x quantity). These changing demand sectors are the subject of the next segment of this description.

#### SECTORS/MARKETS (Table 1)

Nineteen different sectors (markets) comprise the second major component of the economic model. These sectors group into three major divisions - local intermediate sales (11 sectors); local final sales (5 sectors); and export sales (3 sectors). The local final sales division can be also "partitioned" into a set of geographical sub units. Each of the three sales divisions and their market components are described below.

##### Local Intermediate Sales

This division is made up of 11 sectors (columns 1 through 11). Each sector corresponds to one of the 11 SIC industries outlined earlier. Each sector represents a potential source of demand for each of the individual industries.

The grouping of these 11 sectors provides for inter-industry linkages within the economy. That is, it permits the measurement of local industries' propensity (willingness) to purchase locally supplied material goods in lieu of imports. This propensity to purchase material goods locally is one of two forms of income multiplication in the model. It is premised on the fact that increases in value added locally result in increases in gross local product.

The linkages within this division represents the exchange of unfinished goods and services. The linkages to the other two divisions represent consumption of finished goods and services.

### Local Final Sales

This division contains the following five sectors (columns 12 through 16). These five sectors likewise represent potential sources of demand for the 11 SIC industries. They do not represent sources of demand for the value added industry. Rather, they represent demands made by the value added on the 11 SIC industries. Changes in the sources of demand are determined by fluctuations in demands made by the value added industry. The total purchases of this division is thus directly related to the incremental changes in the Value Added industry row (K) of Table 1.

This division performs the second process of income multiplication in the model. That is, it permits the measurement of local consumers' propensity (willingness) to spend locally. Obviously, the more total local income that is turned back into the economy, the larger the local income stream.

The two income multiplication processes (local intermediate sales and local final sales) represent a combination of inter-industry sales and sales to the local final sales consumption sector. One purpose of the model is to measure combined effects of these income multiplication processes.

- o Personal Consumption (Column 11). Local spending by consumers is one of the most important local final sales sectors. Consumer goods, excluding capital goods, are demanded by this sector.

The next three sectors (columns 13, 14, and 15) of Local Final Sales are devoted to local demands for capital goods. These are investment sectors and differ from personal consumption in that they represent sources of capital accumulation in a growing economy.

- o Business Investment (Column 13). This sector represents demands made by private businesses locally for capital goods. Local businesses which plan to expand their operations demand plant and equipment to be placed within the local economy. Expansion of commercial retail and office space as well as docks and river terminal facilities are typical examples of business capital goods demanded through this sector. This private capital formation is a key source of change in the level of economic activity.
- o Housing Investment (Column 14). This sector represents the demand for new or replacement housing. It is influenced by many different local (endogenous) and non-local (exogenous) variables and requires special attention because it is not entirely controlled by local economic forces. Interest rates, state and federal

housing programs, and the supply of money are a few examples of non-local variables which have major influences on the level of demand from this sector. Changing levels of local income (shown in the value added row) will also have some effect on level of demand in this sector.

- o Local Government Investment (Column 15). This market provides for the often sizable capital improvement projects by local governments. Once again, this sector, like housing, is not entirely explained by changing levels of income in the modeled economy. Some non-local variables, such as state and federal matching funds influence the level of demand for these capital goods. This sector excludes the operating budgets of local governments which were covered earlier in the intermediate sales division. A direct linkage is assumed to exist between the changing levels of the value added (local income) industry and the level of demand this column places on the local economy.
- o Geographical Sub-Regions (Columns 16a-d). Each defined labor area is treated as one geographical sub-region. Economic activity levels and the inter-regional trade relations will be identified during the survey phase for each sub-region. This will allow the characteristics of sub-regions to be analysed individually as well as combined to describe the entire area.

#### Export Final Sales

Exports stand apart from the previous two major divisions in that their levels of demand are set entirely by non-local market forces. Income generated from sales to the three individual sectors that make up export sales represents new money entering the local economy. Exports are defined in this regional model to be sales to the following markets:

- o Private Exports (Column 17). This sector identifies "outside" private sources of demand on goods produced within the local economy. The primary export of private goods from the region is fish products. These fish products are presently demanded entirely by Japanese, Lower 48, and Anchorage markets for further processing and consumption.
- o State of Alaska (Column 18). and,
- o Federal Government (Column 19). The remaining two column sectors of the export economy are government. The role that state and federal governments have in the local economy is very important and needs to be identified separately from private sources of demand. Individual state and federal programs are identified under these

sectors. This provides for measuring changes in regional income and employment that are brought on by changes in governmental programs.

The traditional "economic base" notion that goods and services are exported by a region and form the base upon which the local economy rests are "blurred" in this particular economy. The vast bulk of "exports" to the state and federal governments are in fact simply public monies flowing into the regional economy to provide for the health, social, educational, and other such programs. The economic model measures the role that both the state and federal governments have in determining levels of income and employment within the regional economy.

Altogether these three major market divisions account for all sources of demand on the 11 industries which make up the regional economy.

## APPENDIX C

### MODEL OPERATIONAL OVERVIEW

Once the economy of the region has been defined in terms of industries and markets, the effects of change throughout the economy can be traced and measured. The primary purpose of disaggregating the economy into industries and sectors, and defining the relationship between these two, is to simulate as closely as possible actual working/linkages of the economy.

The final demand sectors, as defined in this model, represent the sources of change which have a rippling effect on the modeled economy. These final demand sectors are, then, the determinants of economic activity in the region. Changes in these determinants cause changes throughout the entire regional economy. The following narrative traces out how the effects are computed in the economy given a change in any one of the final demand sectors.

Changes in demand enter the model in the form of increments, or percentages of expansion or contraction over existing market levels. Incremental changes in an industries output (sales) are passed on to other industries in the economy through the "intermediate sales" matrix of inter-industry linkages. These increments are passed through this matrix until all direct and indirect inter-industry linkages are traced out. At the conclusion of this phase, the model has summed the direct and indirect effects of changes in final demand on all local industries.

The effect reached after tracing out all inter-industry transfers in the local economy, is a new level of demand for the Value Added industry which, in turn, measures the changes in local income. Changes in local income are now applied, as feedback, to the local sales matrix. These increments pass the effects of changes in local income back to those local industries that serve to local sector. Once again, the inter-industry transfers are traced out in the intermediate sales matrix, caused this time by changes in final demand from local sales.

The model continues this reiterative process of simulating the income multiplication process brought on by incremental changes in final demand. Once a new equilibrium has been reached, the process is stopped and the model sums up the effects on the economy, industry by industry. A profile of the new level of the economy is then displayed.

The model is computerized to rapidly trace out these effects and to allow the model user to test alternative scenarios in an

interactive mode of operation.

The model allows, through sensitivity analysis, the identification of the key economic variables. It also allows forecasts to be made based on explicit assumptions of the future behavior of these key variables. Alternate scenarios can easily be tested which incorporate differing assumptions about the final demand sectors driving the local economy.

PLEASE NOTE: THE FOLLOWING PAGES WERE TREATED  
AS A UNIT IN THE ORIGINAL DOCUMENT.

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

Veronica Clark  
Planning Supervisor  
Division of Community Planning

December 18, 1979

Mary Jo Waits  
Planner IV  
Division of Community Planning

UOB Study

In an effort to get started on the unorganized borough study, this past week, I read some collected literature and studies concerning local and regional government and service delivery in Alaska (see attached bibliography). My immediate objective was to begin outlining issues and problem areas in planning and service delivery in the unorganized borough and to get a sense of current literature and people dealing with the subject.

While I have looked over only a select few studies and reports, I have concluded that others have identified, to a large extent, the issues and problem areas related to local and regional government and service delivery in the unorganized borough. The Local Government Study sponsored by the Joint Senate and House Community and Regional Affairs Committee recently identified 18 issues and problem areas. Many of the same problems and issues can be culled from Lee Gorsuch's article in "Commission Study 44" for the Joint Federal-State Land Use Planning Commission. A few of the general problems identified are:

- o the proliferation of organizations throughout Alaska without regard for the financial and human resources required to make such entities functional and effective;
- o the existence of public institutional structures, such as large villages or rural school districts, which are either single-purpose or limited in the territories and numbers of people they encompass;
- o the absence of governmental institutions place private institutions (e.g., native corporations) in the position of assuming powers more appropriately placed within public institutions;
- o where the dominate service structure is exclusively Native, there are problems with effective political expression for the non-Natives.

Given the recent attention to problems in rural Alaska, there is no need for us in the UOB study to dwell on general problem and issue identification. Instead, we can move onto what I think are two more important and less realized tasks: 1) pinpointing and illustrating identified problems in the context of coastal resource service areas, and 2) proposing and examining solutions to key problems. A feasibility study of sorts is one way of accomplishing the first task, while a symposium with key Alaska and non-Alaska participants is a way of accomplishing the second task.

Feasibility Study: The feasibility studies would focus on a few representative coastal resource service areas (perhaps one in Southeast and one in Northwest Alaska) and assess the political and economic feasibility of planning and resource management within and by each resource service area. Among other things, the studies would look at:

- o the physical, social and economic setting of various areas;
- o current providers and patterns of planning and other public services;
- o effectiveness of these mechanisms for planning and service delivery;
- o estimated costs of various levels of planning;
- o potential sources and amounts of funds and revenues that can be expected for planning and other services;
- o implications of institutionalized local planning on self-determination and government.

The feasibility studies should reveal or confirm, in very graphic and concrete terms, key and basic problems needing resolution if planning and resource management is to be feasible and viable in the unorganized borough (i.e., coastal resource service areas).

Symposium: The symposium would be to work on solutions to key problems related to local and regional government and planning in the unorganized borough. The advantage of a symposium (compared to a contract with a single consultant, for example) is that a number of different people can address identified problems; a group of 5-15 specialists in law, finance, and public administration for instance, can be assembled one or more times to propose and evaluate alternative solutions.

Outlined below are steps and a time frame for the preparation and completion of the feasibility studies and symposium.

*How this  
been done?*

Step 1: summarize problem areas and issues currently identified; circulate summary to key people for review and comments (completed by February 29).

Step 2: commence planning and management feasibility studies for specific coastal resource service areas (completed by March 31).

Step 3: commence contacting people in and outside Alaska for information about pertinent literature and studies and recommendations for people to participate in the symposium (completed by mid-March).

Step 4: select and contact people to participate in the symposium; prepare for symposium participants an information packet containing a general issue paper, the results of the feasibility studies, and an outline of key problems to be addressed at the symposium. (completed by March 31).

Veronica Clark  
December 18, 1979  
Page 3

Step 5: convene first session of the symposium to familiarize participants with Alaska and key problem areas and to assign participants specific problems and tasks to be addressed and completed by the next session. (completed mid-April).

Step 6: convene second session to review, evaluate and if need be refine solutions proposed by the participants. (completed May 30).

SF: Unorganized Borough Study

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## DEPT. OF COMMUNITY & REGIONAL AFFAIRS

DIVISION OF COMMUNITY PLANNING

POUCH B  
JUNEAU, ALASKA 99811

January 31, 1980

Mr. Kurt Fredriksson  
Office of Coastal Management  
Pouch AP  
Juneau, Alaska 99811

Dear Mr. Fredriksson:

Attached is the revised amendment to Unorganized Borough Management Alternatives reimbursable services agreement (RSA). Your request for a distinct look into coastal resource service areas, as outlined in your January 22 memorandum, is incorporated on page 9 of the RSA.

Thank you for sharing with us Vic Fischer's December 20, 1979, letter in which he raises some important points and suggestions. The following discussion details our consideration of Mr. Fischer's points.

### Points 1 and 4 - Regional Unorganized Boroughs

Our proposed study will not restrict itself to consideration of unorganized boroughs. Both unorganized boroughs and coastal resource service areas are organizational alternatives which will be evaluated in the study. Furthermore, we intend to prepare several case studies which will focus on the political, economic, and administrative feasibility of planning and resource management within and by resource service areas and potential unorganized boroughs.

### Points 2 and 3 - Solicitation of Endorsement

This Department has already voiced its support of legislation introduced by the Joint Senate and House Community and Regional Affairs Committee Local Government Study.

### Point 5 - A Look at Implementation Provisions of Existing Laws and Regulations

On several occasions, the work program refers to existing laws and mechanisms as a starting point for identifying organizational and management alternatives for the unorganized borough. Moreover, the importance of implementation authority for planning and governmental bodies is recognized in the evaluation criteria (g.) Implementation Authority on page 13 of the work program.

Point 6 - No Need for Two-Phase Process

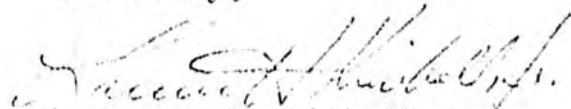
The delay in signing the RSA allows time enough for only a quick and continuous project if it is to be completed by June 30, 1980. There are still several steps or components to the proposed project, however.

Point 7 - November, 1980, Completion Date

When CRA proposed the study in July, 1979, it intended to have results available for the 1980 legislative session and the Joint Senate and House Community and Regional Affairs Committee. The delay in signing the RSA eroded this schedule.

The current time frame for the study is February 1, 1980 to June 30, 1980. The need for subsequent tasks and specific studies may be identified, but any such proposals for further studies will certainly be mindful of the 1981 legislative calendar. Mr. Fischer's suggestion of a November 1980 completion date for all contributions to the 1981 legislative session appears to be reasonable.

Sincerely,

  
Lawrence H. Kimball, Jr.  
Director

cc: Senator Arliss Sturgulewski (w/enclosure)  
Representative Bill Parker (w/enclosure)

Amendment to RSA - July 9, 1979 to June 30, 1980

The Department of Community and Regional Affairs will allocate the following personnel for fulfilling the terms and conditions of this agreement:

See Attached.

FUNDING REQUIREMENTS

|                 | <u>Federal</u> | <u>State</u>  | <u>Total</u>  |
|-----------------|----------------|---------------|---------------|
| 100 Personnel   | \$ 8,320       | \$ 2,080      | \$10,400      |
| 200 Travel      | \$12,000       | \$ 3,000      | \$15,000      |
| 300 Contractual | \$56,080       | \$14,020      | \$70,100      |
| 400 Supplies    | \$ 160         | \$ 40         | \$ 200        |
| 500 Equipment   | <u>\$ 640</u>  | <u>\$ 160</u> | <u>\$ 800</u> |
| Total           | \$77,200       | \$19,300      | \$96,500      |

## Task E2: Unorganized Borough Management Alternatives

### A. Discussion

The Alaska Constitution mandates that the entire State be divided into boroughs, organized and unorganized. A borough is a regional government similar to a county or township. An unorganized borough is an area outside the boundaries of a borough incorporated under State law.

Nearly 435,000 square miles, 75 percent of Alaska's total land area, lies within the unorganized borough. Except for Bristol Bay Borough (1,200 square miles) and part of the North Slope Borough, the entire west coast of the State is in the unorganized borough. Two other coastal areas, Prince William Sound and Southeast Alaska, have large stretches of unincorporated areas.

The unorganized borough is sparsely populated. Rough estimates indicate a civilian population of approximately 10,000 in areas outside of an organized city or borough. In addition, approximately 60,000 persons live in the 116 incorporated cities which lie outside boroughs. Only 11 of these cities have populations of 1,000 and few exercise municipal planning powers.

Though sparsely populated, the unorganized borough warrants greater attention to planning and management of coastal resources for the following reasons: (1) major resource development is either under way in the

unorganized borough or contemplated for the future, (2) subsistence is a valued and irreplaceable way of life for many residents of the unorganized borough, (3) land ownership patterns are changing with millions of acres of federally owned land passing into private, State, or municipal ownership, and (4) provision of public services in the unorganized borough entails massive public investment and extraordinary logistical efforts.

Planning and implementation of coastal management programs in the unorganized borough present many problems. Two regions in the unorganized borough have already organized into coastal resource service areas according to procedures outlined in the Alaska Coastal Management Act and associated regulations. Both regions are predominately Native and are served by Native non-profit organizations which functioned as catalysts in organizing the service area. Similar conditions are not found in all remaining regional education attendance areas (upon which the coastal resource service areas may be formed). Unorganized areas in the Aleutian Islands, Prince William Sound, and Southeast Alaska have a sizeable non-Native population and in the latter two vast stretches of federal land holdings separate State and private land, which will be most directly affected by coastal management programs developed for the unorganized borough.

Though organization of coastal resource service areas in the Northwest Alaska (NANA) region and the Yukon/Kushokwim Delta region have commenced, concerns about subsequent stages in program development and implementation for these service areas and organizational problems anticipated in establishing other coastal resource service areas have prompted the Department of

Community and Regional Affairs to propose the attached work program.

The purpose of the study is to assess the coastal resource service area and examine options now available or possible to effectively plan for and manage coastal resources in the unorganized borough.

The study will provide perspective on the unorganized borough in general and organizational aspects of service delivery in particular. Key person interviews and case studies will be primary information sources for this part of the study. The interviews will be supported by a literature search and data from secondary sources.

The study will also evaluate coastal resource service areas and identify and assess planning and management options in the unorganized borough.

An interim product under this agreement will be a "white paper" discussing major coastal resource planning and management issues in the unorganized borough, recommending improvements, and identifying two or three specific areas of further study by experts in law, finance, or public administration. The study approach is described in Attachment 1 of the agreement.

Where appropriate, the department will coordinate its study activities with the Joint Senate and House Committee on Regional and Community Affairs Local Government Study in its efforts to prepare a legislative package on the unorganized borough and with the Governor's Office, Division of Policy Development and Planning, in its development of a state rural policy.

B. Products and Schedule

1. On March 31, a quarterly progress report.
2. By April 30, a draft of a "white paper" discussing issues in planning and management in the unorganized borough (to be shared with the Joint Senate and House Committee on the Regional Affairs, Local Government Study); detailing further areas of investigation to be undertaken by experts in law, finance, and public administration; and requesting contractual funds from the Office of Coastal Management for specific tasks during fiscal year 1980-1981.
3. By May 15, requests for proposals on investigations identified in the "white paper."
4. By July 1, 1980, conclusion of contracts for further study and publication of final version of the "white paper," which will include recommendations on legislative and administrative changes (both state and federal) which could improve the management of coastal resources in the unorganized borough.

C. Costs and Contracts

|                     | Federal Share | State Share   | Total         |
|---------------------|---------------|---------------|---------------|
| Personal Services   | \$ 8,320      | \$ 2,080      | \$10,400      |
| Travel and per diem | \$12,000      | \$ 3,000      | \$15,000      |
| Contractual         | \$56,080      | \$14,020      | \$70,100      |
| Commodities         | \$ 160        | \$ 40         | \$ 200        |
| Equipment           | <u>\$ 640</u> | <u>\$ 160</u> | <u>\$ 800</u> |
| Total               | \$77,200      | \$19,300      | \$96,500      |

The proposed budget would fund 3 person-months of a Planner IV position (range 19) and one person-month of a Clerk Typist III position. The planners assigned to this study would have educational background and professional experience in public administration and planning. Travel and per diem would be used to finance participation by rural residents in a series of informal meetings on planning and management in the unorganized borough.

Contractual services would enable the Division to (1) enter into small contracts with research institutes, non-profit organizations, or consulting firms to conduct literature searches and parts of the analysis, especially

financial and legal considerations, (2) fund a public involvement component (workshop series and/or survey) and (3) print final products.

## Attachment 1

### Study Approach

#### 1. Perspective

The first step in the proposed study would be to provide perspective on the unorganized borough in general and organizational aspects of service delivery in particular. Key person interviews and case studies will be primary information sources for this part of the study. The interviews will be supported by a literature search and data gathering from secondary sources.

Specific questions to be addressed include the following:

- a. Who lives in the unorganized borough and why?
- b. What economic activities (market and non-market) provide sources of livelihood to residents of the unorganized borough?
- c. How are coastal resources now managed and by whom? What difficulties or inefficiencies are encountered?
- d. How are "local" decisions made?
- e. What has been the history of local government in the unorganized borough, i.e., why have certain communities in the unorganized borough incorporated, which settlements or regions have attempted incorporation and failed (or considered it and then rejected it) and why, how effective have

- incorporated cities in the unorganized borough been and what has contributed to their success or failure?
- f. How effective have the regional educational attendance areas and other service delivery mechanisms been and what problems have they encountered?
  - g. What trends are anticipated in any of the factors addressed above?

## 2. Evaluation of Coastal Resource Service Areas

- a. Summarize the organization as well as possible inducements and discuss problems with and alternatives to local match requirements.
- b. Identify problems of districts lying in the coastal resource service areas.
- c. Provide a summary of existing governmental structures, regional entities, other service delivery organizations and how they may be of use to the Coastal Resource Service Area.
- d. Provide a brief socio-economic overview, with pertinent information drawn from community profiles on major population centers in each Coastal Resource Service Area. Discuss how coastal resources are tied to socio-economic life of the area.
- e. Discuss likely development impacts (OCS, bottomfisheries, herring fisheries, ports, etc.) expected for each Coastal Resource Service Area over next 10 years.
- f. Develop scenario for Coastal Resource Service Area development

and completion of coastal management plans with specific recommendations for accomplishment within general time frame.

- g. Estimate costs for organization and plan development in each Coastal Resource Service Area and identify sources of assistance.
- h. Discuss possible effectiveness or ineffectiveness of existing implementation mechanisms for each of Coastal Resource Service Areas.
- i. Prepare an overview of problems common to all areas, recommendations on policy, legislative, and administrative changes which would facilitate Coastal Resource Service Area formulation, Coastal Zone Management planning and implementation, plus discussion of how coastal management would blend with regional government creation should that occur.

### 3. Identification of Planning and Management Options

The study will also identify planning and management options now available to the unorganized borough, or possible with certain legislative changes. Options will be identified through a literature search, supported by key person interviews. In addition to the Alaska Statutes, sources to be tapped include literature and pertinent expertise on Maine (which has a relatively large unorganized area) and Canada (especially its management system in territories), and prominent public affairs research institutions.

Planning options to be considered include organizational alternatives to the service area concept described in the Alaska Coastal Management Act. Management options include concrete mechanisms whereby a district program developed by a coastal resource service area board or other planning organization could be implemented.

#### 4. Evaluation of Planning and Management Options

Planning and management options would be evaluated against the following criteria:

- a. Costs and Incidence of Costs: There will be costs associated with any planning or management options. It is important that the total costs be assessed for each alternative; it is equally important to identify all entities directly and indirectly absorbing the costs.
- b. Availability of Funds: One elementary requirement for any successful planning effort is financial resources; the funds may come from grants, tax revenues, revenue sharing, or some other source, but they must be available for both the development and implementation of a plan. All alternatives for the availability of funds should be evaluated for all stages of the planning program.
- c. Availability of Staff: In line with funds, planning efforts will need and must have easy and continual access to capable staff resources for both plan development and implementation tasks.
- d. Existing or Politically Feasible Mandates: The viability of a planning structure or program for Alaska's unorganized borough is largely

dependent upon a mandate for that planning program. A mandate may occur in a number of ways: a legislative act, an administrative act of the Governor, public referendum or local election, or through a State agency program or regulation.

e. Public Acceptability: Akin to political feasibility is the need for public acceptability of a planning or management option. A planning program is not viable unless it is acceptable to the involved and affected citizens, particularly if the structure or program depends upon formal (electoral) approval of the people.

Assessing the public acceptability of planning and management alternatives could be accomplished through an opinion survey of residents and public leaders in the unorganized borough and of various State leaders. A case study of public reactions in the past to proposed planning structures and programs might be another means of determining public acceptability.

f. Quality of Service Delivery: This is a multi-faceted criterion by which alternative planning structures and programs are to be evaluated. The quality of service delivery depends on a number of things, many of which are included in the other criteria. The objective, however, is not to repeat previous analyses, but to consider whether or not the planning alternatives are based upon "logical" planning units and how they will affect other public services and service areas.

For an unorganized borough, public services such as schools, utilities, and fire protection are usually provided on a service area basis, and individual service areas are established to provide specific services.

In general, the rationale and purpose of the service areas vary, so do their boundaries and jurisdiction.

In identifying and evaluating possible planning structures for an unorganized borough, it is important to consider the logic and efficiency of the unit or area of service. The rationale for and the boundaries of existing service areas may not be appropriate for the delivery of planning services. Geographic features (e.g., mountain ranges, rivers, watersheds), for instance, may be more important than regional corporation boundaries or cultural features for defining a planning area.

g. Implementation Authority (planning options only): In almost all cases, a plan is only as good as its implementation. Therefore, an effective planning structure or organization must have appropriate implementation authorities and powers.

April 18, 1980

10 - T. J. J. J. J.  
11:30 - 2. (Liz)

Mary Jo Waits  
Planner IV  
Community Planning Division

Coordination of Studies  
dealing with the  
unorganized borough

*Draft* return to Liz

At the April 9 meeting with you and Margo regarding the various pending and proposed studies dealing with service delivery in the unorganized borough, it was decided <sup>that</sup> Margo and I would work on an outline or direction for how various studies might be coordinated and designed to assist or feed into one another. Since Margo is currently out of state on personal matters, I will take first cut at a proposal for study coordination and direction.

As I understand it, there are two principle studies which are of immediate concern. One is the Unorganized Borough Study (UOB study) funded by OCM and being completed by this Department. The other is a study proposed by Vic Fischer to be funded by the legislature.

The UOB study, expanding from March to August 1980, will include, among other things: 1) a series of "gatherings" or individual interviews with key residents in the unorganized borough to discuss and document problems and issues with planning and other service delivery in the unorganized borough, and 2) a working task force of Alaskan and non-Alaskan experts in public administration, finance and law to propose and examine solutions to key problems related to local and regional government and planning in the unorganized borough. A key product will be the identification of planning and management options for the unorganized borough and the evaluation of each option against the following criteria:

- a. Costs and Incidence of Costs: There will be costs associated with any planning or management options. It is important that

the total costs be assessed for each alternative; it is equally important to identify all entities directly and indirectly absorbing the costs.

- b. Availability of Funds: One elementary requirement for any successful planning effort is financial resources; the funds may come from grants, tax revenues, revenue sharing, or some other source, but they must be available for both the development and implementation of a plan. All alternatives for the availability of funds should be evaluated for all stages of the planning program.
- c. Availability of Staff: In line with funds, planning efforts will need and must have easy and continual access to capable staff resources for both plan development and implementation tasks.
- d. Existing or Politically Feasible Mandates: The viability of a planning structure or program for Alaska's unorganized borough is largely dependent upon a mandate for that planning program. A mandate may occur in a number of ways: a legislative act, an administrative act of the Governor, public referendum or local election, or through a State agency program or regulation.
- e. Public Acceptability: Akin to political feasibility is the need for public acceptability of a planning or management option.

Card 1

A planning program is not viable unless it is acceptable to the involved and affected citizens, particularly if the structure or program depends upon formal (electoral) approval of the people. →

- f. Quality of Service Delivery: This a multi-faceted criterion;

by which alternative planning structures and programs are to be evaluated. The quality of service delivery depends on a number of things, many of which are included in the other criteria. The objective, however, is not to repeat previous analysis, but to consider whether or not the planning alternatives are based upon "logical" planning units and how they will affect other public services and service areas.

- g. Implementation Authority (planning options only): In almost all cases, a plan is only as good as its implementation. Therefore, an effective planning structure or organization must have appropriate implementation authorities and powers.

The study proposed by Vic Fischer contains five components: 1) identification of the incentives and disincentives to borough formation; 2) development of a foundation plan for basic services; 3) investigation of means of decentralizing and transferring state services (e.g., state contracting with municipal governments and other entities); 4) review and revision of Title 29; and 5) identification and evaluation of alternative institutional and financial schemes for service delivery in the unorganized borough.

As I see it, several tasks or components of the Fischer proposal are embodied and are already being realized in the UOB study. The focus of component 3 in the Fischer proposal - contracting with municipalities for service delivery - for instance - is one option for service delivery being explored in the UOB study; Component 4 in the Fischer proposal is similar to the major product envisioned for the UOB study. Thus, ~~if~~ ~~(and before)~~ the Fischer proposal is funded, some careful attention and direction is going to be needed to insure coordination and to avoid duplication of study efforts.

Since the UOB study is already funded and underway, one logical way to avoid duplication is to consider how or what additional studies, funds or staff the legislature might provide to complement, assist or the UOB

study, one benefit to the UOB effort would be several studies of representative areas in the unorganized borough to assess in very graphic and concrete terms the political and economic feasibility of planning and other service delivery within and by specific areas or regions. Among other things, these studies could look at:

- \* the physical, social and economic setting of various areas;
- \* current providers and patterns of planning and other public services;
- \* effectiveness of these mechanisms for planning and service delivery;
- \* estimated costs of various levels of planning;
- \* potential sources and amounts of funds and revenues that can be expected for planning and other services; and
- \* implications of institutionalized local planning on self-determination and government.

These studies would be similar to what Vic Fischer outlines as the first three elements of the "financial and institutional analysis" on page 6 of his March 7th memo. The results would provide a base of knowledge of existing situations and problems which can be used to draw upon for the identification of alternative solutions to key problems related to local and regional government in the unorganized borough.

Of further benefit to the UOB study would be resource assistance for the working task force. As mentioned earlier, the task force will be the main vehicle for identifying solutions to key problems and evaluating alternative planning and management options. It is anticipated that either in preparation for or as a follow up to the task force efforts, key problem areas will be identified which need additional or greater attention and study for resolution. We already know, for example, ~~finding solutions to problems of financial disparities among parts of the state may~~ problems of financial disparities among parts of the state may entail

significant study and problem solving efforts. Resources (i.e., funds and people) for these special and in-depth problem solving efforts will have to emanate from outside the UOB study, since the study budget is limited and alternatively committed.

Some sort of project manager or director is another key element to study coordination. Employed by the legislature, a ~~directors-function~~ would be to monitor the UOB study in CRA, to negotiate and plan with CRA the specific geographic case studies and in-depth topical studies needed to <sup>OK</sup> complement or further the UOB study, and to allocate any legislative appropriated funds accordingly. This person could also be the means by which CRA could request assistance and information from the House Research Agency and Legislative Finance.

To summarize, <sup>my</sup> the proposal for the coordination of existing and future studies dealing with service delivery in the unorganized borough, so as not to duplicate efforts and complicate matters, involves:

1. viewing the existing UOB study as the current pivot point for work on unorganized borough issues;
2. Designing and funding other studies, such as case studies to assess the political and economic feasibility of planning and other services within and by specific geographic areas, to <sup>OK</sup> complement or <sup>e</sup>supplement the UOB study;
3. Establishing a project manager position under ~~the~~ <sup>the</sup> ~~aspices~~ <sup>of the legislature</sup> to follow the UOB study, to assess and design in conjunction with this ~~Department~~ <sup>Department</sup> studies to <sup>supplement</sup> ~~supplement~~ or complement the UOB study; and to allocate any appropriated funds to various complementary and <sup>supplemental</sup> ~~supplemental~~ projects.

Ce. Margo Waring

PLEASE NOTE: THE PRECEDING PAGES WERE TREATED  
AS A UNIT IN THE ORIGINAL DOCUMENT.